

San Angelo Independent School District

The San Angelo Independent School District (SAISD) is the largest school district in Tom Green County serving a culturally diverse population of more than 16,000 students in 28 schools. While student performance continues to outpace the state's averages, organizational and financial controversies have surrounded the district for some time.

When we started this review we found a district in turmoil, plagued with deeply disturbing problems. The board and administrators were embroiled in internal in-fighting, denying a problem existed and unwilling to accept responsibility or make the hard decisions that would ultimately bring the focus back to the district's primary mission of educating children.

Student enrollment has declined over the last five years as have the number of teachers. Yet, administrative and support staffing levels have increased, netting the district an overall increase in staffing and related salaries. Consequently, the district now finds itself with dangerously low financial reserves and has declared financial exigency, which gives the district the authority under Texas law to reduce expenditures by terminating professional term contracts during the contract period.

After more than six months of work, my Texas School Performance Review (TSPR) team and I found that the district needs to address four major challenges:

- financial instability
- a weak system of internal controls;
- inadequate planning; and
- a lack of accountability.

San Angelo ISD must take swift, corrective action to restore trust with its community and ensure that its students receive the highest quality education.

We found several ways the district could better control its finances. First, the board needs to recognize the financial condition of the district is real, and administrative and support level staffing cuts are absolutely necessary to restore financial stability to the district. Our report recommends staffing reductions, primarily through attrition, that will net savings of more than \$7 million annually. Furthermore, controls must be put in place to ensure that the district's resources are used appropriately. Receipts must be demanded for all employee reimbursements, state purchasing and bid laws must not be circumvented and the district should consider hiring an internal auditor to continually monitor these internal controls and report findings directly to the board.

Another serious concern is in the area of planning, particularly for facilities. Inadequate planning has left some schools in the district underused while others are overcrowded. By adjusting attendance zones at the elementary school level the district can eliminate an elementary school and provide a greater balance of enrollment both in the physical plant and in the area of educational opportunities. Utility and staff savings alone could net the district \$180,000 annually.

My performance review makes 112 recommendations that, if implemented, would save San Angelo ISD taxpayers more than \$40.6 million over a five-year period, while reinvesting nearly \$1.9 million. Net savings are estimated to reach more than \$38.7 million. That is money that could be used to rectify some of the financial shortfalls in the district and ensure that every possible dollar is driven directly into the classroom where it belongs.

By addressing these issues and others, I believe San Angelo ISD can get back on track and set an example for other school districts in Texas and across the nation to follow. I am confident that school board members, school administrators, teachers and parents are all committed to making the district the best it can be for their students.

Carole Keeton Rylander

Carole Keeton Rylander
Comptroller of Public Accounts

Key Findings and Recommendations

TSPR examined San Angelo ISD (SAISD) operations and heard from employees, school board members, teachers, students, parents and community and business leaders. Following are the major proposals TSPR has developed to help the district address various issues:

Major Proposals

Financial Instability

- ***Establish a fund balance management policy and develop administrative procedures that require reports to the board.*** In the past few years the board has not monitored its fund balance and has approved deficit spending. The district is not using its audited fund balance in its budgeting process. By establishing a policy and procedures on reports to the board about the fund balance, the district will be better able to keep a watchful eye on its reserves. In addition, the policy should provide the administrator clear directions as to how to increase revenue or decrease expenditures in order to meet the district's fund balance goals and keep board members informed as to the status of the fund balance.
- ***Streamline central administration to reflect a more logical grouping of related functions.*** The district's current organization structure is top heavy with inadequate spans of control at several levels. Since 1995-96, the district has created eight director and executive director positions, and a deputy superintendent position – all during a time of declining enrollment. A significant number of the district's senior management team are resigning or retiring at the end of 2000-01, providing an opportunity to achieve substantial organizational streamlining immediately and save the district more than \$4.4 million over five years.
- ***Implement a staffing allocation formula and reduce staffing.*** While the district's student enrollment declined by more than 6 percent since 1997-98, its total staff increased by 3 percent, which equates to the hiring of one additional employee for every 16.7 students lost. Since 1997-98 central administration increased by 114.3 percent and professional support increased by 45 positions and the district lost 44.8, or 4.1 percent of its teachers. By implementing a staffing allocation formula and reducing staff to meet the allocations, SAISD could equitably and efficiently baseline administrative staffing and realize annual savings of \$6.4 million per year.

Weak System of Internal Controls

- ***Institute strict controls over superintendent expenses.*** Neither SAISD's board, nor the business office regularly monitors superintendent expenses, policies and procedures are unclear and internal controls are weak. Receipts were not required for many expenditures and as a result, the former superintendent had to reimburse the district for some inaccurate and inappropriate expenditures. The board should immediately negotiate the terms of the future superintendent's contract to specifically state what expenses are considered acceptable, and institute controls to ensure that the superintendent is compliant with SAISD's Compensation and Benefits Expense Reimbursement Policy.
- ***Implement adequate controls over procurement card expenditures.*** The district's MasterCard bills for 1997-98 through 2000-01 show that the district spent \$120,349 while only having receipts for about 66 percent of the amount spent, or \$79,051. By establishing strong controls over the use of district procurement cards, the district will be able to better control purchases made with the credit cards and provide a convenient, time-saving method for making small dollar purchases.
- ***Establish internal control procedures that allow the Purchasing Department personnel to monitor and address violations of purchasing policies.*** SAISD does not competitively bid all items or categories of items that exceed the \$25,000 threshold where bids are required by law. For example, instructional supplies for \$127,000 were purchased with no bid or contract in place. Aggregate purchases of goods or services exceeding \$25,000 in 12 months are not tracked and bid. By developing procedures to identify purchases that are anticipated to exceed the \$25,000 threshold and implementing procedures to detect improprieties of the purchasing system, the district can better ensure that it complies with all applicable state purchasing laws.

Institute tighter controls over fixed assets. SAISD has not conducted a complete inventory of its more than \$121 million in fixed assets since 1996, although district policy requires annual inventories be conducted. In April 2000, the supervisor estimated that only two-thirds of the data had been entered and not all of the information about the district's fixed assets had been gathered. By conducting annual inventories and establishing accountability for the safekeeping of fixed assets, the district's resources will be better protected and managed.

Hire an internal auditor that reports directly to the Board of Trustees. The district has many internal control weaknesses.

District bank accounts are not reconciled in a timely fashion, checks and balances on employees' access to the payroll system are weak, employees are not trained adequately and there are no published procedures manuals. Hiring of an internal auditor that reports to the board will provide the district with independent monitoring of the district's operations and alert the district to any internal weaknesses.

Lack of Planning

- ***Refine and annually update the district's strategic plan to include enrollment and financial projections.*** The district's strategic plan, better known as the Systemic Mapping Plan, has not been revised since it was created in October 1998. Nor does the plan show whether the district is within initial cost estimates or tie critical factors to the district budget. While the development process was exemplary, involving the entire community in the process, the plan is not monitored and strategies have not been adjusted to ensure the success of the plan. By refining the long-range plan to match the district's current economic constraints and evaluating the progress made during the previous year, the district will be better able to ensure that all goals are achieved with available funding.
- ***Develop a comprehensive long-range facilities master plan.*** The current master plan the district developed in support of the 1996 bond issue does not allow the district to plan beyond the scope of the present bond, or to look at strategies other than new facilities or modernizations. In the Facilities Evaluation and Projected Needs study completed in August 1999 the district has an excellent blueprint for continuing the long-range planning process that ultimately will result in a comprehensive master plan and lead to solutions to the district's future facilities needs.
- ***Close one elementary school and adjust attendance zones to allow enrollment at other smaller elementary schools to be increased.*** There is a wide variation in the number of students enrolled in individual schools at the elementary level. This variation means that the district is operating some small schools, under 300 students, that are inefficient in cost-per-student. By adjusting attendance zones at the elementary school level the district can eliminate an elementary school and provide a greater balance of enrollment both in the physical plant and in the area of educational opportunities. Annual savings from closing an elementary school could produce more than \$180,000 per year.

Lack of Accountability

- ***Include specific performance measures in superintendent's performance evaluation.*** While considerable controversy surrounded the former superintendent, the superintendent's performance evaluation does not contain specific measures of performance to support accountability. The current evaluation form allows individual rankings to be based on perception and recollection of information received, and not on specific measures of performance. To ensure that the superintendent is evaluated fairly and held accountable by the board, clear expectations and performance measures must be used.
- ***Establish policy for use of outside counsel and monitor billings by law firms.*** Legal fees in the district have increased 155 percent over the past three years. To date, in 2000-01, more than \$195,000 in legal fees has been incurred, with \$74,000 incurred in one month. By establishing a policy for use of outside counsel, the district can effectively manage its legal expenses.
- ***Provide the Finance Committee with detailed financial reports.*** The Finance Committee is not presented with a report that compares actual expenditures and revenues to the budget. In addition, the Finance Committee has not been active in the oversight of the district's budget monitoring process, and at regular board meetings the finance reports are buried in the consent agenda where they receive inadequate attention. Improved financial reporting will provide the board with data needed for increased oversight.

Exemplary Programs and Practices

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

- **SAISD provides incentives to Bilingual and English as a Second Language (ESL) teachers**—SAISD provides study sessions and a one-time \$250 stipend when teachers receive their bilingual or ESL certification. Since its inception in 1995, 330 SAISD teachers have received their certifications and are now qualified to work with the district's bilingual and ESL students.
- **The Up and Coming Scholars Program assists economically disadvantaged students**—In partnership with Angelo State University (ASU), economically disadvantaged students who rank in the top one-third of their eighth grade class, successfully complete the program and graduate, are awarded an academic scholarship to attend ASU. The scholarship covers the full cost of tuition and required fees for four years of undergraduate study.
- **SAISD's online training system streamlines staff development registration**—SAISD staff can access the district's Web site and register instantly for staff development, instead of registering by mail and waiting for confirmation. In addition, principals can electronically check the training that each teacher has completed and use that information as part of the teacher's growth plan.
- **The district's campus beautification program creates pride in the community**— A local hospital funds half of the prize money awarded to staff, students and parents for improving their school grounds. The hospital judges the schools and participates in the awards ceremony. The contest has encouraged pride in the appearance of each campus by students, staff and parents, and saves the district money that would otherwise have been spent to maintain and beautify the school grounds.
- **Santa Rita Elementary principal and staff have successfully integrated technology, instruction and real**

life challenges into the classroom curriculum—SAISD's Santa Rita Elementary School has implemented several programs to improve student performance, introduce students to real life challenges and build self-confidence:

- Students use video and computer equipment to produce a daily 15-minute morning show patterned after shows such as *Good Morning America*.
- Fifth grade students build their own robot vehicle from a Lego kit in the Lego Robotics program.
- Students in a fourth-grade stock market club use computers to track stock market activity and execute mock buy/sell decisions.
- Using a multi-media and an Alpha "Smart Board" in the computer lab, students can connect to Internet broadcasts such as the space shuttle launching.
- ***SAISD's Transportation Department and the City of San Angelo successfully share a vehicle maintenance facility***—Beginning in the 1970s the city and district built a shared vehicle maintenance facility. The city donated the land and the city and the district split the construction costs. SAISD and the city also share a vehicle wash system, fueling system and oil storage facility. Shared diesel fuel purchases alone are saving the district \$9,000 annually.
- ***SAISD's alternative education programs are comprehensive and multi-dimensional, taking into account a broad range of needs for at-risk students***—SAISD's programs address the special needs of students who cannot function in the traditional classroom, who need a short term-disciplinary setting or who might need more intense instruction/counseling in a military setting. Its Preparing Area Youth for Success (PAYS) has been recognized nationally and statewide for its innovative teaching strategies. Programs are individualized and self-paced as long as students make suitable progress.

What is TSPR?

The Texas School Performance Review (TSPR), a program of the Texas Comptroller's office, is the nation's first state-level vehicle designed to improve the management and finances of public school districts.

Since its creation in 1991, TSPR has conducted in-depth, on-site management reviews of more than 60 Texas school districts serving more than 1.4 million students, or 35 percent of the state's 4 million public school students. Nearly \$600 million in five-year net savings have been identified in the previous 61 reviews conducted to date.

These reviews diagnose districts' administrative, organizational, and financial problems and recommend ways to cut costs, increase revenues, reduce overhead, streamline operations, and improve the delivery of educational services. TSPR's overall goal is to ensure that every possible education dollar is directed to the classroom.

A TSPR review is more than a traditional financial audit. Instead, TSPR examines the entire scope of district operations, including organization and management, educational service delivery, personnel management, community involvement, facilities use and management, financial management, asset and risk management, purchasing and warehousing functions, computers and technology, food services, transportation, and safety and security.

Reviews can be requested or districts can be selected for a review. A cross-section of Texas school districts—large and small, wealthy and poor, urban and rural—are selected so that a wide variety of other districts can apply TSPR's recommendations to their own circumstances. Priority is given to districts with a poor academic performance and/or a poor financial performance, and where the greatest number of students will benefit from an audit.

Nearly 90 percent of all recommendations are being voluntarily implemented to date in the 35 districts that have had more than one year to implement TSPR recommendations.

EXECUTIVE SUMMARY

Executive Summary Overview

In December 2000 the Comptroller announced her intent to conduct a review of the San Angelo Independent School District (SAISD) at the request from Representative Rob Junell and a citizens group, the San Angelo Parents Rights Organization (SAPRO). SAPRO had numerous concerns about the management of the district and the district's declining fund balance, the equivalent of the district's savings account. In follow-up conversations Representative Junell asked the Comptroller to include all of the five smaller districts in Tom Green County in the review.

Work began in San Angelo in March 2001. Based upon more than six months of work, this report identifies SAISD's exemplary programs and suggests concrete ways to improve district operations. If fully implemented, the Comptroller's 112 recommendations could result in net savings of more than \$38.7million over the next five years.

Improving The Texas School Performance Review

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

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

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

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

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

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

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

TSPR In San Angelo ISD

On March 26, 2001, TSPR began its performance review of SAISD. On April 26, 2001 Superintendent Dr. Joe Gonzales announced his resignation. A number of senior managers also announced that they would not return in 2001-02. The board designated Mr. Mark Gesch, previously SAISD's executive director for General Administrative Services, interim superintendent while the board searches for a permanent replacement.

On June 7, 2001, SAISD declared a state of financial exigency, which gives the district the authority under Texas law to reduce expenditures by terminating professional term contracts during the contract period. The Texas Education Agency (TEA) is closely monitoring SAISD's financial situation, and in October 2000 requested quarterly updates on a plan to reduce staffing and overall budget expenditures. Deficit spending over the past three years has left the district's general fund balance dangerously low.

Throughout the time that TSPR was gathering and confirming data, the organization and management of the district was in a constant state of flux. Staffing and fund balance numbers were continually changing based on board and administrative decisions. Numbers reflected in this report are therefore based on a snapshot in time and recommendations for change are based upon that snapshot.

The district has gone from a \$23.2 million fund balance in 1998, to a projected \$5.8 million at the end of 2000-01, or 15 days of average expenditures. The district originally projected a negative fund balance of \$8.7 million in 2001-02, if all things remained the same. Recent reports show the projections are improving as the district makes budget cuts for the new year, but the situation remains troubling.

Student enrollment has declined by 7.2 percent over a five year period, which erodes state revenue flowing to the district, while staffing and expenditures continue to rise. Teacher and administrator morale is low and many fear for their jobs.

The Comptroller's office originally conducted a review of SAISD in 1995. By comparing issues in 1995 with current issues, the report pinpoints areas of continuing progress or concern.

Gibson Consulting Group Inc., an Austin-based consulting firm, was contracted to assist with the review of Tom Green County and its six school districts at a cost of \$400,000. The contract was later amended by \$15,000 to allow the Gibson Consulting Group to do additional analyses of their transactions based on issues identified during on-site work.

The team interviewed district employees, school board members, parents, business leaders and community members and held three public forums at two district junior high schools, on March 28 and 29, 2001 from 5:00 p.m. to 8:00 p.m. and one elementary on March 29th from 5:00 p.m. to 8 p.m.

To obtain additional comments, the review team conducted eight small focus group sessions with teachers, principals, employees students, parents and community members. The Comptroller's office also received letters and phone calls from a wide array of parents, teachers and community members. To ensure that all stakeholder groups had input, TSPR sent surveys to students, parents, teachers, campus and central administrators and support staff.

A total of 479 respondents answered surveys: 73 administrative and support staff; 26 principals and assistant principals; 101 teachers; 108 parents; and 171 students completed written surveys as part of the review. Details from the surveys and public forums appear in **Appendices A through F**.

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

SAISD selected peer districts for comparisons based on similarities in student enrollment, student performance and community and student demographics. The selected peer districts were Abilene ISD, Ector County ISD, Midland ISD and Waco ISD. TSPR also compared SAISD to district averages in TEA's Regional Education Service Center XV (Region 15), to which SAISD belongs, and the state as a whole.

During its six-month review, TSPR developed recommendations to improve operations and save taxpayers over \$40.6million by 2005-06. Cumulative net savings from all recommendations (savings minus recommended investments or expenditures) would reach more than \$38.7 million by 2005-06.

A detailed list of costs and savings by recommendation appears in **Exhibit 4**. Many TSPR recommendations would not have a direct impact but would improve the district's overall operations.

San Angelo ISD

SAISD is the largest school district in Tom Green county, serving a culturally diverse population of more than 16,000 students in 28 schools: 20 elementary schools, four middle schools, two high schools and two alternative education schools. SAISD's students are 46.8 percent Anglo, 45.5 percent Hispanic, 6.4 percent African American, 1.1 percent Asian Pacific Islander and 0.1 percent Native American. Economically disadvantaged students make up 50.2 percent of the district's student population.

Exhibit 1 details the demographic characteristics of the SAISD and its peer school districts.

**Exhibit 1
Demographic Characteristics of SAISD
and Peer School Districts
2000-2001**

District	Student Enrollment	Racial/Ethnic Percentage				
		Percent Hispanic	Percent African-American	Percent Anglo	Percent Other	Percent Economically Disadvantaged
Abilene	18,162	28.9%	11.8%	57.7%	1.5%	51.2%
Ector County	26,936	54.8%	5.4%	38.7%	1.1%	57.3%
Midland	20,587	42.2%	9.7%	46.8%	1.4%	47.6%

Waco	15,482	41.1%	38.6%	19.8%	0.5%	75.3%
San Angelo	16,101	45.5%	6.4%	46.8%	1.2%	50.2%
Region 15	50,694	3.6%	47.8%	47.9%	0.7%	53.5%
State	4,071,433	14.0%	42.0%	41.0%	3.0%	49.2%

Source: TEA, PEIMS 2000-2001.

SAISD served 16,101 students during 2000-01, a decrease of 7.2 percent over the last five years (**Exhibit 2**). District officials expect enrollment to continue to decline.

Exhibit 2
SAISD Student Enrollment History

Year	Actual Student Enrollment	Percent Change From the 1996-97
1996-1997	17,354	NA
1997-1998	17,240	(0.6%)
1998-1999	16,730	(3.5%)
1999-2000	16,405	(5.4%)
2000-2001	16,101	(7.2%)

Source: TEA Multi-year AEIS report & PEIMS 2000-01.

In August 2000, the SAISD Board of Education decreased its adopted tax rate by 0.6percent, from \$1.51 to \$1.50 for school year 2000-01 (\$1.42 maintenance and operations plus \$0.08 debt service). In 2000-01, SAISD's property value reached \$138,352 per student, compared to the state average of \$215,121 and a regional average of \$158,991 per student.

The district's annual operating budget is \$98.7 million for 2000-01, a decrease of 1 percent over the 1999-2000 annual budget of \$99.8 million.

SAISD's 1999-2000 TAAS passing rate was 80.2 percent compared to the state average of 79.9 percent and the regional average of 82.2 percent. The 1999-2000 passing rate of 80.2 percent improved over the 1998-99 passing rate of 77.6 percent; however, it remains below the regional average of 82.2 and 80.7 percent respectively for the same timeframe.

On August 16, 2001, the Texas Education Agency released the TAAS results and accountability ratings for the 2000-01 school year. SAISD received an overall Acceptable Rating. According to these latest reports the district still has five Exemplary, seven Recognized, 15 Academically Acceptable and no Low Performing Schools. This does not represent a change from last year's rating of Acceptable. Because this information came late in the review process, and because information regarding the cumulative test results will not be available until November 2001, the data presented throughout the rest of this report reflects 1999-2000 information.

While TSPR found many exemplary programs and practices being carried out by dedicated and hardworking employees of the district, recent controversies have overshadowed many of these efforts. After more than six months TSPR has found that the following challenges must be faced and overcome to regain community trust and financial stability, and to restore education as the primary focus of the district. SAISD is facing a number of challenges including:

- financial instability;
- a weak system of internal controls;
- inadequate planning; and
- a lack of accountability.

Key Findings and Recommendations

Financial Instability

Establish a fund balance management policy and develop administrative procedures that require reports to the board. In the past few years the board has not monitored its fund balance and has approved deficit spending. By establishing a policy and procedures on reports to the board about the fund balance, the district will be better able to keep a watchful eye on its reserves. In addition, the policy should provide the administrator clear directions as to how to increase revenue or decrease expenditures in order to meet the district's fund balance goals and keep board members informed as to the status of the fund balance.

Ensure that audit adjustments are booked to the general ledger and being used to formulate the current year budget. The district has not been using its audited fund balance in its budgeting process. The beginning fund balance that the district has been using in its budgeting process has not agreed with either its prior year ending actual or budgeted fund balance. As a result, there has been considerable controversy over the district's actual financial condition. Using the audited fund balance in its

budget documents will provide more accurate data for the district to use when making critical budget decisions.

Streamline central administration to reflect a more logical grouping of related functions. The district's current organization structure is top heavy with inadequate spans of control at several levels. Since 1995-96, the district has created eight director and executive director positions, and a deputy superintendent position - all during a time of declining enrollment. A significant number of the district's senior management team are resigning or retiring at the end of 2000-01, providing an opportunity to achieve substantial organizational streamlining immediately and save the district more than \$4.4 million over five years.

Implement a staffing allocation formula and reduce staffing. While the district's student enrollment declined by more than 6 percent since 1997-98, its total staff increased by 2 percent, which equates to the hiring of one additional employee for every 16.7 students lost. Since 1997-98, central administration increased by 114.3 percent and professional support staff increased by 45 positions and the district lost 44.8, or 4.1 percent of its teachers. By implementing a staffing allocation formula and reducing staff to meet the allocations, SAISD could equitably and efficiently baseline staffing and realize annual savings of \$6.4 million per year.

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Institute strict controls over superintendent expenses. Neither SAISD's board, nor the business office regularly monitors superintendent expenses, policies and procedures are unclear and internal controls are weak. Receipts were not required for many expenditures and as a result, the former superintendent had to reimburse the district for some inaccurate and inappropriate expenditures. The board should immediately negotiate the terms of the future superintendent's contract to specifically state what expenses are considered acceptable, and institute controls to ensure that the superintendent is compliant with SAISD's Compensation and Benefits Expense Reimbursement Policy.

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Lack of Planning

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Facilities Evaluation and Projected Needs study completed in August 1999, the district has an excellent blueprint for continuing the long-range planning process that ultimately will result in a comprehensive master plan and lead to solutions to the district's future facilities needs.

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

- ***SAISD provides incentives to Bilingual and ESL teachers.*** The district provides incentives to encourage teachers to seek either bilingual or ESL certification. The district provides study sessions and a one-time \$250 stipend when teachers receive their credential. Since its inception in 1995, 330 SAISD teachers have received their certifications and are now qualified to work with the district's bilingual and ESL students.
- ***The Up and Coming Scholars Program assists economically disadvantaged students.*** In partnership with Angelo State University (ASU), economically disadvantaged students who rank in the top one-third of their eighth grade class, successfully complete the program and graduate, are awarded an academic scholarship to attend ASU. The scholarship covers the full cost of tuition and required fees for four years of undergraduate study.
- ***SAISD's online training system streamlines staff development registration.*** SAISD staff can access the district's Web site and register instantly for staff development, instead of registering by mail and waiting for confirmation. In addition, principals can electronically check the training that each teacher has completed and use that information as part of the teacher's growth plan.
- ***The district's campus beautification program creates pride in the community.*** A local hospital funds half of the prize money awarded to staff, students and parents for improving their school grounds. The hospital judges the schools and participates in the awards ceremony. The contest has encouraged pride in the appearance of each campus by students, staff and parents, and it saves the district money that would otherwise have been spent to maintain and beautify the school grounds.
- ***Santa Rita Elementary's principal and staff have successfully integrated technology, instruction and real life challenges into the classroom curriculum.*** SAISD's Santa Rita Elementary School has implemented several programs to improve student performance, introduce students to real life challenges and build self-confidence:

- Students use video and computer equipment to produce a daily 15-minute morning show patterned after shows such as *Good Morning America*.
 - Fifth grade students build their own robot vehicle from a Lego kit in the Lego Robotics program.
 - Student in a fourth-grade stock market club use computers to track stock market activity and execute mock buy/sell decisions.
 - Using a multi-media and an Alpha "Smart Board" in the computer lab, student can connect to Internet broadcasts such as the space shuttle launching.

- ***SAISD's Transportation Department and the City of San Angelo successfully share a vehicle maintenance facility.*** Beginning in the 1970s, the city and district built a shared vehicle maintenance facility. The city donated the land and the city, and the district split the construction costs. SAISD and the city also share a vehicle wash system, fueling system and oil storage facility. Shared diesel fuel purchases alone are saving the district \$9,000 annually.

- ***SAISD's alternative education programs are comprehensive and multi-dimensional, taking into account a broad range of needs for at-risk students.*** SAISD's programs address the special needs of students who cannot function in the traditional classroom, who need a short term-disciplinary setting or who might need more intense instruction/counseling in a military setting. Its Preparing Area Youth for Success (PAYS) program has been recognized nationally and statewide for its innovative teaching strategies. Programs are individualized and self-paced as long as students make suitable progress.

- ***SAISD's Teacher Occupational Training encourages students to pursue teaching as a career.*** SAISD created a Teacher Occupational Training course by using existing TEA- approved course guidelines to provide students opportunities to experience the classroom as teachers with the goal that more students will pursue teaching as a career.

- ***The School Service Worker Program helps keep children in school.*** The School Service Worker Program is an innovative program that uses an interdisciplinary team of school psychologists, guidance counselors, nurses, principals, and/or classroom teachers to conduct home visits and prepare an intervention plan for the student and/or parents with the ultimate goal of improving attendance. Since the program's inception in

1997, the dropout rate in SAISD dropped from 2.3 percent in 1997 to 1.4 percent in 1999-2000.

- ***The Maintenance Department has implemented a "forward maintenance crew" to visit schools yearly and perform preventive maintenance and low priority work orders.*** The forward maintenance crew, which includes mechanical, electrical, carpentry, painting and plumbing expertise, comes to each school at least once a year to make the repairs that have not been emergencies but are needed to upgrade facilities and provide appropriate spaces for the educational program. The crews satisfy the majority of maintenance needs that are either preventive maintenance or have not been of sufficient priority to receive immediate attention.

Savings and Investment Requirements

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

TSPR recommended 112 ways to save SAISD more than \$40.6 million in gross savings over a five-year period. Reinvestment opportunities will cost the district nearly \$1.9 million during the same period. Full implementation of all recommendations in this report could produce net savings of more than \$38.7 million by 2005-06.

Exhibit 3 Summary of Net Savings TSPR Review of San Angelo Independent School District

Year	Total
2001-02 Initial Annual Net Savings	\$4,186,840
2002-03 Additional Annual Net Savings	\$8,598,403
2003-04 Additional Annual Net Savings	\$8,709,821
2004-05 Additional Annual Net Savings	\$8,798,541
2005-06 Additional Annual Net Savings	\$8,831,904
One Time Net (Costs) Savings	(\$351,187)
TOTAL SAVINGS PROJECTED FOR 2001-2006	\$38,774,322

A detailed list of costs and savings by recommendation appears in **Exhibit 4**. The page number for each recommendation is listed in the summary chart for reference purposes. Detailed implementation strategies, timelines and the estimates of fiscal impact follow each recommendation in this report. The implementation section associated with each recommendation highlights the actions necessary to achieve the proposed results. Some items should be implemented immediately, some over the next year or two, and some over several years.

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

EXECUTIVE SUMMARY

Summary of Costs and Savings by Recommendation (Exhibit 4)

Exhibit 4 Summary of Costs and Savings by Recommendation

Recommendation		2001-2002	2002-2003	2003-2004	2004-2005	2005-2006	5-Year (Costs) or Savings	One Time (Costs) or Savings
Chapter 1 District Organization and Management								
1	Conduct additional board training in financial management and ensure that each board member has taken the required hours of overall training. p. 32	(\$250)	(\$250)	(\$250)	(\$250)	(\$250)	(\$1,250)	\$0
2	Explore ways to televise all board meetings, and write more detailed meeting minutes. p. 34	\$0	\$0	\$0	\$0	\$0	\$0	\$0
3	Use timed agendas to consolidate discussions and reduce the number of special and called board meetings. p. 38	\$0	\$0	\$0	\$0	\$0	\$0	\$0
4	Modify the board's public input policy to ensure equitable opportunities for public input at board meetings. p. 39	\$0	\$0	\$0	\$0	\$0	\$0	\$0
5	Develon an	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	administration cost center. p. 61							
12	Refine the district's strategic plan to include enrollment and financial projections and annually make modifications as needed. p. 67	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	Chapter 1 Total	\$610,137	\$1,100,524	\$1,100,524	\$1,100,524	\$1,100,524	\$5,012,233	\$0
Chapter 2 Education Service Delivery								
13	Develop and institute a multi-year schedule, including cost estimates, for the development or acquisition of all SAISD subject area and course curriculum guides. p. 83	(\$56,250)	(\$54,600)	(\$54,600)	(\$1,000)	(\$1,000)	(\$167,450)	\$0
14	Revise the schedule and budget estimates needed to complete the planned training in reading instruction by 2003-04. p. 88	\$0	\$0	\$0	\$0	\$0	\$0	\$0
15	Revise the job descriptions of Curriculum and Instruction personnel to ensure that all job titles are clearly defined and reflect current division organization. p. 91	\$0	\$0	\$0	\$0	\$0	\$0	\$0
16	Revise the high school course	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	catalog to include accurate course descriptions, titles, prerequisites and curricula of offered courses in grades nine through 12. p. 94							
17	Increase student participation in and offerings of high school advanced placement courses. p. 96	\$0	\$0	\$0	\$0	\$0	\$0	\$0
18	Transfer management of Medicaid reimbursements to the Business and Finance Office and explore alternative methods to increase reimbursements. p. 102	\$13,703	\$13,703	\$13,703	\$13,703	\$13,703	\$68,515	\$0
19	Bill participating districts for projected Regional Day School for the Deaf costs prior to the start of the school year. p. 103	\$0	\$0	\$0	\$0	\$0	\$0	\$0
20	Use TAAS data to identify student and teacher needs and to improve performance of economically disadvantaged students in grades 7 through 10. p. 110	\$0	\$0	\$0	\$0	\$0	\$0	\$0
21	Develop a five year strategic plan for Career and	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	Technology Education that includes rationale for course offerings, staff allocation, timelines, and costs and reevaluate staffing at junior high schools. p. 117							
22	Create a five year plan including grant funding and budget reallocations to improve library programs to meet the state standard of "acceptable" or higher. p. 119	(\$155,724)	(\$155,724)	(\$155,724)	(\$155,724)	(\$155,724)	(\$778,620)	\$0
23	Use grant funding, community partnerships and caseload reassignments to streamline services to better meet student health needs. p. 122	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	Chapter 2 Total	(\$198,271)	(\$196,621)	(\$196,621)	(\$143,021)	(\$143,021)	(\$877,555)	\$0
Chapter 3 Community Involvement								
24	Reorganize the various community programs into one Parent and Community Involvement Department. p. 136	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	Chapter 3 Total	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Chapter 4 Personnel Management								
25	Implement a staffing allocation	\$3,233,919	\$6,467,838	\$6,467,838	\$6,467,838	\$6,467,838	\$29,105,271	\$0

	formula for all staffing categories and reduce staffing. p. 146								
26	Eliminate one director position in the Personnel Office. p. 151	\$28,471	\$56,942	\$56,942	\$56,942	\$56,942	\$256,239	\$0	
27	Track recruiting efforts by event to measure effectiveness. p. 155	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
28	Proactively recruit more experienced teachers to fill vacancies. p. 159	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
29	Track the reason for teacher turnover and develop a formal turnover reduction plan based on the results. p. 160	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
30	Establish policies and procedures that address excessive absences, and provide incentives for teachers with good attendance. p. 162	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
31	Consolidate salary schedules. p. 169	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
32	Coordinate training efforts with Region 15 and eliminate duplicate in-house staff development training sessions when Region 15 can provide the	\$0	\$0	\$0	\$0	\$0	\$0	\$0	

	policy stating that companies owned by district employees are not eligible to participate in any construction projects funded by the district. p. 194							
39	Develop a procedure that clearly defines how construction services consultants are to be engaged, the scope of services expected and the range of fees based on the scope of work. p. 195	\$0	\$0	\$0	\$0	\$0	\$0	\$0
40	Use local construction cost data and historical school district construction costs when preparing construction budgets for a bond program. p. 196	\$0	\$0	\$0	\$0	\$0	\$0	\$0
41	Renegotiate the contract between SAISD and Angelo State University for the use of San Angelo Stadium. p. 197	\$0	\$5,000	\$5,000	\$5,000	\$5,000	\$20,000	\$0
42	Hire an energy manager. p. 208	(\$35,154)	(\$46,872)	(\$46,872)	(\$46,872)	(\$46,872)	(\$222,642)	\$0
43	Continue to partner with SECO to develop energy conservation	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	projects beneficial to the district. p. 209								
44	Involve schools in energy conservation. p. 211	\$7,300	\$7,300	\$7,300	\$7,300	\$7,300	\$36,500	\$0	
	Chapter 5 Total	(\$27,854)	\$145,771	\$145,771	\$145,771	\$145,771	\$555,230	\$0	
Chapter 6 Asset and Risk Management									
45	Restructure the compensating balance agreement and sweep daily bank balances into overnight investments. p. 220	\$11,446	\$15,261	\$15,261	\$15,261	\$15,261	\$72,490	\$0	
46	Centralize the activity fund accounting and combine all 36 activity fund bank accounts into one account. p. 223	\$1,575	\$2,100	\$2,100	\$2,100	\$2,100	\$9,975	\$0	
47	Document a procedure to place all cash receipts into the fireproof safe until picked up either by the armored car or deposited in the bank. p. 225	\$0	\$0	\$0	\$0	\$0	\$0	\$0	
48	Develop and implement cash flow forecasting policies and procedures to portray the district's cash position monthly, quarterly and annually. p. 226	\$0	\$0	\$0	\$0	\$0	\$0	\$0	

49	Establish a committee to review the state health plan and devise a plan of action. p. 235	\$0	\$0	\$0	\$0	\$0	\$0	\$0
50	Create a workers' compensation task force to identify cost saving measures. p. 237	\$0	\$0	\$0	\$0	\$0	\$0	\$0
51	Dedicate sufficient staff to manage the district's fixed assets and increase accountability. p. 240	\$0	\$0	\$0	\$0	\$0	\$0	\$0
52	Assign principals and department heads individual custody for fixed assets. p. 241	\$0	\$0	\$0	\$0	\$0	\$0	\$0
53	Complete all the data fields on the fixed asset system to properly account for all the district's fixed assets. p. 242	\$0	\$0	\$0	\$0	\$0	\$0	\$0
54	Perform a physical inventory to determine the value of the district's property, plant and equipment. p. 243	\$0	\$0	\$0	\$0	\$0	\$0	\$0
55	Train all principals and department heads to conduct their own inventories of fixed assets using the bar coding system. p. 244	\$0	\$0	\$0	\$0	\$0	\$0	\$0

56	Conduct a monthly reconciliation of the fixed asset system to the general ledger. p. 246	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Chapter 6 Total		\$13,021	\$17,361	\$17,361	\$17,361	\$17,361	\$82,465	\$0
Chapter 7 Financial Management								
57	Establish a general fund balance management policy and require reports to the board. p. 261	\$0	\$0	\$0	\$0	\$0	\$0	\$0
58	Prepare monthly projections of revenues, expenditures and cash flows and compare to budgeted amounts. p. 262	\$0	\$0	\$0	\$0	\$0	\$0	\$0
59	Provide the board's Finance Committee with detailed financial reports every month. p. 267	\$0	\$0	\$0	\$0	\$0	\$0	\$0
60	Include the Finance Committee report as an agenda item at every board meeting. p. 268	\$0	\$0	\$0	\$0	\$0	\$0	\$0
61	Ensure that audit adjustments are made in the general ledger and audited fund balances are used to formulate budgets. p. 269	\$0	\$0	\$0	\$0	\$0	\$0	\$0
62	Implement performance-based budgeting and provide training to	\$0	\$0	\$0	\$0	\$0	\$0	(\$3,800)

	district staff. p. 270							
63	Eliminate the annual auto allowance for the assistant superintendents. p. 272	\$18,000	\$18,000	\$18,000	\$18,000	\$18,000	\$90,000	\$0
64	Use the full capabilities of the financial accounting system's position control module. p. 273	\$0	\$0	\$0	\$0	\$0	\$0	\$0
65	Update the Business and Finance Department's accounting procedures manual. p. 277	\$0	\$0	\$0	\$0	\$0	\$0	\$0
66	Reconcile all district bank accounts and make necessary corrections within 30 days following receipt of bank statements. p. 278	\$0	\$0	\$0	\$0	\$0	\$0	\$0
67	Restrict Accounts Payable's ability to create new vendors in the district's financial accounting system. p. 279	\$0	\$0	\$0	\$0	\$0	\$0	\$0
68	Require all checks above \$5,000 to be approved by the assistant superintendent of Business and Finance and randomly select	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	changes to the data. p. 288							
75	Hire an internal auditor that reports directly to the Board of Trustees. p. 290	(\$33,368)	(\$50,052)	(\$50,052)	(\$50,052)	(\$50,052)	(\$233,576)	\$0
	Chapter 7 Total	(\$15,368)	(\$32,052)	(\$32,052)	(\$32,052)	(\$32,052)	(\$143,576)	(\$7,400)

Chapter 8 Purchasing and Warehousing

76	Prepare competitive bids for goods and services acquired for \$25,000 or more in the aggregate per year, and hold budget heads and the Purchasing Department responsible for compliance with competitive bidding provisions of the Texas Education Code. p. 302	\$0	\$0	\$0	\$0	\$0	\$0	(\$7,505)
77	Develop a purchasing procedures manual and provide training to all district staff on purchasing policies, procedures and practices. p. 305	\$0	\$0	\$0	\$0	\$0	\$0	\$0
78	Implement a procurement card system that has adequate controls over expenditures. p. 307	\$0	\$0	\$0	\$0	\$0	\$0	\$0
79	Develop a travel manual that clearly explains travel	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	policy guidelines for both state and local funds. p. 309							
80	Eliminate the use of "call-in" purchase orders. p. 311	\$0	\$0	\$0	\$0	\$0	\$0	\$0
81	Centralize purchasing under the director of Purchasing and transfer the Distribution Center clerk to the Purchasing Department. p. 312	\$0	\$0	\$0	\$0	\$0	\$0	\$0
82	Participate in more purchasing cooperatives. p. 313	\$0	\$0	\$0	\$0	\$0	\$0	\$0
83	Eliminate the district's central supply service and order supplies on a just-in-time basis. p. 317	\$64,375	\$77,250	\$77,250	\$77,250	\$77,250	\$373,375	\$31,788
	Chapter 8 Total	\$64,375	\$77,250	\$77,250	\$77,250	\$77,250	\$373,375	\$24,283
Chapter 9 Computers and Technology								
84	Establish a committee to evaluate the connectivity option for the district's elementary schools and integrate an improvement plan into the 2002-2004 technology plan and budget. p. 329	\$0	\$0	\$0	\$0	\$0	\$0	\$0
85	Allocate instructional computers to schools based on	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	desired student-to-computer ratios. p. 332							
86	Consolidate SAISD's telecommunications planning, budgeting, operation and maintenance support and assign these responsibilities to the Technology Department. p.333	\$0	\$0	\$0	\$0	\$0	\$0	\$0
87	Review telephone line usage and install a more efficient telephone system with enhanced capabilities. p. 334	\$0	\$74,450	\$148,900	\$148,900	\$148,900	\$521,150	(\$220,000)
88	Hire a full-time grant writer to focus on pursuing grants to expand technology capabilities. p.338	\$175,000	\$350,000	\$350,000	\$350,000	\$350,000	\$1,575,000	\$0
89	Identify funding strategies to enable full funding of the district's long-range technology goals and dedicate money obtained through the E-rate and other grants to this end. p. 340	\$0	\$0	\$0	\$0	\$0	\$0	\$0
90	Form a technology instructional planning group for each school level to establish	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	instructional technology priorities. p. 341							
91	Establish a mandatory technology training certification program. p. 344	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	Chapter 9 Total	\$175,000	\$424,450	\$498,900	\$498,900	\$498,900	\$2,096,150	(\$220,000)
Chapter 10 Transportation								
92	Develop incentives to reduce absenteeism. p. 357	\$5,535	\$11,070	\$11,070	\$11,070	\$11,070	\$49,815	\$0
93	Formalize the dispatch operations, including procedures and add a dispatcher. p. 359	(\$7,610)	(\$15,220)	(\$15,220)	(\$15,220)	(\$15,220)	(\$68,490)	\$0
94	Develop goals, objectives and performance measures to support the department's mission. p. 361	\$0	\$0	\$0	\$0	\$0	\$0	\$0
95	Stagger bell times to improve the performance of SAISD regular bus routes. p. 365	\$79,827	\$79,827	\$79,827	\$79,827	\$79,827	\$399,135	\$0
96	Automate Transportation routing and scheduling. p. 367	\$0	\$0	\$0	\$0	\$0	\$0	(\$3,445)
97	Implement an extracurricular trip policy to manage extracurricular resources effectively. p. 370	\$0	\$38,913	\$75,881	\$111,001	\$144,364	\$370,159	\$0
98	Develon an	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	extracurricular trip management program to automate trip requests, automate trip scheduling and track the actual costs of extracurricular trips. p. 373							
99	Develop a more aggressive preventive maintenance program that includes the general service fleet. p. 376	\$0	\$0	\$0	\$0	\$0	\$0	\$0
100	Adopt a vehicle replacement plan that reduces the spare ratio and commits funds to the plan annually. p. 379	\$87,828	\$87,828	\$87,828	\$87,828	\$87,828	\$439,140	\$0
101	Modify the motor coach vehicle replacement schedule and implement a capital revolving account to replace the motor coaches every 15 years. p. 382	\$0	\$15,600	\$15,600	\$15,600	\$15,600	\$62,400	\$0
102	Investigate coordinating with other districts in Tom Green County to provide expanded driver training and retraining. p. 385	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	Chapter 10 Total	\$165,580	\$218,018	\$254,986	\$290,106	\$323,469	\$1,252,159	(\$3,445)

Chapter 11 Food Services

	month. p. 414							
109	Update the equipment and replacement plan based on priority and Food Services fund availability. p. 416	\$0	\$0	\$0	\$0	\$0	\$0	
	Chapter 11 Total	\$137,830	\$318,922	\$318,922	\$318,922	\$318,922	\$1,413,518	(\$144,625)
Chapter 12 Safety and Security								
110	Establish a discipline management committee to review incident data routinely and develop a strategic plan to combat escalating occurrences. p. 428	\$0	\$0	\$0	\$0	\$0	\$0	\$0
111	Formalize the relationship with area law enforcement by developing a memoranda of understanding with the police department and written contracts specifying police officers' duties. p. 432	\$0	\$0	\$0	\$0	\$0	\$0	\$0
112	Instruct the Building Maintenance Department to conduct a facilities audit to determine safety and security weaknesses and prepare a long-range plan to	\$0	\$0	\$0	\$0	\$0	\$0	\$0

	eliminate unsafe conditions. p. 433							
	Chapter 12 Total	\$0	\$0	\$0	\$0	\$0	\$0	\$0
	Gross Savings	\$4,475,196	\$8,921,121	\$9,032,539	\$9,067,659	\$9,101,022	\$40,597,537	\$31,788
	Gross Costs	(\$288,356)	(\$322,718)	(\$322,718)	(\$269,118)	(\$269,118)	(\$1,472,028)	(\$382,975)
	Total	\$4,186,840	\$8,598,403	\$8,709,821	\$8,798,541	\$8,831,904	\$39,125,509	(\$351,187)
					Total Gross Savings	\$40,629,325		
					Total Gross Costs	(\$1,855,003)		
					Net	\$38,774,322		

Chapter 1

DISTRICT ORGANIZATION AND MANAGEMENT

This chapter reviews the organization and management of the San Angelo Independent School District (SAISD) in three sections:

- A. Governance
- B. District Management
- C. Planning and Evaluation

Efficient school district management requires cooperation between the elected members of the board of trustees and the district's staff members. The board's role is to set goals and objectives for the district in both the instructional and operational areas; determine the policies that will govern the district; approve the plans devised to implement those policies; and approve the funding necessary to carry out the plans.

BACKGROUND

SAISD is in the midst of a financial crisis and organizational turmoil. On June 7, 2001, the district declared a state of financial exigency, which gives the district the authority under Texas law to reduce expenditures by terminating professional term contracts during the contract period. The Texas Education Agency is closely monitoring the district's financial situation. Deficit spending over the past three years has depleted the district's general fund balance—the most significant measure of district financial stability—to unacceptably low levels. While the number has been a moving target during the course of the review, the most recent district budget projections for 2001-02 provided to TSPR will take the fund balance to a \$4.8 million deficit by the end of the year. A recent news report shows that budget cuts may improve the number to \$7.5 million, still dangerously low for a district of this size.

In April 2001, the superintendent resigned, and about two-thirds of the senior management team also will leave before the end of 2001-02. Many are taking advantage of a final opportunity to opt for early retirement. An interim superintendent was named and charged with the task of eliminating the deficit budget for 2001-02 and producing a balanced budget in three months.

This financial crisis has many causes, including inadequate management information; uncontrolled spending; unanticipated declines in enrollment and related state funding; underestimated fiscal impacts of district decisions; and slow responses by district management and the board to the district's deteriorating financial position, among others. This chain of

events started with a decision by the board to spend down excessive fund balances in 1997 of \$27 million.

Chapter 1

DISTRICT ORGANIZATION AND MANAGEMENT

B. GOVERNANCE (PART 1)

SAISD's Board of Trustees consists of seven trustees: two elected at large and five elected from single-member districts. Before 1988, the district trustees were all at-large members. In that year, the district began creating single-member districts, starting with districts one and two. Districts three and four were created in 1989 and district five in 1990. A law firm assisted the district with the demographic planning to determine the boundary lines for each district.

Trustees are elected to three-year terms on a rotating basis. In May 2001, San Angelo voters elected two new trustees. **Exhibit 1-1** presents information on the current board trustees.

Exhibit 1-1
SAISD Board of Trustees
2000-01

Board Member	Title	Term Expires	Full Years of Service as of as of May 2001	Occupation
Julia Stout	President, Single Member #5	2002	6 years	Health services provider at Shannon Hospital
Bill Ford	Vice President, Member at Large	2002	2 year	Automotive salesman at Jim Bass Ford
Don Vardeman	Secretary, Single Member District #1	2003	13 years	Inspector/Investigator for the San Angelo Fire Marshall's Office
Terry Bader	Treasurer Single Member	2004	1 month	Business owner of Bryant Electric

	District #4			
Joe Munoz	Secretary, Single Member District #2	2003	10 years	Assistant to the president of Angelo State University
Prissy Griffis	Trustee, Member at Large	2002	5 years	Homemaker
Tim Archer	Trustee, Single Member District #3	2004	1 month	Business owner of Archer Floor Covering

Source: SAISD superintendent's office, May 2001.

Regular board meetings are held on every third Tuesday of each month. In addition, the board may hold special or called meetings whenever it deems necessary. The public can provide input at regular and special board meetings during a public comment session. Regular board meetings begin at

6:00 p.m., while special or called meeting times vary. All meetings are held in the boardroom of the Administration Building, located at 1621 University Avenue in San Angelo.

The superintendent and board president prepare the board agendas. The final agenda is posted on the Friday before each Tuesday meeting in the district's administration building and the Tom Green County Courthouse on West Beauregard Street. The district also posts the agenda on its Web page. The media are faxed a copy of the agenda on the day it is posted. The superintendent's secretary distributes board packets of background materials to board members and executive staff.

The SAISD board has three standing committees-Finance, Building and Curriculum-and two ad hoc committees for Athletics and Communications. Only board members serve on these committees, but the public and staff are invited to attend their meetings. The Finance committee meets monthly,

usually before the regular board meeting, while the Building and Curriculum committees meet at least once a month and sometimes two to three times a month.

The Board of Trustees was budgeted for expenditures of \$215,590 in 2000-01, which represented an increase of 254.5 percent over the 1997-98

fiscal year. This apparent increase, however, is due to a change in accounting. The majority of the increase was due to anticipated legal fees of \$170,000. Legal fees were not a board budget item in previous years; the district moved legal fees from the central administration cost center to the board cost center. Although some legal fees are attributable to board-related issues, these costs also are also incurred by the superintendent's office. Excluding legal fees, the board's budgeted expenditures for 2000-02 total \$45,590, or 25 percent less than in 1997-98 budgeted expenditures (**Exhibit 1-2**).

Exhibit 1-2
SAISD Board of Education General Fund Budgeted Expenditures
1997 through 2001

Category of Expenditure	1997-98	1998-99	1999-2000	2000-01	Percent Change
Legal Services	\$0	\$0	\$0	\$170,000	N/A
Consult/Prof. Services	\$0	\$2,000	\$2,000	\$1,000	N/A
General Supplies	\$3,838	\$2,878	\$862	\$1,345	-65.0%
Non-Employee Stipend	\$11,891	\$33,173	\$32,000	\$9,000	-24.3%
Election Expenses	\$16,359	\$21,830	\$24,000	\$9,000	-45.0%
Fees and Dues	\$25,591	\$24,662	\$26,200	\$22,500	-12.1%
Misc. Operating Expenses	\$3,134	\$1,212	\$5,290	\$2,745	-12.4%
Total	\$60,813	\$85,755	\$90,352	\$215,590	254.5%
Total Less Legal Services	\$60,813	\$85,755	\$90,352	\$45,590	-25.0%

Source: SAISD 1997-98 through 2000-01 Budget Expenditure Reports.

FINDING

In June 2000, SAISD placed its policy manual online through a service provided by the Texas Association of School Boards (TASB). Prior to going online, TASB conducted a comprehensive review in April 2000 of the district's policy manual to ensure the policies were up-to-date and in compliance with state law. TSPR recommended that the district automate its policy manual in its 1995 school performance review.

The online policy manual features key-word searches that allow anyone with Internet access to identify all policies related to a particular issue or key word. Board members continue to approve policies before they are placed online. Local policies are reviewed by the deputy superintendent,

the superintendent and the cabinet and presented to the board for adoption. Adopted local policies are forwarded to TASB, which reviews them and places them online. TSPR's review of the online manual found that required the board has adopted policy changes have been adopted by the board before they appear on the Web site.

COMMENDATION

SAISD's online policy manual provides quick and easy access to district policies.

FINDING

In the past, the board has not had sufficient financial management training. In August 1997, the assistant superintendent of Business and Finance told the board that the district had a \$27 million general fund balance, although a financial statement prepared by the district's external auditors said that the audited fund balance was \$20.9 million. When a district accumulates a higher than optimum fund balance, a one-time source of funds, it is reasonable and appropriate to spend down the fund balance on one-time expenditures such as construction or equipment. However, the board committed fund balances to support annually recurring expenditures such as payroll for new employees. This practice commits future budgets and serves to deplete fund balances progressively in coming years.

Other events beyond the board's control, such as enrollment declines, made the impact of this financial slide more severe. The board reacted too slowly to rectify the situation, and in fact continued to approve additional administrative positions after the first signals of financial difficulty surfaced. In an October 2000 letter from TEA, the district was asked to provide quarterly updates of its progress on procedures regarding competitive practices and its financial management plans along with a detailed cost reduction plan through 2002. TEA again contacted SAISD in February 2001 asking them to forward a copy of the district's personnel management and cost reduction plans. In March 2001, the district's assistant superintendent of Business and Finance provided TEA with an update of the district's budget status, indicating that a reduction plan was still in the developmental stage. TEA continues to monitor SAISD's budget status.

In addition, two board members have not met the minimum training requirements for their positions. The requirements set forth by Texas Administrative Code for new, as well as experienced board members, are presented in **Exhibit 1-3**.

Exhibit 1-3
Overview of Continuing Education Requirements
For School Board Members

Type of Continuing Education	First Year Board Member	Annual Requirements of Experienced Board Member
Orientation to the Texas Education Code	3 hours	Not required
Update to the Texas Education Code	Incorporated into Orientation to the Texas Education Code	After legislative session: of sufficient length to address major changes
Team-building Session/Assessment of Continuing Education Needs of the Board-Superintendent Team	At least 3 hours	At least 3 hours
Additional Continuing Education, based on assessed needs and Framework for School Board Development	At least 10 hours	At least 5 hours
Total Minimum Number of Hours	16 hours, plus local district orientation	8 hours, plus update

Source: Texas Administrative Code, Title 19, Part 2, Chapter 61 Rule 61.1.

Exhibit 1-4 lists the hours of training attended by each SAISD trustee who sat on the board during the period of February 8, 2000 to February 20, 2001; it does not include the most recently elected board members.

Exhibit 1-4
SAISD Board Continuing Education Hours
February 8, 2000 to February 20, 2001

Board Member	Hours
Dr. Tim Turner	38.25
Don Vardeman	14.25
Joe Munoz	11.50

Julia Stout	7.50
Bill Ford	17.00
Prissy Griffis	11.50
Dr. Richard Gunselman	6.50
Total Hours	106.50
Average Hours per Member	15.21

Source: TASB Board Member Continuing Education reports, 2000-01.

The former board president announced at the February 20, 2001 board meeting that all members were compliant with state training requirements. According to TASB Board Member Continuing Education reports and SAISD records, two board members have not taken the required number of continuing education hours. Admittedly, TASB's reports do not include a teambuilding workshop held during the October 17, 2000 special board meeting that was attended by all board members. Even with the addition of this course, however, the two board members have not met the minimum requirements.

Only one board member has any financial background, and this lack of expertise has limited the board's ability to make informed decisions about significant financial issues.

The board approved deficit budgets in 1999-2000 and 2000-01 with the intention of spending down what were considered to be excess reserves. According to one trustee, the district consistently issues deficit budgets, and 2001-02 is the first time in recent history that the district attempted to prepare a balanced budget.

In April 2000, the district's budget office, for the first time, prepared a budget preparation manual and held budget workshops for district employees responsible for writing the budget. The board received the budget preparation manual and attended this workshop on June 4 and 7, 2001.

Regional Education Service Center XV (Region 15) offers districts customized continuing education courses in school finance for \$250 for all members. Region 15 also has the ability to assess a district's specific needs to determine which topics would most benefit that district. TASB also offers school finance courses in a summer workshop and fall conference it holds each year in conjunction with the Texas Association of School Administrators.

Recommendation 1:

Conduct additional board training in financial management and ensure that each board member has taken the required hours of overall training.

Financial management training should ensure that each trustee fully understands the district's financial position and can make the appropriate decisions to meet the challenges SAISD faces. Additionally, SAISD needs to ensure that board training records are kept up to date and accurately reflect the actual training taken by each board member.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The administrative officer responsible for board member training contacts Region 15 or TASB and asks that courses pertaining to school finance and strategic planning be provided to the board and superintendent.	September 2001
2.	The superintendent and board meet with Region 15 to set criteria for the customized courses.	October 2001
3.	Region 15 provides the courses for the board and superintendent.	January 2002
4.	The superintendent keeps training records for board members independently of TASB records to ensure that all courses taken by members are tracked.	Ongoing
5.	The superintendent reconciles TASB training records to SAISD training records on a quarterly basis to ensure that minimum requirements are being met.	Ongoing

FISCAL IMPACT

Region 15 charges \$250 for each customized course to member districts, regardless of the number of participants. This fiscal impact assumes that the board members will receive one additional course from Region 15 each year at \$250 per course. No additional costs should accrue for any finance courses taken at TASB workshops and conferences, since all SAISD trustees currently attend these conferences.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Conduct additional board training in financial management and ensure that	(\$250)	(\$250)	(\$250)	(\$250)	(\$250)

each board member has taken the required hours of overall training.					
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FINDING

SAISD board meetings usually are not televised, and meeting minutes do not provide sufficient detail regarding the board's decisions.

In May 2001, the district began video tape recording board meetings. The district's legal counsel had previously advised against the use of tape recorders at board meetings, even though SAISD policy states, "the board shall prepare and keep minutes or make a tape recording of each open meeting."

The minutes contain the date of the board meeting and the times of call to order and adjournment; agenda item numbers and titles; motions made, including the names of individuals making and seconding the motions; votes taken by each board member; and the outcome of decisions or discussions. Minutes do not, however, state whether any discussion of various agenda items occurred, or describe the content of any discussions.

Meeting minutes should give a clear indication of the board's deliberations and the factors considered in board decisions. Any person should be able to read the minutes and discern the issues affecting a particular board decision. **Exhibit 1-5** presents examples of minutes from SAISD board meetings reviewed by TSPR.

**Exhibit 1-5
Excerpts Taken From SAISD's Board Minutes
February 20, 2001 Board Meeting**

Agenda Item / Topic	Description
6613 / Approved Bills and Accounts and Financial Statements for January 2001	Ms. Prissy Griffis, which was seconded by Dr. Richard Gunselman, made a motion, to approve the financial statements and the disbursements from bills and accounts for the month of January 2001, as presented. The motion carried unanimously, with Dr. Tim Turner, Mr. Don Vardeman, Mr. Joe Munoz, Mrs. Julia Stout, Mr. Bill Ford, Mrs. Prissy Griffis and Dr. Richard Gunselman voting in favor of the motion.
6619 / Superintendent's State of the District Report	Superintendent Dr. Joe E. Gonzales, presented his State of the District report to the Board.

6623 / Budget Amendments for General Fund Budget	Mrs. Julia Stout asked questions concerning disbursements from the General Fund budget, in particular a trip to Florida by several teachers and Mrs. Sari Martin. Assistant Superintendent for Finance, Dr. JoAnne Ackermann stated that the amendment represents the Food Services and the General Fund. The Administration recommended approval of the General Fund budget amendment for January 31, 2001, with changes to function codes, and increase in revenues of \$113,165.19 and increase in expenditures of \$451,341.19. The Food Service Amendment increases revenues in the amount of \$169,495. Mr. Joe Munoz, which was seconded by Mrs. Prissy Griffis, made a motion, to approve the budget amendments for the General Fund budget as presented. The motion carried unanimously, with Dr. Tim Turner, Mr. Don Vardeman, Mr. Joe Munoz, Mrs. Julia Stout, Mr. Bill Ford, Mrs. Prissy Griffis and Dr. Richard Gungelman voting in favor of the motion.
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Source: SAISD Board Minutes, February 2001.

It is notable that the minutes concerning agenda item 6613 lack any reference to discussions between board members and administrative employees. Agenda item 6619 does not provide any information about what the superintendent discussed during the State of the District address and agenda item 6623 does not state what Mrs. Stout's question was, or whether there was any response from the administrative staff.

San Angelo has two local cable television stations, one of which televises city council meetings, but SAISD board meetings are not televised on either channel.

Detailed minutes, and televised access to board meetings enhances a community's ability to hold the board accountable for its decisions.

Recommendation 2:

Explore ways to televise all board meetings, and write more detailed meeting minutes.

These actions should help maximize the board's accountability to the public.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board members ask the superintendent to evaluate televising all board meetings on a local television station and require the board secretary to write more detailed minutes.	September 2001
2.	The superintendent contacts the television station to arrange to have board meetings televised.	September 2001
3.	The superintendent assigns a district employee in charge of audio/video recordings to begin tape-recording the board meetings.	September 2001
4.	The board secretary begins writing more detailed meeting minutes.	October 2001 & Ongoing

FISCAL IMPACT

Since the district owns video equipment, and the cable channel is already providing television coverage for the city at no charge, this recommendation could be accomplished with existing resources.

FINDING

On average, the SAISD board meets three times a month, with one regular board meeting and two special meetings. Regular board meetings last about four hours, while special meetings average two hours. By definition, special meetings are called to consider matters that cannot be addressed sufficiently in a regular board meeting, or that require board decision or input before the next regular board meeting. **Exhibit 1-6** lists regular board meetings held from September 2000 through April 2001.

**Exhibit 1-6
Length of SAISD Regular Board Meetings
2000-01**

Dates of Board Meeting	Type of Meeting	Time Meeting Called	Time Meeting Ended	Total Time for Board Meeting	Time In Executive Session
Sept. 12, 2000	Regular	6:00 p.m.	8:35 p.m.	2 hours 35 min.	0 hours 37 min.
Oct. 10, 2000	Regular	6:00 p.m.	9:15 p.m.	3 hours 15 min.	0 hours 47 min.
Nov. 14, 2000	Regular	6:00 p.m.	8:50 p.m.	2 hours 50 min.	0 hours 18 min.
Dec. 12, 2000	Regular	6:00 p.m.	11:10 p.m.	5 hours 10	1 hour 25

				min.	min.
Jan. 16, 2001	Regular	6:00 p.m.	9:25 p.m.	3 hours 25 min.	1 hour 18 min.
Feb. 20, 2001	Regular	6:00 p.m.	10:35 p.m.	4 hours 35 min.	0 hours 8 min.
Mar. 20, 2001	Regular	6:00 p.m.	10:50 p.m.	4 hours 50 min.	2 hours 41 min.
Apr. 17, 2001	Regular	6:00 p.m.	7:40 p.m.	1 hour 40 min.	None
Total Minutes				1,700 min./28 hrs. 20 min.	434 min./7 hrs. 14min.
Average Length of Meetings				213 min./3 hrs. 33 min.	54 min.

Source: SAISD board meeting minutes, 2000-01.

Exhibit 1-7 lists special or called board meetings held from September 2000 through May 2001.

**Exhibit 1-7
Length of SAISD Special or Called Board Meetings
2000-01**

Dates of Board Meeting	Type of Meeting	Total Time for Board Meeting	Executive Session	Reason for Meeting
Oct. 5, 2000	Special	1 hour 40 min.	0 hours 5 min.	<ul style="list-style-type: none"> Update on planning for budget reduction
Oct. 17, 2000	Called	3 hours 48 min.	0 hours 47 min.	<ul style="list-style-type: none"> Team building workshop Evaluation of board members
Oct. 23, 2000	Called	1 hour 0 min.	None	<ul style="list-style-type: none"> Consideration of budget amendment allowing for purchase of playground equipment

				<ul style="list-style-type: none"> • Consideration of purchase of vacant lot • Consideration of Bradford/Day office additions • Update on planning for budget reduction
Oct. 24, 2000	Called	1 hour 40 min.	None	<ul style="list-style-type: none"> • Goal setting workshop
Dec. 4, 2000	Special	1 hour 30 min.	None	<ul style="list-style-type: none"> • Address external auditor's concerns found during audit
Dec. 7, 2000	Special	0 hours 50 min.	None	<ul style="list-style-type: none"> • Discussion of status concerning expenditure of bond money
Dec. 18, 2000	Special	3 hours 15 min.	2 hours 2 min.	<ul style="list-style-type: none"> • Consideration of Level III complaint concerning student discipline matter • Discussion of current state and future direction of technology for SAISD
Jan. 23, 2001	Special	1 hour 45 min.	None	<ul style="list-style-type: none"> • Superintendent evaluation workshop
Feb. 5, 2001	Special	1 hour 10 min.	0 hours 45 min.	<ul style="list-style-type: none"> • Lease of Old Lincoln JH with Tom Green County Community Action Council • Employment of firm to audit the district's final property values certified by the Comptroller's office • Agreement between SAISD and San Angelo Amateur Hockey

				Association
Mar. 5, 2000	Special	3 hours 51 min.	3 hours 42 min.	<ul style="list-style-type: none"> • Superintendent's evaluation
Mar. 19, 2001	Special	1 hours 30 min.	None	<ul style="list-style-type: none"> • Salary schedule workshop
Mar. 28, 2001	Special	2 hour 30 min.	0 hours 26 min.	<ul style="list-style-type: none"> • Report on Service Worker Program • Issues related to the Voluntary Early Retirement program
Apr. 16, 2001	Special	3 hours 5 min.	2 hours 4 min.	<ul style="list-style-type: none"> • Statement from superintendent concerning his resignation and voluntary early separation incentive. • Action on hiring or appointing of interim superintendent. • Personnel recommendation. • Administrative appointments at central office and campus level. • Voluntary Early Separation Incentive Program
Apr. 24, 2001	Special	2 hours 20 min.	0 hours 49 min.	<ul style="list-style-type: none"> • Consideration of continuing the services of the grant-writing consultant • Consider district personnel recommendations and resignations • Consider adoption of contract form, setting of compensation for

				interim superintendent and authorizing board president to execute the contract upon the acceptance of the resignation of the superintendent <ul style="list-style-type: none"> • Work on the athletic track and field
May 3, 2001	Special	2 hours 45 min.	2 hours 9 min	<ul style="list-style-type: none"> • Consider district personnel recommendations and resignations • Consider adoption of employment agreement of interim superintendent
May 8, 2001	Special	0 hours 20 min.	None	<ul style="list-style-type: none"> • Canvassed votes from school Board of Trustees election on May 5, 2001 • Oath of Office administered to newly elected board members • Reorganized the officers of the Board of Trustees
Total Minutes		1,979 min./32 hrs. 59 min.	944 min./15 hrs. 44 min.	
Average Length of Meetings		124 min./ 2 hrs. 4 min.	59 min.	

Source: SAISD board meeting minutes, 2000-01.

The board met a total of five times in October 2000 and four times in both December 2000 and March 2001. Sixteen special or called board meetings occurred during the nine-month period from September 2000 through May 2001. Three SAISD board members told TSPR that they prefer to meet frequently instead of holding fewer, but longer, meetings. The former

superintendent said that the reason for long board meetings had to do with increased citizen participation.

In 1995, TSPR recommended that SAISD reduce its number of special board meetings. SAISD held 23 special board meetings in the twelve months from February 1994 through January 1995.

The board uses a consent agenda, which is a list of agenda items combined into one group that the board deliberates and votes on at one time. Many districts use consent agendas to speed deliberation time on grouped agenda items that all board members are likely to approve without debate. Such items usually include bids, resolutions, recognitions, and similar items. If a board member wants discussion on a particular item in a group, that item can be separated from the consent agenda.

SAISD's board agendas contain sufficient detail, but do not provide estimated times for agenda items. Many districts use timed agendas as an effective meeting management tool for controlling the length of board meetings.

Recommendation 3:

Use timed agendas to consolidate discussions and reduce the number of special and called board meetings.

The board should be able to conduct all of its business in no more than two meetings per month. The first meeting should be a work session held the week before the board meeting to review agenda items and hear administrator presentations. No votes should take place during the work sessions. The second meeting should be a formal board meeting at which the board votes on decisions.

The use of timed agendas should allow the board president and superintendent to consolidate all the discussion items into two monthly meetings.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board president meets with the superintendent to develop agendas for the board work session and board meeting. Each agenda item is reviewed to determine how much time it will need.	September 2001
2.	The superintendent or his secretary circulates the draft agenda to the board members for review; the trustees submit any changes in the time allocation they would like to request.	September 2001

3.	The superintendent's secretary makes any changes requested and the final agenda is posted.	September 2001
4.	The board president leads the meeting in accordance with the agenda, directing individuals to keep within the time limits.	October 2001
5.	The board president continues to manage and minimize the number of special meetings.	Every month thereafter

FISCAL IMPACT

This recommendation could be implemented using existing resources.

Chapter 1

DISTRICT ORGANIZATION AND MANAGEMENT

B. GOVERNANCE (PART 2)

FINDING

Policy on public input is inconsistent with actual practices. SAISD's board policy on public input allows five minutes for each speaker; however, the board practice is to allow the public three minutes. In addition, this practice is not enforced and contributes to lengthy board meetings. At the March board meeting, one community member was allowed ten minutes, and several ran past the three-minute limit. The inconsistent application of this policy is unfair to speakers who honor it, and it gives the appearance that some individuals are being given preferential treatment.

Board policy requires individuals who wish to address the board on an agenda item to register with the board secretary at least ten minutes before the start of the board meeting. Board policy for public input on non-agenda items requires notice and disclosure of the topic to the district on the Friday preceding the meeting, by 4:00 p.m.

Some board members said that early disclosure of topics allows the district to research issues and be prepared to respond. Other members stated that this policy gives district managers an unfair advantage in rebutting anticipated criticism. The district's early disclosure policy motivated one community member at the March board meeting to disguise the topic of discussion as a board agenda item and then proceed to discuss a variety of unrelated topics.

Public input on agenda items is heard at the beginning of board meetings, while input on non-agenda items occurs at the end, often after a long executive session. The community does not like this practice, as reflected by the public comments provided at TSPR's public forums (**Exhibit 1-8**).

Exhibit 1-8
TSPR Public Forum Comments
Relating to Public Input at SAISD School Board Meetings

The school board has made itself very inaccessible to the public. Closed sessions for hours within a meeting forcing the public to wait for hours to be heard.

Numerous school board meetings at which public input is solicited. Executive sessions are long and sometimes in the middle of meeting - better for audience if placed before or at end of meetings.

Executive sessions need to happen prior to beginning of public session of board meetings not during the middle.

Open board meeting at board. People should be allowed to speak and not have to write the question down.

All business should be above board and available to the public. The meetings need to be run so the public can give input.

Community seems to be involved at schools, but not much at school board meetings - too many "executive meetings"

Source: TSPR public forum comments.

At its May 22, 2001 meeting, the board unanimously voted to suspend the public participation policy for three months. The board ceased requiring members of the public to sign in before board meetings. In addition, the public now is allowed to speak after each agenda item has been discussed by the board, but before board action. The board also voted to allow the public to discuss non-agenda issues without having to file a request the day before the board meeting. Moreover, the public now can speak on non-agenda items at the beginning of board meetings; executive sessions will be held before scheduled board meetings so that the public no longer has to wait for long periods for the board to reconvene.

Recommendation 4:

Modify the board's public input policy to ensure equitable opportunities for public input at board meetings.

SAISD's board president should enforce the three-minute rule for every person speaking before the board to ensure that everyone in the community is treated equally. The board should permanently revise its public participation policy to reflect the changes made at the May 22, 2001 meeting. In addition, the board should schedule all community input at the beginning of board meetings, and the superintendent should ensure the front five rows in the board meeting room are reserved for community members.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The board votes to revise its public participation policies in line with the changes made at the May 22, 2001 meeting.	September 2001
2.	The board president enforces the three-minute rule for all members of the community speaking before the board; the superintendent reserves the front five rows of the boardroom	September 2001 and Ongoing

	for members of the public.	
3.	The superintendent revises the board's public participation policies to the changes made at the May 22, 2001 meeting permanent.	October 2001

FISCAL IMPACT

This recommendation could be implemented using existing resources.

FINDING

Informational packets prepared for the board contain significant amounts of data, but do not present information in a format that supports informed decision-making.

The packets contain various materials including a summary form called "Board Agenda Report" for each agenda item; these are used to summarize the materials in the packet (**Exhibit 1-9**).

Exhibit 1-9 SAISD Board Agenda Report

Date Agenda Item Number Related Pages Subject:
Background Information/Reason For Board Consideration: Administrative Consideration/Facts and Analysis: Recommended Board Action: Submitted by: Approved for Presentation to the Board of Education:

Source: SAISD board packet, April 17, 2001.

TSPR reviewed board packets from board meetings held from August 2000 through April 2001 and noted a consistent lack of important data on upcoming decisions. In some cases, the packets simply did not provide enough information to prepare board members adequately for their meetings. For example, an agenda item in the August 8, 2000 board meeting was the consideration for approval of the 2000-01 voluntary early separation incentive program. Board members received a schedule showing the proposed incentive benefits for each base salary range, eligibility requirements, election terms and reemployment terms; however, the board did *not* receive an estimate of the program's financial impact,

based on the number of employees who would become eligible for early retirement. Such financial analysis, of course, is crucial to well-informed decision-making.

Another example concerns an agenda item on the donation of leave days in the April 17, 2001 board packet. The board agenda report states that teacher groups had inquired into the possibility of donating leave days to employees who have exhausted their own sick leave. Current board policy does not permit such donations, as such donations would constitute a gift of public funds to the recipient. The board was asked to determine whether a public purpose would be served by allowing donations under circumstances outside of those identified in the district's current catastrophic leave policy. The board was not provided with any statistics, however, that could show the number of days that would be donated or any financial impact this would have on school finances.

Recommendation 5:

Develop an executive reporting format that includes an analysis of the fiscal impact of issues facing the district.

The superintendent should clearly present the anticipated financial impact of all decisions recommended for board approval and show how the impact will affect the fund balance. Actual financial results should later be compared to the anticipated results, and the superintendent should explain variances. Board agenda items with a potential impact on expenditures should clearly distinguish capital versus operating expenditures and the source of funds used. These reports and analyses would provide the board with the information needed to make financially sound decisions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent adds a section to the board agenda report for fiscal impact estimates.	October 2001
2.	The assistant superintendent for Business develops fiscal impact estimates of all proposed decisions submitted to the board for approval.	October 2001
3.	The assistant superintendent reports the actual financial results of board decisions after the end of each quarter and fiscal year, and compares actual results to the initial fiscal impact estimates.	December 2001 and quarterly thereafter
4.	The superintendent uses this variance analysis as a factor in the performance evaluation of the assistant superintendent for Business.	December 2001 and quarterly thereafter

FISCAL IMPACT

This recommendation could be implemented using existing resources.

FINDING

While SAISD policies dictate how board members should respond to public complaints and inquiries, not all board members follow these policies. Most board members follow a TASB-recommended process whereby complaints are referred to the teacher in question, then the principal and lastly central office. Other board members, however, refer all complaints directly to the superintendent.

The district board policy on Public Complaints, GF (Local), states that:

"Members of the public having complaints regarding the District's policies, procedures, or operations may present their complaints or concerns to the Board after following the procedure defined in this policy. The Board intends that, whenever feasible, complaints shall be resolved at the lowest possible administrative level."

Navarro ISD has developed procedures to assist its board members in handling public complaints while adhering to district policy (**Exhibit 1-10**).

Exhibit 1-10 Navarro ISD Citizen Request/Complaint to Individual Board Member

A.	The board member should hear the citizen problem for full understanding of persons involved, date, place, etc. (factual information)
B.	The board member should then refer the citizen to the appropriate person/chain of command and the compliant procedure as outlined in the board policy.
Everyone Must Go Through Chain of Command	
A.	The board member must remind the citizen of due process and that the board member must remain impartial in the event the situation comes before the board.
B.	The board member then must review the chain of command procedures with the citizen, directing him/her to the lowest supervisory level nearest the request/complaint (see organizational chart.
C.	The superintendent shall be notified as soon as possible of request/complaint.

D.	The superintendent will ensure that the citizen is contacted in a timely fashion. Board members will be notified if superintendent deems appropriate.
E.	Board members will not conduct investigations on their own of requests/complaints by citizens.

Source: Navarro ISD.

When different methods are used when responding to public complaints, board members may be giving the impression that some members of the public are being treated inequitably.

Recommendation 6:

Adhere to district policy on how board members shall respond to complaints from the public and prepare procedures for the handling of citizen requests and complaints.

Board members should follow their own policy protocols when handling public complaints to ensure that all are dealt with consistently and equitably. The board and superintendent should adopt procedures similar to Navarro ISD's.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	Board members refer complaints through the appropriate channels without exception.	September 2001 and Ongoing
2.	The board asks the superintendent to prepare citizen request and complaint procedures.	September 2001
3.	Superintendent prepares and presents citizen request and complaint procedures to the board.	October 2001
4.	The board approves the procedures.	October 2001 and Ongoing

FISCAL IMPACT

This recommendation could be implemented using existing resources.

FINDING

Neither SAISD's board nor the business office regularly monitor superintendent expenses; policies and procedures are unclear and internal controls are weak.

The former superintendent's contract, which was renewed in July 1, 1999, includes two mechanisms for reimbursing the superintendent for expenses: an overall expense allowance and an annual automobile allowance of \$7,800 a year. The superintendent may use a district-issued credit card for expenses or submit expense receipts for reimbursement.

The superintendent's contract set his expense allowance at \$15,000 per year, an amount negotiated in lieu of additional salary. The contract does not, however, specify the types of expenses allowed for reimbursement. Furthermore, the district does not have a policy or procedures that specify expenditures allowed for reimbursement to the superintendent.

The board also allows the superintendent to reduce his salary by a determined amount and place those funds in an expense account. The allowable salary reduction amount for 1999-2000 was \$8,000 and for 2000-01 is \$10,000. The combination of the expense allowance and salary reduction items combined should not have exceeded \$23,000 and \$25,000 for 1999-2000 and 2000-01, respectively.

Exhibit 1-11 shows the SAISD's superintendent's actual expenses for the last three fiscal years. "Total expenses paid" includes the superintendent's district credit card charges and the amount the district paid the superintendent for out-of-pocket expenses. The expenses do not include automobile allowances. The exhibit also shows the amount the superintendent reimbursed to the district and the total expenses after the reimbursement.

Exhibit 1-11
SAISD Superintendent's Expenses
1998-99 through 2000-01

	1998-99	1999-2000	2000-01*
Total Expenses Paid	\$42,811	\$50,704	\$21,678
Amount Reimbursed by Superintendent	(\$532)	(\$3,551)	\$0
Total Expenses after Reimbursement	\$42,279	\$47,153	\$21,678

*Source: SAISD Vendor Payment History Report for the dates indicated.
 Fiscal 2000-01 records through April 18, 2001.

Based on information included in various board meeting minutes, the district's independent auditor raised a concern during the 1999-2000 financial audit about the superintendent's expenses, particularly the salary reduction account. The auditor was concerned that these funds were being

spent for the superintendent's personal use instead of district-related expenses and held that the superintendent should return the funds reimbursed for personal expenses to the district.

At a December 4, 2000 special board meeting, the board addressed the auditor's concerns. The district's outside counsel stated that voluntary salary reductions are legal as long as both parties agree to the reduction and that the expenditures made from the expense account are for the benefit of the district. The counsel further advised the board regarding the legal guidelines for expenditures of public funds, reading from the Texas Education Code, which provides that funds may be expended "...for other purposes necessary in the conduct of the public schools determined by the board of trustees." At the attorney's suggestion, the board discussed the possibility of creating a board-approved list of costs that can be paid from the superintendent's expense account, but the board has not yet approved such a list.

The accounts payable department processes reimbursements without receipts. The superintendent submits a form that includes the date, place, people included in the expense if applicable, purpose, method of payment and the reimbursement amount. After the external auditor raised this issue with the board, the superintendent furnished copies of the receipts.

The superintendent said he stopped submitting receipts to the business office with his requests but explained that the Finance Office had instructed his secretary that they no longer needed the receipts because the credit card documentation was sufficient. According to his secretary, however, she continued to keep copies of the receipts in the vault.

The district's present practices in the area of superintendent expenses do not comply with SAISD's Compensation and Benefits Expense Reimbursement Policy, which states that to receive reimbursement for transportation, lodging and other authorized travel expenses, an employee must present receipts for the actual amounts spent.

The review team also found evidence of duplicate payments. **Exhibit 1-12** shows duplicate payments totaling \$829.60, some of them made on the same check.

Exhibit 1-12
SAISD Overpayment of Superintendent's Expenses

Check No.	Check Date	Expenditure Type	Establishment	Amount
1004456	6/3/99	Chase Master Card	Better Than Nothing	\$144.00

1504943	11/23/99	Expense Report	Mejor Que Nada	144.00
100451	3/10/99	Chase Master Card	Jabberwocky's	86.52
1504943	11/23/99	Expense Report	Jabberwocky's	86.52
1004456	6/3/99	Chase Master Card	Apple Ranch	78.18
1504943	11/23/99	Expense Report	Apple Ranch	78.18
1521471	11/4/00	Salary Reduction	Red Roof Inn	73.59
1518127	9/19/00	Salary Reduction	Red Roof Inn	73.59
1512272	5/2/99	Expense Report	Cheddars	51.84
1512272	5/2/99	Expense Report	Cheddars	51.84
1509061	2/22/99	Expense Report	Original Fuentes	45.51
1511116	4/6/00	Chase Master Card	Original Fuentes	45.51
1512272	5/2/00	Expense Report	Cheddars	43.40
1512272	5/2/00	Expense Report	Cheddars	43.40
1512272	5/2/00	Expense Report	Jabberwocky's	40.94
1512272	5/2/00	Expense Report	Jabberwocky's	40.94
1509995	4/6/00	Chase Master Card	Star Grill	38.89
1510570	3/29/00	Expense Report	Star Grill	38.89
139630	2/11/99	Chase Master Card	Jabberwocky's	31.56
1504943	11/23/99	Expense Report	Jabberwocky's	31.56
1521471	11/4/00	Salary Reduction	Pappadeaux's	25.56
1518127	9/19/00	Salary Reduction	Pappadeaux's	25.56
1521471	11/4/00	Salary Reduction	Conoco	21.73
1518127	9/19/00	Salary Reduction	Conoco	21.73
1521471	11/4/00	Salary Reduction	Tres Amigos	21.68
1518127	9/19/00	Salary Reduction	Tres Amigos	21.68
1515688	7/20/00	Chase Master Card	Renaissance	20.95
1517450	8/25/00	Expense Report	Renaissance	20.95
1519855	10/12/00	Chase Master Card	Town & Country	20.77
1521471	11/4/00	Salary Reduction	Town & Country	20.77
1512272	5/2/00	Expense Report	Town & Country	19.17

1512272	5/2/00	Expense Report	Town & Country	19.17
1521471	11/4/00	Salary Reduction	Star Stop	18.49
1518127	9/19/00	Salary Reduction	Star Stop	18.49
1512272	5/2/00	Expense Report	Jalisco's Restaurant	16.87
1512272	5/2/00	Expense Report	Jalisco's Restaurant	16.87
1512272	5/2/00	Expense Report	Scholtzsky's	12.62
1512272	5/2/00	Expense Report	Scholtzsky's	12.62
1521471	11/4/00	Salary Reduction	Burger King	10.35
1518127	9/19/00	Salary Reduction	Burger King	10.35
1512272	5/2/00	Expense Report	Chinese Kitchen	6.98
1512272	5/2/00	Expense Report	Chinese Kitchen	6.98
Total Paid				\$1,659.20
Overpayment				\$829.60

Source: SAISD Vendor Files.

According to the superintendent, these duplicate payments were bookkeeping errors similar to errors made with payments to other people in the district. But, he said that he has reimbursed the district for these errors.

Additionally, there were discrepancies found in other reimbursements. For example, there was a payment where the supporting documentation totaled \$63.61 less than what the superintendent was paid.

In July 24, 2000, the superintendent requested reimbursement for \$1,257.17, the amount that was not spent from his salary reduction account for 1999-2000. The superintendent paid this amount back on February 2001, after the external auditor questioned the reimbursement. On November 4, 2000, the district reimbursed the superintendent for \$1,001.50 not spent from his salary reduction account for 2000-01. This amount has not been reimbursed, nor was the payment reported as salary on his W-2.

District policy does not place a dollar limit on reimbursements to the superintendent for meals, lodging or any other type of expenditures. Expense reports examined by TSPR show that the superintendent has stayed in hotels such as the Drake Hotel in Chicago; Renaissance Hotels in San Francisco, Dallas and Austin; the Hilton in New Orleans, Washington

DC and Austin; the Hyatt in Dallas, Austin and Louisville; and Marriott in Houston, Austin and Midland Michigan. The superintendent's meal expenses in and around the San Angelo area were more than \$10,000 in 1999-2000 and just under \$6,000 in 2000-01. An exact amount cannot be determined because a full review of documents was not possible since the district did not provide all accounting records. For 1999-2000, meal prices averaged \$30 to \$35 with some meals as high as \$242.

The review team also found reimbursements that may go beyond expenses for "other purposes necessary to conduct school business" (**Exhibit 1-13**).

**Exhibit 1-13
Superintendent Expenses**

Category	Expenditure Type	Date	Establishment	Amount
Contributions	Salary Reduction	10/5/00	SA Museum of Fine Arts	\$2,000.00
	Expense Report	8/11/99	SA Museum of Fine Arts	2,000.00
	Salary Reduction	3/23/00	West Texas Rehab	1,500.00
	Salary Reduction	2/29/00	SA Museum of Fine Arts	1,000.00
	Salary Reduction	10/6/00	ASU President's Circle	500.00
	Salary Reduction	10/10/00	Bush / Cheney Campaign	200.00
	Salary Reduction	10/7/00	YMCA	100.00
Total Contributions				\$7,300.00
Entertainment	Salary Reduction	5/2/00	San Angelo Colts - Season Tickets	1,545.00
	Chase M/C	10/27/99	Houston Ticket Company - Concert	416.76
	Chase M/C	2/22/01	Ticket Masters	62.35
	Expense Report	10/28/99	Tinseltown - movie tickets	25.00
	Fxnense	8/12/99	Tinseltown - movie	25.00

	Report		tickets	
	Salary Reduction	3/5/00	Sony Theaters - movie tickets	17.50
	Expense Report	12/28/99	Tinseltown - movie tickets	12.50
	Expense Report	10/6/00	Tinseltown - movie tickets	6.25
Total Entertainment				\$2,110.36
Gifts	Salary Reduction	2/22/00	Legend Jewelers - Off. & Admin. Staff	315.55
	Salary Reduction	1/27/00	Bouquets Unique - Staff Christmas	303.58
	Salary Reduction	9/5/00	Tom Ridgeway Florist - Admin. Staff	212.06
	Salary Reduction	2/29/00	Shirley Floral Co. - Staff	207.85
	Expense Report	6/6/99	Smile & Take Gift Shop	149.74
	Salary Reduction	8/7/00	Bouquets Unique - HR/Benefits Staff	112.04
	Salary Reduction	1/27/00	Shirley Floral Co. - Staff Christmas Gifts	89.06
	Expense Report	10/4/99	Tom Ridgeway Florist - Sch. Staff B-day	84.38
	Salary Reduction	9/20/00	Godiva Chocolates - Gifts	82.83
	Expense Report	10/6/99	Shirley Floral Co. - School Personnel	70.91
	Salary Reduction	7/8/00	Shirley Floral Co. - HR	54.13
	Salary Reduction	8/30/00	Gabriel's - Tie for Admin. Employee	53.58
	Expense Report	8/27/00	Tom Ridgeway Florist	46.49
	Salary Reduction	1/28/00	Hastings Entertainment	29.70

Total Gifts	\$1,811.90
Grand Total	\$11,222.26

Source: SAISD Vendor Files.

Clearly the system of internal controls over superintendent expenses is weak, and policies and procedures for acceptable use are unclear. Consequently, the district has been embroiled in a great deal of controversy, which may have been avoided had tighter controls been in place.

Recommendation 7:

Institute strict controls over superintendent expenses.

The board should immediately clarify the terms of the future superintendent's contract to specifically state what expenses are acceptable. Further, the board should clarify policy to ensure that superintendent expenses are not exempt from SAISD's Compensation and Benefits Expense Reimbursement Policy. This policy should be revised and its accompanying procedures rewritten to clarify authorized expenses and reimbursement processes.

The assistant superintendent of Business and Finance should draft accounting procedures covering expense reimbursements for all district employees and the board. These procedures should include a description of expenditures that can be reimbursed and specific steps that should be taken for reimbursement.

All superintendent expenses should be reviewed and approved by the board to ensure that they are accurate and within the district's budget.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board drafts a revised contract and board policy DEE (local) with the assistance of the district's attorney and assigns the assistant superintendent to draft district expense reimbursement procedures to coincide with the new policy.	September 2001
2.	The assistant superintendent of Business and Finance meets with the district's external auditing firm to develop accounting procedures for expense reimbursements.	September 2001
3.	The assistant superintendent of Business and Finance submits the draft procedures to the board and superintendent for review and	October 2001

	makes any necessary revisions.	
4.	The assistant superintendent of Business and Finance, superintendent and board treasurer present the new expense reimbursement policy and procedures to the board for approval.	November 2001
5.	The board adopts the new policy, which specifies procedures for expense reimbursements and requires invoice copies to prove expenditures are district-related prior to reimbursement.	December 2001
6.	The district institutes the new system.	January 2002

FISCAL IMPACT

Based on a reduction of allowable superintendent expenses to levels established in the superintendent's contract and the average actual superintendent expenses in 1998-99 and 1999-2000 of \$44,716, the district can save approximately \$22,000 annually over the contractual limit of \$23,000.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Institute strict controls over superintendent expenses.	\$22,000	\$22,000	\$22,000	\$22,000	\$22,000

Chapter 1

DISTRICT ORGANIZATION AND MANAGEMENT

A. DISTRICT MANAGEMENT

A superintendent serves as the district's chief executive officer for a period of time set by a contract. The superintendent is subject to contract renewal, non-renewal or dismissal. The superintendent recommends staffing and resources needed to operate the district and accomplish the board's goals and objectives. The superintendent also is responsible for reporting management information to the board and ensuring the district is accountable for its performance against established goals.

While the school board is responsible for *creating* policy, the superintendent is responsible for implementing and carrying it out. The superintendent must manage the district in the most cost-effective and efficient manner possible. Section 11.201 of the Texas Education Code (TEC) states that the superintendent holds:

- Administrative responsibility for the planning, operation, supervision, and evaluation of the educational programs, services, and facilities of the district and for annual performance appraisals of the staff;
- Administrative authority and responsibility for the assignment and evaluation of all district personnel;
- Responsibility for the termination or suspension of staff members or the non-renewal of staff members' term contracts;
- Authority over day-to-day management of district operations;
- Responsibility for the preparation of district budgets;
- Responsibility for the preparation of policy recommendations for the board and implementation of adopted policies;
- Responsibility for the development of appropriate administrative regulations to implement board policies;
- Responsibility for leadership in attainment of student performance; and
- Responsibility for the organization of the district's central administration.

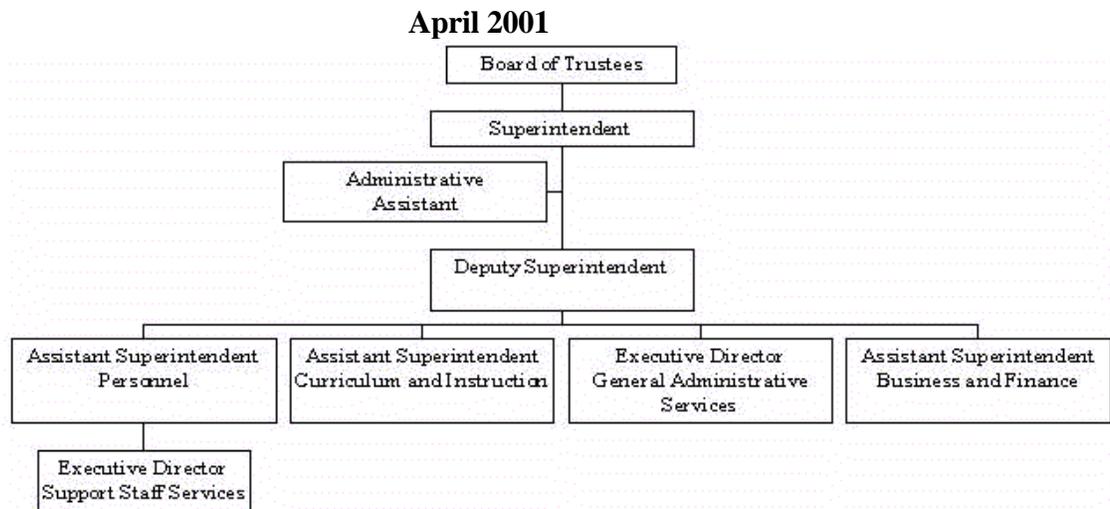
Section 11.253(a) of the Texas Education Code requires "each school district to maintain current policies and procedures to ensure that effective planning and site-based decision-making occur at each campus to direct and support the improvement of student performance."

The SAISD superintendent's cabinet is the district's executive leadership team and is responsible for day-to-day operations and administration. The cabinet consists of the following positions:

- superintendent
- deputy superintendent
- assistant superintendent of Personnel
- assistant superintendent of Curriculum and Instruction
- assistant superintendent of Business and Finance
- executive director of Support Staff Services
- executive director of General Administrative Services
- executive director of Special Programs / director of Special Education
- executive director of Career and Technology
- director of Elementary Education
- director of Employee benefits
- director of Communications
- director of Technology
- director of Secondary Certified Personnel
- director of Pupil Services
- director of Staff Development
- director of Elementary Certified Personnel
- director of Family Services
- director of Bilingual, ESL, Title I & VI, Migrant
- communication specialist

During this review, Dr. Joe Gonzales, SAISD's superintendent and chief executive officer, announced his resignation and accepted a position as superintendent of the McAllen ISD. Mr. Mark Gesch, executive director of General Administrative Services, was appointed as acting superintendent in April 2001 and will serve until the board hires a new superintendent. **Exhibit 1-14** presents SAISD's organizational structure as of April 2001.

Exhibit 1-14
SAISD Organization



Source: SAISD organization chart April 2001.

FINDING

SAISD's current organization structure is top-heavy with inadequate spans of control at several positions. Span of control relates to the number of direct reports to a particular position. The current span of control shows only the deputy superintendent reporting to the superintendent and the three assistant superintendents reporting to the deputy superintendent. Due to budget constraints, the district's management is modifying its organizational structure and has proposed various job eliminations and consolidations. The administration, however, also is proposing new positions and position upgrades.

Many items in the district's proposed "budget cut" report are actually salary reductions and not eliminations of positions. In essence, the district is replacing one title with another and reducing the salary. Furthermore, the position replacements the district is proposing offset some of the cuts that *are* being proposed. For example, at its April 17, 2001 board meeting, the board created a new position, an executive director of Policy Implementation and External Reports, to perform some duties previously handled by the deputy superintendent. At its June 14, 2001 meeting, the board approved the elimination of this new position. Based on its proposed staffing cuts as of April 27, 2001, the district estimates it will realize \$4.6 million annually from the reduction in force. TSPR's review of these schedules and the district's amended organizational chart, however, indicated that this figure does not reflect the proposed position upgrades and new positions to be added; consequently, the net savings from the reduction in force are likely to be significantly lower.

Over the past four years, SAISD has added administrators and professional support positions at its central office and campuses despite a declining enrollment (**Exhibit 1-15**). The central administration and professional support job categories saw the largest staffing increases over this time period. Central administration staffing rose by 114.3 percent, and professional support increased by 32.4 percent between 1997-98 and 2000-01, while the number of teachers *fell* by 4.1 percent.

Exhibit 1-15
SAISD Number of Professional Full-Time Employees
1997-98 through 2000-01

Positions	1997-98	1998-99	1999-2000	2000-01	Percent Change
Teachers	1,104.4	1,083.5	1,115.4	1,059.6	(4.1%)
Professional Support	139.1	159.4	166.4	184.1	32.4%
Campus Admin.	45.4	46.0	53.3	54.0	18.9%
Central Admin.	7.0	11.9	9.0	15.0	114.3%
Total	1,295.9	1,300.8	1,344.1	1,312.7	1.3%

Source: PEIMS, 1997-98 through 2000-01.

Exhibit 1-16 shows the salaries paid to SAISD administrators and professional support employees from 1997-98 to 2000-01. Central administrator salaries saw the highest increase, a rise of 151.4 percent between 1997-98 and 2000-01; professional support salaries rose by 34.1 percent. Teacher salaries rose by just 8.3 percent over the same period.

Exhibit 1-16
SAISD Salary for Professional Full-Time Employees
1997-98 through 2000-01

Positions	1997-98	1998-99	1999-2000	2000-01	Percent Change
Teachers	37,007,218	36,168,934	39,450,033	40,063,590	8.3%
Professional Support	5,858,142	6,796,631	7,410,197	7,858,111	34.1%
Campus Admin.	2,368,877	2,461,563	2,867,668	3,150,315	33.0%
Central Admin.	530,281	871,490	754,333	1,333,261	151.4%
Total	45,764,518	46,298,618	50,482,231	52,405,277	14.5%

Source: PEIMS, 1997-98 through 2000-01.

Since 1994-95, SAISD has created eight director and executive director positions and a deputy superintendent position. Some of these positions represented upgrades of previous director or coordinator positions.

Exhibit 1-17 illustrates the number of senior administrators in 1994-95 and 2000-01 and the district's proposed positions for 2001-02. The ratio of student enrollment to senior administrators fell by 36 percent between 1994-95 and 2000-01.

Exhibit 1-17
Senior SAISD Administrators, 1994-95 and 2000-01

Positions	1994-95	2000-01	Proposed 2001-02
<i>Central Administration</i>			
Superintendent	1	1	1
Deputy Superintendent	0	1	0
Assistant Superintendents	4	3	2
Executive Directors	0	5	5
Directors	15	18	16
Controller	0	1	1
Total Senior Administrators	20	29	25
Student enrollment	17,372	16,101	N/A*
Students per senior administrator	868.6	555.2	N/A*

Source: TSPR 1995 SAISD School Performance Review, SAISD organization chart,

April 2001 and SAISD proposed organizational chart, June 2001.

*Student enrollment for 2001-02 is unknown at the time of this report.

Under the organizational structure of April 1, 2001, the deputy superintendent is the only employee reporting directly to the superintendent, providing a span of control for the superintendent of one to one. Ten-to-one spans of control are not uncommon for other Texas superintendents.

In campus administration, SAISD's number of assistant principals has risen from 17.5 to 27 since 1995-96. The district does not apply staffing formulas in determining the number of assistant principals at schools.

According to a note from October 5, 2000 board meeting, the superintendent reported that 86.5 new positions had been created since 1997 to accommodate new programs such as all-day kindergarten, gifted and talented education, school service workers, computer specialists and reading specialists.

The Southern Association of Colleges and Schools (SACS) accredits more than 12,000 public and private institutions, from pre-kindergarten through the university level, in 11 states in the southeastern U.S. (including Texas) and in Latin America. SACS recommends minimum personnel requirements for elementary schools, based on enrollment, in its 2001-02 publication *Policies, Principles, and Standards for Elementary Schools Accredited by the Commission on Elementary and Middle Schools*.

The minimum standards for elementary schools are presented in **Exhibit 1-18**.

Exhibit 1-18
SACS Minimum Personnel Requirements for Elementary Schools
SACS Standard

Number of Students	Principal	Professional Admin. or Supv. Assistants	Library or Media Specialists	Library Aide or Clerk	Secretaries or Clerks
1 - 263	0.5	0.0	0.5	0.0	0.5
264 - 439	1.0	0.0	1.0	0.0	1.0
440 - 659	1.0	0.0	1.0	0.5	1.0
660 - 879	1.0	0.5	1.0	1.0	1.5
880 - 1099	1.0	1.0	1.0	1.0	1.5
1100 - 1319	1.0	1.5	1.0	1.0	2.0
1320 - Up	1.0	2.0	1.0	1.0	2.0

Source: SACS Policies, Principals, and Standards for Elementary Schools Accredited by the Commission on Elementary and Middle Schools, 2001-02 School Year.

SACS also recommends minimum personnel requirements for middle schools, based on enrollment, in its document *2001-02 Policies, Principles, and Standards for Middle Schools Accredited by the Commission on Secondary and Middle Schools (Exhibit 1-19)*.

Exhibit 1-19
SACS Minimum Personnel Requirements for Middle Schools
SACS Standard

Number of Students	Principal	Admin. or Supv. Assistants	Guidance Professionals	Library or Media Specialists	Library Aide or Clerk	Secretaries or Clerks
1 - 249	0.5	0.0	0.5	0.5	0.0	0.5
250 - 499	1.0	0.5	0.5	1.0	0.5	1.0
500 - 749	1.0	1.0	1.0	1.0	1.0	1.0
750 - 999	1.0	1.0	2.0	1.0	1.0	1.5
1000 - 1249	1.0	1.5	2.5	1.0	1.0	2.0
1250- 1499	1.0	2.0	3.0	1.0	1.0	2.0
1500 - Up	A	A	A	A	1.0	2.0

Source: SACS Policies, Principals, and Standards for Middle Schools Accredited by the Commission on Secondary and Middle Schools, 2001-02 School Year.
 (A) SACS recommends adding one position for each additional 250 students over 1,499.

SACS recommends minimum personnel requirements for high schools, based on enrollment, in its *Standards for Secondary Schools, 2000 Edition* (**Exhibit 1-20**).

Exhibit 1-20
SACS Minimum Personnel Requirements for High Schools
SACS Standard

Number of Students	Principal	Admin. or Supv. Assistants	Guidance Professionals	Librarians or Media Specialists	Secretaries or Clerks
1 - 249	1.0	0.0	1.0	1.0	1.0
250 - 499	1.0	0.5	1.0	1.0	2.0
500 - 749	1.0	1.0	1.5	1.0	3.0
750 - 999	1.0	1.5	2.0	1.0	3.5
1000 - 1249	1.0	2.0	2.5	2.0	4.0
1250 - 1499	1.0	2.5	3.0	2.0	4.5
1500 - Up	(A)	(A)	(A)	(A)	4.5

Source: SACS Commission on Secondary and Middle Schools, Standards for Secondary Schools, 2000 Edition
 (A) SACS recommends adding one position for each additional 250 students over 1,499.

Based on SACS' minimum standards in **Exhibits 1-18** through **1-20**, SAISD is overstaffed with assistant principals in 14 elementary schools, all four middle schools and Lake View High School; but it is understaffed in Central High School. **Exhibit 1-21** compares SAISD's staffing for assistant principals to SACS minimum standards.

Exhibit 1-21
SAISD Schools Comparison of SACS Standards to Actual Staffing
Assistant Principals

School	Enrollment	Per SACS	Actual	Difference
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Alta Loma	409	0.00	0.00	0.00
Austin Elementary	584	0.00	1.00	1.00
Belaire Elementary	386	0.00	0.50	0.50
Blackshear Elementary	157	0.00	0.00	0.00
Bonham Elementary	686	0.50	1.00	0.50
Bowie Elementary	472	0.00	0.50	0.50
Bradford Elementary	473	0.00	1.00	1.00
Crockett Elementary	572	0.00	1.00	1.00
Day Elementary	384	0.00	1.00	1.00
Fannin Elementary	323	0.00	0.00	0.00
Fort Concho Elementary	274	0.00	0.00	0.00
Glenmore Elementary	528	0.00	1.00	1.00
Goliad Elementary	512	0.00	1.00	1.00
Holiman Elementary	308	0.00	0.00	0.00
McGill Elementary	468	0.00	0.50	0.50
Reagan Elementary	477	0.00	1.00	1.00
Rio Vista Elementary	306	0.00	0.00	0.00
San Jacinto Elementary	535	0.00	1.00	1.00
Santa Rita Elementary	406	0.00	0.50	0.50
Travis Elementary	552	0.00	1.00	1.00
Edison Junior High	826	1.00	3.00	2.00
Glenn Junior High	895	1.00	2.00	1.00
Lee Junior High	949	1.00	2.00	1.00
Lincoln Junior High	1,036	1.50	2.00	0.50
Central High	2,438	6.25	4.00	(2.25)
Lake View High	954	1.50	2.00	0.50
Total	15,910*	12.75	27.00	14.25

*Source: Compiled from SACS Standards, PEIMS 2000-01 and school directory. *PEIMS 2000-01 report total does not include PAYS and Carver Learning Center.*

Notes from three board meetings in September and October 2000 show that the former superintendent addressed budget reduction considerations by targeting an overall staff reduction plan including an early retirement plan to replace higher paid employees with lower salaried positions and the movement of some positions under the umbrella of certain grants.

In addition, some functions in the SAISD's organizational structure are inappropriately aligned. The director of Technology reports to the assistant superintendent for Business and Finance, an arrangement that does not reflect the importance of technology in major district decisions or the breadth of responsibility involved in information management. Placing technology under business and finance functions fails to recognize the importance of integrating instructional and business technology under a neutral position.

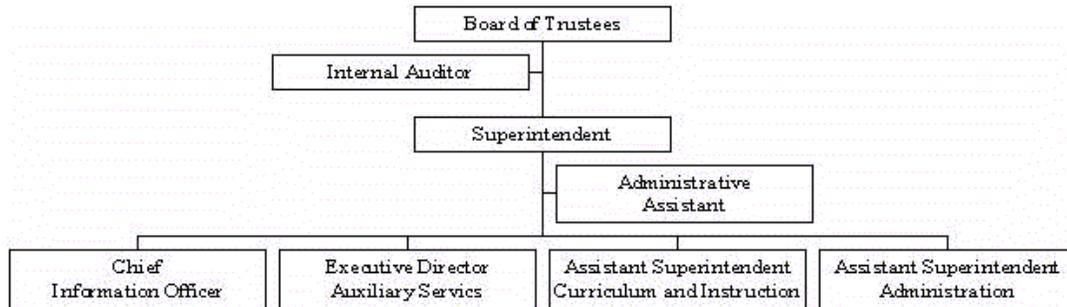
Similarly, the executive director of Support Staff Services reports to the assistant superintendent of Personnel, and oversees auxiliary services including food services, maintenance and transportation. Only the human resource functions of these areas are logically aligned under the personnel department. Provision of facilities maintenance services, food services and transportation are unrelated to the personnel management function.

Recommendation 8:

Streamline central and campus administration and reorganize the district to reflect a more logical grouping of related functions.

The roles and responsibilities of the positions that report to the superintendent should represent logical groupings of related functions. A significant number of the district's senior management team is resigning or retiring at the end of 2000-01, providing an opportunity to achieve substantial organizational streamlining immediately. The district should adopt the organization structure recommended in **Exhibit 1-22**. (This chart also includes high-level organizational changes recommended elsewhere in this report.)

**Exhibit 1-22
Recommended Organizational Structure**



Source: Gibson Consulting Group, Inc.

TSPR's specific organizational recommendations are as follows:

- Eliminate the deputy superintendent's position and assign its duties to the superintendent and other senior managers. This would achieve an appropriate span of control at the superintendent level.
- Do not create *any* new senior administrator positions.
- Upgrade the director of Technology position to a chief information officer reporting directly to the superintendent. This will help ensure that technology factors are integrated into major district decisions without undue bias towards one department or another.
- Consolidate the position of executive director of Support Staff Services with that of the executive director of Auxiliary Services, reporting directly to the superintendent.
- Move human resource functions performed by Support Staff Services to Personnel, consolidating all human resource functions.
- Consolidate the assistant superintendent of Business and Finance position with that of the assistant superintendent for Personnel, creating an assistant superintendent of Administration. This position would have six positions reporting directly to it, representing a more efficient span of control. It also would consolidate budgeting and position management under a single assistant superintendent.

The district also should reduce its number of assistant principals to SACS-recommended levels. In determining future school administrative staffing levels, district managers should apply staffing formulas to ensure the efficient allocation of staff resources.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent implements a hiring freeze.	Immediately
2.	The superintendent evaluates the proposed organizational	September

	structure against current positions and individuals in the cabinet.	2001
3.	The superintendent develops an organizational plan and implementation timetable and presents it to the board.	October 2001
4.	The new assistant superintendent of Administration creates or modifies job descriptions for new and redefined positions.	November 2001
5.	The superintendent implements the organizational changes.	January 2002

FISCAL IMPACT

The estimated fiscal impact is based on the lowest salary within each salary range eliminated or consolidated:

Deputy superintendent	\$96,508
Consolidation of two assistant superintendents	90,975
Upgrade of Technology director to Chief Information Officer	(25,000)
Consolidation of executive director positions	83,250
Reduction of 14.25 assistant principals (at \$45,000 each)	<u>641,250</u>
Total	\$886,983

This fiscal impact is also based on benefits of 6 percent plus \$2,352 per position eliminated or consolidated (17.25 positions) the total savings is \$980,774. Based upon the hiring freeze, the elimination of vacant positions and shifting of personnel as vacancies occur, the district should be able to realize at least one-half of these savings in 2001-02.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Streamline central and campus administration and reorganize the district to reflect a more logical grouping of related functions.	\$490,387	\$980,774	\$980,774	\$980,774	\$980,774

FINDING

The superintendent's performance evaluation does not contain specific performance measures to support accountability.

Board members said that they want an evaluation instrument with a wider range of ranking categories than the three options on the existing instrument. Each board member must fill out an evaluation form that the president combines into a single evaluation form. The method used to aggregate the rankings is left up to the board president. According to board members, the evaluation form allows individual rankings to be based subjectively on board member perceptions rather than specific measures of performance.

The board has been sharply divided on the superintendent's performance, and this controversy has affected the board members' own roles. Board members are supposed to focus on setting policy and approving the budget, but a distinct lack of trust in the superintendent on the part of several board members have prompted them to expand their roles into operational areas.

SAISD follows state performance measures in instructional areas, but does not track similar measures for administrators and other non-instructional areas. Many school districts include specific measures in their superintendent evaluations to make them more objective (**Exhibit 1-23**).

Exhibit 1-23
Examples of Non-Instructional Performance Measures, by Functional Area

Functional Area	Performance Measure (Trend and Peer Comparisons)
Human Resources	Ratio of total students to total staff Ratio of employees to human resources staff Ratio of acceptances to total job offers made Turnover ratios, by class of employee, and by school Number of vacant positions at end of month, by department and by school
Facilities Management	Number of square feet per custodian, by school Custodial cost per square foot Maintenance cost per square foot, by trade, by school Energy cost per square foot, by type, by school Number of square feet per student, by school
Technology	Ratio of students to instructional computers Ratio of administrators to administrative computers Ratio of total computers to technical support Ratio of total computers to help desk support

	Number of computers more than five years old
Food Services	Meals per labor hour, by school Food cost per meal, by school Meal participation rates, by school Profitability by school, after indirect cost allocation
Transportation	Cost per mile, by program Cost per rider, by program Number of miles per student, by program Maintenance cost per bus Ridership, by program, by school Bus usage, by program Average bus age Linear density
Safety and Security	Number of incidents reported, by type, by school Security cost per student, by school
Purchasing	Average dollar amount per purchase order Ratio of purchase orders processed per month to purchasing staff
Accounting	Ratio of number of operating account check per month to accounts payable staff

Source: Gibson Consulting Group Inc.

An evaluation instrument with performance measures can reduce the element of subjectivity and allow the board to hold the superintendent responsible for specific achievements.

Recommendation 9:

Include specific measures in the superintendent's performance evaluation.

The measures could, for instance, require a balanced budget or set targets for a fund balance, operating expenditures per student and the percent of operating expenditures spent on instruction, to name a few. Such measures should reduce disagreement regarding superintendent performance, since the facts would speak for themselves.

Specific performance measures should help the board stay within its proper role and provide clear direction to the superintendent.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board includes in the superintendent's evaluation instrument specific district performance objectives and in subsequent years, identifies these in the District Improvement Plan.	October 2001
2.	The superintendent prepares a comparison of actual performance against state objectives, and presents it to the board at least one month prior to performance evaluation.	December 2001
3.	The board compares actual to target performance and includes this information in its written evaluation of the superintendent.	January 2002

FISCAL IMPACT

This recommendation could be implemented using existing resources.

FINDING

SAISD does not have a comprehensive administrative procedures manual. This was also a finding of the 1995 TSPR school performance review report, which recommended that the district hold administrators responsible and accountable for the prompt development of administrative procedures for their divisions.

In the current review, the district provided TSPR with a copy of its regulations when it was asked for procedures. Regulations, however, are guidelines, processes and tools used to ensure effective, consistent management. Procedures, on the other hand, describe the sequence of steps that should be followed to *accomplish* a process set out in a policy or regulation.

TSPR has recognized El Paso ISD for providing all district administrators with a comprehensive binder containing specific bulletins outlining procedures for implementing district policies related to management, administration, and operations. The bulletins binder helps district administrators interpret the meaning of both legal and local policies in the board's policy manual.

El Paso ISD reviews its policies and submits each to the appropriate department head so that an administrative bulletin can be developed. Each cabinet member responsible for a specific department reviews and approves the bulletin before submitting it to the district's leadership team for approval. Once the bulletin has been approved, the Communications Department distributes it to all district administrators.

Recommendation 10:

Document administrative procedures.

The district's administrative procedures should be communicated clearly to school administrators and staff and should be updated at least annually. Administrators' evaluations should include a component on the effective development and implementation of administrative procedures in their areas of responsibility.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	Assistant superintendents conduct a detailed analysis of all updated policies to determine which policies require administrative procedures and assign department heads to document day-to-day operating procedures in each functional area.	September 2001
2.	Assistant superintendents oversee the preparation of administrative procedures.	December 2001
3.	Assistant superintendents train staff members in policies and procedures.	March 2002
4.	Assistant superintendents review their procedures at least once a year and update them as needed.	Ongoing

FISCAL IMPACT

This recommendation could be implemented using existing resources.

FINDING

SAISD's annual legal fees have risen by 155 percent over the past three years. **Exhibit 1-24** summarizes legal fees of more than \$2,500 paid by SAISD for the past three years.

**Exhibit 1-24
Summary of SAISD Legal Service Actual Expenses
Fiscal 1998-99 through 2000-01**

FIRM	AREA	Legal Fees 1998-99	Legal Fees 1999-2000	Legal Fees 2000-01 *
Fowler Henslee	Construction Law Advisor	\$15,734	\$11,976	\$3,874
Jackson Walker (Previously Small. Craig &	General Legal	\$30,415	\$52,346	\$3,052

Warkenthin)				
Hilgers & Watkins	General Legal		\$3,096	
Rolando L. Rios				\$5,000
Schwartz & Eichelbalm	Advisors to board, board committees, superintendent, administrators and principals; representation in employee related proceedings and student related hearings, and other services such as non-court related employment or student matters, attending board meetings and reviewing or assisting in writing policies and handbooks.	\$17,635	\$73,871	\$183,725
Walsh, Anderson, Brown, Schulze & Aldridge, P.C.	Telephone consultation relating to general operation; research, opinion letters and legal advice in adversarial matters.	\$9,509	\$6,278	
Miscellaneous (accounts less than \$2,500)		\$3,464	\$2,683	\$117
Totals		\$76,757	\$150,250	\$195,768

Source: SAISD YTD Expenditure Audit Trail.

*Fiscal 2000-01 records through April 18, 2001.

Exhibit 1-25 presents SAISD's legal fees for the past five years. In 2000-01 to date, the district has incurred more than \$195,000 in legal fees, with \$74,000 incurred in one month.

Exhibit 1-25
Summary of SAISD Legal Service Expenses
Fiscal Years 1995-1996 to 2000-01

	1995-96	1996-97	1997-98	1998-99	1999-2000	2000-01*
Legal Fees	\$106,049	\$39,182	\$28,652	\$76,757	\$150,250	\$195,768

Source: TEA, PEIMS Actual Expenditures.
*Fiscal 2000-01 records through April 18, 2001

Exhibit 1-26 shows that the SAISD's legal fees per student compare are significantly greater than to its peer districts. Only Midland ISD showed higher legal fees per student in 1999-00.

Exhibit 1-26
Comparative Analysis of Peer District Legal Fees
1999-2000

District	Legal Fees per Student
Midland	\$14.08
San Angelo	\$9.16
Waco	\$5.91
Ector	\$5.57
Abilene	\$1.34

Source: PEIMS data files, actual expenditures 1999-2000.

In the 2000-01 school year, the budget department began recording legal fees to its board member cost center. Before, the district had recorded legal services to the central administration cost center. The district budget staff told TSPR that this change occurred to correctly reflect legal fees in the appropriate cost center. This is in contradiction with many school districts, which record legal fees to the central administration cost center.

In 1999-2000 and 2000-01, the district hired outside counsel to address an increasing number of open records requests. Most of these requests came from the San Angelo Parents Rights Organization (SAPRO). According to news accounts, the superintendent advised the board that some action needed to be taken to stop these persistent requests. Responding to open records requests, however, should not cost a district anything, since the district is allowed by law to recover reasonable costs associated with gathering and printing the information requested.

The district also incurred legal fees in addressing claims against the superintendent by his previous employer. The district has a retainer with one law firm that provides for a \$150 hourly rate until the retainer is exhausted at \$100,000; then the rate increases to \$185 per hour.

The district is not effectively managing its legal fee expenses, resulting in excessive legal fees.

Recommendation 11:

Establish policy for the use of outside counsel, monitor billings by law firms and move legal fees back to the central administration cost center.

The district should establish a policy governing the use of outside counsel and monitor billings to ensure that the district reduces its legal costs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent develops a policy on the use of outside counsel and presents it to the board for approval.	September 2001
2.	The superintendent asks the assistant superintendent of Business and Finance to move the legal fees back to the central administration cost center.	September 2001
3.	The board reviews all existing agreements with outside law firms and analyzes the fees billed by each firm.	November 2001
4.	The superintendent monitors legal fee expenses, and uses the new policy to reduce legal fees by 50 percent.	Ongoing

FISCAL IMPACT

It is assumed that the new policy governing the use of outside counsel will reduce legal fees by at least 50 percent (\$196,000 in legal fees to date in 2000-01 times 50 percent) and bring the expenses incurred year-to-date for 2000-01 closer to historical averages.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Establish policy for the use of outside counsel, monitor billings by law firms and move legal fees back to the central administration cost center.	\$98,000	\$98,000	\$98,000	\$98,000	\$98,000

Chapter 1

DISTRICT ORGANIZATION AND MANAGEMENT

C. PLANNING AND EVALUATION

Proper planning establishes a school district's mission, identifies its goals and objectives, sets priorities, identifies ways to complete the mission and determines performance measures and benchmarks needed to achieve goals and objectives. In its purest sense, planning anticipates the effect of decisions, indicates the possible financial consequences of various actions and links student achievement to the cost of education.

The superintendent is primarily responsible for SAISD's planning efforts.

FINDING

SAISD makes good use of its site-based decision-making (SBDM) committees throughout the planning stage of its budget process. The review team attended an SBDM budget meeting at Bonham Elementary School facilitated by the school's assistant principal. Each committee member was provided with a budget worksheet to complete and return for discussion at the meeting. Each item on the budget worksheet was discussed and modified as needed before being included in the school's budget. The structure of the meeting encouraged input from each member of the committee.

COMMENDATION

SAISD promotes input from SBDM committee members in its budget process.

FINDING

SAISD's strategic plan, the Systemic Mapping Plan, has not been revised since it was created in October 1998 and is not tied to the district's budget.

The highly commendable development process for the Systemic Mapping Plan began in October 1997, with the formation of a committee made up of community members as well as educators. The committee began creating the plan by identifying all the interest groups in the San Angelo community. For each group, the committee identified at least one person to represent them. In this way, the district recruited 350 participants. The committee identified ten goals or critical success factors important to the district. The 350 participants were divided into ten groups, each of which addressed one of these success factors. The groups worked on identifying

the objectives, strategies, responsible individuals, resources, timelines and success measurements for each critical success factor. The district hired a consultant to assist the district in managing the project, train the leaders in the planning process and assist the leaders of the committees in organizing the teams. The consultant trained volunteers to lead the sessions and the district obtained outside facilitators to assist with the process. The committee groups met a total of eight times and issued their initial report in October 1998. All 350 members attended the press release conference and the district held town hall meetings at each school.

Exhibit 1-27 lists the ten critical success factors developed by the committee members.

Exhibit 1-27
SAISD Critical Success Factors

1.	Curriculum with High Standards
2.	Parental/Community Involvement
3.	Qualified, Well Supported Staff with Effective Leadership
4.	Planned/Adequate Finance/Resources
5.	Effective Communication
6.	Facilities/Safe Environment
7.	Co/Extra Curricular Activities
8.	Cultural Diversity
9.	Positive School Climate/Discipline
10.	Technology

Source: SAISD Systemic Mapping Plan, October 1998.

Each success factor in the district's strategic plan identifies objectives, strategies, responsible individuals, resources, timelines and success measurements with the exception of critical success factor number four, Planned/Adequate Finance/Resources. The plan states that the committee recommendations for this success factor were not available, and this section was never completed.

While there appears to have been no formal evaluation of the strategies, according to the superintendent, a formal review and presentation to the community was given on April 27, 1999. At that time, each committee chairman and/or community co-chairman presented an update on progress in each of the ten critical success areas. About 250 community members

attended this meeting at Central High School. TSPR reviewed the April 27, 1999 progress report and found that the report does not reflect status or conclusions regarding whether the district is meeting time deadlines, or whether strategies were modified to ensure success or if they are within initial cost estimates.

Many district administrators told the review team that the Systemic Map has been the district's single greatest achievement in recent years, since it successfully directed district management's attention to previously neglected students and schools. The performance data derived from PEIMS seems mixed, however. In terms of SAISD's accountability rating for 1999-2000 with its ratings for 1997-98, it is worth noting that five schools improved their accountability rankings, but six actually declined. Latest numbers released for 2000-01 show that three school ratings went up while three declined. **Exhibit 1-28** summarizes the changes in school accountability ratings that have occurred since the development of the systemic map.

Exhibit 1-28
SAISD Accountability Rating
1997-98 through 2000-01

Campus Name	1997-98 Accountability Rating	1999-2000 Accountability Rating	2000-01 Accountability Rating
Alta Loma Elementary	Recognized	Acceptable	Acceptable
Austin Elementary	Acceptable	Recognized	Recognized
Belaire Elementary	Recognized	Recognized	Recognized
Blackshear Elementary	Acceptable	Acceptable	Acceptable
Bonham Elementary	Exemplary	Exemplary	Exemplary
Bowie Elementary	Recognized	Exemplary	Recognized
Bradford Elementary	Recognized	Acceptable	Acceptable
Crockett Elementary	Exemplary	Recognized	Exemplary
Day Elementary	Acceptable	Acceptable	Acceptable
Fannin Elementary	Recognized	Recognized	Exemplary
Fort Concho Elementary	Acceptable	Acceptable	Acceptable
Glenmore Elementary	Exemplary	Exemplary	Exemplary
Goliad Elementary	Exemplary	Recognized	Recognized

Holiman Elementary	Recognized	Acceptable	Acceptable
McGill Elementary	Recognized	Recognized	Acceptable
Reagan Elementary	Recognized	Acceptable	Acceptable
Rio Vista Elementary	Acceptable	Recognized	Recognized
Sam Houston Elementary	Recognized	N/A	N/A
San Jacinto Elementary	Acceptable	Acceptable	Recognized
Santa Rita Elementary	Acceptable	Exemplary	Recognized
Travis Elementary	Exemplary	Exemplary	Exemplary
Edison Junior High	Acceptable	Acceptable	Acceptable
Glen Junior High	Acceptable	Acceptable	Acceptable
Lee Junior High	Acceptable	Acceptable	Acceptable
Lincoln Junior High	Acceptable	Acceptable	Acceptable
Central High School	Low Performing	Acceptable	Acceptable
Lake View High School	Acceptable	Acceptable	Acceptable

Source: AEIS 1997-98 through 1999-2001.

According to the former superintendent, the fact that some schools have declined while others improved is misleading because those schools that declined only went down minimally, while the schools that improved had very large increases. **Exhibit 1-29 and Exhibit 1-30**, show improvements not outpaced the statewide averages in any categories.

Exhibit 1-29
San Angelo ISD Accountability Rating Compared to Statewide
Change
1998-2000

	1998	2000 **	District Change 1998-2000	State Change 1998-2000
TAAS ALL TESTS TAKEN				
ALL STUDENTS	79.30%	80.20%	1.13%	2.83%
AFRICAN AMERICAN	67.90%	69.50%	2.36%	8.63%
HISPANIC	68.10%	71.00%	4.26%	5.43%

WHITE	89.50%	89.40%	-0.11%	1.59%
ECONOMICALLY DISADVANTAGED	69.10%	70.50%	2.03%	5.42%

** Beginning in 2000, results include Spanish, grades 3 through 6 test takers. *Source: TEA, AEIS 1997-98 through 1999-2000.*

Exhibit 1-30
San Angelo ISD Accountability Rating Compared to Statewide
Change
1998-2001

	1998	2001 **	District Change 1998-2001	State Change 1998-2001
TAAS READING				
ALL STUDENTS	86.70%	87.30%	0.69%	2.18%
AFRICAN AMERICAN	79.30%	84.10%	6.05%	9.34%
HISPANIC	78.10%	80.50%	3.07%	5.03%
WHITE	94.40%	93.70%	-0.74%	0.96%
ECONOMICALLY DISADVANTAGED	78.90%	80.40%	1.90%	4.97%
TAAS MATHEMATICS				
ALL STUDENTS	85.80%	89.50%	4.31%	7.13%
AFRICAN AMERICAN	77.50%	82.40%	6.32%	16.17%
HISPANIC	77.50%	85.00%	9.68%	11.84%
WHITE	93.20%	94.40%	1.29%	3.48%
ECONOMICALLY DISADVANTAGED	78.60%	84.40%	7.38%	12.09%
TAAS WRITING				
ALL STUDENTS	91.70%	86.50%	-5.67%	0.57%
AFRICAN AMERICAN	87.50%	84.50%	-3.43%	3.11%
HISPANIC	87.00%	81.20%	-6.67%	2.60%

WHITE	95.70%	91.20%	-4.70%	-0.54%
ECONOMICALLY DISADVANTAGED	86.80%	78.70%	-9.33%	2.63%

** Beginning in 2000, results include Spanish, grades 3 through 6 test takers. *Source: TEA, AEIS 1997-98 thorough 2000-01.*

Exhibit 1-31 presents the reallocation of expenditures per pupil since the development of the systemic map. Some of the district's investments in schools apparently did not yield academic returns. Only five schools that received increased spending also showed an increase in ranking. Fifteen schools showed no change in their rankings. Only one school with expense increases of 20 percent or more had an increase in accountability ranking, while the remaining four schools with expense increases of 20 percent or more had no changes. The two schools with expense decreases had decreases in accountability ranking.

Exhibit 1-31
SAISD Total Campus Expenditures Per Student
Prior to and After Implementation of Systemic Map
1997-98 and 1999-2000

Campus Name	1997-98	1999-2000	Percent Change	Accountability Ranking Change
Alta Loma Elementary	\$3,536	\$4,134	16.9%	Decrease
Austin Elementary	\$3,437	\$3,716	8.1%	Increase
Belaire Elementary	\$3,401	\$3,648	7.3%	No Change
Blackshear Elementary	\$4,651	\$5,229	12.4%	No Change
Bonham Elementary	\$3,086	\$3,468	12.4%	No Change
Bowie Elementary	\$3,964	\$4,685	18.2%	Increase
Bradford Elementary	\$3,612	\$3,800	5.2%	Decrease
Crockett Elementary	\$3,666	\$4,206	14.7%	Decrease
Day Elementary	\$3,441	\$3,528	2.5%	No Change
Fannin Elementary	\$4,398	\$4,795	9.0%	No Change
Fort Concho Elementary	\$3,936	\$4,722	20.0%	No Change

Glenmore Elementary	\$3,316	\$3,697	11.5%	No Change
Goliad Elementary	\$3,438	\$3,539	2.9%	Decrease
Holiman Elementary	\$3,446	\$3,098	(10.1)%	Decrease
McGill Elementary	\$3,431	\$3,749	9.3%	No Change
Reagan Elementary	\$4,236	\$4,108	(3.0)%	Decrease
Rio Vista Elementary	\$4,105	\$4,576	11.5%	Increase
Sam Houston Elementary	\$6,431	N/A	N/A	N/A
San Jacinto Elementary	\$3,789	\$4,243	12.0%	No Change
Santa Rita Elementary	\$3,710	\$4,571	23.2%	Increase
Travis Elementary	\$3,138	\$3,979	26.8%	No Change
Edison Junior High	\$3,904	\$4,455	14.1%	No Change
Glen Junior High	\$3,932	\$4,776	21.5%	No Change
Lee Junior High	\$3,840	\$3,953	2.9%	No Change
Lincoln Junior High	\$3,940	\$5,198	31.9%	No Change
Central High School	\$4,075	\$4,268	4.7%	Increase
Lake View High School	\$4,747	\$4,854	2.3%	No Change

Source: TEA, AEIS 1997-98 and 1999-2000.

While the plan included cost estimates for some individual recommendations, the overall cost of the plan was not disclosed, nor were any financial projections included to show when planned expenditures would be made and what sources of funds would be used.

Further, strategies within the plan have not been adequately evaluated to determine which are having the desired impact and which are not. Continuing to fund unsuccessful strategies or failing to annually adjust strategies to ensure success undermines the significant effort put into this plan by the district and community.

TSPR commended Spring ISD for its allocation of resources according to planned priorities. Spring ISD established a clear direction for the district, concentrating resources on district priorities with its five-year plan formed in concert with a budget. Through a comprehensive planning process and a management plan that establishes a clear direction for spending priorities, Spring ISD is able to consistently meet its objectives within available funding. Seven related activities support and enhance Spring's Five-Year Education Plan, including the adoption of annual priorities; the preparation

and periodic updating of campus improvement plans; a program development cycle that reviews all programs in all subjects; a program evaluation system; the preparation and monitoring of administrative work plans; an updated personnel evaluation system; and a management information system that tracks district progress. All of the activities contribute to creating a well-defined and documented plan for the allocation of resources.

Recommendation 12:

Refine the district's strategic plan to include enrollment and financial projections and annually make modifications as needed.

The district should refine and continually update its long-range strategic plan. The plan should incorporate all other planning efforts of the district, including the facilities master plan and technology plan.

The strategic plan should include projections of annual expenditures and identify funding sources. The superintendent should report any variances in actual versus planned costs to the board.

Each year, the superintendent should update this plan. The updated plan should address progress toward the previous year's initiatives and revise any future courses of action based on performance evaluations and fiscal limitations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent, with input from administrators, teachers, students and community members, assesses the district's progress toward implementing plan goals and strategies and evaluates the effectiveness of each strategy.	September 2001 - March 2002
2.	The superintendent administrators and staff refine the district's strategic plan, focusing on district priorities and submits it to the board for approval.	April 2002 - November 2002
3.	The superintendent assesses the district's progress and with input from all stakeholder groups, updates the plan annually.	January 2003 and every January thereafter
4.	The superintendent submits district priorities each year to the board and demonstrates how these will help achieve the strategic plan's goals and objectives.	March 2003 and every March thereafter
5.	The board approves annual district priorities.	March 2003 and every March

		thereafter
6.	A SBDM committee on each campus adopts a campus improvement plan, outlining what each school will do to help achieve district and school objectives.	May 2003 and every May thereafter
7.	Each administrator in the district completes an assessment of the prior year's strategies and prepares an administrative work plan, stating what he or she will do to help achieve the objectives.	August and every August thereafter
8.	The superintendent and assistant superintendents monitor the plan implementation districtwide and on each campus.	Ongoing

FISCAL IMPACT

This recommendation could be implemented using existing resources.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

This chapter discusses San Angelo Independent School District's (SAISD's) educational service delivery function in eight sections.

- A. Student Performance and Instructional Program Delivery
- B. Gifted and Talented Education
- C. Special Education
- D. Bilingual/English as a Second Language
- E. Title I/Compensatory Education
- F. Career and Technology Education
- G. Library/Media Services
- H. Health Services

The primary function of any school system is educating children. The extent to which this goal is achieved depends largely on the efficient use of a district's human and financial resources and the effectiveness of its curriculum delivery. A well designed and managed process for directing instruction, collecting assessment data to evaluate and monitor programs and providing the resources needed to support educational efforts is essential if a district is to meet the needs of its students.

BACKGROUND

SAISD is located in Tom Green County in the center of Texas. It is one of 47 districts among the state's 1,034 school districts with enrollments of 10,000 to 24,999. According to the *SAISD Public Education Information Management System (PEIMS) Membership Report* dated October 30, 2000, the district serves 16,101 students at 28 locations. **Exhibit 2-1** lists the number of SAISD schools by level and grades served.

Exhibit 2-1
SAISD Schools by Level and Grades Served
2000-01

Level	Grades Served	Number of Schools
Elementary Schools	EE through Grade 6	8
	PK through Grade 6	9
	K through Grade 6	3

Junior High Schools	Grades 7-9	4
High Schools	Grades 10-12	2
Other	Grades 1-12	1
	Grades 9-12	1

Source: SAISD Membership Report, October 30, 2000.

Texas Education Agency (TEA) provides school districts and the public with information on the results of the Texas Assessment of Academic Skills (TAAS) as well as other demographic, staffing and financial data annually through the Academic Excellence Indicator System (AEIS).

The review team used this report to examine SAISD data over time and to compare the performance of SAISD students with those in the peer districts, the state as a whole and TEA's Regional Education Service Center XV (Region 15). AEIS data are collected through the Public Education Information Management System (PEIMS). Most demographic, staffing and financial information in this report is from the 2000-01 PEIMS. However, because final TAAS data are not available until August each year, the latest student related data are from the 1999-2000 AEIS report.

During 2000-01, SAISD had 2,149.5 employees, including 1,059.6 teachers, 69 administrators, 184 professional support employees, 181 educational aides and 656 auxiliary personnel, such as food service and maintenance employees. The percent of total staff represented by teachers and professional support is about the same in SAISD as for the state as a whole. Since 1995-96, however, the share of the district's staff made up by teachers has fallen while the share represented by professional support staff has risen, and both trends greatly exceeded similar trends in the state as a whole. SAISD's share of auxiliary staff members is larger than the state average, while its share of central administration and educational aides is lower. **Exhibit 2-2** provides data on the percent breakdown of staff and race/ethnicity, degree and experience of teachers in SAISD and the state as a whole.

**Exhibit 2-2
Staff Information
SAISD and State
1995-96 and 2000-01**

Category	SAISD	State
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	1995-96	2000-01	Percent Increase (Decrease)	1995-96	2000-01	Percent Increase (Decrease)
Staff						
Teachers	53.0%	49.3%	(7.0)%	52.0%	50.6%	(2.7)%
Professional Support	6.0%	8.6%	43.3%	6.6%	7.9%	19.7%
Campus Administration	2.5%	2.5%	0.0%	2.5%	2.4%	(4.0)%
Central Administration	0.8%	0.7%	(12.5)%	0.9%	1.0%	11.1%
Educational Aides	8.1%	8.4%	3.7%	9.3%	10.3%	10.8%
Auxiliary Staff	29.7%	30.5%	2.7%	28.7%	27.7%	3.1%
Total	100.1%	100.0%	N/A	100.0%	100.0%	N/A
Total Minority (Total Staff)	25.2%	28.6%	13.5%	34.9%	38.1%	9.2%
Turnover Rate (Teachers)	8.8%	14.6%	65.9%	12.1%	15.0%	24.0%
Race/Ethnicity (Teachers)						
African American	2.3%	3.2%	39.1%	8.1%	8.5%	4.9%
Hispanic	9.3%	25.0%	168.8%	15.0%	16.8%	12.0%
Anglo	87.9%	71.4%	(18.8)%	76.1%	73.8%	(3.0)%
Other	0.5%	0.4%	(20.0)%	0.8%	0.9%	12.5%
Degree Status (Teachers)						
No Degree	1.0%	1.9%	90.0%	1.0%	1.3%	30.0%
Bachelors Degree Only	75.9%	80.1%	5.5%	71.6%	74.8%	4.5%
Masters Degree	23.0%	18.0%	21.7%	26.9%	23.4%	(13.0)%
Doctorate Degree	0.0%	0.0%	0.0%	0.4%	0.5%	25.0%
Experience (Teachers)						
0 Years	4.4%	4.4%	0.0%	6.3%	7.8%	23.8%

Experience						
1-5 Years Experience	25.3%	29.4%	16.2%	27.0%	27.3%	1.1%
6-10 Years Experience	16.3%	18.4%	12.9%	18.0%	18.1%	0.6%
11-20 Years Experience	33.3%	27.7%	(16.8)%	30.0%	25.3%	(15.7)%
20+ Years Experience	20.7%	20.1%	(2.9)%	18.8%	21.5%	14.4%

Source: TEA, Academic Excellence Indicator System (AEIS), 1995-96 and Public Education Information Management System (PEIMS), 2000-01.

As shown in **Exhibit 2-3**, SAISD's teachers approximate the state average in years of experience and the average teacher salaries for various levels of experience are higher than the state average except for those with six to ten years of experience, who fall below the state average. Additionally, average salaries for professional support staff (1.5 percent) and campus administrators (4.3 percent) are below the average state salaries for those positions. SAISD's central administrators, on the other hand, receive an average of 7.7 percent more than the state salary average for that position.

It should be noted, however, that the beginning salary for SAISD teachers in **Exhibit 2-3** is most likely a reporting error by the district to TEA, as it is higher than the average salary for teachers with more experience and inconsistent with the salaries reported for beginning teachers for the district in previous years.

Exhibit 2-3
Staff Information
SAISD versus State Averages
2000-01

Staff Category	SAISD	State	Difference
Average Years of Experience (Teachers)	11.3	11.0	2.7%
Average Salary (Excluding Supplements)			
Beginning Teachers	\$33,403	\$27,007	23.7%
1-5 Years Experience	\$29,136	\$28,758	1.3%

6-10 Years Experience	\$32,731	\$33,499	(2.3)%
11-20 Years Experience	\$40,520	\$39,499	2.6%
20+ Years Experience	\$46,164	\$43,602	5.9%
Average Salary (Excluding Supplements)			
Teachers	\$36,559	\$38,359	(4.7)%
Professional Support	\$44,828	\$45,514	(1.5)%
Campus Administration	\$55,764	\$58,252	(4.3)%
Central Administration	\$80,823	\$75,025	7.7%

Source: TEA, PEIMS, 2000-01.

SAISD selected four Texas school districts to serve as peer districts for comparative purposes: Abilene, Ector County, Midland and Waco. **Exhibit 2-4** compares the demographic characteristics of SAISD students with those in the peer districts. SAISD has approximately the same percentage of Hispanic and Anglo students and, when compared to its peers, is the only one with an almost even 50 to 50 ethnic division. SAISD and all of its peers have close to or more than half of their student population as economically disadvantaged. This is significant because the federal government gives additional financial aid to districts for use in increasing academic performance for students identified as economically disadvantaged.

Exhibit 2-4
Demographic Characteristics of Students in
SAISD and Peer School Districts
2000-01

District	Student Enrollment	RACIAL/ETHNIC PERCENT				
		Percent African American	Percent Hispanic	Percent Anglo	Percent Other	Percent Economically Disadvantaged
Ector County	26,936	5.4%	54.8%	38.7%	1.1%	57.3%
Midland	20,587	9.7%	42.2%	46.8%	1.3%	47.6%
Abilene	18,162	11.8%	28.9%	57.8%	1.5%	51.25%
San Angelo	16,101	6.4%	45.5%	46.9%	1.2%	50.2%

Waco	15,482	38.6%	41.1%	19.8%	0.5%	75.3%
State	4,071,433	14.4%	40.5%	42.1%	3.0%	49.2%

Source: TEA, PEIMS, 2000-01.

As **Exhibit 2-5** shows, SAISD's property value per pupil is lowest among the five comparison districts and almost 60 percent lower than the statewide average property value per student.

Exhibit 2-5
District Property Value per Pupil
SAISD Versus Peer Districts
1999-2000

District Name	1999-2000 Enrollment	1999-2000 Property Value per Pupil	Rank by Value
Midland	21,215	\$184,117	1
Waco	15,608	\$134,838	2
Ector County	27,294	\$130,854	3
Abilene	18,916	\$125,663	4
San Angelo	16,405	\$118,017	5
Region 15	51,096	\$139,721	NA
State	3,991,783	\$198,090	NA

Source: TEA, AEIS, 1999-2000.

According to the 1999-2000 AEIS report, SAISD's budgeted instructional operating expenditures per student were second highest among the peer districts but lower than the averages for both Region 15 and the state. In both 1999-2000 and 2000-01, SAISD's share of budgeted instructional expenditures spent on regular education was highest among the five districts, Region 15 and the state and second highest for compensatory education.

The purpose of the compensatory education program is to increase the academic achievement and reduce the dropout rate of students identified in at-risk situations. With regular and compensatory expenditures, SAISD is addressing the academic needs of the more than 50 percent of economically disadvantaged students. In 1999-2000, the district tied for last when comparing budgeted operating expenditures on career and technology with the peer districts, was the second lowest for bilingual and

English as a Second Language (ESL) education, third lowest for gifted and talented (G/T) education and second lowest for special education. **Exhibit 2-6** shows the 1999-2000 budgeted operating expenditures for SAISD, the peer districts, Region 15 and the state and **Exhibit 2-7** shows the 2000-01 data.

Exhibit 2-6
Budgeted Instructional Operating Expenditures
in SAISD, Peer Districts, Region 15 and State
1999-2000

District	Total Instructional Operating Expenditures*	Percent of Instructional Operating Expenditures					
		Regular Education	Gifted and Talented	Special Education	Career & Technology Education	Bilingual & ESL Education	Compensatory Education
Abilene	\$3,647	72.5%	0.7%	14.7%	4.5%	0.1%	7.5%
San Angelo	\$3,322	76.3%	0.8%	10.2%	3.4%	0.7%	8.5%
Waco	\$3,187	72.2%	1.2%	11.8%	3.5%	4.2%	7.1%
Midland	\$3,185	67.6%	3.0%	8.3%	3.4%	8.9%	8.8%
Ector County	\$3,025	71.7%	0.0%	11.4%	3.7%	9.0%	4.2%
Region 15	\$3,587	70.6%	1.4%	10.9%	5.2%	3.4%	8.5%
State	\$3,376	70.9%	1.9%	12.4%	4.1%	3.9%	6.8%

Source: TEA, AEIS, 1999-2000.

**Instruction (Functions 11, 95) and Instructional Leadership (Function 21).*

Exhibit 2-7
Budgeted Instructional Operating Expenditures
in SAISD, Peer Districts, Region 15 and State
2000-01

District	Total	Percent of Instructional Operating Expenditures
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	Expenditures	Expenditures Per Student	Operating Expenditures	Operating Expenditures Per Student	Instructional Operating Expenditures	Instructional Operating Expenditures Per Student
Abilene	\$117,742,549	\$6,224	\$109,509,883	\$5,789	\$68,981,234	\$3,647
San Angelo	\$99,807,355	\$6,084	\$86,991,031	\$5,303	\$54,500,989	\$3,322
Waco	\$95,020,098	\$6,088	\$87,292,900	\$5,593	\$49,740,515	\$3,187
Midland	\$124,832,618	\$5,884	\$113,697,543	\$5,359	\$67,563,114	\$3,185
Ector County	\$157,537,615	\$5,772	\$142,227,502	\$5,211	\$82,559,031	\$3,025

Source: TEA, AEIS, 1999-2000.

Exhibit 2-9
Total and Per Student Expenditures,
Operating Expenditures and Instructional Operating Expenditures
SAISD and Peer Districts
2000-01

District	Total Expenditures	Total Expenditures Per Student	Total Operating Expenditures	Total Operating Expenditures Per Student	Total Instructional Operating Expenditures	Total Instructional Operating Expenditures Per Student
Abilene	\$118,243,043	\$6,510	\$111,426,204	\$6,135	\$69,557,958	\$3,830
Midland	\$126,736,341	\$6,156	\$116,729,411	\$5,670	\$69,911,393	\$3,396
Ector County	\$158,322,940	\$5,878	\$151,888,951	\$5,639	\$87,835,671	\$3,261
San Angelo	\$98,718,919	\$6,131	\$88,762,286	\$5,513	\$52,224,907	\$3,244
Waco	\$100,136,465	\$6,468	\$90,520,008	\$5,847	\$49,938,105	\$3,226

Source: TEA, PEIMS, 2000-01.

Exhibit 2-10 compares SAISD with the peer districts in 1999-2000 and 2000-01 expenditures per student. SAISD was third in total expenditures per student in 1999-2000 and fourth in 2000-01; fourth in total operating expenditures per student in 1999-2000 and fifth in 2000-01; and second in

total instructional operating expenditures per student in 1999-2000 and fourth in 2000-01.

Exhibit 2-10
Rank of Total Expenditures Per Student,
Operating Expenditures Per Student and
Total Instructional Operating Expenditures Per Student
SAISD and Peer Districts
1999-2001

District	Rank					
	Total Expenditures Per Student		Total Operating Expenditures Per Student		Total Instructional Operating Expenditures Per Student	
	1999-2000	2000-01	1999-2000	2000-01	1999-2000	2000-01
Abilene	1	1	1	1	1	1
Midland	4	3	2	3	4	2
Ector County	5	5	5	4	5	3
San Angelo	3	4	4	5	2	4
Waco	2	2	3	2	3	5

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

SAISD's share of expenditures devoted to instruction in 2000-01 was second lowest among the peer districts and lower than the statewide percentage. On the other hand, the district was highest among the peer districts for the share of its expenditures devoted to instructional-related spending, instructional leadership, cocurricular and extra-curricular activities, central administration and data processing. Instructional related expenditures include funding for resource centers, libraries and other media used for instruction, as well as in-service training and staff development for teachers and instruction related personnel. The district's spending share devoted to security and monitoring tied for lowest among the peers. SAISD's spending shares for instructional-related activities, instructional leadership, school leadership, student support services, cocurricular and extra-curricular activities and data processing all exceeded state averages (**Exhibit 2-11**).

Exhibit 2-11
Percent of Total Expenditures by Function
SAISD and Peer Districts
2000-01

Expenditure Category	Abilene	Ector County	Midland	San Angelo	Waco	State
Instruction	57.2%	53.5%	54.6%	50.7%	48.0%	51.3%
Instructional-Related	2.8%	3.5%	3.1%	3.3%	1.7%	2.6%
Instructional Leadership	1.7%	2.0%	0.6%	2.2%	1.9%	1.2%
School Leadership	5.1%	4.8%	5.6%	5.5%	6.6%	5.2%
Student Support Services	5.4%	4.0%	3.9%	4.2%	4.0%	4.0%
Student Transportation	1.6%	3.1%	2.7%	1.7%	2.5%	2.5%
Food Service	5.6%	5.4%	5.2%	4.8%	6.5%	4.9%
Co/Extra Curricular	2.7%	2.2%	2.1%	3.1%	2.4%	2.2%
Central Administration	2.6%	2.9%	2.6%	3.4%	3.0%	3.5%
Plant Mtce/Operations	8.3%	10.6%	10.2%	8.7%	10.2%	9.6%
Securing/Monitoring	0.2%	0.6%	0.4%	0.2%	0.8%	0.6%
Data Processing	0.7%	0.8%	1.0%	1.6%	1.2%	1.1%
Other*	6.1%	6.6%	8.0%	10.4%	11.2%	11.3%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: TEA, PEIMS, 2000-01.

**Includes any operating expenditures not listed above and all non-operational expenditures such as debt service, capital outlay, and community and parental involvement services.*

***Totals may not reflect 100 percent due to rounding.*

Chapter 2

EDUCATIONAL SERVICE DELIVERY

A. STUDENT PERFORMANCE AND INSTRUCTIONAL PROGRAM DELIVERY (PART1)

For instructional programs to succeed, administrators must ensure that resources allocated to instructional programs produce continual improvements in student performance. This requires systems for planning, monitoring and evaluating personnel and programs, as well as a comprehensive testing program that provides for an accurate evaluation of achievement across all content areas in all grades.

The Texas Assessment of Academic Skills (TAAS) is a series of tests used to measure student performance. TAAS tests are administered in reading and mathematics in grades 3 through 8 and grade 10; in reading and mathematics in Spanish in grades 3 and 4; in writing in grades 4, 8 and 10; and in science and social studies in grade 8. Because there are five tests administered in grade 8, this grade level usually has the lowest percentage of students passing all tests taken. End of course examinations are administered in Algebra I, Biology, English II and US History. TAAS performance, the primary factor in determining a district's accountability ratings, depends on effective instruction. The Spanish version of TAAS is given in grades 3-6.

On an incremental basis between 2000 and 2003, the TAAS administration schedule will change, particularly at the high school level. By 2003, TAAS will be administered in grades 9, 10 and 11. Reading and mathematics tests will be added at grade 9. The exit level examination will be moved to grade 11 and will include science, social studies, English language arts and mathematics. A science test will be added to grade 5.

TAAS performance is the primary factor in determining a district's accountability rating. TEA's 2000 accountability standards for schools include four ratings: exemplary, recognized, acceptable and low-performing. For a school to receive an exemplary rating, at least 90 percent of its students as well as 90 percent of its African American, Hispanic, White, and economically disadvantaged students must pass the TAAS reading, writing, and mathematics tests; its student attendance rate must be at least 94 percent; and its dropout rate must not be above 1 percent. To receive a rating of recognized or acceptable, the passing rate on each of the three TAAS tests must be 80 percent and 50 percent respectively, with an attendance rate of at least 94 percent. A school's annual dropout rate cannot exceed 3.5 percent for it to receive a recognized rating or 6 percent to receive an acceptable rating. A school is determined to be low-

performing if, for all students or for any student group, the TAAS passing rate is less than 50 percent, the dropout rate is greater than 6 percent or the attendance rate is less than 94 percent.

Exhibit 2-12 shows the percent of all students passing the TAAS for SAISD and the peer districts. SAISD ranks second when compared to the peers and has a slightly higher percent of students passing the tests than the state. SAISD has a slightly lower percent of all students passing TAAS than

Region 15. Keeping in mind the impending changes in the TAAS tests, SAISD and all Texas districts will monitor TAAS passing rates.

Exhibit 2-12
Percent of All Students Passing the TAAS
SAISD Versus Peer Districts
1999-2000

District Name	Percent of Students Passing TAAS	Rank by Performance
Abilene	84.7%	1
San Angelo	80.2%	2
Midland	76.4%	3
Waco	75.3%	4
Ector County	71.8%	5
Region 15	82.2%	NA
State	79.9%	NA

Source: TEA, AEIS, 1999-2000.

FINDING

SAISD has adopted a board policy providing direction for the management of its curriculum. Well-written board policies regarding curriculum provide a focus for the entire school system by establishing common standards used for writing, teaching and evaluation. Such standards ensure the consistency of the district's curriculum and provide a systematic basis for decision-making across all instructional settings.

Strong curriculum management policies include statements that provide clear direction for the actions of staff; set a direction for the use of available resources to accomplish the organization's mission; and establish the processes and structures to facilitate decisions about the curriculum.

Such policies provide for greater local control of the curriculum by responding to community needs.

Included in SAISD board policy EG (Local) Curriculum Development includes a definition of curriculum, the process to be followed in curriculum development, a requirement that written curricula must be provided for all courses in all subject areas, a specification of the components to be included in all curriculum guides and a list of the responsibilities of the board, staff, parents and students with respect to the curriculum.

COMMENDATION

SAISD has developed and adopted a well-written policy providing direction for the management of the district's curriculum.

FINDING

SAISD has incorporated recommendations from a previous performance review, a curriculum management audit and a technology management audit into a process for use in improving its delivery of curriculum. A curriculum management audit, authorized by the Board of Trustees in 1997 upon the recommendation of the superintendent, was completed and the report delivered to the district in September 1998. September 1998 was also the time that the Texas Essential Knowledge and Skills (TEKS), or required courses as stipulated by the Texas Education Code (TEC), Chapter 28, became effective for use in all school districts.

SAISD has developed a process for writing its curriculum guides that ensures the alignment of curriculum with the TEKS in core subject areas from pre-kindergarten through grade 12. The district employed the following steps, by year, to begin the process of aligning core curriculums:

- 1998-99:
During 1998-99, the district provided extensive staff training in the process used to develop curriculum guides.
- 1999-2000:
District instructional staff members drafted standards for English/language arts, mathematics, science and social studies using the TEKS and national standards available in each subject area. Teachers from each campus in the district participated on writing teams to develop curriculum guides for each core subject that incorporated content standards, assessments and teaching procedures.
In addition, the district developed guides in mathematics and science covering the curriculum for each grade from pre-

kindergarten through grade 8. At the high school level, the mathematics guide included Algebra I, Algebra II, Geometry and Mathematical Models with Applications. The science guide included Integrated Physics and Chemistry, Biology I and Chemistry I at the high school level.

- 2000-01:
Curriculum area guides for reading and writing are being developed for use in 2001-02.
- Proposed 2001-02:
The social studies curriculum area guide will be developed in 2001-02. In addition, the mathematics and science guides will be expanded to include Pre-Calculus, Calculus, TAAS Mathematics, Biology II, Chemistry II and Environmental Science.

COMMENDATION

SAISD created a process to develop curriculum guides encouraging vertical alignment within content areas from elementary through high school levels.

FINDING

While SAISD has developed a policy and process to guide curriculum development, it does not offer up-to-date curriculum guides for most SAISD courses offered in grades 9 through 12.

Curriculum guides are intended to serve as work plans for teachers. They provide teachers with direction concerning student objectives, assessment methods, prerequisite skills, instructional materials and resources and classroom strategies. The guides also should identify basic instructional resources and describe suggested approaches for delivering course content. To be most effective, curriculum guides should be "user-friendly" and easy to translate into day-to-day lessons. They should be up to date and contain certain elements important to a functional guide, including:

- Clear and valid objectives;
- A curriculum relevant to the assessment process;
- Delineation by grade of essential skills, knowledge and attitudes;
- Delineation of major instructional resources; and
- Clear approaches for classroom use.

TSPR requested a copy of all curriculum guides available for use by district teachers in grades 9-12. The documents provided included locally written materials as well as materials produced by universities, education service centers and a number of other agencies and institutions external to the district. A number of these documents were copies of the TEKS,

student editions or student activity packages rather than comprehensive guides for teacher use. In many cases, the titles of the curriculum documents did not match the course titles in the *SAISD Education Planning Guide*.

TSPR compared the materials provided for review with the courses listed in the *SAISD Educational Planning Guide 9-12 Course Catalog 2001-2002*. The catalog contains descriptions of 260 courses available to high school students. TSPR received guides for 54 (20.8 percent) of the courses listed in the catalog (**Exhibit 2-13**).

Exhibit 2-13
Courses Offered and Guides Available
by Subject Area in Grades 9-12
SAISD 2001-02

Subject Area	Courses Offered	Guides Available	Percent Guides Available
Language Arts	25	0	05%
Journalism	9	0	0%
Speech	10	0	0%
Mathematics	17	4	23.5%
Science	16	3	18.8%
Social Studies	22	6	27.3%
French	4	3	75.0%
German	3	3	100.0%
Latin	3	3	100.0%
Spanish	6	3	50. %0
Art	17	0	0%
Theater Arts	7	0	0%
Choir	9	0	0%
Band	16	0	0%
Health	1	0	0%
Physical Education	13	0	0%
Agricultural Science & Technology	9	1	11.1%
Career Orientation	1	1	100.0%

Health Science Technology	2	0	0%
Family and Consumer Sciences	12	7	58.3%
Trade and Industrial	25	15	60.0%
Cooperative Education	4	0	0%
Marketing Education	2	0	0%
Business/Office Technology	14	5	35.7%
Technology Applications	5	0	0%
Military Science	4	0	0%
Driver Education	1	0	0%
Leadership Electives	3	0	0%
Total*	260	54	20.8%

Source: SAISD Educational Planning Guide 9-12 Course Catalog 2001-02.

**Does not include courses serving students with disabilities or in interscholastic competitive sports.*

To be of use to teachers, curriculum guides must be current. They should be reviewed on a four to six year cycle to ensure that they remain updated and contain the elements useful to classroom teachers. SAISD's process for developing curriculum guides will contribute significantly to the vertical alignment of the district's curriculum or the assurance that the same information within a subject area is expanded upon each year.

Some of the high school courses being offered in the district, however, are not planned for inclusion in the list of guides to be developed through 2001-02. The new mathematics guide, for example, includes only four of the 17 courses offered in grades 9-12, with three additional courses to be included in the expansion of the guide in 2001-02. Similarly, of 16 courses offered in the science curriculum, only four are currently included in the science guide, with three to be added in 2001-02.

No plans have been made for developing individual guides for the remaining math and science courses. Additionally, only 29 of 82 Career and Technology Education (CATE) and drivers education courses have individual course curriculum guides traditionally purchased from Region 15 or a university.

District costs associated with subject area and course guide development coordinated by the director of Elementary Education during 1999-2000 totaled \$87,235. Costs for 2000-01, through June 2001, were \$73,468 (**Exhibit 2-14**). The average cost for subject area and course curriculum development for 1999-2000 and 2000-01 was \$80,352.

**Exhibit 2-14
Curriculum Development Expenditures
1999-2000 and 2000-01**

Expenditure	1999-2000	2000-01*	2-Year Average
Outside consultant	\$6,475	\$15,614	\$11,044
Payroll costs (teacher stipends, substitutes, secretarial overtime, etc.)	\$45,593	\$39,269	\$42,431
Materials and supplies	\$22,772	\$9,006	\$15,889
Meals (teacher guide writers)	\$3,361	\$9,096	\$6,229
Printing	\$9,035	\$483	\$4,759
Total	\$87,235	\$73,468	\$80,352

Source: SAISD office of assistant superintendent of Curriculum and Instruction. Individual numbers and totals may not exactly match due to rounding.

**As of June 7, 2001.*

By the beginning of 2001-02, SAISD will have developed guides for grades Pre-K through 8 in mathematics, science, reading and writing. Additionally, three courses in both mathematics and science in grades 9-12 as well as the subject area of social studies are scheduled for curriculum guide development during 2001-02. Still to be developed are individual course guides for most courses in grades 9-12.

Recommendation 13:

Develop and institute a multi-year schedule, including cost estimates, for the development or acquisition of all SAISD subject area and course curriculum guides.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent assigns responsibilities for curriculum guide development to the director of Elementary Education who has been coordinating district efforts in this area.	September 2001
2.	The director of Elementary Education, with input from staff, develops a schedule and detailed cost estimates for the completion of curriculum guides for all district courses and subject areas including those already proposed for development in 2001-02. (Proposed for 2001-02 are: Pre-Calculus, TAAS Mathematics, Biology II, Chemistry II, Environmental Science and the subject area of social studies.)	November 2001
3.	The director of Elementary Education submits the schedule and cost estimates to the superintendent through the assistant superintendent of Curriculum and Instruction.	December 2001
4.	The superintendent submits the schedule and cost estimates to the board for approval.	January 2002
5.	The board approves and the director of Elementary Education, with input from staff, selects teams for curriculum guide development in accordance with the approved schedule.	February 2002
6.	The teams develop or purchase the curriculum guides in accordance with the approved schedule.	March 2002 and Ongoing
7.	The teams review and purchase two of each of the 53 needed Career and Technology Education (CATE) and drivers education curriculum guides.	March 2002
8.	Teachers field test all guides and provide feedback for modifications as needed.	Ongoing
9.	The director of Elementary Education modifies the process and schedule for curriculum guide development as needed based on the feedback received and presents all modifications to the assistant superintendent of Curriculum and Instruction for approval.	Ongoing
10.	The assistant superintendent of Curriculum and Instruction monitors annual curriculum guide purchases and development according to the schedule.	Ongoing

FISCAL IMPACT

Of 178 academic courses offered in grades 9-12 (**Exhibit 2-13**), only 25 individual course guides are currently available. TSPR recommends that 50 additional course guides be developed each year for the next three years. The 60 member mathematics curriculum guide committee included

32 teachers from grades Pre-K through 7, six teachers from grade 8, 12 teachers from grades 9-12 and 10 administrators and central office supervisory personnel. It is estimated that curriculum guide development for grades 9-12 guides can be accomplished at about two thirds of the average cost for developing curriculum for an entire subject area, or \$53,600 by only using teachers, administrators and supervisors from grades 8-12.

SAISD offers 82 courses in CATE and driver education. Curriculum guides for those courses traditionally have been purchased from other institutions, such as universities or education service centers. Purchasing two guides each for the 53 courses currently without guides at \$25 per guide will have a cost of \$2,650 with \$1,000 estimated each year for updates and new guides for additional courses. (\$53,600 + \$2,650 = 56,250 for 2001-02.) (\$53,600 + \$1,000 = \$54,600 for 2002-04.)

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Develop a multi-year schedule, including cost estimates, for the development or acquisition of curriculum guides for all courses taught in SAISD.	(\$56,250)	(\$54,600)	(\$54,600)	(\$1,000)	(\$1,000)

FINDING

SAISD TAAS student performance in reading has improved less from 1994-95 to 1999-2000 than performance gains in mathematics. In 1994-95, TEA's accountability ratings for SAISD included no schools with an exemplary rating, five recognized schools, 22 schools rated as acceptable and no low performing schools. For 1999-00, five SAISD schools were rated as exemplary, seven were recognized, 14 schools were rated as acceptable and no schools were rated low performing. One SAISD school, Central High School, was rated low performing twice, in 1995-96 and again in 1997-98. SAISD schools rated as exemplary and recognized in 1994-95 and 1999-2000 are listed in **Exhibit 2-15**.

Exhibit 2-15
Exemplary and Recognized Campuses
1994-95 and 1999-2000
SAISD

Accountability Rating	1994-95	1999-2000

Exemplary	None	Bonham Elementary Bowie Elementary Glenmore Elementary Santa Rita Elementary Travis Elementary
Recognized	Bonham Elementary Bowie Elementary Fannin Elementary McGill Elementary Travis Elementary	Austin Elementary Belaire Elementary Crockett Elementary Fannin Elementary Goliad Elementary McGill Elementary Rio Vista Elementary
Total Exemplary and Recognized	5	12

Source: TEA, AEIS, 1994-95 and 1999-2000.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

A. STUDENT PERFORMANCE AND INSTRUCTIONAL PROGRAM DELIVERY (PART 2)

The TAAS passing rates of SAISD students improved between 1994-95 and 1999-2000 on all tests in all grades tested. The 2000 passing rates for SAISD students were higher than the state averages on all tests except for reading in grades 7 and 8 and mathematics in grades 3, 4, 8 and 10. SAISD'S passing rates for students were generally lower, although in most cases only slightly, than the Region 15 averages. Increases of 20 percentage points or more occurred between 1994-95 and 1999-2000 in mathematics in all grades except grades 3 and 4 (**Exhibit 2-16**).

Exhibit 2-16
Percentage of Students Passing TAAS
In SAISD, Region, and State
1994-95 through 1999-2000

	READING		MATH		WRITING		ALL TESTS*	
	1995	2000	1995	2000	1995	2000	1995	2000
Grade 3								
District	85.3%	88.4%	76.5%	79.5%			72.4%	75.5%
Region 15	82.7%	88.5%	78.0%	82.4%			72.3%	78.7%
State	79.5%	87.9%	73.3%	80.6%			67.4%	77.1%
Grade 4								
District	80.9%	90.0%	71.9%	86.2%	86.5%	93.1%	65.9%	80.9%
Region 15	81.9%	89.8%	73.3%	88.4%	86.2%	91.6%	66.1%	81.0%
State	80.1%	89.9%	71.1%	87.1%	85.0%	90.3%	64.1%	80.3%
Grade 5								
District	79.3%	88.3%	72.3%	93.4%			65.7%	86.0%
Region 15	78.8%	88.9%	74.8%	94.4%			67.6%	87.1%
State	79.3%	87.8%	72.6%	92.1%			66.8%	85.0%
Grade 6								
District	82.3%	89.8%	69.6%	94.0%			67.0%	86.0%

Region 15	83.4%	88.9%	71.1%	94.1%			67.9%	87.1%
State	78.9%	87.8%	64.6%	88.5%			61.3%	85.0%
Grade 7								
District	75.1%	81.2%	60.9%	89.1%			57.1%	77.6%
Region 15	78.9%	85.0%	65.2%	91.9%			61.9%	82.4%
State	78.7%	83.5%	62.3%	88.1%			59.4%	79.3%
Grade 8								
District	73.7%	84.9%	59.2%	88.2%	72.9%	84.6%	47.0%	65.0%
Region 15	78.0%	88.4%	58.7%	90.6%	77.9%	85.2%	47.8%	65.2%
State	75.5%	89.6%	57.3%	90.2%	75.3%	84.3%	46.8%	64.6%
Grade 10								
District	74.2%	90.4%	61.9%	85.0%	83.2%	91.6%	55.0%	79.8%
Region 15	75.4%	89.6%	62.2%	86.3%	85.8%	91.4%	56.3%	80.3%
State	76.4%	90.3%	60.2%	86.8%	86.3%	90.7%	55.1%	80.4%
All Grades								
District	78.8%	87.5%	67.6%	87.9%	80.9%	89.6%	62.2%	80.2%
Region 15	80.0%	88.5%	69.1%	89.8%	83.2%	89.3%	63.6%	82.2%
State	78.4%	87.4%	65.9%	87.4%	82.0%	88.2%	60.7%	79.9%

Source: TEA, AEIS, 1994-95 and 1999-2000.

* Includes math, science and social studies at grade 8.

SAISD schools have used a number of instructional strategies to improve their TAAS scores. **Exhibit 2-17** lists examples of strategies included in campus improvement plans at each level.

Exhibit 2-17
TAAS Improvement Strategies
SAISD

Level	Strategies Used
High School	<ul style="list-style-type: none"> • Provide training for identifying TAAS Line Item (TLI) deficiencies. • Regroup students in mathematics to target TLI needs.

	<ul style="list-style-type: none"> • Focus on specific writing objectives in at least one assignment each six weeks in all subject areas. • Provide instruction for a specified time each week for students failing reading and mathematics objectives. • Train teachers on TAAS objectives.
Middle School	<ul style="list-style-type: none"> • Train teachers in effective teaching strategies. • Provide teachers with TAAS data to assist them in identifying students at risk of failing. • Provide students with instruction targeted at TAAS identified objectives for a specified length of time each week. • Communicate with parents of students with at least two absences during a six-week period. • Train all teachers in specific strategies for teaching reading.
Elementary School	<ul style="list-style-type: none"> • Expand the use of teacher-centered instruction involving higher-order thinking skills. • Provide staff training on TLI performance expectations. • Expand use of after-school tutorials for students at risk of failing the TAAS. • Communicate with parents of students with excessive tardiness or absences. • Provide additional extended day and extended year instruction. • Provide staff training in the analysis of TAAS data. • Provide additional reading and writing instructional opportunities in all grades and subject areas.

Source: SAISD 1999-2000 and 2000-01 Campus Improvement Plans.

Of 20 SAISD elementary schools with comparable data, six (30 percent) registered increases between 1997-1998 and 1999-2000 in their passing rates in reading and 17 (85 percent) in math. One school, San Jacinto, experienced a double-digit gain in reading scores, while ten schools, Alta Loma, Austin, Belaire, Blackshear, Bradford, Day, Goliad, Reagan, Rio Vista and San Jacinto, registered double-digit gains in math. Of 14 schools registering losses in their reading passing rate over the two year period of 1997-1998 to 1999-2000, nine (64.3 percent) either maintained passing percentages of 90 and above or had net losses of less than 3 percent. The two schools registering declines in the percent of students passing the mathematics test registered losses of less than 3 percentage points (**Exhibit 2-18**).

Exhibit 2-18
Percent of Students in Same Class Passing TAAS
1998-99 through 1999-2000

School	Reading			Math		
	Grade 3 1998-99	Grade 5 2000	Gain (Loss)	Grade 3 1998-99	Grade 5 1999-2000	Gain (Loss)
Alta Loma	82.9%	83.0%	0.1%	77.1%	91.1%	14.0%
Austin	84.6%	80.3%	(4.3)%	67.3%	88.9%	21.6%
Belaire	90.2%	93.8%	3.6%	70.0%	93.6%	23.6%
Blackshear	85.7%	84.0%	(1.7)%	59.1%	95.8%	36.7%
Bonham	91.3%	93.8%	2.5%	91.4%	99.0%	7.6%
Bowie	100.0%	96.9%	(3.1)%	91.2%	93.7%	2.5%
Bradford	79.6%	73.5%	(6.1)%	79.2%	89.6%	10.4%
Crockett	98.2%	88.7%	(9.5)%	98.2%	95.7%	(2.5)%
Day	82.0%	76.9%	(5.1)%	72.0%	88.7%	16.7%
Fannin	91.7%	89.5%	(2.2)%	83.3%	87.2%	3.9%
Fort Concho	91.4%	85.3%	(6.1)%	80.6%	85.7%	5.1%
Glenmore	100.0%	92.2%	(7.8)%	93.5%	94.3%	0.8%
Goliad	86.5%	92.9%	6.4%	86.8%	98.3%	11.5%
Holiman	87.5%	83.3%	(4.2)%	80.0%	86.5%	6.5%
McGill	100.0%	96.2%	(3.8)%	98.4%	98.1%	(0.3)%
Reagan	82.6%	82.5%	(0.1)%	72.9%	91.2%	18.3%
Rio Vista	85.7%	88.1%	2.4%	61.8%	95.3%	33.5%
Sam Houston	85.7%	*	N/A	100.0%	*	N/A
San Jacinto	69.6%	86.0%	16.4%	66.7%	89.8%	23.1%
Santa Rita	98.0%	94.3%	(3.7)%	96.2%	96.2%	0.0%
Travis	93.5%	92.8%	(0.7)%	88.7%	97.1%	8.4%
SAISD	89.6%	88.3%	(1.3)%	79.5%	93.4%	13.9%
State	86.2%	87.8%	1.6%	80.6%	92.1%	11.5%

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

**School closed.*

Between the 1997-98 and 1998-99 school years, SAISD convened an Elementary Curriculum Task Force of teachers, counselors, supervisors and principals to conduct an in-depth study of all SAISD elementary curricula to ensure their consistency with the district's recently adopted mission and vision statements. The committee made a number of recommendations related to reading and mathematics instruction. First, it determined that the use of Saxon Math, a mathematics curriculum program purchased by SAISD, as the primary program for mathematics instruction had resulted in an overemphasis on memorization, repetition and drill at the expense of problem solving and critical thinking skills. The committee also found that the district lacked a consistent philosophy concerning reading instruction, as evidenced by the fact that 81 separate reading programs were being offered in SAISD elementary schools. As a result of its study, the task force made a number of recommendations, including the following:

- Ensure the K-12 alignment of all new instructional materials.
- Supplement the Saxon Math program with math manipulatives, hands-on equations and problem-solving materials.
- Provide intensive training for elementary teachers that focuses on hands-on, project-based and learner-centered instruction in mathematics.
- Adopt a balanced literary approach to reading instruction that emphasizes individual reading.
- Reduce the number of reading programs employed in district elementaries from 81 to four.
- Provide teachers with intensive training in reading instruction, beginning with pre-kindergarten and kindergarten teachers and adding a grade each year.

Beginning in 1998-99, all SAISD elementary teachers began receiving intensive training in the Saxon Math program, math manipulatives, hands-on equations and problem solving materials as a part of the district's Instructional Services Cooperative contract with Region 15. Training in reading instruction was designed to begin with Pre-K and kindergarten teachers in 1999-2000, with another grade level added each year through 2005-06. SAISD staff members told TSPR that concentrated staff training in mathematics was a major factor in the improvements in the math TAAS scores seen between 1998 and 2000. By the same token, the lack of such training in reading instruction, combined with a change in the number of reading programs used in district elementary schools and the adoption of a

new reading textbook, contributed to the general lack of improvement on the reading portion of TAAS.

Recommendation 14:

Revise the schedule and budget estimates needed to complete the planned training in reading instruction by 2003-04.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Curriculum and Instruction and other division staff work with Region 15 personnel to develop a plan of action, including a schedule and cost estimates, for conducting staff training in reading instruction for all elementary teachers by 2003-04.	September 2001
2.	The assistant superintendent of Curriculum and Instruction submits the plan of action to the superintendent for consideration. The superintendent, in turn, submits it to the board for review and approval.	November 2001
3.	The assistant superintendent of Curriculum and Instruction ensures that the cost estimates are included in the appropriate requests for budget consideration.	January 2002
4.	The assistant superintendent of Curriculum and Instruction assigns the appropriate staff to work with Region 15 personnel to implement the plan of action.	May 2002 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Discrepancies exist between SAISD's written job descriptions for Curriculum and Instruction personnel and documented organization charts. The district provided the review team with copies of three different organizational charts, a copy of job descriptions for Curriculum and Instruction personnel and a listing of staff by job category. In addition, a document called "SAISD Special Programs" outlines "professional staff responsibilities" of personnel in each of the special program departments. The organizational charts included an undated copy provided during the site visit, a copy "revised 5/31/01...to be effective July 1, 2001" and another "revised 6/15/01...effective as of 6/15/01."

The job descriptions were the only documents containing job titles and qualifications, a reporting line or chain of command and duties and responsibilities tied to the position. In this regard, all SAISD job descriptions were complete except for the following:

- Several positions indicate more than one supervisor, a practice that could lead to administrative problems concerning evaluation and supervision.
- Discrepancies concerning reporting relationships between a number of the job descriptions and the most recent organizational chart exist.
- Job descriptions for some positions with instructional management responsibilities have no duties and responsibilities listed in that area.

Moreover, the "SAISD Special Programs" document contains a number of duties and responsibilities related to instructional management not included in the job descriptions for a number of special programs' personnel. Differences between the job descriptions and the organizational chart are summarized in **Exhibit 2-19**.

Exhibit 2-19
SAISD Reporting Lines by Position Titles
Job Descriptions and Organization Chart

Position Title on Job Description	Job Description Reporting Relationship				Organization Chart Reporting Relationship	
	Assistant Superintendent Curriculum & Instruction	Director of Secondary Education (or Curriculum)	Director of Elementary (or Secondary) Curriculum & Instruction	Executive Director (or Director) of Special Programs	Assistant Superintendent Curriculum & Instruction	Director of Elementary (or Secondary) Education
Executive Director of Special Programs	X				Not listed on chart	
Executive Director of Research Learning, analysis/program implementation	X				Not listed on chart	

support						
Executive Director of Career and Technology	X					Listed on chart as director
Director of Secondary Education	No job description provided				X	
Director of Elementary Education	X				X	
Director of Staff Development	X				Not listed on chart	
Director of Special Education				X	X	
Director of Family Services				X	Listed on chart as coordinator	
Director of Guidance Services	X				X	
Director -Title I, Bilingual, ESL etc.				X	X	
Director of Career and Technology	No job description provided for director position				X	
Principal-elementary			Elementary			Elementary
Principal-secondary			Secondary			Secondary
Coordinator of Gifted and Talented	No job description provided for coordinator position				Listed on chart as supervisor	
Coordinator of Library Media Services			Both		Not listed on chart	
Coordinator of		X			Not listed on chart	

Fine Arts					
Coordinator of Driver Education			Secondary		Not listed on chart
Middle school drug prevention and school safety program coordinator				X*	Not listed on chart
Coordinator of Family Services	No job description provided for coordinator position			X	
Coordinator of Career Education	**				***
coordinator of Career Opportunities	**				Not listed on chart
Supervisor of Art	X		Secondary		Not listed on chart
Supervisor of Visual Arts			Both		Not listed on chart
Supervisor of Gifted and Talented				X	Not listed on chart
Supervisor of Advanced Programs	No job description provided			X	
Supervisor of Special Programs				X	Not listed on chart
Supervisor of Secondary Social Studies			Secondary		Not listed on chart
Supervisor of Secondary Science			Secondary		Not listed on chart
Supervisor of K-12 Mathematics			Both		Not listed on chart

Supervisor of Secondary English			Secondary		Not listed on chart	
Secondary Curriculum supervisor	No job description provided				Not listed on chart	
Supervisor of Languages Other Than English (LOTE) and Foreign Languages in Elementary Schools (FLES)		X			Not listed on chart	
Supervisor of Instrumental Music			Secondary		Not listed on chart	
Elementary Curriculum specialist			Elementary			Elementary
Student Success specialist				X	Not listed on chart	

Source: SAISD Job Descriptions and Organization Chart effective June 15, 2001.

**Reports to executive director of Special Programs and director of Guidance Services.*

***Reports to executive director of Career and Technology.*

****Reports to director of Career and Technology.*

It is not uncommon for a reorganization to be accompanied by revisions to existing job descriptions. Such revisions are particularly important when positions are either added or deleted, to ensure that reporting lines, duties and responsibilities are clearly delineated. The Curriculum and Instruction and Human Resources offices did not complete this task prior to the latest central office reorganization. It is important to note, moreover, that the disparities between job descriptions and the most recent organizational

chart are not newly created; most existed during TSPR's site visit, indicating that the disparities have existed for some time.

Accurate and current job descriptions give employees clear direction regarding their contribution and function within an organization. Industry standards suggest job descriptions include job titles, qualifications, line and staff relationships (chain of command) and clear statements of functions, duties and responsibilities. When appropriate, a job description should include statements regarding the relationship of the position to the design, development and monitoring of curriculum.

Recommendation 15:

Revise the job descriptions of Curriculum and Instruction personnel to ensure that all job titles are clearly defined and reflect current division organization.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Curriculum and Instruction assigns staff to review and update all job descriptions.	September 2001
2.	The assistant superintendent of Curriculum and Instruction submits the revised job descriptions to the superintendent for review and consideration.	November 2001
3.	The superintendent submits the revised job descriptions to the board for approval.	January 2002
4.	The board approves and the superintendent ensures that the approved job descriptions are distributed to all staff.	February 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

B. GIFTED AND TALENTED EDUCATION

Section 29.122 of the Texas Education Code states that school districts "shall adopt a process for identifying and serving gifted and talented students in the district and shall establish a program for those students in each grade level." Section 29.123 requires the State Board of Education (SBOE) to "develop and periodically update a state plan of the education of gifted and talented students" to be used for accountability purposes "to measure the performance of districts in providing services to students identified as gifted and talented." The Texas State Plan for the Education of Gifted/Talented Students, adopted by the SBOE in 1996 and revised in 2000, provides direction for the refinement of existing services and the creation of additional curricular options for gifted and talented (G/T) students.

SAISD's G/T program complies with all standards required by state law or rule. To provide guidance for districts, the SBOE plan for G/T students incorporates three levels of performance measures-acceptable, recognized and exemplary-for five program areas: student assessment, program design, curriculum and instruction, professional development and family-community involvement. The "acceptable" performance measures are those required by state law or rule and include opportunities for accelerated learning in areas of student strengths. "Recognized" and "exemplary" measures are provided as "viable targets that local district educators seeking excellence, both for their district and for their students, may strive to attain." Recognized performance measures include flexible pacing whereby students learn at a pace and level appropriate to their individual skills and abilities while exemplary measures include scheduling modifications implemented to meet the needs of individual students.

TEA's Division of Accountability Evaluations conducts district on site evaluations and District Effectiveness and Compliance (DEC) visits, and monitors for compliance with state and federal special program requirements. The indicators used by the on site monitoring teams serve as the "acceptable" performance measures in the state plan.

TEA conducted a DEC visit to SAISD in May 1999. Of 20 total indicators, the TEA team selected six for on site review and found the district to be out of compliance with state requirements on two measures. The district was required to outline corrective actions it planned to take and timelines for their completion. A TEA follow-up visit in April 2000

determined that the district had successfully addressed the problems and that no further action was required. Review of the 14 indicators not included in the most recent DEC visit indicated that procedures or processes are in place to support each.

SAISD's percent of total student enrollment served in G/T was second lowest among the peer districts, equivalent to the Region 15 average and lower than the statewide average (**Exhibit 2-20**). The district's percent of teaching staff and percent of the instructional budget allocated to G/T programs placed it third among the five peer districts. The share of SAISD's teaching staff allocated to G/T was higher than Region 15 and state averages, while the percent of the instructional budget allocated to G/T was lower.

Exhibit 2-20
Percent of Students, Teachers, and Budgeted Instructional Operating Expenditures in Gifted/Talented Programs in SAISD and Peer Districts
2000-01

District	G/T Student Enrollment	G/T Teachers	G/T Budgeted Instructional Expenditures
Abilene	5.3%	0.6%	0.7%
San Angelo	8.1%	2.6%	1.0%
Waco	8.8%	4.7%	1.1%
Ector County	9.3%	1.0%	0.4%
Midland	16.3%	5.7%	2.9%
Region 15	8.1%	1.7%	1.4%
State	8.4%	2.2%	1.8%

Source: TEA, PEIMS, 2000-01.

Between 1997-98 and 2000-01, SAISD's funds budgeted for instructional operating expenses rose by 10.8 percent, from about \$48.5 million to \$52.2 million. Over the same period, however, funds budgeted for the G/T program fell by 50.6 percent, from \$1 million to \$503,000. During this period, total student enrollment fell by 6.6 percent while enrollment in the G/T program increased by 72.9 percent. Expenditures per student for all programs rose by 15.3 percent, from \$2,813 to \$3,244, while expenditures per student in the G/T program declined by 71.4 percent, from \$1,359 to

\$388
(Exhibit 2-21).

Exhibit 2-21
SAISD Budgeted Instructional Operating Expenditures
All Programs and Gifted and Talented Program
1997-98 and 2000-01

Category	1997-98	2000-01	Percent Increase (Decrease)
Expenditures, All Programs	\$48,499,521	\$52,224,907	10.8%
Student Enrollment	17,240	16,101	(6.6)%
Expenditures per Student Enrolled	\$2,813	\$3,244	15.3%
Expenditures, G/T Program	\$1,019,395	\$503,095	(50.6)%
G/T Enrollment	750	1,297	72.9%
Expenditure per G/T Student Enrolled	\$1,359	\$388	71.4%

Source: TEA, AEIS, 1997-98 and PEIMS, 2000-01.

FINDING

SAISD modifies traditional courses and student's schedules to provide a variety of opportunities to meet the academic needs of secondary gifted students. The Texas State Plan for the Education of G/T Students states that curriculum and instruction should "meet the needs of gifted students by modifying the depth, complex, and pacing of the general school program."

SAISD offers G/T classes at both high schools in the core content areas of English, mathematics, science and social studies. One of the high schools offers G/T English instruction on a three-year cycle, alternating with American, British and World Literature, to classes composed of students from grades 10, 11 and 12. The other high school offers G/T courses in world literature and a general literature survey on alternate years to classes composed of ninth and tenth grade students. Students in grades 11 and 12 take American literature and British literature in alternate years.

Research in G/T education supports the practice of providing appropriate differentiated services for gifted students. Gifted students form a diverse

group with a variety of needs and, as such, require a wide range of service delivery options including classroom enrichment, resource programs, mentors or consultant teachers, independent study programs and special classes or schools. Districts must find ways to accelerate, pace or modify course schedules for gifted students to ensure that their academic needs are met.

COMMENDATION

SAISD has developed a variety of curriculum options to meet the academic needs of gifted high school students.

FINDING

Course descriptions in the *SAISD Educational Planning Guide 9 - 12 Course Catalog 2001 - 2002* inaccurately describes the district's actual course offerings. The guide lists all courses available to SAISD students in grades 9-12. Some courses are designated by subject and year only (English I, Biology II, etc.) while others have an additional designation of "advanced," Gifted and Talented ("G/T"), Advanced Placement ("AP") or Gifted and Talented and Advanced Placement ("G/T-AP"). SAISD staff indicates that a "G/T-AP" course exists only when there is a similar "AP" course and that the "G/T" designation is used only when there is no "AP" course of the same title.

Interviews with district staff indicate that there are differences among the curricula offered in "G/T," "AP" and "G/T-AP" courses. Many of the course descriptions in the SAISD guide, however, are either identical or have only minor variations, usually related to course prerequisites. The district could not provide any documentation explaining how or to what extent the curricula for "AP," "G/T" or "G/T-AP" courses differ. It is important for students and parents to have accurate information if they are to plan effectively both for high school and post-graduate education and careers.

Recommendation 16:

Revise the high school course catalog to include accurate course descriptions, titles, prerequisites and curricula of offered courses in grades nine through 12.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The supervisor of Academic Programs works with secondary counselors and teachers to review all courses codified as G/T, AP or G/T-AP in the <i>Educational Planning Guide</i> to ensure that	September 2001
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	the descriptions are accurate.	
2.	The supervisor of Academic Programs submits revisions of course descriptions to the assistant superintendent of Curriculum and Instruction for review and submission to the superintendent for approval.	October 2001
3.	The superintendent approves the course description revisions.	November 2001
4.	The supervisor of Academic Programs ensures that the revised course descriptions are included in the course catalog for 2002-03.	December 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The number of students taking advanced academic courses and AP examinations is lower than those taken by students in most of the peer districts, Region 15 and the state. Advanced academic courses are approved by the State Board of Education and include 53 courses in the core subjects of English, social studies, mathematics and science, 26 (49.1 percent) of which SAISD offers in its two high schools (**Exhibit 2-22**).

Exhibit 2-22
State-Approved and SAISD
Advanced Academic Courses
1999-2000

Subject Area	Total State Courses	Total SAISD Courses	Percent SAISD of State
English/Language Arts	13	5	38.5%
Social Studies/Humanities/History	21	8	38.1%
Mathematics	8	5	62.5%
Science	11	8	72.7%
Fine Arts	31	3	9.7%
Computer Science	6	2	33.3%
Advanced Languages	66	8	12.1%
SAISD	156	39	25.0%

Core Courses Only	53	26	49.1%
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Source: SAISD Untitled and undated listing of AP courses, advanced academic courses, SAT and ACT test-takers.

In 1998-99 SAISD was second lowest among the peer districts in its share of students who received credit for at least one advanced academic or AP course. The district was lowest for African Americans, second lowest for Hispanics and Anglos and third lowest for the economically disadvantaged. SAISD's share was also lower than the Region 15 average for all students and for each student group. The number of SAISD students completing at least one advanced academic course was about a third of the state average for all students, a quarter of the state average for Hispanics, two thirds of the state average for the economically disadvantaged and 82 percent of the state share for Anglo students (**Exhibit 2-23**).

Exhibit 2-23
Percent of Students Completing and Receiving
Credit for at Least One Advanced Academic Course
SAISD, Peer Districts, Region 15 and State
1999-2000

District	Percent of Students by Student Group				
	All Students	African American	Hispanic	Anglo	Economically Disadvantaged
Abilene	29.7%	23.1%	15.3%	36.1%	16.8%
Ector County	14.7%	11.3%	9.4%	20.1%	6.8%
Midland	15.3%	5.3%	8.5%	20.3%	5.3%
San Angelo	10.6%	2.7%	6.4%	14.1%	5.4%
Waco	6.0%	2.9%	4.3%	14.0%	3.4%
Region 15	13.4%	7.1%	9.0%	17.1%	8.1%
State	17.5%	11.7%	12.9%	21.3%	11.3%

Source: TEA, AEIS, 1999-2000.

Board Policy EIC (Local) Academic Achievement-Class Ranking lists three types of courses that should receive added weight over regular courses when determining class rank-"advanced," "AP" and "gifted and talented." For the purpose of determining honor graduates, however, the district equally weights each of those courses.

Many Texas districts, such as Comal ISD, encourage students to take AP courses and the subsequent AP examinations to receive college credit for courses taken while in high school. They encourage student participation by pursuing state and federal assistance for the examination fees. In 2000-01, the cost of each AP examination is \$77. TEA pays \$30 for every Texas student who takes an exam. The College Board, the examination sponsor, provides an additional \$22 fee reduction and a \$7 administrative fee waiver for students classified as economically disadvantaged. Additionally, TEA uses federal grant funds to waive another \$13 reducing the total amount for an AP examination per economically disadvantaged student to \$5. Texas encourages students to pay a small portion of the examination fee because industry standard research indicates that these students score higher than those students who do not pay any fee for AP examinations.

Recommendation 17:

Increase student participation in and offerings of high school advanced placement courses.

Due to the fact that over 50 percent of students in SAISD are economically disadvantaged, the district should make every effort to increase the number of students taking AP examinations by promoting and assisting students in obtaining financial assistance.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Curriculum and Instruction instructs secondary teachers, counselors and administrators to inform all students about the state and federal AP examination fee assistance.	September 2001
2.	The assistant superintendent of Curriculum and Instruction convenes a committee of instructional support personnel and secondary teachers, counselors and administrators to determine reasons for low enrollment in advanced academic courses, including the district policy for determining class ranking.	September 2001
3.	The assistant superintendent of Curriculum and Instruction submits committee recommendations for increasing the number of advanced academic courses offered and course enrollments, including possible modifications to the policy on class ranking, to the superintendent for review.	January 2002
4.	The superintendent approves and submits any recommended changes to the policy on class ranking to the board for review and approval.	February 2002

5.	The assistant superintendent of Curriculum and Instruction ensures that the administrative and instructional staff in the secondary schools implement the recommendations.	March 2002 Ongoing
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FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

C. SPECIAL EDUCATION

The federal Individuals with Disabilities Education Act (IDEA) mandates free and appropriate public education for all children with disabilities regardless of the severity of their handicaps. This law requires the district to develop an Individualized Education Program (IEP) for each child with a disability.

The law also requires school districts to educate students with disabilities in the "least restrictive environment." In 1997, the federal government re-authorized IDEA. The new law states that the IEP must be more clearly aligned with the education received by children in general classrooms and that districts must include regular education teachers in the IEP decision-making process. The new law also requires the inclusion of students with disabilities in state and district assessment programs and in setting and reporting performance goals.

To serve the multiple needs of all students with disabilities and to comply with IDEA's requirements, an effective special education program should implement the following practices (derived from Public Law 101-15, the 1997 amendments to the Individual with Disabilities Education Act):

- **Pre-referral intervention in regular education.** When a student experiences academic problems in regular education, an intervention can and should occur to solve the problems. If steps taken to solve the problem don't produce results, the problem should be referred to special education staff.
- **Referral to special education for evaluation.** A referral to special education requires a written request supported by documentation. The referral information must include an explanation of steps that have been taken in regular education to address the student's problem prior to the referral.
- **Comprehensive, nondiscriminatory evaluation.** Once a student has been referred, the district must provide a comprehensive nondiscriminatory evaluation, commonly called an assessment, within a prescribed amount of time.
- **Initial placement through an Admission, Review and Dismissal (ARD) committee meeting.** After the evaluation is complete, a meeting should be held to discuss the results of the evaluation, decide if the student qualifies for special education services in one of 12 federal special education categories, and, if so, develop a plan for the student's education.

- **Provision of educational services and supports according to a written Individualized Education Plan.** The IEP developed by the ARD committee should include specific classes the student will take, how much time will be spent in regular education and related needs like speech therapy or counseling.
- **Annual program review.** Each year after a student's initial qualification and placement, an ARD committee conducts a review to ensure the student's program is appropriate.
- **Three-year reevaluation.** Every three years, the student undergoes a comprehensive individual assessment. Another ARD committee meeting is held to discuss the results of the re-evaluation and determine whether the student still qualifies for special education in the same category.
- **Dismissal from the special education program.** If and when a student no longer meets eligibility criteria, the student is dismissed from special education. The ARD committee must make this decision.

Students with disabilities who spend all of their classroom hours in a regular classroom are considered "mainstreamed." As each student's needs require, additional instructional and related services are provided, including options for full day services in special education settings. If a student's disability is so severe that satisfactory education cannot take place in a regular classroom, he or she will be served in a separate, "self-contained" classroom.

SAISD has a well defined prereferral process for determining whether or not students require special education assessment. Special education staff in both the central office and individual campuses provide support to teachers and principals. The campuses also can choose to work with Region 15 in their Capacity Building Initiative, which provides training and support for teachers working with mainstreamed special education students.

SAISD has appropriate procedures in place to identify students who are eligible for special education. The district provides a full continuum of services for students with disabilities. To ensure the "least restrictive environment" appropriate for each student, district personnel first consider providing services in regular education with supplementary aids. Appropriate curriculum modifications and services are provided to all eligible students. ARD committees determine program eligibility and participation and develop IEPs for each student with a disability. Resource or assistance provided away from the regular classroom and self-contained services are also considered for each student.

SAISD has a slightly larger share of special education students and teachers than the state average, as shown in **Exhibit 2-24**, although the number has declined in recent years, from 14.8 percent in 1997-98 to 13.6 percent for 2000-01.

Exhibit 2-24
Number and Percent of Special Education Students and Teachers
SAISD, Peer Districts and State
2000-01

District	Student Enrollment		Teachers (FTE's)	
	Number	Percent	Number	Percent
Abilene	3,382	18.6%	238.1	16.5%
Ector County	3,001	11.1%	212.8	12.0%
Midland	1,919	9.3%	126.4	9.1%
San Angelo	2,192	13.6%	161.4	15.2%
Waco	2,509	16.2%	154.6	14.9%
State	492,045	8.4%	2,741.2	2.2%

Source: TEA, PEIMS, 2000-01.

Exhibit 2-25 presents demographic data for the 2,192 SAISD students enrolled in special education in 2000-01.

Exhibit 2-25
Ethnicity and Gender of SAISD Students
Enrolled in Special Education
2000-01

	Anglo, not Hispanic	African American	Hispanic	Asia/Pacific Island	American Indian	Male	Female
Percent	41.9%	8.4%	49.0%	0.4%	0.3%	66.5%	33.5%

Source: TEA, PEIMS, 2000-01.

Although SAISD enrolls 13.6 percent of its students in special education, its per-student expenditures for the program were below the state average in both 1999-2000 and 2000-01. Comparisons with the peer districts are found in **Exhibit 2-26**.

Exhibit 2-26
Special Education Expenditures
SAISD, Peer Districts and State
2000-01

District	Number Students Enrolled	Percent of Total Students	Budgeted Special Education Expenditures	Percent of Total Expenditures	Per Student Expenditure
Midland	1,919	9.3%	\$6,261,583	9.0%	\$3,263
Ector County	3,001	11.3%	\$9,426,534	11.1%	\$3,141
San Angelo	2,192	13.6%	\$4,847,382	9.7%	\$2,211
Waco	2,509	16.2%	\$5,991,246	12.5%	\$2,388
Abilene	3,382	18.6%	\$10,146,762	15.0%	\$3,000
State	492,427	8.4%	\$1,734,634,496	12.5%	\$3,525

Source: TEA, PEIMS, 2000-01.

As indicated in **Exhibit 2-27**, the percent of students receiving an ARD committee TAAS exemption in the peer districts ranged from a high of 14.1 percent to a low of 3.2 percent, with SAISD falling in the middle in 1999-2000. SAISD's exemption rate fell below the state average in 1999-2000 and above it in 1998-99.

Exhibit 2-27
Percent of Special Education Students
Exempt from TAAS
SAISD, Peer Districts and State
1995-96 through 1999-2000

District	1995-96	1996-97	1997-98	1998-99	1999-2000
Abilene	6.2%	4.5%	4.5%	9.9%	11.0%
Ector County	3.4%	2.5%	2.7%	3.4%	4.0%
Midland	3.6%	3.5%	2.9%	3.5%	3.2%
San Angelo	5.4%	3.4%	3.5%	6.1%	6.4%
Waco	8.4%	9.3%	10.6%	13.2%	14.1%
State	7.1%	6.2%	5.2%	5.2%	6.9%

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

FINDING

The tracking system SAISD uses for its high school special education program increases the time special education students can spend in general education classes. Special education teachers each monitor 20 to 30 students who may or may not be assigned to their classes. These monitoring responsibilities require the teachers to request reports every three weeks from classroom teachers and to maintain contact with each student and his or her parents if any concern arises about the student's performance. Some tracking teachers contact parents with positive news, not just negative reports. The tracking teacher provides educational support to students and teachers and helps students resolve any academic problems that may arise. This consistent help keeps many students from falling so far behind academically that it becomes impossible for them to pass their courses.

The tracking process provides counselors and general education teachers with a single point of contact regarding any special education student assigned to them. Teachers reported that the process has increased communication and collaboration between general education teachers and special education teachers, as well as between teachers and parents. Over the three years since the tracking process began, more special education students have moved into less restrictive environments. **Exhibit 2-28** illustrates a decrease in the percent of special education students in separate classes over a three year period despite the fact that total special education enrollment figures rose.

Exhibit 2-28
Percent of Students in Separate Special Education Classes
1998-99 through 2000-01

School Year	English	Mathematics	Social Studies	Science	Total Students
1998-99	44%	44%	29%	16%	272
1999-2000	35%	37%	24%	14%	289
2000-01	30%	34%	23%	11%	341

Source: SAISD Special Education Department.

COMMENDATION

SAISD successfully serves high school special education students in least restrictive environments through the use of a student tracking and support system.

FINDING

SAISD does not receive maximum Medicaid claim reimbursements for services provided to special education students as allowed by law. The district's School Health and Related Services (SHARS) reimbursements for special education students have fallen by 15 percent from 1997-99 to 1999-00, a rate greatly exceeding the less than 2 percent decline in special education enrollment. The actual reimbursements fell from \$176,259 to \$150,570. The director for Special Education suggested that inadequate staffing may keep the district from claiming all reimbursements for which it is eligible.

As of September 1992, the state's Medicaid program was amended to allow school districts to enroll as Medicaid providers and to apply for Medicaid reimbursement for services they are providing to children with disabilities. This reimbursement program is known as the (SHARS) programs. SHARS are defined as those services determined to be medically necessary and reasonable to ensure a disabled child under the age of 21 receives the benefits of a free and appropriate public education.

These services include assessment, audiology, counseling, medical services, school health services, occupational therapy, physical therapy, speech therapy, psychological services and associated transportation. School districts need not spend new money, but instead can simply apply for reimbursement for any of the aforementioned specific services. Because SHARS reimburses districts for funds already spent, the funding is available for use without restrictions.

Medicaid Claims Solutions of Texas has submitted SAISD's reimbursement paperwork to the federal government for a number of years. The company's fee for 2000-01 was 9 percent of the total reimbursements (**Exhibit 2-29**).

Another reimbursement program available to Texas school districts is the Medicaid Administrative Claims (MAC) program. MAC reimburses districts for health-related administrative services that cannot be billed through SHARS. Because public schools play a critical role in helping children and their families receive physical and mental health services, they may be reimbursed for referral, outreach, coordination, and other related administrative activities. In SAISD, the Special Education Office is responsible for submitting SHARS reimbursement forms while the Business and Finance Office handles MAC.

While the assistant superintendent of Business and Finance office handles MAC reimbursements, a special education administrative assistant gathers reimbursement documentation to give to Medicaid Claims Solutions of Texas as one of many varied duties. These personnel are in different departments and do not follow a universal set of Medicaid reimbursement procedures. The Texas Department of Health and TEA have representatives available to answer questions and provide updated information to personnel needing assistance.

Exhibit 2-29
SAISD SHARS and MAC Reimbursement Revenue
1997-98 through 1999-2000

Year	1997-98	1998-99	1999-2000	Total to Date
SHARS	\$178,022	\$176,259	\$150,579	\$504,860
MAC	\$0	\$63,254	\$64,896	\$128,150

Source: SAISD, April 2001.

The Texas Association of School Boards (TASB) offers SHARS reimbursement services at a rate of 10 percent of reimbursements claimed. They additionally provide a tracking system called SMART that electronically tracks Medicaid reimbursements by campus. TASB will help districts track all students eligible for Medicaid Services through its SMART database and will provide updates to the district on services provided that are eligible for reimbursement. The SMART system is one way of generating simple reimbursements and electronic appeals for denied claims.

Some large school districts, like Houston ISD, provide Medicaid claim filing services to other districts and file Medicaid claims at a lower cost than private companies. Corpus Christi and Comal ISD each participate in collaboratives set up to collect Medicaid reimbursements more efficiently. The use of varied software packages and shared administrative services have increased Medicaid reimbursement claims for many Texas school districts.

Recommendation 18:

Transfer management of Medicaid reimbursements to the Business and Finance Office and explore alternative methods to increase reimbursements.

To improve its efficiency and consistency, SAISD should assign responsibility for Medicaid claims to one department. Additionally,

oversight of the outsourced contract with Medicaid Claims Solutions of Texas should also be managed through the Business and Finance office.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent for Business and Finance and director of Special Education contact the Texas Department of Health and TEA to obtain current information regarding SHARS and MAC reimbursement procedures to refamiliarize themselves with the details of reimbursement submission.	September 2001
2.	The superintendent for Business and Finance and director of Special Education contact Medicaid Claims Solutions of Texas and other service providers to reassess the fees and level of services provided to SAISD to ensure submission of Medicaid reimbursements is maximized.	September 2001
3.	The superintendent for Business and Finance consolidates management of Medicaid records and oversight of the contract with Medicaid Claims Solutions of Texas into the Business and Finance office with the assistant superintendent for Business and Finance overseeing all claims from the Special Education department.	September 2001
4.	The superintendent for Business and Finance and director of Special Education create a formal document detailing procedures for Medicaid claims reimbursements.	October 2001
5.	The superintendent for Business and Finance ensures the Medicaid reimbursement claim procedures are followed and management is handled through the Business and Finance office.	November 2001 and Ongoing

FISCAL IMPACT

It is conservatively estimated that SAISD can increase the level of Medicaid reimbursements by 10 percent or \$13,703 annually based upon the 1999-2000 SHARS reimbursement of \$150,579. ($\$150,579 \times .10 = \$15,058$; $\$15,058 \times .09$ fee paid to Medicaid Claims Solutions of Texas = $\$1,355$; $\$15,058 - \$1,355 = \$13,703$). A full year's savings are anticipated for the first year because retroactive billings for up to 12 months are allowed by Medicaid.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Transfer management of Medicaid reimbursements to the	\$13,703	\$13,703	\$13,703	\$13,703	\$13,703

Business and Finance Office and explore alternative methods to increase reimbursements.					
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FINDING

Some of SAISD's current practices may prevent the district from being fully reimbursed for services it provides to students from other districts in the Regional Day School for the Deaf (RDSD).

SAISD operates a (RDSD) for districts in its area, with Region 15 acting as fiscal agent for the program. Both state and federal funds support the program, with state money flowing through Region 15 directly to SAISD and the expenditure of federal dollars determined regionally by special education directors from SAISD and the other participating districts.

Through the end of 1997-98, SAISD underwrote all RDSD costs not covered by state and federal funding. Beginning in 1998-99, SAISD instituted a process to recover its excess costs. Participating districts are billed at the end of each school year based on a per-student costs not covered by external funds divided by the number of months students attend RDSD. This allows SAISD to prorate its charges for services if students move during the year or if the services delivered change. According to SAISD Region 15 bills participating districts on SAISD's behalf.

When planning for the new process prior to the 1998-99 school year, the participating districts verbally agreed that billing should occur at the end of the school year. Recent changes in superintendents and personnel in other districts have demonstrated the possibility of SAISD not receiving timely reimbursement of costs for serving students from other districts. During 2000-01, five of 17 students in the program were from districts other than SAISD.

Recommendation 19:

Bill participating districts for projected Regional Day School for the Deaf costs prior to the start of the school year.

SAISD should issue an accounting of its projected costs at the beginning of each school year to ensure that funds are available throughout the year to support the program. The director of Special Education and Region 15 should provide participating districts with a memo of understanding and timeline for full reimbursement of actual costs at the end of the school year.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Special Education works with Region 15 to determine projected costs per student for the school year.	September 2001
2.	Districts are notified by Region 15, in its role as fiscal agent, of their projected costs; payment is sent to Region 15.	September 2001
3.	The director of Special Education and Region 15 determine final costs and notify districts of any amount owed.	April 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

D. BILINGUAL/ENGLISH AS A SECOND LANGUAGE

Texas Education Code Chapter 29 requires all school districts with an enrollment of at least 20 limited English proficient (LEP) students in the same grade level to offer a bilingual/ English as a Second Language (ESL) program. A LEP student is defined as one whose primary language is not English and whose English language proficiency limits his or her participation in an English language academic environment.

The law specifies that bilingual education must be provided in pre-kindergarten through the elementary grades and that bilingual education, instruction in ESL, or other transitional language instruction approved by TEA must be provided in post-elementary grades through grade 8. For students in grades 9 through 12, only ESL instruction is required.

Bilingual education uses two languages for instructional purposes: the student's native language and English. The amount of instruction in each language is commensurate with students' proficiency in both languages and their level of academic achievement. Students in K-2 receive most of their instruction in their native language, with a designated time for ESL instruction. As a general rule, transition into English instruction takes place in the third grade. Content-area instruction, such as math, science, and social studies, is provided in both languages.

ESL instruction is designed to develop proficiency in the comprehension, speaking, reading, and composition of both oral and written English. Depending on the student's language ability levels, the amount of time allotted to English instruction may vary from total immersion to instruction in the regular program in elementary, and from one to two periods in grades 6-12. Parents may waive Bilingual/ESL instruction. Students on waived status receive no modifications and must take the TAAS test in the year in which they enroll.

SAISD offers a bilingual program at two elementary campuses, Reagan and San Jacinto, and an ESL program on all campuses. The district provides transportation to these campuses to all students identified as bilingual who do not have such services at their home schools. The 1999-2000 PEIMS report identifies eight languages other than English spoken in the district, including Spanish, Chinese, French, German, Japanese, Korean, Laotian and Vietnamese.

Exhibit 2-30 compares the peer districts in per student expenditures for students enrolled in bilingual or ESL services. SAISD spent less per student than the state average in 2000-01 and less than all but one of its peer districts during the same period.

Exhibit 2-30
Bilingual/ESL Per Student Expenditure
SAISD, Peer Districts and State
2000-01

District	Students Enrolled in Bilingual/ESL	Percent of Total Enrollment	Budgeted Expenditures	Percent of Total Budgeted Expenditures	Per Student Expenditures
Abilene	357	2.0%	\$75,950	0.1%	\$213
Ector County	3,058	11.4%	\$6,775,144	8.0%	\$2,216
Midland	1,440	7.0%	\$5,980,492	8.6%	\$4,153
San Angelo	616	3.8%	\$380,226	0.8%	\$617
Waco	1,332	8.6%	\$1,951,990	4.1%	\$1,465
State	510,688	12.5%	\$590,335,700	4.3%	\$1,156

Source: TEA, PEIMS, 2000-01.

The state requires that all LEP students must be tested with the state TAAS test or an alternative test if the student is not academically prepared in English. A campus Language Proficiency Assessment Committee (LPAC) authorizes the identification, instructional placement and reclassification of LEP students at each school. The LPAC decides whether or not to exempt students from taking the TAAS. Spanish-speaking students may be given a Spanish version of TAAS in grades 3 through 6. SAISD uses this option so rarely, however, that there were no students reported taking the test in the 1999-2000 AEIS report.

Beginning in spring 2001, LPACs may grant immigrants in grades 3 through 8 an exemption on the basis of limited English proficiency during their first three years of enrollment in U.S. schools; Spanish-speaking LEP students may be exempted from taking the TAAS in Spanish for no more than three years. SAISD exemption rates have been well below state averages for the last five years (**Exhibit 2-30**).

Exhibit 2-31
Percent of Bilingual/ESL Students
Exempted from TAAS
SAISD and Peers
1995-96 through 1999-2000

District	1995-96	1996-97	1997-98	1998-99	1999-2000
Abilene	0.3%	0.3%	0.4%	0.3%	0.1%
Ector County	2.4%	0.2%	0.4%	0.1%	0.1%
Midland	1.2%	0.6%	0.2%	0.2%	0.1%
San Angelo	0.2%	0.1%	0.2%	0.1%	0.3%
Waco	3.6%	1.8%	2.0%	2.7%	1.4%
State	3.9%	2.4%	2.3%	2.2%	1.3%

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

FINDING

SAISD has encouraged the recruitment of certified bilingual and ESL teachers by providing academic and financial support for its classroom teachers who wish to pursue certification or endorsement. The district sponsors study sessions and provides a one time \$250 stipend when teachers receive their certification. Since the program's inception in 1995, 330 teachers have participated in these EXCET study sessions and have received their bilingual/ESL certification endorsement (**Exhibit 2-32**). Teachers who are already certified in another academic area may receive an endorsement in bilingual/ESL education. All program participants must pass an Examination for Certification of Educators in Texas (EXCET) in bilingual/ESL education to receive certification or endorsement.

Exhibit 2-32
Teachers Attending ESL EXCET
Study Sessions

School Year	Number Attending
1995-96	13
1996-97	23
1997-98	8
1998-99	98

1999-2000	103
2000-01	85
Total	330

Source: SAISD Bilingual Office, April 2001.

COMMENDATION

SAISD's incentives for teachers who seek either bilingual or English as a Second Language (ESL) certification have helped provide the district with a large pool of qualified teachers to work with bilingual and ESL students.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

E. TITLE I/COMPENSATORY EDUCATION

In addition to a regular classroom instruction program, other instructional programs provide special support for students at risk of dropping out and those who are not performing on grade level. Funding for these programs is often called compensatory education funding.

The federal Elementary and Secondary Education Act (Title I), originally enacted in 1965, and the Improving America's Schools Act of 1994 provide funds for programs intended to help students meet performance standards. Title I funds are sent to campuses via TEA based on their number of economically disadvantaged students or those eligible for free or reduced price lunches or breakfasts. The students served, however, are selected on educational need rather than economic status. Title I funds are supplemental in nature; in other words, they must be *added* to the regular program and not take the place of regular funds.

Federal law allows a school to be designated as a schoolwide Title I program if 50 percent or more of the students on its campus or in its attendance zone are low income. In SAISD, 15 elementary and two junior high campuses have been designated to receive schoolwide Title I funding. SAISD has schoolwide Title I programs on the following elementary campuses: Alta Loma, Austin, Belaire, Blackshear, Bradford, Day, Fannin, Fort Concho, Glenmore, Goliad, Holiman, McGill, Reagan, Rio Vista, and San Jacinto; and on the Edison and Lincoln junior high campuses. **Exhibit 2-33** shows the demographic information of the 7,972 SAISD students eligible for Title I services in 2000-01.

Exhibit 2-33
Percent Ethnicity and Gender of SAISD Students
Eligible for Services Under Title I
2000-01

	Anglo, not Hispanic	African American	Hispanic	Asia/ Pacific Island	American Indian	Male	Female
Title I Percent	32.5%	6.7%	59.8%	0.8%	0.1%	50.9%	49.1%

Source: TEA, PEIMS, 2000-01.

In Texas, state funding for compensatory programs began in 1975, with the passage of House Bill 1126. In 1997, Section 42.152 of the Texas Education Code was amended to include reporting and auditing systems covering the appropriate use of compensatory education allotment funds. House Bill 1126 requires that state compensatory funds, like federal Title I funds, must be supplemental in nature. State compensatory rules allow a great deal of flexibility for the identification of students and program approaches. As with federal funding, state compensatory funding is based on the number of economically disadvantaged students; however, students served with the funding need not be economically disadvantaged.

SAISD counselors work with administrators and teachers to identify students eligible for federal and state compensatory funding in the fall of each school year. The district uses state identification criteria (Texas Education Code, Section 29.081) for this purpose. Criteria for secondary students include failure of a grade level for two or more years; math or reading skills two or more years below grade level; failure of two or more courses during a semester and/or not being expected to graduate from high school within four years; poor performance on TAAS or other testing; or pregnancy or parenthood. Criteria for elementary students include unsatisfactory performance on a readiness or other assessment test given at the beginning of the year; unsatisfactory performance on TAAS or other testing; limited English proficiency; or a history of physical, sexual or emotional abuse.

School counseling staff members monitor students throughout the school year, so that student identification and program exiting are ongoing processes. Often, an "at-risk" student's needs can be met with one of several programs provided on campus; at other times, students require special accommodation plans to meet their needs. Both approaches are used at the campus level.

In 2000-01, about half of SAISD's students are economically disadvantaged, a level slightly higher than the state average (**Exhibit 2-34**). Only one of the peer districts had a lower percent of economically disadvantaged students.

Exhibit 2-34
Economically Disadvantaged Enrollment
SAISD, Peer Districts and State
2000-01

District	Number	Percent
San Angelo	8,078	50.2%
Abilene	9,298	51.2%

Midland	9,809	47.6%
Waco	11,660	75.3%
Ector County	15,443	57.3%
State	2,002,121	49.2%

Source: TEA, PEIMS, 2000-01.

Compensatory education teachers make up about 3 percent of the SAISD faculty. About 8.9 percent of the district's expenditures are allocated for compensatory education (**Exhibit 2-35**). These numbers represent a larger commitment of funds than the state average and all but one of the peer districts during 2000-01.

Exhibit 2-35
Compensatory Education Expenditures
SAISD, Peer Districts and State
2000-01

District	Compensatory Education Teachers (FTEs)	Percent	Budgeted Expenditures	Percent of Total Expenditures
Abilene	69.8	4.9%	\$6,095,446	9.0%
Ector County	64.2	3.6%	\$2,706,714	3.2%
Midland	119.6	8.6%	\$5,321,384	7.7%
San Angelo	31.6	3.0%	\$4,428,819	8.9%
Waco	8.4	0.8%	\$3,263,057	6.8%
State	8,902.4	3.2%	\$909,308,662	6.6%

Source: TEA, PEIMS, 2000-01.

SAISD spends more than 92 percent of its Title I funds on personnel. The district identifies positions for full or partial Title I support as a result of central office, not campus, decisions. Except for instructional aides, all Title I personnel support elementary programs. **Exhibit 2-36** shows how Title I funds were allocated in SAISD in 2000-2001.

Exhibit 2-36
Title I Program, Part A
Budget Expenditures by Function
Projected 2000-01

Program/Function	Amount	Use of Funds
Personnel	\$2,600,000	Includes salaries for 72 full time employees and summer school personnel and partial salaries for 23 staff members
Assessment in English and Spanish	\$15,000	Includes assessments in oral language, reading writing and content achievement
Help One Student To Succeed (HOSTS) Program	\$116,260	Mentoring programs on four volunteer pilot campuses
Health Program and Title I Office Expenses	\$33,400	Includes medical fees, prescriptions, printing, supplies, equipment and technology
Campus Per Pupil Allocations	\$31,325	Expenditures may include materials, school supplies, field trip transportation, technology hardware and software, staff training and parent involvement efforts
Support for Private Schools and Neglected Institutions	\$27,297	Support for students at Concho Valley Home for Girls, West Texas Boys Ranch and Anglo Catholic School
Total	\$2,823,282	

Source: SAISD Title I Office Budget, 2000-01.

SAISD also piloted the Help One Student To Succeed (HOSTS) program, a mentoring program for economically disadvantaged students, which began during the 2000-2001 school year with a commitment of \$116,260, four teachers and four instructional aides. The district uses specialized software and technology that allows teachers to develop individualized programs and plans for mentors to work with individual students for this Title I funded program. The mentors are volunteers who are trained with materials from HOSTS and supported by HOSTS teachers and aides. No evaluation is available since the program is new.

On average, SAISD's economically disadvantaged students performed as well on TAAS as other students around the state; the district also fell in the middle of the peer districts on this measure (**Exhibit 2-37**).

Exhibit 2-37
Percent of All Students and Economically Disadvantaged
Students Passing All TAAS Tests
SAISD, Peer Districts and State
1999-2000

District	All Students	Peer Rank	Percent Improvement Over 1999	Economically Disadvantaged Students	Peer Rank	Percent Improvement Over 1999	Percent Passing Difference	Peer Rank
Abilene	84.7%	1	5.1%	77.1%	1	3.4%	7.6%	2
San Angelo	80.2%	2	2.6%	70.5%	3	4.2%	9.6%	4
Midland	76.4%	3	0.3%	62.1%	5	0.7%	14.3%	5
Waco	75.3%	4	2.4%	71.6%	2	2.1%	3.7%	1
Ector County	71.8%	5	1.1%	63.4%	4	1.9%	8.4%	3
State	79.9%		1.8%	70.5%		12.5%	9.9%	

Source: TEA, AEIS, 1999-2000.

FINDING

SAISD's economically disadvantaged secondary students pass TAAS at a lower rate than that of the economically disadvantaged elementary students. The performance difference between the economically disadvantaged and all students was 9.6 percent in grade 3, 6.9 percent in grade 4, 6.0 percent in grade 5, and 6.4 percent in grade 6. The gap increases to 13 percent in grade 7, 17.9 percent in grade 8, and 15.6 percent in grade 10. While these are fairly large gaps, they declined between the 1998-1999 and 1999-2000 TAAS tests (**Exhibit 2-38**). Gaps in performance at the secondary level, however, continue at a high level.

Exhibit 2-38
Percent Difference in TAAS Pass Rates
Between All Students and Economically Disadvantaged Students
1998-99 through 1999-2000

Grade	1998-99 Percent Passed			1999-2000 Percent Passed		
	All Students	Economically Disadvantaged	Difference	All Students	Economically Disadvantaged	Difference
3	78.0%	69.0%	9.0%	75.5%	65.9%	9.6%
4	75.9%	66.7%	9.2%	80.9%	74.0%	6.9%
5	82.9%	74.7%	8.2%	86.0%	80.0%	6.0%
6	84.4%	75.4%	9.0%	87.1%	80.7%	6.4%
7	75.8%	59.6%	16.2%	77.6%	64.6%	13.0%

8	58.4%	40.3%	18.1%	65.0%	47.1%	17.9%
10	74.6%	55.6%	19.0%	79.8%	64.2%	15.6%

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

Statewide, many school districts have developed targeted strategies to improve student's TAAS scores. Comal ISD has allocated a majority of its federal funding to remedial reading strategies and benchmark testing to determine specific information that a student or group of students has or has not mastered. Socorro ISD uses site based management to analyze data and make decisions regarding increased student performance. Software is also available to target academic areas of need identified from specific TAAS Line Items (TLI).

Recommendation 20:

Use TAAS data to identify student and teacher needs and to improve performance of economically disadvantaged students in grades 7 through 10.

The district must identify specific academic needs of students not passing TAAS, the exit exam or the End-of-Course Exams. District personnel should determine which secondary programs effectively help economically disadvantaged students, identify the resources needed to implement or supplement these programs and reassign personnel as needed. Care should be taken to maintain sufficient support for elementary at-risk students so that their gains are not lost.

To assist in the planning and implementation of such learning programs, the district should evaluate existing regular and technology based programs that have succeeded in other districts and appropriately reallocate funds to acquire additional technology. Software and technology can provide support for students without requiring additional of personnel. Staff training to support successful learning programs should address areas such as motivating students, teaching low income students, analyzing test data and encouraging parental involvement.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Curriculum and Instruction coordinates with junior and high school principals to provide student and campus TAAS reports identifying specific areas of academic strength and weakness.	September 2001
2.	The assistant superintendent of Curriculum and Instruction and	October 2001

	principals identify and provide staff training for TAAS Line Item (TLI) mentoring and tutoring.	- June 2002
3.	The assistant superintendent of Curriculum and Instruction directs principals to establish campus intervention teams to focus campus attention and support on students not achieving at appropriate levels.	October 2001
4.	Campus intervention teams identify successful programs that address specific areas of TAAS deficiency, giving consideration to traditional and technology based programs that develop both thinking and content based skills.	November 2001
5.	Principals recommend successful programs identified by campus improvement teams to the assistant superintendent of Curriculum and Instruction for review and approval.	December 2001
6.	The assistant superintendent of Curriculum and Instruction approves instructional programs addressing specific areas of TAAS deficiency.	December 2001
7.	The assistant superintendent of Curriculum and Instruction and the director of Title I reassign personnel and resources, as needed to, support identified successful programs and existing secondary programs.	January 2002
8.	The assistant superintendent of Curriculum and Instruction and principals evaluate learning programs annually and the district reallocates funds based on the effectiveness of each program in improving student TAAS performance.	May 2002 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

F. CAREER AND TECHNOLOGY EDUCATION

Nearly all students, whether they continue their education after high school or not, eventually will migrate to the workplace. Section 29.181 of the Texas Education Code requires school districts to provide a curriculum affording each student the opportunity to "master the basic skills and knowledge necessary for managing the dual roles of family member and wage earner; and gaining entry-level employment in a high-skill, high-wage job or continuing the student's education at the post-secondary level."

SAISD offers Career and Technology Education (CATE) at both high schools and all four junior high schools, with several programs offered on only one high school campus. The district does not provide transportation for students who wish to attend a class taught on another campus.

TEA rules require school districts to offer CATE courses in at least three of eight educational areas: agricultural science and technology, business/office technology, health science technology, family and consumer sciences, industrial technology, marketing, trade and industrial technology and career orientation. SAISD offers programs in seven of the eight areas (**Exhibit 2-39**).

Exhibit 2-39
Career and Technology Education
SAISD Program Offerings
2000-01

Course	Grade	Credit	Location
Agriculture Science and Technology			
Intro to World Agricultural Science & Technology	10-12	.5	Both HS
Applied Science & Technology	10-12	.5	Both HS
Personal Skill development in Agriculture	10-12	.5	Both HS
Agriculture Communications	10-12	.5	Both HS
Plant & Animal Production	10-12	.5	Both HS
Animal Science	10-12	.5	Both HS

Introduction to Agriculture Mechanics	10-12	.5	Both HS
Agriculture Metal Fabrication Technology	10-12	.5	Both HS
Agriculture Independent Study	11-12	.5	Both HS
Career Orientation			
Career Connection	9-10	.5	All Secondary
Health Science Technology			
Health Science Technology I	11	2	Both HS
Health Science Technology II	12	2	Both HS
Family and Consumer Sciences			
Personal and Family Development	9-12	1	All Secondary
Apparel	10-12	.5	Both HS
Nutrition and Food Science	10-12	.5	Both HS
Individual and Family Life	10-12	.5	Both HS
Consumer and Family Economics	10-12	.5	Both HS
Preparation for Parenting	10-12	.5	Both HS
Child Development	11-12	.5	Both HS
Teacher Occupation Training	12	1	Both HS
Culinary Arts I	11	2	CHS
Culinary Arts II	12	2	CHS
Marketing Education			
Marketing Education Career Preparation I & II	11-12	3	Both HS
Business/Office Technology			
Keyboarding	9-12	.5	All Secondary
Business Computer Applications I	9-12	.5	All Secondary
Business Computer Applications II	10-12	.5	Both HS
Cisco Internetworking I & II	12	2	Howard
Record Keeping	10-12	.5	Both HS
Accounting I	10-12	1	Both HS
Accounting II	11-12	1	Both HS
Introduction to Business	10	.5	Both HS

Entrepreneurship and Business Ownership	10-12	.5	Both Hs
Business Law	11-12	.5	CHS
Business Education Career Preparation I & II	11-12	3	Both HS
Intro to Construction Careers	9	1	EJH, LJH, LinJH
Intro to Precision Metals Manufacturing Careers	9	1	EJH, GJH, LinJH
Intro to Transportation Services Careers	9	1	EJH, GJH, LinJH
Criminal Justice I	11	2	Both HS
Criminal Justice II	12	2	Both HS
Drafting I	11-12	2	CHS
Drafting II	12	2	CHS
Electronics I	10-12	2	CHS
Electronics II	11-12	2	CHS
Computer Maintenance Technician	10-12	2	CHS
Graphic Arts I	10-12	2	LVHS
Graphic Arts II	11-12	2	LVHS
Auto Collision Repair & Refinishing Technology I	10-12	2	CHS
Auto Collision Repair & Re finishing Technology II	11-12	2	CHS
Automotive Technician I	10-12	2	Both HS
Automotive Technician II	11-12	2	Both HS
Building Trades I & II	10-12	2	Both HS
Building Trades III	11-12	2	Both HS
Metal Trades I	10-12	2	CHS
Metal Trades II	11-12	2	CHS
Cosmetology I & II	11	3	Howard
Trade and Industrial Career Preparation	11-12	3	Both HS

Source: SAISD High School Course Catalog 2000-01.

Note: CHS-Central High School; LVHS-Lakeview High School; GJH-Glenn Junior High; EJH-Edison Junior High; LJH-Lee Junior High; LinJH-Lincoln Junior High; Howard-Howard College.

Exhibit 2-40 presents demographic data describing SAISD's CATE students.

**Exhibit 2-40
Ethnicity and Gender of SAISD
Students in Career and Technology Education
2000-01**

	Total Members	Anglo	African American	Hispanic	Asian/ Pacific Islander	American Indian	Male	Female
CATE	3,529	1,638	238	1,619	29	5	1,755	1,774
Percent	100.0%	46.5%	6.7%	45.9%	0.8%	0.1%	49.7%	50.3%

Source: TEA, PEIMS, 2000-01.

While in mid-range when compared with the peer districts, SAISD in 1999-2000 had a higher percentage of students enrolled in CATE classes than the state average and most of the peers. In 2000-01, the district spent a lower percentage on CATE programs than all but one peer district (**Exhibit 2-41**).

**Exhibit 2-41
Percent of Student Enrollment and Budgeted Expenditures in CATE
SAISD and Peer Districts
2000-01**

District	Number Students Enrolled	Percent of Total Students	Budgeted Career and Technology Expenditures	Percent of Total Budgeted Expenditures	Per Student Expenditure
Abilene	5,584	30.7%	\$3,525,248	5.2%	\$631
Fctor	6,256	23.2%	\$3,492,081	4.1%	\$558

County					
Midland	3,247	15.8%	\$2,385,546	3.4%	\$735
San Angelo	3,529	21.9%	\$1,747,724	3.5%	\$495
Waco	3,071	19.8%	\$1,882,413	3.9%	\$613
State	768,226	18.9%	\$564,377,617	4.1%	\$735

Source: TEA, PEIMS, 2000-01.

FINDING

SAISD offers academic and technical training in vocational areas of demand to students through the West Texas Training Center as developed in conjunction with Angelo State University and Howard College. Local businesses and their requirements have determined the type of training offered by the center.

State grants from the Texas Legislature have funded establishment of the training center and remodeling of facilities, with Angelo State University acting as fiscal agent. Within two years, the district plans to move a number of courses to the Training Center to serve students from both its' high school campuses, providing them with more current technological resources and facilities while freeing classroom space at Central High School. The only costs to the district will be existing staff costs and the cost of student transportation to and from the two high school campuses. Students from other districts will be given access to the center's courses on a space available basis.

SAISD also offers Technical Preparation ("Tech Prep") plans with three post secondary institutions through which students may earn college credit while still in high school (**Exhibit 2-42**). SAISD has an articulation agreement-a formal written contract between a public school system and a post secondary institution-which details collaborative efforts in occupational training between the district and these colleges. This agreement will eliminate unnecessary duplication of coursework and ensure that students can receive college credit for work they complete while in high school.

Exhibit 2-42 Tech Prep Programs Offered by SAISD 2000-01

Name of	Howard	Texas State	Midland
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Course	College	Technical College	College
Agriculture	X		
Automotive			X
Business	X		
Computer Aided Drafting	X	X	
Criminal Justice	X		
Culinary Arts		X	
Health Science Tech	X		
Industrial Production Tech	X		
Intergenerational Professions	X		
Metal Trades			X
Microcomputer Applications			X
Office Administration	X		
Technology: Info Management	X		

Source: SAISD Articulation Agreements, 2000-01.

COMMENDATION

SAISD works collaboratively with colleges, universities and the community to provide students with improved resources for career and technology training.

FINDING

SAISD has created a CATE course that provides actual classroom instruction experience to students planning to pursue teaching as a career. The Career and Technology Department worked closely with TEA to design this Teacher Occupational Training course. Rather than seeking TEA's approval for a new course, the district worked with TEA to adapt an existing CATE course, Child Care Guidance, Management, and Services, to meet its needs. New courses require formal TEA approval, slowing down the process of program implementation.

Among the activities provided by the course, students intern on elementary campuses providing instructional assistance and support to classroom teachers for 60 to 75 minutes twice a week. Participating students also meet with their high school teacher once a week. Students

are given specific guidelines to follow and sign an agreement to this effect.

The elementary teachers and high school instructors to whom these students are assigned complete evaluations on the students' performance. In addition, the students maintain personal portfolios and journals and complete regular self evaluations.

COMMENDATION

SAISD has created a Teacher Occupational Training course that provides classroom instruction opportunities for students in an effort to promote teaching as a career.

FINDING

CATE courses on some SAISD junior high campuses are under enrolled, with 17 classes having ten or fewer students. The district has not adequately addressed the issue by consolidating or eliminating classes or developing a formal plan regarding the CATE program that includes either distance learning or shared teaching arrangements between campuses. Distance learning is an educational option whereby courses taught at one location, either within or without the district, are accessed by students on any campus through technology - a distance learning lab or the internet. A shared teaching arrangement simply has one or more schools sharing the services of a single instructor who travels to each school for course delivery. **Exhibit 2-43** highlights the district's CATE courses offered at the junior high schools and their corresponding enrollments.

Exhibit 2-43
Class Enrollment Averages
Technical Preparation Classes Offered at Junior High Schools
Spring 2001

Campus	Business Education	Career Investigations	Family and Consumer Science	Introduction to Construction	Introduction to Metal and Transportation
Glenn	0	18	17	0	6
Edison	15	21	15	11	9
Lee	24	25	16	16	0
Lincoln	21	27	20	17	9

Source: SAISD Career And Technology Education Office, Spring 2001.

Additionally, SAISD offers some high school CATE courses at the junior high schools. According to staff, this is a problem since some high school students do not enroll in these courses because they are physically offered at a school with younger students and because students have to consider extra transportation time, as well as time for actual class attendance, when deciding whether or not to take a course.

Killeen ISD has implemented a five year CATE plan started in 1998 which they update on an annual basis and include information regarding rationale for program offerings, timelines, costs and assigned responsibilities. Through their planning efforts, KISD has been able to add actual facilities and construction expansion as a means of meeting the future needs of students in their CATE program.

Recommendation 21:

Develop a five year strategic plan for Career and Technology Education that includes rationale for course offerings, staff allocation, timelines and costs and reevaluate staffing at junior high schools.

Projected enrollment levels should be important when developing a rationale for a course offering. Courses with low enrollment should be dropped or combined and teachers split between schools. For example, two Introduction to Metal and Transportation teachers could each teach at two of the junior high schools, effectively reducing the number of staff needed to teach this course. This would affect campus scheduling, but the number of teachers needed would be reduced. The number of sections of more popular courses could be increased as long as there are staff with appropriate teaching certifications to match the course needs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Curriculum and Instruction instructs the director of Career and Technology to review current Career and Technology Education (CATE) course offerings and historical student enrollment figures. Also, the director of CATE evaluates high and low enrollment levels to support rationale for any program change and pre-registration numbers to determine class loads for the 2001-02 school year, combining classes with fewer than 15 members and reallocating staff.	September 2001
2.	The director of Career and Technology contacts SAISD technology staff, Region 15 staff, TEA and other CATE professionals to obtain information about distance learning and other relevant issues for inclusion in a five year plan for the CATE program.	September 2001

3.	The assistant superintendent of Curriculum and Instruction creates a committee of appropriate staff to develop a CATE plan.	October 2001
4.	The director of Career and Technology presents five year CATE plan including changes, modifications, expansions, redirections or elimination of current program offerings to the assistant superintendent of Curriculum and Instruction for review and approval.	October 2001
5.	The assistant superintendent of Curriculum and Instruction approves the plan and directs the director of Career and Technology to attend a strategic planning.	November 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2

EDUCATIONAL SERVICE DELIVERY

G. LIBRARY/MEDIA SERVICES

The 74th Texas Legislature in the spring of 1995 rewrote all of the state's public education laws, returning a great deal of authority to local school districts. Legislation affecting school libraries was changed to read as follows:

The Texas State Library and Archives Commission, in consultation with the State Board of Education, shall adopt standards for school library services. A school district shall consider the standards in developing, implementing or expanding library services. (Texas Education Code 33.021).

In May 1997, the Texas State Library and Archives Commission adopted a series of recommended standards published as *School Library Program Standards: Guidelines and Standards*.

The goal of the school library program outlined in the *Guidelines and Standards* is to ensure that students and staff alike become effective users of ideas and information and literate, life-long learners. To accomplish this task, the library program should provide instruction in research and the evaluation of resources; individual guidance and access to materials in multiple formats. To assist districts, the guidelines offer criteria that identify library programs as exemplary, recognized, acceptable or below standard in the areas of the library learning environment, curriculum integration, resources, library program management and facilities.

The state recommended guidelines for "acceptable" libraries require at least one certified librarian per campus program. They describe acceptable resources as a balanced collection of at least 9,000 books, software and electronic resources such as the Internet at campuses having more than 600 students.

During the past two years, all SAISD libraries have been equipped with automated checkout systems and technology providing Internet access. The district allocated \$8 per student to its campuses to support the libraries, but the principal and each campus Site-Based Decision Making Committee decide how to allocate the funds. The allocation may not go toward the purchase of books or other library materials.

FINDING

SAISD's library and media services do not meet the recommended state guidelines. Eight elementary campuses do not have certified librarians to work with students or teachers, purchase books or evaluate the condition of existing collections.

The collections of all but one of the district's secondary schools are old and even with the out-of-date materials they do not meet the state's recommended "acceptable" guidelines. Based on the *SAISD Library Circulation Report for 1999-2000*, only three SAISD elementary libraries, Bonham, Bowie and Crockett, meet the recommended "acceptable" standard. While all of the secondary schools exceed the 9,000 item count for 1999-2000, only Lincoln Junior High met the minimum of 15 items per student. During 1999-2000, Lincoln only housed grades 7 and 8. When the ninth grade was added during 2000-01, Lincoln no longer met the recommended "acceptable" standard.

In addition to low resource counts, the secondary libraries have aging collections. **Exhibit 2-44** shows the percent of collections over 20 years old. Lake View High School will have a new collection when the library reopens due to the 1999 fire that destroyed the school.

Exhibit 2-44
Percent of Campus Collections
More Than Twenty Years Old

Campus	Percent Over 20 Years
Glenn Junior High School	37.0
Lee Junior High School	42.0
Central High School	50.0
Lincoln Junior High School	52.0
Edison Junior High School	52.7

Source: SAISD Library Coordinator, Spring 2001

To meet recommended state guidelines on the number of books per student, the district would have to add 38,495 books on elementary campuses, based on a standard of 9,000 books per campus. The secondary campuses would need 21,452 books, based on 15 books per student. In addition, if books more than 20 years old were removed from secondary collections, an additional 34,718 books would be required. At an average cost of \$16 per book, the cost to bring SAISD libraries to the "acceptable" state recommended standard would be \$1,514,640.

Recommendation 22:

Create a five year plan including grant funding and budget reallocations to improve library programs to meet the state standard of "acceptable" or higher.

Certified librarians should be phased into each library on each campus to make sure that students have access to their services. The district may want to consider assisting certified employees affected by the reduction in force in obtaining emergency librarian's certifications. This might allow the district to retain some certified staff members.

A committee with decision making authority should oversee the evaluation of each campus library program against the state criteria to determine their strengths and weaknesses. The committee should develop an implementation plan to move each library to the "acceptable," standard including fiscal requirements at the conclusion of five years.

The committee also should make sure that the district has access to the Texas Library Connection, a free service from TEA that provides online resources equivalent to \$32,000 of printed materials.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Curriculum and Instruction appoints a districtwide committee to explore library collaboration efforts with other groups in the area such as the public library or local universities, and possible grant funding sources.	September - November 2001
2.	The committee presents its findings to the assistant superintendent of Curriculum and Instruction for approval.	November 2001
3.	The assistant superintendent of Curriculum and Instruction, the coordinator of Library Media Services and the districtwide committee design a five year plan and provide a certified librarian and adequate books and media material to all SAISD campuses.	November 2001
4.	The assistant superintendent of Curriculum and Instruction presents the five year plan and committee findings to the superintendent and the board for approval.	December 2001
5.	The superintendent and board approve the plan.	January 2002
6.	The superintendent and assistant superintendent of Curriculum and Instruction begin to implement the plan and aggressively pursue recommended collaborative efforts and grant funding	February 2002 - May 2005

sources.	
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FISCAL IMPACT

To comply with recommended state guidelines, the district should have a goal of hiring an additional eight certified librarians. The district should start by hiring two certified librarians and aggressively seek grant funding and alternative certification to acquire additional librarians to achieve recommended totals. Assuming that the librarians hired have five years' experience, the salary for each would be \$33,500. Adding medical benefits of \$2,352 per librarian and a benefit rate of 6 percent would bring the cost of hiring each librarian to \$37,862 annually ($\$33,500 + \$2,352 + 6 \text{ percent benefit rate} = \$37,862$) x 2, for a total annual cost of \$75,724.

SAISD should budget \$80,000 annually or 5,000 books x \$16 to begin to bring their elementary and secondary libraries up to the recommended state standards. The district should also aggressively pursue grant funding to supplement the acquisition of books each year.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Create a five year plan including grant funding and budget reallocations to improve library programs to meet the state standard of "acceptable" or higher.	(\$155,724)	(\$155,724)	(\$155,724)	(\$155,724)	(\$155,724)

Chapter 2

EDUCATIONAL SERVICE DELIVERY

H. HEALTH SERVICES

A commitment to health services ultimately supports academic goals and objectives. Children cannot perform well academically if they are unhealthy, undernourished, have vision or hearing problems, have serious emotional problems, or abuse drugs or alcohol. To the extent that school health programs prevent or alleviate health problems, they further the schools' primary mission. Healthy children have fewer absences, are less likely to drop out and are prepared to learn. A 1994 Gallop Poll showed that 82 percent of parents believe health education is either more important or as important as other school subjects are.

Schools historically have played a critical part in improving the health of Americans. They have facilitated mass immunization efforts that dramatically decreased communicable diseases, conducted health screenings and referred students with vision, hearing and other health problems for treatment. An estimated 24 percent of Texas children are uninsured, so a school nurse is sometimes the only health professional they see.

No federal or state law require schools to deliver basic health services to the general student population. Before 1991, TEA played a significant role in monitoring school health programs. With the repeal of Texas Administrative Code Chapter 19, Sec.84.41, TEA's involvement has declined, while Texas Department of Health (TDH) involvement has grown. TDH established a School Health Program in 1992, and the *Texas Year 2000 Health Objectives* called for comprehensive school health education programs in all Texas school districts in grades K-12 by the year 2000.

Even so, many districts do not have school nurses or school health programs. Local property tax revenues and state and federal grants do not provide dedicated funding for school nurses. Chapter 38, Section 38.011 of the Education Code sets up a grant fund, allocated through a competitive application process, for school health centers.

FINDING

SAISD does not use staffing allocations to assign nurses to its schools. Nurse to student ratios are high when compared to industry standards recommended for a district of SAISD's size. In addition to the nurses assigned to individual campuses, SAISD has a nursing coordinator who is

also on call to the alternative education program, a special education nurse and two school-based health center clinics run by Angelo State University. SAISD has also not identified any specific grants aimed at health services.

None of SAISD's elementary schools have a full time nurse. Instead, nurses generally rotate among the four schools, meaning that most have a nurse on duty just one day a week, so emergencies or illnesses are handled by someone with little or no health care training on a regular basis. When nurses are on school grounds, they are likely to be overwhelmed with cases that have needed attention for several days. This comes in addition to a variety of other tasks, such as teaching classes on health issues and performing student record checks. With so little nursing assistance available, office personnel often are expected to handle student health records as well as emergencies. The Texas Education Code allows any school employee to administer medication or minor first aid under the supervision of a registered nurse.

TDH and the Texas Association of School Nurses have set a student to nurse ratio goal of 750 regular students per school nurse, regardless of age group or district size. **Exhibit 2-45** shows the full time equivalent (FTE) nurse to student ratio at individual SAISD schools compared to the benchmark of these two organizations.

Exhibit 2-45
SAISD Full-Time Equivalent Nursing Staff Compared to Students
2000-01

Campus	Students	RNs (FTE)	Ratio of RNs to Students
Elementary	8,785	4.25	1:2,067
Middle/Junior High	3,667	1.25	1:2,933
High School	3,300	1.50	1:2,200
SAISD Total	15,930	7.00	1:2,276
Recommended Ratio*			1:750

Source: San Angelo ISD Health Services Department, May 2001.

**Texas Department of Health and Texas Association of Nurses*

Austin ISD provides monthly statistical reports to each school, "Care-Giving Collaboration," as health services staff, school clerks and secretaries provide coverage for students. The district also participates in a citywide interagency health collaboration established to find ways to

improve quality health care and to expand services through strategic planning. Many school districts outsource their health service operations. Many districts use Licensed Visiting Nurses (LVN's) instead of Registered Nurses (RN's) for their school nurses and offer health service training to school-wide personnel.

Recommendation 23:

Use grant funding, community partnerships and caseload reassignments to streamline services to better meet student health needs.

Existing nurses should be assigned to campuses based on their enrollment and their number of students with special needs. The district also should monitor caseload assignments and conduct a time study to provide information on the services nurses provide and how often they provide them. The district should apply for state grants as they become available. Other possibilities to increase student services with little increase in costs include:

- Work with community groups to identify and obtain grants to fund more nurses;
- Use Licensed Visiting Nurses (LVN's) when possible instead of registered nurses (RN's) because the average salary is lower than that of an RN. An LVN receives a two year college degree as compared to the four year RN degree;
- Provide training in first aid and Cardio Pulmonary Reccesitation(CPR) to aides and other building personnel;
- Explore outsourcing services.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The coordinator of nurses collects data needed to profile the incidences and distribution of medical services at each school and analyzes basic health functions in the district.	September 2001
2.	The coordinator of nurses works with district and community personnel to develop options for delivering health care services. They devise a plan and submit it to the superintendent and Board of Trustees.	September 2001 - October 2001
3.	The coordinator of nurses and assistant superintendent for Administration work within the designated plan to formulate staffing guidelines based on the task analysis, campus enrollment, and certification requirements.	November 2001
4.	The assistant superintendent for Administration recommends	December

	staffing patterns to the superintendent for approval by the Board of Trustees.	2001
5.	New health-services plan and staffing patterns are implemented.	January 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 3

COMMUNITY INVOLVEMENT

This chapter reviews the San Angelo Independent School District's (SAISD's) community involvement in the following sections:

- A. Organization and Management
- B. Community and Business Involvement

Community involvement is vital to the successful operation of a school district. School districts have three distinct target audiences that must be incorporated into the management and planning of the district: the students who attend the schools and their families; teachers, support workers, administration and board members; and business and community members located within the school district boundaries.

Local school districts must be responsive to the needs of each distinct group. In addition, the community must be well informed of the issues that confront the district. The district's community involvement should incorporate strategies that inform, educate, involve and engage each of these groups.

Strategies that direct a two-way communication process that both disseminates and gathers information are important to gain the support and confidence of the district's students, parents, staff and community members. When a good partnership exists between the school district and all interested parties within the community, the district is better able to manage the educational resources of the community, thereby enhancing the education provided to the children of the district.

BACKGROUND

During this review, more than 1,000 individuals, including parents and students attending a cross-section of schools, provided input through public meetings, focus-group sessions, surveys and personal interviews. The survey results are included in the appendices of this report. These surveys and sessions were intended to identify the community's priorities, evaluate the effectiveness of SAISD's community involvement effort and give the community a voice in the review process.

Chapter 3

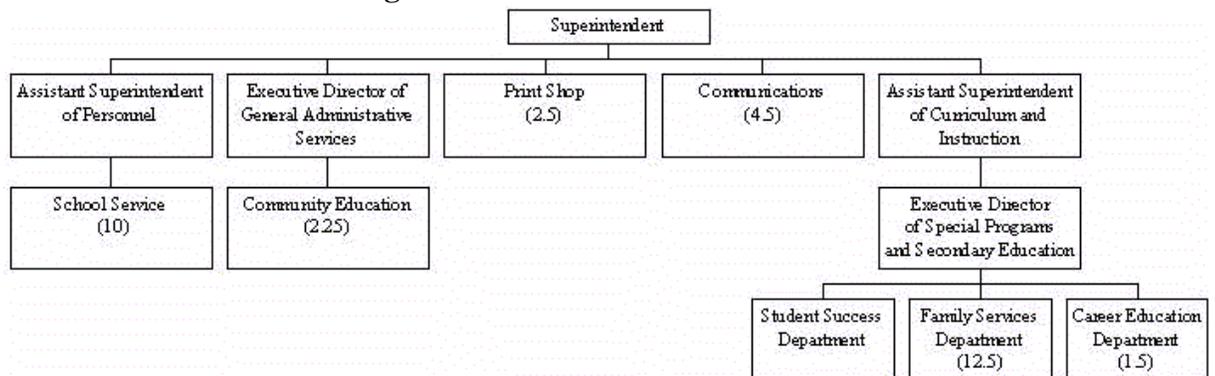
COMMUNITY INVOLVEMENT

A. ORGANIZATION AND MANAGEMENT

Effective two-way communication between the school district and the community must be managed and organized. The process should be easy to understand, accessible and staffed efficiently.

Exhibit 3-1 shows the community involvement positions within the district's organizational structure.

Exhibit 3-1
Community Involvement Positions
Organization Chart



Source: SAISD, 2000-2001.

Five departments conduct community involvement activities: School Services, Community Education, Student Success, Family Services and Career Education.

School Services is made up of 10 workers, one of whom has the additional responsibility of coordinating their activities. The coordinator reports to the assistant superintendent of Personnel. The program was instituted in 1997 to address the district's dropout and attendance problems. The mission of the program is to mobilize school and community resources to increase attendance and keep children from dropping out of school. They provide whatever services they can to help the parents with their children. This can be transportation to the doctor or to the employment agency or whatever the parent needs in order to insure the student's success. The vision of the program is to enhance the well-being of all students, families and communities.

The Community Education Department is led by a director, a secretary and a part-time student. The department offers evening enrichment programs for adults and children on campuses throughout the district. **Exhibit 3-2** shows a sample of Community Education program classes offered by SAISD.

Exhibit 3-2
Sample of Community Education Classes

Category	Classes
Computers	It Won't Bite! Safe, Stress-Free Computer Class Keyboarding Introduction to Microsoft Word
Enrichment Classes	Learn to Draw Texas Parks and Wildlife Boater Education Investment Basics for the Individual Investor
For Kids Only	Tennis Golf Twirling
Online Courses	Shipwrecks - The Underwater Heritage of the Great Lakes Exploring Civil War Sites Stargazing

Source: Community Education 2001 Spring Classes Handbook.

The Student Success Department is made up of one specialist who reports to the executive director of Special Programs/Secondary Education. The specialist coordinates the Up and Coming Scholars Program, which is a partnership between SAISD and Angelo State University. The program targets low-income students who rank in the top one-third of their class. These students follow the Texas Scholars program curriculum and, upon graduation, receive an academic scholarship to Angelo State University that covers the full cost of tuition and required fees for four years of undergraduate study.

The Family Services Department director reports to the executive director of Special Programs/Secondary Education. The director oversees a staff of 12.5. Its mission is to help children reach their full potential through a concentrated effort between home, school and community by providing programs that encourage parental involvement.

The Career Education Department consists of one coordinator who reports to the executive director of Special Programs/Secondary Education and one part-time secretary. The coordinator's job description defines this

position as one that provides services and activities to targeted students to ensure they receive adequate training and exposure to information about employment or post-secondary training options. This position acts as the district's liaison for the Texas Scholars program. Texas Scholars is a program that encourages a more rigorous curriculum than is required to graduate and is flexible enough to allow a wide range of students to participate.

In 1998, SAISD developed innovative objectives and strategies for campuses to increase parental participation, parental responsibility, parent/school communication, volunteerism, learning at home, parent/community participation in decision-making and community partnership in the district through the Systemic Mapping Plan (**Exhibit 3-3**).

**Exhibit 3-3
Campus Objectives for Accomplishing Parent/Community
Involvement**

Objectives	Strategies	Responsible Parties
Develop strategies to improve school/home partnerships.	Develop and implement parent resource centers at campus and district levels. Provide staff development on positive practices to increase parental involvement.	Parent Education Coordinator and Principal
Provide parenting classes and workshops for parents and caregivers of children birth-18.	Provide Practical Parent Education and other programs to all parents and caregivers in the community, with particular emphasis to parents of students referred to alternative programs, parents of children age birth-3 and teen mothers and fathers.	Parent Education Coordinator
Utilize a system for improving home/school partnerships and increasing parental awareness.	Provide parent workshop and development on building the capacity of parents to understand the educational system and to work with educators to improve the performance of students. Provide transition information to parents of children entering elementary, middle and high	Parent Education Coordinator

	school.	
Develop and implement a formalized parent/teacher conference program.	One day each semester is designated for parent/teacher conferences.	Campus Principal and staff
Hold monthly meetings to inform parents about school issues and to address questions or concerns.	Meet with PTA leaders, principals and parent volunteers to plan and schedule meetings.	Campus Principal
Establish individual campus communication committee.	Develop and implement effective means of family, school and community communication.	Campus Principal
Provide staff development on use of volunteers in public schools.	Schedule opportunities to train teachers and staff on the use of volunteers.	Volunteer Coordinator
Recognize volunteers and business partners district-wide and campus levels.	Staff and students will plan and implement a campus volunteer recognition event.	Campus Coordinator, VIPS, Volunteer Coordinator
Continuously monitor and evaluate the volunteer program.	Develop and implement an evaluation tool to be used with volunteers, teachers and business partners.	Volunteer Coordinator
Provide a method for parents and teachers to communicate regarding strengths, talents, needs and goals of the student.	Develop a standardized form for parent/child information that will be updated and distributed at every parent-teacher conference.	Parent Education Coordinator, Director of Elementary Curriculum and Director of Secondary Curriculum
Continue to expand the volunteer program.	Provide a volunteer coordinator to recruit, publicize and train volunteers to work with campus volunteer coordinators. Provide before- and after-school volunteer opportunities. Create a database to match district needs with volunteer expertise.	Volunteer Coordinator

Source: SAISD Systemic Mapping Plan, October 20, 1998.

In addition to staffing district level positions and developing campus level strategies, SAISD employs a number of other strategies for getting parents and community members involved in the educational process. The district often hosts various forums and meetings that allow for public input. Some examples of these opportunities are the Safety Committee, Parent Academy, Edison Junior High dress code public forum and Gifted and Talented Parent Committee.

The district has a Parent Teacher Association (PTA) at each of its 26 campuses. The campus PTAs are governed by the Area Council of PTAs. This council has representatives from PTAs across the district that work in particular areas such as hospitality, environmental health, legislation, historian, public relations and treasurer. The council provides training for presidents and officers of the PTAs and disseminates information to members.

FINDING

The Family Service Department provides a number of programs for increasing and facilitating parental involvement in SAISD. Through the Systemic Mapping process, the Family Services Department uses planning and evaluation to help provide the San Angelo community a variety of programs. The Family Services Department is housed in the Sam Houston Community Center and is often called "second call for help," because the staff located there often field calls for information and referral of services within the city as well as within the district.

In 1999-2000, 1,865 people used the Sam Houston Center for meetings that included staff development; community education; Practical Parent Education classes; For Kids' Sake classes; teacher groups; departmental meetings; district improvement committee meetings; and senior citizens, Juvenile Justice Center and Positive Role Models in Drug Education training.

In its End-of-Year report, Family Services enumerated the number of participants involved in its programs during 1999-2000. (**Exhibit 3-4**).

Exhibit 3-4 Family Services Program 1999-2000 Department Programs

Program	Description	Number of Participants
----------------	--------------------	-------------------------------

Parents Assisting Children's Education (PACE)	This cooperative program, established in 1992 with the Junior League of San Angelo builds positive home-school partnerships to support the district's goals and mission.	NA
Practical Parent Education (PPE)	PPE provides parents and caregivers of children from birth to age 18 fundamental information including positive parenting techniques, developmental stages of children and home-school partnerships.	585
For Kids' Sake	The program is a collaborative effort between SAISD Parents Assisting Children's Education, Junior League of San Angelo, Tom Green County Young Lawyer's Association and Tom Green County Bar Association. The program provides parents information to help nurture their children through the transitions of divorce.	630 adults 1,141 children
Even Start San Angelo	Even Start is a grant-funded family literacy program that provides adult education, an early childhood program for children ages birth to 4, parenting classes, home visits and a parent/child learning together time.	70 families that included 110 children ages birth-7
Volunteers in Public Schools	VIPS provides opportunities for parents and community members to become involved and to support SAISD.	59,549 volunteer hours
Parent Academy	This program provides information from administrators to parents and community members about SAISD.	9 sessions, 173 attendees

Source: SAISD Family Services Program 1999-2000 End-of-Year Report.

In addition, the Family Services Department's Volunteers in Public Schools Program (VIPS) hosted successful volunteer outreach activities. In 1999-2000, volunteers spent 59,540 hours working on this program, an increase of almost 38 percent over the previous year.

Through the Systemic Mapping process, the department established clear, well-developed goals, objectives and strategies to guide its progress during 2000-01. Its overall goal was to improve Parent and community involvement and communication. **Exhibit 3-5** shows each objective and its corresponding strategies.

Exhibit 3-5
Family Services Department
2000-01 Objectives and Strategies

Objective	Strategy
<p>Increase communication between home and schools</p>	<ul style="list-style-type: none"> • Provide staff development designed to increase communication and develop understanding and working with parents. Staff development opportunities include Effective Parent-Teacher Conferences, Reaching Out to Families, Teaching the Strong-Willed Child, Working with Volunteers, Building Rapport with Parents for Frontline Personnel and Helping Parents Transition their Children.
<p>Increase participation and community members in school planning and decision-making</p>	<ul style="list-style-type: none"> • Provide a Parent Academy II for parents and community members, including district and site-based parent representatives. The Academy will be held once a month for interested parents and community members. • Increase parent involvement by personal invitation to participate on campus committees. Assist campuses to ensure parents are invited and are participating in campus committees.
<p>Increase opportunities for parent and community participation in student achievement at home and at school</p>	<ul style="list-style-type: none"> • Continue to offer parent education classes and information, ideas and training to parents to establish a home environment to support children as students. The Family Services program will provide Practical Parent Education classes at the Sam Houston Family Community Center, at individual campuses, at PTA meetings and in the community. • Increase the number of contact hours by parents and community members by heightened recruiting and organization of volunteers and business partnerships. Each campus will increase volunteers by 5 percent. Each campus has a campus volunteer coordinator who meets with the director of Family Services to ensure training and support for volunteers to meet their goal.

Source: Family Services Program 1999-2000 End-of-Year Report.

Funding for the Family Services Department comes from a number of sources. The district's expenditure is \$67,169 a year. Grants, fees, and Title I money make up the difference of \$245,773 in the total budget for 2000-01. **Exhibit 3-6** shows the budget for the department.

**Exhibit 3-6
Family Service Department Budget
2000-01**

Description	District Portion	Outside Funding Source	Total
Director	\$20,844	\$27,512 (Title I)	\$48,356
1.5 Secretaries	\$29,933		\$29,933
Practical Parent Education, Sam Houston Family Community Center, Volunteers in Public Schools, Parent Academy	\$16,392		\$16,392
For Kids' Sake		\$18,261 (fees)	\$18,261
Even Start San Angelo (10 staff)		\$200,000 (grant)	\$200,000
Total	\$67,169	\$245,773	\$312,942

Source: SAISD, Family Services Budget 2000-01.

COMMENDATION

The Family Services Department uses a detailed process in planning a wide array of programs for the San Angelo community.

FINDING

School Services is well equipped to handle the diversity of issues that many low-income families experience. School Services is an interdisciplinary team of professionals whose backgrounds include juvenile justice, teaching, nursing, social work and legal services. The program has established relationships with local businesses, which have enabled the program to successfully deliver its services in an efficient, low-cost manner. School Services staff work a flexible schedule with part

of the day spent on an assigned campus and the evening spent making home visits. The workers generally work between the hours of 8:00 a.m. through 8:00 p.m.; however, they are available 24 hours a day, seven days a week via pager for any situations that may not fall between those hours. The 12 workers have a physical presence at 16 schools plus the Sam Houston Family Community Center. All of the workers are certified as Practical Parent educators and Positive Steps trainers. The responsibilities of School Services include:

- Serving as a member of an interdisciplinary team that includes school psychologists, guidance counselors, nurses, principals, and/or classroom teachers, to improve individual students' situations, which affect their adjustment in school;
- Integrating information from home visits into an intervention plan for the student and/or parent(s) with the ultimate goal of improving attendance;
- Mobilizing school and community resources to optimize a student's potential to learn and make school a positive experience;
- Projecting a positive and receptive image of the district to parents and the community;
- Assisting in developing activities that involve parents in the school and community;
- Promoting and providing access to public health care providers for students and parents;
- Assisting with the completion of public health care providers claims and assistance forms for local, state and federal agencies;
- Making appointments with health care providers and social service agencies and ensuring families' appointments are kept;
- Assisting with students' attendance at scheduled visits with physicians;
- Understanding all local school district and state policies regarding attendance and child welfare laws;
- Assisting students interested in completing the Pre-GED and/or GED testing;
- Developing activities and programs for students and parents to decrease the dropout rate;
- Providing support groups for teen parents;
- Assisting in the recruitment of migrant students and certification; and
- Performing other duties as assigned by the director and keeping a flexible schedule, allowing the m to handle unique situations.

The budget for the School Service program is \$369,875. Of that amount, \$18,500 is allocated to educational and office supplies. This program is funded through federal Title I and state compensatory education funds.

Since the program's inception in 1997 the dropout rate in SAISD dropped from 2.3 percent in 1997 to 1.5 percent in 1998-99.

COMMENDATION

The School Service Program helps keep children in school.

Chapter 3

COMMUNITY INVOLVEMENT

B. COMMUNITY AND BUSINESS INVOLVEMENT

SAISD employs a number of strategies to involve parents and community members in the educational process. The district often hosts various forums and meetings for the public to get involved with district. Some examples of these opportunities include the Safety Committee, Parent Academy, the Edison Junior High "dress code" public forum and the Gifted and Talented Parent Committee.

FINDING

SAISD works well with institutions of higher learning in San Angelo. One excellent example is the Up and Coming Scholars Program. Recognized by the national magazine *Hispanic Outlook in Higher Education*, this program is a partnership between Angelo State University (ASU) and SAISD. Students selected to participate in the program must rank in the top one-third of their eighth grade class and come from an economically disadvantaged family that qualifies for free or reduced-price lunches. Upon successful completion of the program and high school graduation, students are awarded an academic scholarship to attend ASU. The scholarship covers the full cost of the tuition and required fees for four years of undergraduate study. In addition, the students have full access to all ASU facilities while they are enrolled in high school. Sixty students are recruited each year to be in the program. In 2000-01, 51 students or 85 percent entered the university as a result of this program.

COMMENDATION

The Up and Coming Scholars Program, a partnership between SAISD and ASU, is a model program that awards academically qualified, economically disadvantaged students a four-year scholarship.

FINDING

SAISD's community involvement organizational structure makes it difficult for participants to share information or responsibilities. The five departments handling community involvement activities are divided among three different administrative offices. While all of the individuals in these departments offer educational outreach to the community, the district does not maximize its resources and may have some duplication of effort.

One area of community involvement experiencing duplicative efforts is in the recruitment of volunteers by both the Career Education Department coordinator and the Family Services Department. The Family Services Department and individual campuses coordinate volunteers through the Volunteers in Public Service (VIPS) program. The Career Education Department coordinator works with businesses in order to increase volunteer support and obtain cash and in-kind donations for special events such as award ceremonies and recognition events. Officially the Career Education Department coordinator is supposed to provide services and activities to targeted students in order to ensure they receive adequate training and exposure to information about employment or post-secondary training options.

In addition, the Career Education Department coordinator's job description describes the actual activities performed by the Student Success specialist. Both programs target low income students and offer them opportunities in higher education. The Student Success specialist works with the Up and Coming Scholars while the Career Education Department coordinator works with the Texas Scholars program. The position of Career Education is replicating efforts in two areas that are already being targeted, therefore the district is unnecessarily spending funds on the position.

Exhibit 3-7 shows some of the Career Education Department coordinator's major duties that are similar with other efforts in the district.

**Exhibit 3-7
Career Education Department Coordinator Duplicated Duties**

Duty	Similar Effort
Provides services to targeted students to ensure they receive adequate training and exposure to employment, education and training opportunities.	Up and Coming Scholars, managed by the Student Success specialist, targets low-income students and guides them through an advanced curriculum and offers higher education opportunities to those students who succeed in the program.
District liaison to Texas Scholars program.	Student Success specialist utilizes the Texas Scholars curriculum in the Up and Coming Scholars program and is knowledgeable about the curriculum's components.
Coordinates business volunteers.	Family Services Department effectively coordinates community volunteers through the VIPS program.
Obtains cash and in-kind donations from the community.	A variety of personnel and departments obtain gifts from the community including the Family

	Services Department, School Service Worker program and campus-level staff.
Coordinates special events.	Various personnel and departments, including the Family Services Department, coordinate special events.

Source: SAISD job description for Career Education Department Coordinator.

Finally, housing community efforts in different departments creates an uncoordinated approach. All five departments need to communicate with each other in order to plan effectively and use the district's critical financial resources efficiently. Currently, one component of community involvement, the Social Service program, is inappropriately classified for management under the Personnel Department. The director of Guidance initially managed School Services when the program started in 1997. When the director of Guidance was promoted to director of Personnel, the management of the School Service Worker program was moved to the Personnel Department.

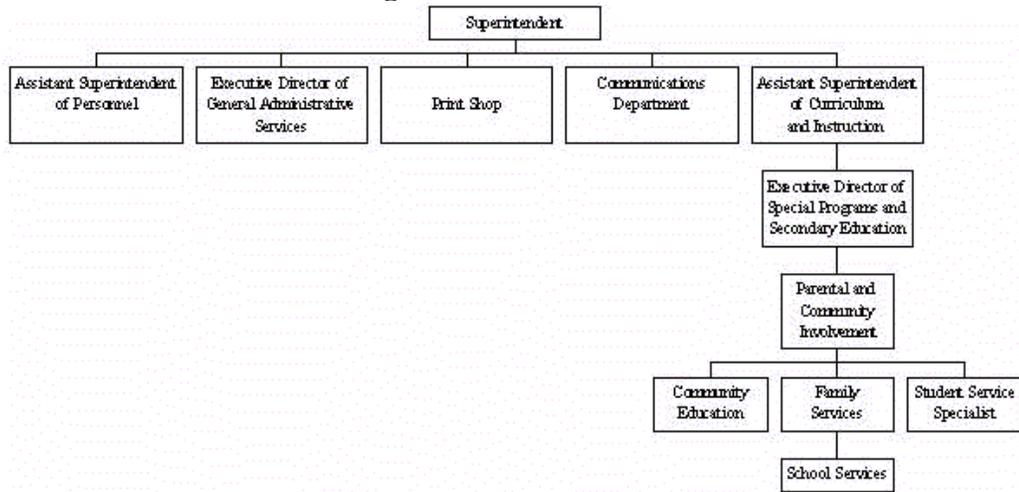
Recommendation 24:

Reorganize the various community programs into one Parent and Community Involvement Department.

By consolidating all community programs under one department, the district's community outreach effort would become centralized, avoiding the duplication in programs that target the same audience and would maximize the use of funds. **Exhibit 3-8** shows the new community involvement position within the district's organizational structure.

**Exhibit 3-8
Proposed Community Involvement Positions**

Organization Chart



Source: Gibson Consulting Group, Inc.

In order for the district to accomplish this goal, the district must start by eliminating the duplicative efforts of the Career Education Department. The School Services program should be moved under the oversight of the director of Family Services.

The Family Services Department will fall under the direction of the Parent and Community Involvement Department who will be in charge of the Community Education program and Student Success specialist. The Student Success specialist will have oversight of both the Texas Scholars and Up and Coming Scholars.

The director of the new Parent and Community Involvement Department will be responsible for developing a strategic plan tied to funding with input from the four departments: Family Services, Community Education, Social Services and the Student Success specialist. The plan should also inventory all programs and create a set of procedures to manage community involvement efforts.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent eliminates the Career Education Department and creates a Parent and Community Involvement Department.	September 2001
2.	The superintendent hires a director to oversee the newly created Parent and Community Involvement Department.	October 2001
3.	The director of the Parent and Community Involvement Department develop policies regarding the new reporting arrangements.	October 2001

4.	The director of the Parent and Community Involvement Department develops an oversight and evaluation plan for ongoing supervision of the community program.	November 2001
5.	The director of the Parent and Community Involvement Department develops a plan tied to funding that serves the district's community efforts.	December 2001

FISCAL IMPACT

The district should eliminate one position, and create a new director position, so the district will not see a financial saving.

The Career Education Department coordinator position's is \$62,836 plus \$6,122 in total benefits for a total of \$68,958. The new director of the Parent and Community Involvement Department will take on added responsibilities and should not make any less than \$62,836 plus \$6,122 in total benefits for a total of \$68,958.

Chapter 4

PERSONNEL MANAGEMENT

This chapter examines San Angelo Independent School District's (SAISD's) personnel management functions in five sections:

- A. Organization and Management
- B. Recruiting and Hiring
- C. Employment and Retention of Personnel
- D. Salary Administration
- E. Training and Staff Development

Personnel management is a critical function of a school district. Successful management of personnel includes efficient recruiting, hiring, classification and compensation, benefit administration, training and development, and performance evaluation. Compliance with equal employment opportunity statutes and other applicable federal and state laws, and the establishment of fair and workable policies, procedures and training are important for the recruitment and retention of competent staff.

Chapter 4

PERSONNEL MANAGEMENT

A. ORGANIZATION AND MANAGEMENT

SAISD's Personnel Department is responsible for carrying out personnel management policies and procedures for the recruitment, employment and retention of more than 2,000 employees. **Exhibit 4-1** summarizes SAISD's 2000-01 budget and shows that payroll makes up 78 percent of the district's budget.

Exhibit 4-1
SAISD Budgeted Expenditures
2000-01

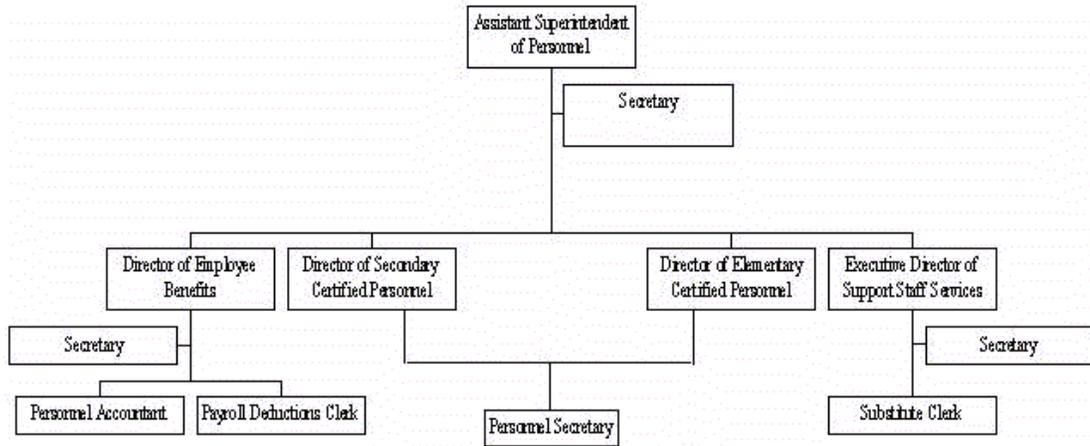
Expenditure Category	Budgeted Amount	Percent of Total
Payroll Costs	\$77,129,538	78%
Contracted Services	\$4,074,600	4%
Supplies & Materials	\$5,631,243	6%
Capital Expenses	\$4,910,498	5%
Other Expenses	\$1,926,905	2%
Debt Service	\$5,046,135	5%
Total	\$98,718,919	100%

Source: TEA, Public Education Information Management System (PEIMS), 2000-01.

The assistant superintendent of Personnel oversees the Personnel Department with a staff of 11 administrative and support personnel. SAISD delegates responsibilities for human resources management among four areas, including Support Staff Services, Elementary Certified Personnel, Secondary Certified Personnel and Employee Benefits. The Personnel Department and the assistant superintendent for Curriculum and Instruction jointly coordinate staff development and training. **Exhibit 4-2** shows the current organization structure of the Personnel Department.

Exhibit 4-2
Personnel Department Organization

2000-01



Source: SAISD Personnel Department.

The goals and objectives of the department for 2001-02 are:

- Align teaching and support staff with declining enrollment;
- Complete and utilize position control system;
- Provide appropriate support and mentoring for new teachers;
- Provide the most comprehensive benefits package possible for the least cost to district and employee;
- Increase opportunities for employee recognition;
- Continue teacher scholar program;
- Expand technology training for Personnel Department staff; and
- Maintain departmental "library" of manuals and information.

Exhibit 4-3 displays the responsibilities of human resource management within SAISD.

**Exhibit 4-3
SAISD Personnel Management Responsibilities**

Responsibility	Department
Recruiting staff	Personnel
Hiring staff	Personnel, board, superintendent, all departments
Background checks and physical examinations	Personnel
Certification verification	Personnel
Reference checks	Personnel
Salary determinations	Personnel, superintendent, Business and Finance

Employee contracts	Personnel, board, superintendent
Salary adjustment calculations	Personnel, superintendent, Business and Finance
Compensation and classification	Personnel, Business and Finance
Records maintenance and retrieval	Personnel
Attendance monitoring (employees)	Personnel
Benefits administration	Personnel
Employee safety	General Administrative Services, Personnel
Pay management	Personnel, Payroll Office
Employee grievances and complaints	Personnel, superintendent, board
New teacher orientation	Personnel
Training/staff development	Curriculum and Instruction, Personnel
Termination	Personnel, board, superintendent
Planning for staffing levels	Board, superintendent, Personnel, assistant superintendents, principals, all departments

Source: Interviews conducted with SAISD staff, April 2001.

The operating budget of the Personnel Department for 2000-01 is \$1.9 million, of which \$1.7 million, or more than 87 percent, is for salaries (**Exhibit 4-4**).

Exhibit 4-4
Budgets for SAISD Personnel Department
1998-99 through 2000-01

Expenditure Categories	1998-99	1999-2000	2000-01
Salaries	\$976,173	\$1,494,005	\$1,728,236
Contracted Services	2,567	12,550	93,859
Supplies & Materials	12,455	11,498	42,297
Other Operating Expenses	45,273	63,775	95,288

Capital Outlay	10,967	17,115	18,837
Total	\$1,047,435	\$1,598,943	\$1,978,517

Source: SAISD Personnel Department, April 2001.

The budget has increased significantly since 1998-99, due to the addition of the Subfinder system, TEA Regional Education Service XV (Region 15) expenses and all communications and public relations expenses.

FINDING

The Personnel Department has developed internal quality control processes, standard operating procedures and cross-training procedures for its staff that have resulted in improved efficiency and morale within the department. The department also has undergone significant changes in the way it manages its resources since 1997-98, including upgrading the skills of staff, developing clearly written standard operating procedures for human resources and training all staff to follow the procedures.

In October 1998, the Personnel Department contracted with Human Resource Solutions, a San Angelo-based consulting firm, to review and make recommendations for some of its major personnel and operational systems. Some, but not all, of the recommendations were implemented by the department.

A competent, dedicated, skilled and experienced staff is needed to perform the various duties of the Personnel Department. The department maintains detailed procedures handbooks that include step-by-step descriptions of each process and procedure used to deliver services, including applications, posting of positions, recruitment, job interviews, adding or reassigning staff, evaluations, transfers, payroll and records retention. Copies of all forms used in the process are included in the handbooks. The handbooks are updated on a regular schedule, and the assistant superintendent of Personnel reviews the procedures with staff so that improvements can be made as part of the overall quality control system within the department.

SAISD's Personnel staff is well trained and assists one another during peak periods. A number of Personnel staff have been with the district for more than 10 years. Some of the current employees of the department have served as teachers, campus personnel and principals. Staff is cross-trained to perform other duties during absences or vacancies. They strive to serve internal as well as external customers efficiently and effectively.

COMMENDATION

SAISD's Personnel Department has well-developed internal quality control processes, standard operating procedures and cross-training procedures for its staff.

FINDING

SAISD's student enrollment decreased by nearly 7 percent from 1997-98 to 2000-01, but staffing increased by more than 3 percent as shown in **Exhibit 4-5**.

**Exhibit 4-5
Student Enrollment versus Staffing
1997-98 through 2000-01**

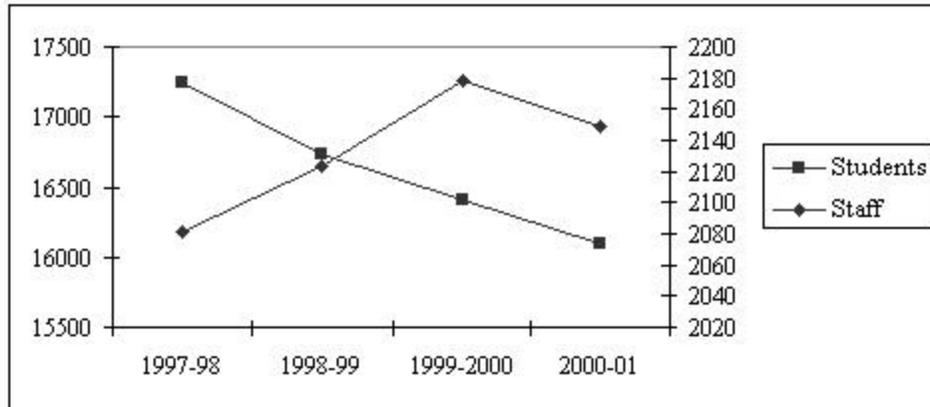
	1997-98	1998-99	1999-2000	2000-01	Percent Change 1997-98 to 2000-01
Student Enrollment	17,240	16,730	16,405	16,101	(6.6%)
Staff	2,081.1	2,123.5	2,177.7	2,149.5	3.3%
Student/Staff Ratio	8.3:1	7.9:1	7.5:1	7.5:1	(9.6%)
Teachers	1,104.4	1,083.5	1,115.4	1,059.6	(4.1%)
Student/Teacher Ratio	15.6:1	15.4:1	14.7:1	15.0:1	(3.8%)

Source: TEA, AEIS, 1997-98 through 1999-2000 and PEIMS 2000-01.

The staff-to-student ratio decreased from one staff member per 8.3 students to one staff member per 7.5 students from 1997-98 to 2000-01. The district's enrollment has declined by 1,139 students, but staffing has increased by 68.4 positions during the same time period. This means that the district hired one additional employee for every 16.7 students lost. With a declining enrollment and budgetary shortfalls, this is neither a prudent nor fiscally responsible action.

In an October 2000 letter, TEA asked the district to provide quarterly updates of its progress with a cost reduction plan through August 31, 2002. The agency noted in the letter that the personnel management component of the district's cost reduction plan would be of special interest. In February 2001, TEA again requested the cost reduction plan. By March 2001, the district reported that the reduction plan still was in the developmental stage. **Exhibit 4-6** demonstrates the district's lack of attention to declining enrollment in terms of staffing until the 2000-01 school year.

**Exhibit 4-6
SAISD Student and Staffing Trends
1997-98 through 2000-01**



Source: TEA, AEIS 1997-98 through 1999-2000 and PEIMS 2000-01.

The number of employees peaked at approximately 2,178 during 1999-2000. SAISD staffing trends are shown in **Exhibit 4-7**.

**Exhibit 4-7
SAISD Staffing Trends
1997-98 through 2000-01**

	1997-98	1998-99	1999-2000	2000-01	Percent Change 1997-98 to 2000-01	Number Change 1997-98 to 2000-01
Teachers	1,104.4	1,083.5	1,115.4	1,059.6	(4.1%)	(44.8)
Professional Support	139.1	159.4	166.4	184.1	32.4%	45.0
Campus Administrators	45.4	46.0	53.3	54.0	18.9%	8.6
Central Administrators	7.0	11.9	9.0	15.0	114.3%	8.0
Educational Aides	177.7	193.0	163.3	180.9	1.8%	4.3
Auxiliary Staff	607.5	629.7	670.3	655.9	8.0%	48.4
Total Staff	2,081.1	2,123.5	2,177.7	2,149.5	3.3%	68.4

Source: TEA, AEIS, 1997-98 through 1999-2000 and PEIMS 2000-01.

The number of teachers declined from 1,104 to approximately 1,060 from 1997-98 to 2000-01, but the number of professional support staff increased by 45 positions. Professional support staff includes librarians, counselors, speech pathologists and educational diagnosticians.

While the district uses staffing formulas for teachers, campus secretaries and clerks, and educational aides, it does not use formulas for all categories of staff to ensure that staff levels are appropriate in terms of the number of students enrolled in the district.

Recommendation 25:

Implement a staffing allocation formula for all staffing categories and reduce staffing.

Implementing a staffing allocation formula for all staffing categories to reflect differences in enrollment between schools will allow SAISD to staff schools more efficiently. This will allow the district to allocate more budget resources to the classroom after thoroughly assessing each school's requirements using an equitable allocation formula.

Exhibit 4-8 presents the targeted student-to-staff ratios the district should strive to meet. Most are in line with the ratios in place in 1997-98. The district reported that it had 16,101 students enrolled at the end of 2000-01. Therefore, this number was used in calculating the number of required staff districtwide.

**Exhibit 4-8
SAISD Proposed Staffing Levels
2001-02**

Classification of Staff	Proposed Ratios	Proposed Staffing Level	Current Staffing
Teachers	15.8:1	1,018.5	1,059.6
Professional Support	125.6:1	128.2	184.1
Educational Aides	98.3:1	163.8	180.9
Auxiliary Staff	28.1:1	572.4	655.9
Totals	8.6:1	1,882.9	2,080.5

Source: Gibson Consulting Group, Inc.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent implements a hiring freeze.	Immediately
2.	The superintendent and cabinet develop a staffing allocation formula for considering enrollment and the unique needs of each school.	September 2001
3.	The board approves the staffing allocation formula and freezes hiring for any overstaffed positions and transfers personnel appropriately pending full implementation of the staffing allocation formula in the 2002-03 school year.	October 2001
4.	The superintendent implements the staffing allocation formula in the 2001-02 budget process.	November 2001

FISCAL IMPACT

If the district reduced its staffing ratios to the recommended student-to-staff ratios, it would eliminate 41 teaching positions, 56 professional support positions, 17 educational aide positions and 83.5 auxiliary positions. Other recommendations for staffing changes to campus and central administration, and other auxiliary positions are included in other chapters.

The average salary ranges for the positions eliminated are:

Teachers \$36,559
Professional support \$44,828
Auxiliary staff \$16,858
Educational aides \$14,505

Based on benefits of 6 percent plus \$2,352 per position eliminated the fiscal impact is estimated as follows:

- eliminating 41 teacher positions at an average salary of \$36,559 is \$1,685,305 (\$36,559 plus benefits of \$4,546 per staff x 41);
- eliminating 56 professional support positions at an average salary of \$44,828 is \$2,792,720 (\$44,828 plus benefits of \$5,042 per staff x 56);
- eliminating 83.5 auxiliary positions at an average salary of \$16,858 is \$1,688,454 (\$16,858 plus benefits of \$3,363 per staff x 83.5); and
- eliminating 17 educational aide positions at an average salary of \$14,505 is \$301,359 (\$14,505 plus benefits of \$3,222 per staff x 17).

Staff reduction are assumed to take a full year to implement, with attrition and the hiring freeze allowing the district to realize one-half of the savings in 2001-02.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Implement a staffing allocation formula for all staffing categories and reduce staffing.	\$3,233,919	\$6,467,838	\$6,467,838	\$6,467,838	\$6,467,838

FINDING

Compared to its peer districts, SAISD employs a high number of staff in its Personnel Department compared to the total number of district employees. **Exhibit 4-9** compares personnel staffing at SAISD and peer districts.

Exhibit 4-9 Personnel Staffing Levels 2000-01

District	Number of HR Staff	Total Number of Staff	Ratio of HR Staff to Total Staff
Abilene	8	2,880	1:360
Ector County	15	3,492	1:233
Midland	11	2,775	1:252
Waco	12	2,300	1:191
San Angelo	12	2,150	1:179
Peer Averages	11.5	2,862	1:259

Source: TSPR Survey of peer districts, May 2001.

The staffing level of SAISD's Personnel Department compared to overall staff is one to 179. General staffing in industry calls for one human resources staff member for every 200-300 employees. The district is staffed well above this ratio.

Compared to its peer districts, SAISD ranks highest in the average ratio of personnel staff to the total number of employees. While human resources

management varies from district to district, the basic duties of recruiting, hiring, classification and compensation, benefit administration, training and development, and performance evaluation remain essentially the same. Of the peer districts surveyed, all personnel departments are responsible for recruiting, hiring, classification and compensation, and benefit administration. Ector County ISD's personnel department is not responsible for staff development and training; the other three peer districts' human resources departments do have that responsibility. SAISD placed the director of Staff Development and 1.5 FTE support staff under the department of the assistant superintendent of Curriculum and Instruction to provide staff development services for the district.

Exhibit 4-10 compares the total number of students enrolled, total district staff and number of personnel staff from 1997-98 to 2000-01.

Exhibit 4-10
SAISD Employee Statistics
1997-98 through 2000-01

	1997-98	1998-99	1999-2000	2000-01
Number of Students Enrolled	17,240	16,730	16,405	16,101
Number of Total Full-Time Equivalents (FTEs)	2,081.1	2,123.4	2,177.7	2,149.5
Ratio of Students to FTEs	8.3:1	7.9:1	7.5:1	7.5:1
Number of FTEs in Personnel	12	12	13	12
Ratio of Personnel Employees to Total Staff	1:173	1:177	1:168	1:179

Source: TEA, AEIS 1997-98 through 1999-2000 and PEIMS 2000-01.

In the Texas School Performance Review conducted for SAISD in 1995, one of the recommendations made was:

Restructure the Personnel Department by reclassifying the position of assistant superintendent of Personnel, eliminating the position of personnel accountant and centralizing the department to include personnel sources of all SAISD employees.

The purpose of the restructuring recommendation was to provide more efficient services to the district. The recommendation cited the duplication of efforts and the paperwork generated due to a lack of online computer

capabilities. The district installed an automated system (Pentamation) to streamline manual processes and decrease paperwork.

SAISD restructured its personnel organization in 1997-98, consolidating all individual departments' personnel duties into the central Personnel Department as recommended by TSPR. The district did not reclassify the position of assistant superintendent of Personnel, nor did it eliminate the position of personnel accountant as TSPR recommended in its 1995 report.

As part of the Personnel Department reorganization, the position of director of Support Services was moved to the Personnel Department, along with the one clerical staff position who worked for that director. Personnel files of staff were consolidated, eliminating duplication of personnel files that also were maintained in the office of Business and Operations. The Personnel Department began serving as the central location for all human resource duties, including handling vacancies for positions, filing and maintaining applications and employee evaluations, and verifying employee qualifications and performing background checks.

In 1999-2000, a director of Employee Benefits position was added to the Personnel Department. Other positions remained the same.

In 2000-01, one of the secretarial positions was eliminated in the Employee Benefits Division when the position became vacant.

The responsibilities of each of the functional areas and the office of the assistant superintendent of Personnel are presented in **Exhibit 4-11**.

**Exhibit 4-11
Personnel Responsibilities
2000-01**

Department	Staffing	Major Areas of Responsibility
Office of the Assistant Superintendent of Personnel	Assistant superintendent of Personnel and one secretary	Personnel management, direction and guidance; policy and procedure development; oversees recruitment, classification and compensation, support staff services, employee orientation
Director of Secondary Certified Personnel	Director, secretary (shared with director of Elementary Certified	Oversees compensation and classification, employment certification, employee records and human resources information management systems, records management and retrieval.

	Personnel)	compliance with federal, state and local reporting requirements for secondary principals and staff, workforce planning, staffing, recruitment; hiring; coordination of physical examinations and background checks
Director of Elementary Certified Personnel	Director, secretary (shared with director of Secondary Certified Personnel)	Oversees compensation and classification, employment certification, employee records and human resources information management systems, records management and retrieval, compliance with federal, state and local reporting requirements for elementary principals and staff, workforce planning, staffing, recruitment; hiring; coordination of physical examinations and background checks
Employee Benefits	Director, payroll deductions clerk, Personnel accountant, employee benefits secretary	Oversees employee benefit administration, payroll deductions, school nurses, district health issues
Support Staff Services	Executive director, substitute clerk, secretary	Oversees food services, maintenance, transportation, custodial services, grounds, special projects, employee safety, substitutes, paraprofessionals (teacher aides)

Source: SAISD Personnel Department, April 2001.

As enrollment has declined in the district, staffing levels for SAISD have not been reduced by the same ratios. The Personnel Department has five director or higher positions and seven support staff. Most personnel departments have ratios of support-to-director level staff of five to one or higher.

Recommendation 26:

Eliminate one director position in the Personnel Office.

The responsibilities within the Personnel Department should be redistributed so that one director-level position can be eliminated. If the district eliminates one of the five director positions and reassigns job tasks

among staff, it could direct those resources towards the classroom. The district also should reassign tasks for the remaining staff.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance determines how to redistribute staffing assignments.	September 2001
2.	The assistant superintendent of Business and Finance seeks board approval to eliminate one director level position and reassign the duties of that position.	October 2001
3.	The assistant superintendent of Business and Finance redistributes the duties of the eliminated position evenly across the remaining staff in the office.	November 2001

FISCAL IMPACT

The director's position was not included in staff reduction calculations in the previous recommendation or in recommendations in the District Organization and Management chapter of this report.

Eliminating one director position in the Personnel Department would save the district \$28,471 in 2001-02, and \$56,942 in each of four subsequent school years. The lowest-paid director's salary is \$51,500, with benefits of \$5,442 (6 percent of salary plus \$2,352). The annual savings would be \$56,942. The savings have been prorated for 2001-02 (\$56,942/2 equals \$28,471 for six months savings).

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Eliminate one director position in the Personnel Office.	\$28,471	\$56,942	\$56,942	\$56,942	\$56,942

Chapter 4

PERSONNEL MANAGEMENT

B. RECRUITING AND HIRING

Workforce planning for the shrinking student enrollment of SAISD is critical for the success of the district and its students. The ability to recruit, hire and retain qualified staff is a constant challenge. The district has 2,150 employees and a payroll of about \$77 million. In 2000-01, the district hired 190 staff including instructional and student support positions as well as facility and other administrative positions. SAISD's Personnel Department is responsible for filling all vacancies throughout the district. **Exhibit 4-12** shows the number of teachers in SAISD since 1995-96.

Exhibit 4-12
San Angelo Independent School District
Number of Teachers
1995-96 through 2000-01

Years	Teachers	Increase in Number of Teachers	Percent Increase in Number of Teachers	Student Enrollment	Percent Increase in Number of Students
1995-96	1,051.0	N/A	N/A	17,489	N/A
1996-97	1,097.6	46.6	4.4%	17,354	-0.8%
1997-98	1,104.4	6.8	0.6%	17,240	-0.7%
1998-99	1,083.5	-20.9	-1.9%	16,730	-3.0%
1999-2000	1,115.4	31.9	2.9%	16,405	-1.9%
2000-01	1,059.6	-55.8	-5.0%	16,101	-1.9%
Net Increase	+8.6	+8.6		-1,388	

Source: TEA, AEIS 1995-96 through 1999-2000 and PEIMS 2000-01.

Although the student population declined by 1,388 from 1995-96 through 2000-01, the district increased its number of teachers by 8.6 positions. The district initiated block scheduling at two high schools in 1996-97, one junior high in 1999-2000 and one junior high school in 2000-01. The

change to block scheduling increased the need for additional teaching positions, according to the district.

The current assistant superintendent of Personnel coordinates the district's recruitment program. While the district has experienced a downturn in student enrollment, it still must fill certain critical positions each year due to turnover. Typically, the district hires between 125 to 160 new teachers each school year. In 2000-01, the district hired 123 professional staff and 65 paraprofessional staff.

FINDING

Since 1996, the district has targeted minority teachers and other minority staff in its recruiting efforts. Like many Texas districts, SAISD tries to recruit and retain teachers whose ethnicities reflect the diversity of its student population. The ethnicity of SAISD teachers from 1997-98 to 2000-01 is shown in **Exhibit 4-13**.

Exhibit 4-13
Ethnicity of SAISD Teachers
1997-98 through 2000-01

Ethnicity	1997-98		1998-99		1999-2000		2000-01	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American	29.5	2.7%	23.0	2.1%	29.0	2.6%	33.9	3.2%
Hispanic	121.3	11.0%	119.8	11.1%	125.3	11.2%	264.9	25.0%
Anglo	948.6	85.9%	935.7	86.4%	955.4	85.7%	756.6	71.4%
Asian/Pacific Islander	2.0	0.2%	2.0	0.2%	3.0	0.3%	2.1	0.2%
Native American	3.0	0.3%	3.0	0.3%	2.7	0.2%	2.1	0.2%
Total	1,104.4	100.0%	1,083.5	100.0%	1,115.4	100.0%	1,059.6	100.0%

*Source: TEA, AEIS 1997-98 through 1999-2000 and PEIMS 2000-01.
Totals may not add due to rounding.*

In 1996, SAISD established a 25-member Minority Recruitment Advisory Committee to assist in the recruitment of minority professionals. The district held training sessions for administrators and supervisors to address managing and valuing diversity in the recruitment process. The training

was designed to change the culture of the district and to make it more attractive and competitive to minorities in the labor market.

SAISD also increased the number of on-campus recruiting visits at colleges and universities with a high minority enrollment. District staff distributes vacancy notices and announcements of out-of-district recruiting efforts to these colleges and universities. The district selects minority recruiters from the community and from within the district to assist with the minority recruiting effort.

The district was able to more than double its Hispanic staff and maintain the overall percent of minority staff despite a net decrease in staffing from 1997-98 to 2000-01.

COMMENDATION

SAISD has developed minority recruiting strategies that attract qualified minority staff to the district.

FINDING

Since the 1994-95 school year, the district maintains recruiting statistics by tracking the number of applicants it contacts at recruiting events. However, the district does not track how many teachers it actually hires as a result of the recruiting event or the cost of each recruiting effort.

The recruiting budget for SAISD for 1997-98 through 2000-01 is shown in **Exhibit 4-14**.

Exhibit 4-14
SAISD Recruiting Budget
1997-98 through 2000-01

Year	Recruiting Budget
1997-98	\$4,563
1998-99	\$4,846
1999-2000	\$9,065
2000-01	\$5,000

Source: SAISD Personnel Department, April 2001.

The recruiting budget for SAISD in 2000-01 is \$5,000. Prior to 1999-2000, the district conducted minimal out-of-state recruiting, mostly for

recruiting more minority teachers. In 1999-2000, the district increased the number of out-of-state recruiting fairs to which it sent representatives.

SAISD's recruiting efforts in Texas and out-of-state in 1999-2000 are shown in **Exhibit 4-15**. The district could not provide TSPR with any analysis as to whether or not the job fairs were worth the money spent.

Exhibit 4-15
SAISD Recruiting Events
1999-2000

Texas Schools	Out-of State Fairs
Wiley College	Mid-America Teacher Placement Week
East Texas Baptist University	Northern Illinois University
Jarvis Christian College	Northeastern Illinois University
Angelo State University	Eastern Illinois University
Tri-University	University of Illinois at Urbana-Champaign
McMurry University	Illinois State University
Abilene Christian University	Oklahoma State University Job Fair
Hardin-Simmons University	Colorado-Wyoming Education Fair
National Multicultural 2000 Job Expo	University of Wyoming
Prairie View A&M University	University of Northern Colorado
Texas Tech University	University of Colorado at Denver
West Texas A&M University	
Texas A&M University at Commerce	
West Texas Area Job Fair	

Source: SAISD Personnel Department, May 2001.

SAISD's recruiting schedule for 2001-02 is shown in **Exhibit 4-16**. The district does not plan to recruit teachers from outside of Texas during the 2001-02 school year.

Exhibit 4-16
SAISD Recruiting Schedule
2001-02

Type of Recruiting Event	Location
Job/Career Fair	East Texas Baptist University, Marshall, Texas
Career Day	Texas A&M International University, Laredo, Texas
Job Fair	Southwest Texas State University, San Marcos, Texas
Career Day	Jarvis Christian College, Hawkins, Texas
Job Fair	Angelo State University, San Angelo, Texas
Job Fair	Tri-University, Abilene, Texas
National Multicultural Job Expo	Southwest Texas State University, San Marcos, Texas
Job Fair	Prairie View A&M University, Prairie View, Texas
Teacher Fair	Texas Southern University, Houston, Texas
Job Fair	Texas Tech University, Lubbock, Texas
Job Fair	West Texas A&M University, Canyon, Texas
Job Fair	Wiley College, Marshall, Texas
Career Fair	Sul Ross State University, Alpine, Texas
Job Fair	West Texas Area Teacher Job Fair, Lubbock, Texas

Source: SAISD Personnel Department, May 2001.

Without knowing which of its recruiting efforts are yielding results, the district cannot measure the effectiveness of the recruiting program. SAISD also cannot determine the cost-benefit of each event, and where the district should focus its recruiting efforts.

Other school districts track each recruiting effort to determine the actual cost of recruiting teachers. Fort Bend ISD has been maintaining recruiting statistics on a spreadsheet since 1996-97 to determine the effectiveness of these strategies. The district tracks the number of applicants seen, the number of "pre-hire" job offers made, the number of applications received and the total number hired for each recruitment effort. The executive

director of staffing reviews the recruiting data on a quarterly basis and eliminates recruiting sites that produce minimal results.

Recommendation 27:

Track recruiting efforts by event to measure their effectiveness.

Because SAISD, like other Texas districts, must conduct its recruiting efforts with limited resources, a formal recruitment strategy and process is essential to maximize the benefits of these efforts.

Records of recruiting efforts should include the number of applications taken, applicants interviewed and the number of staff hired. Ethnicity and gender of individuals hired also should be tracked by event. The cost of each recruiting event should be tracked so that the cost-benefit of each trip can be determined. This would allow SAISD to focus its recruiting efforts on those schools and events that produce the greatest number of hires and discontinue recruiting at events that produce few hires, allowing the district to spend its recruitment funds more effectively.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance develops a tracking system.	November 2001
2.	The assistant superintendent of Business and Finance tracks each event.	December 2001 - June 2002
3.	The assistant superintendent of Business and Finance makes recommendations to the superintendent and the board regarding the next year's recruiting calendar based upon the findings.	July 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4

PERSONNEL MANAGEMENT

C. EMPLOYMENT AND RETENTION OF PERSONNEL

In the state of Texas, there were approximately 40,000 teacher vacancies for the 2000-01 school year, according to a study co-sponsored by TEA and the Texas A&M University System's Institute for School-University Partnerships. The ability to recruit, hire and retain qualified staff is critical for the overall success of school districts and their students.

In 2000-01, SAISD employed 2,149.5 full-time equivalent (FTE) staff, of which 1059.6 (49.3 percent) were teachers. Nearly 58 percent of employees were instructional personnel-classroom teachers and professional support including teaching assistants, librarians and counselors.

FINDING

The district uses a centralized hiring process whereby it processes all employees, including paraprofessional and auxiliary staff, through central administration. All applicants must submit the same paperwork, which includes:

- Application;
- Letter of interest;
- Resume;
- A minimum of three recommendations;
- Transcripts;
- Credentials; and
- Criminal history record release form.

The Personnel Department pre-screens all candidates' credentials to determine who will qualify for an interview. The Personnel directors pre-screen applicants and select three to five top candidates for interviews with the Personnel Department.

The district developed an objective hiring process that includes standardized interview guides. Each interview guide is tailored for the type of position to be filled. The interview guides include a scale of one to five for responses to each question, which the district scores based upon the following categories:

- 5 - Outstanding
- 4 - Very Good

- 3 - Good
- 2 - Acceptable
- 1 - Unacceptable

Each interview guide also includes the purpose of each question. The administrator interview questionnaire includes 26 structured questions. **Exhibit 4-17** shows samples of these questions.

Exhibit 4-17
SAISD Administrator Interview Questionnaire Sample Questions

Question	What These Questions Are Trying to Identify
Describe a typical day in the life of a principal.	Does the candidate know the principals' responsibilities?
How would you go about improving the "school climate" in a building that lacks this important factor that leads to successful learning?	Ability to identify problems and then make changes.
Violence in the school has been in the headlines for the last 10 years. Describe the "Security Plan" you would enforce for the safety of your students.	Look for vision, creativeness and understanding of the problem. Does the candidate mention the district's Student Code of Conduct?

Source: SAISD Personnel Department, May 2001.

The total points accumulated from all the questions are added to five personal observations of attire, poise, enthusiasm, motivation and oral communication skills. When both scores are added, district staff ranks the top five candidates to determine the top candidate.

COMMENDATION

SAISD has an efficient hiring process.

FINDING

The district uses a community-inclusive process for hiring new principals. When a principal vacancy occurs, the district implements a process of community and staff meetings to ensure staff and community involvement in the selection process. This process includes a community reception for the principal finalists, an opportunity for the candidates to speak directly to the community regarding their qualifications for the position and a question-and-answer session.

The process for hiring a principal is shown in **Exhibit 4-18**.

Exhibit 4-18
SAISD Process for Hiring Principals

Steps in the Hiring Process	
1.	Screening of applicants
2.	Finalist notification
3.	Community meeting to introduce candidates and respond to questions
4.	Campus visitation with staff and students
5.	Tour of neighborhood with school service workers
6.	Superintendent conference with parents, community members, staff
7.	Formal interview with Curriculum and Instruction and Personnel Departments
8.	Media interviews
9.	Announcement of selected applicant

Source: SAISD Personnel Department, April 2001.

After the initial principal application screening, the Personnel Department contacts selected candidates and invites the candidates to an evening school community meeting. At this meeting, each principal candidate is given 10 minutes to speak to the audience about his/her credentials, education, experience, philosophy, educational strategies and other pertinent information. The audience also has the opportunity to ask questions of each candidate.

The next day, the candidates return to the school and spend the day with the present principal, visit with students before classes begin and tour the school. The candidates also spend time with teachers during conference periods and the lunch hour. On the third day, the candidates tour the neighborhood with a school service worker and visit with parents in their homes.

Central office directors from the Curriculum and Instruction and Personnel departments then interview the candidates. Each candidate also has the opportunity to be interviewed by the media.

COMMENDATION

The district stresses community involvement when interviewing and hiring principals.

FINDING

Many experienced teachers are leaving and the district has not targeted its recruiting efforts to hire more experienced teachers. The district has concentrated recruiting efforts at university job fairs where it most likely would recruit newly graduated teachers. Of the 118 new teachers hired in 2000-01, 62 had one year or less teaching experience (52 percent). Less than 19 percent, only 22 teachers, had five years or more experience.

The turnover rate for teachers in 1999-2000 was 14.6 percent. The superintendent said that the reasons for turnover included the transfer of staff whose spouses work at Goodfellow Air Force Base, the usual attrition rate of first-time teachers and the early retirement incentives offered by the district.

The district has conducted seven voluntary early separation incentive programs since April 1998. The latest program was offered April 2-20, 2001. A total of 285 employees have participated in these programs. The district has claimed a savings of more than \$23 million over five years for these various programs. The early retirement package includes an incentive benefit of up to 44 percent of total salary paid, with a cap on the total amount paid for each salary range, as a lump sum at the end of the current school year for those employees electing to retire. In April 2001, the board voted to discontinue the early retirement incentive program.

Exhibit 4-19 compares SAISD teacher turnover to its peer districts and the state average between 1996-97 and 1999-2000. While SAISD's teacher turnover rate of 14.6 percent is below the statewide average of 15 percent, it has increased from 9.2 percent in 1996-97.

Senate bill 273 by the 77th Legislature allows those retired before January 1, 2001, to go back to work without restriction or reduction in TRS benefits.

**Exhibit 4-19
SAISD and Peer Districts Teacher Turnover Rates
1996-97 through 1999-2000**

District	1996-97	1997-98	1998-99	1999-2000
Ector County	13.1%	13.8%	15.9%	26.7%
Waco	16.9%	15.7%	22.8%	18.5%

Midland	11.9%	14.9%	14.1%	15.4%
San Angelo	9.2%	9.3%	14.3%	14.6%
Abilene	10.1%	7.6%	8.5%	9.3%
State Averages	12.6%	13.3%	15.5%	15.0%

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

Recommendation 28:

Proactively recruit more experienced teachers to fill vacancies.

The district should seek out and contract with retired teachers, which is permissible under Teachers Retirement System rules. The district also should contact its retired teachers to determine if they wish to return to work.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and the assistant superintendent of Business and Finance determine a goal for recruiting experienced teachers.	November 2001
2.	The assistant superintendent of Business and Finance surveys SAISD retired teachers to determine if they would return to work.	December 2001 - January 2002
3.	The assistant superintendent of Business and Finance contacts alumni organizations to recruit additional retired teachers, and determines additional recruiting strategies for attracting more experienced teachers.	February 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district central administrative office tracks only professional employee and teacher turnover. The turnover rate for teachers 1999-2000 was 14.6 percent.

The district completes extensive exit interviews on all staff, but has not consolidated this information into a format that includes reasons for resignation. The district's Personnel Department said that they usually

know why staff is leaving, and if it is due to a specific problem such as dissatisfaction with a principal, they already are aware of the problem. The district said that further tracking of resignations is not needed for a district of this size.

The district uses an exit interview form that has a checklist for voluntary resignees to complete regarding the reasons for leaving:

- Moving from district;
- Returning to school;
- Dissatisfied with type of work;
- Health reasons;
- Family circumstances;
- Secured better position; or
- Other

The district does not tabulate this information. Without consolidating and tabulating specific reasons why staff is leaving, the district cannot determine trends that could impact its ability to deliver quality educational services.

Recommendation 29:

Track the reason for teacher turnover and develop a formal turnover reduction plan based on the results.

The district should develop a plan to identify any and all sources of job dissatisfaction in the exit interview process. After developing policies, the effectiveness of the plan should be evaluated by tracking the yearly turnover rate, and tracking the reasons indicated for leaving for each resigning employee.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the assistant superintendent of Business and Finance and the principals to develop a formal turnover reduction plan with specific initiatives.	November 2001
2.	The assistant superintendent of Business and Finance and the principals work collaboratively to develop the plan.	December 2001 - January 2002
3.	The assistant superintendent of Business and Finance implements the plan.	February 2002
4.	The assistant superintendent of Business and Finance monitors the progress of the turnover reduction plan and makes modifications based on feedback.	March 2002 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The number of SAISD employee absences due to personal leave increased significantly in 2000-01. Teacher absences not only have financial costs, but also cost the district quality teaching in the classroom. Teachers and other staff occasionally have to fill in for absent teachers if a substitute cannot be obtained.

Absences are charged to personal leave or school business. As shown in **Exhibit 4-20**, the district spent \$644,580 on substitutes in 1998-99, and \$780,560 in 2000-01, an increase of 21 percent.

Exhibit 4-20
SAISD Absence
1998-1999 through 2000-01

Year	Total Number of Teachers	Number of Absences Due to School Business	Number of Absences Due to Personal Leave	Totals	Cost for Substitutes
1998-99	1,083.5	3,616	7,538	11,154	\$644,580*
1999-2000	1,115.4	4,257	6,358	10,615	\$889,440*
2000-01**	1,059.6	5,046	9,146	14,192	\$780,560

Source: SAISD Personnel Department.

**Source: TEA, PEIMS 1998-99, 1999-2000.*

***As of April 2001.*

In 1998-99, absences due to personal leave accounted for 68 percent of total absences. While the percent of absences due to personal leave decreased to 60 percent in 1999-2000, it increased to 64 percent in 2000-01.

The district provides the statutory maximum of five workdays annually of state personal leave, with no limit on accumulation. The district also provides five days of local sick leave per year, which can accumulate.

Professional full-time employees can earn a maximum of two local personal leave days per year. Local personal leave does not accumulate from year to year. Half-time regular employees are eligible for five days state personal leave only. Temporary positions are not eligible for any leave benefits.

Most teachers do not exceed the maximum number of days, but there are some who do. The total number of days missed by professional and paraprofessional staff that required a deduction in pay is shown in **Exhibit 4-21**.

Exhibit 4-21
SAISD Monthly Payroll Leave Deductions
Professional and Paraprofessional Staff
2000-01

Monthly Payroll	Number of Days	Amount Deducted
September	7.5	\$498
October	34.5	\$4,419
November	56.5	\$7,770
December	52.0	\$7,178
January	51.5	\$5,796
February	111.0	\$13,520
March	197.0	\$20,631
April	174.0	\$21,678
May	209.5	\$27,137
Totals	893.5	\$108,627

Source: SAISD Personnel Department, May 2001.

In addition to costing the school more than \$780,000 for substitutes in 2000-01, absenteeism contributed to lower morale among the other teachers and staff who have to cover for the absent employees. Most importantly, absenteeism and the resulting use of substitute teachers create a less effective learning environment for students.

Recommendation 30:

Establish policies and procedures that address excessive absences, and provide incentives for teachers with good attendance.

District policy should encourage attendance and reduce excessive absenteeism. Principals should manage teachers with excessive absences through counseling and appropriate disciplinary actions, including placing teachers on a development plan for improvement. From a management perspective, the supervisor should discuss how the excess absences affect student performance.

The district should establish a policy for excessive absences that provides a definition and relates the consequences for abuse. The district also should develop a non-monetary incentive program for teachers who have perfect attendance, such as reserved parking spaces, certificates or plaques. The incentive program will show appreciation for teachers and recognize the importance of keeping teachers in the classroom.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance and the area superintendents develop policies and procedures defining excessive absences as well as an incentive plan for good attendance.	November 2001
2.	The assistant superintendent takes the policies and procedures and the incentive plan to the board for approval.	January 2002
3.	The assistant superintendent of Business and Finance and the area superintendents and principals implement the policies and procedures and the incentive program.	February 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources. Savings from a reduced number of substitutes used would offset any cost of the incentive program. The cost of recognition to employees in the form of reserved parking spaces, plaques and certificates would be minimal.

Chapter 4

PERSONNEL MANAGEMENT

D. SALARY ADMINISTRATION

The Personnel Department regularly conducts salary surveys and participates in surveys conducted by other school districts. The department uses this information, as well as data from other published sources, to determine the competitiveness of SAISD's employee pay.

Exhibit 4-22 presents a five-year trend of average SAISD salaries for teachers, professional support staff, campus administrators and central administrators.

Exhibit 4-22
SAISD Average Salary Trends
1995-96 to 2000-01

	1995-96	1996-97	1997-98	1998-99	1999-2000	2000-01
Teachers	\$28,546	\$32,630	\$32,939	\$33,202	\$34,817	\$36,559
Prof. Support	\$37,684	\$40,301	\$41,962	\$42,565	\$44,280	\$44,828
Campus Admin.	\$46,706	\$50,562	\$52,123	\$53,490	\$53,349	\$55,764
Central Admin.	\$57,197	\$63,911	\$75,040	\$72,906	\$82,704	\$80,823

Source: TEA, AEIS 1995-2000 and PEIMS 2000-01.

Exhibit 4-23 compares SAISD's average salaries with its peer districts as reported to PEIMS.

Exhibit 4-23
SAISD Teacher Salaries versus Peer Districts Teacher Salaries
2000-01

District	Beginning	1-5 Years	6-10 Years	11-20 Years	Over 20 Years
San Angelo	\$33,403	\$29,136	\$32,731	\$40,520	\$46,164
Midland	\$31,369	\$31,595	\$33,576	\$40,294	\$48,680
Ector County	\$29,811	\$32,197	\$33,506	\$40,009	\$45,239
Abilene	\$25,203	\$27,182	\$32,172	\$39,828	\$47,789

Waco	\$23,253	\$27,258	\$33,016	\$39,589	\$44,598
Peer Averages	\$27,409	\$29,558	\$33,068	\$39,930	\$46,577

Source: TEA, PEIMS, 2000-01.

The beginning salary that SAISD reported in PEIMS appears to be incorrect since it is higher than the salaries for teachers with 1-5 years experience and 6-10 years. TSPR attempted to clarify the discrepancy and the district's response was to provide a salary schedule. The district's salary schedule shows that the beginning teacher salary is \$27,070 for teachers with bachelors degrees and \$27,570 for teachers with masters degrees.

Exhibit 4-24 compares SAISD's average salaries for teachers, professional support, school administration and central administration with those of peer districts. The average salary for SAISD teachers and campus administration is lower than those at peer districts. Average salaries for SAISD professional support and central administration are higher than in peer districts.

Exhibit 4-24
Average Actual Salaries
SAISD versus Peer Districts
2000-01

District	Teachers	Professional Support	Campus Administration	Central Administration
Midland	\$37,972	\$44,439	\$60,965	\$72,414
Abilene	\$37,582	\$43,881	\$57,451	\$74,745
San Angelo	\$36,559	\$44,828	\$55,764	\$80,823
Ector County	\$36,465	\$45,447	\$59,267	\$76,544
Waco	\$35,273	\$43,096	\$54,561	\$75,097
Peer Averages	\$36,823	\$44,216	\$58,061	\$74,700

Source: TEA, PEIMS, 2000-01.

FINDING

The district maintains numerous salary schedules that are inconsistent in format and have duplicative positions among different schedules. The

district has 14 schedules, including two for teachers, one for administrators and 11 for support staff.

The administrator salary schedule includes salary ranges for supervisors from \$40,000 to \$50,000, including travel. Supervisors also are listed on three salary schedules for non-teaching professionals with pay ranges from \$34,505 to \$62,846. It is difficult to determine an individual's salary because of the multiple schedules and inconsistency among schedules.

The district maintains two salary schedules for teachers, one for teachers and nurses who work 187 days, the other for teaching professionals employed for 202 days. The two teacher salary schedules are shown in **Exhibit 4-25**.

Exhibit 4-25
SAISD Teacher Salary Schedules
2000-01

Years of Experience	Bachelor's Degree	Master's Degree	Bachelor's Degree	Master's Degree
	187 Days	187 Days	202 Days	202 Days
Beginning	\$27,070	\$27,570	\$29,302	\$29,802
1 Year	\$27,882	\$28,382	\$30,181	\$30,681
5 Years	\$28,922	\$29,422	\$31,305	\$31,805
10 Years	\$34,217	\$34,717	\$37,024	\$37,524
20 Years	\$42,199	\$42,699	\$45,647	\$46,147
30 Years	\$43,796	\$44,296	\$47,372	\$47,872
35 Years	\$44,311	\$44,811	\$47,911	\$48,411

Source: SAISD Personnel Department, April 2001.

The salary classification of administrators, which includes the superintendent, assistant superintendents, directors, supervisors, principals and coordinators, is shown in **Exhibit 4-26**. The salary schedule states that salary ranges below the assistant superintendent's include travel, but does not indicate the amount spent on travel.

Exhibit 4-26
SAISD Administrator Salary Range
2000-01

Title	Salary Range
Superintendent	Negotiated by Board of Trustees
Deputy Superintendent	\$85,000 - \$95,000
Assistant Superintendents	\$82,500 - \$92,500
Executive Directors	\$74,000 - \$78,000
Cabinet-Level Directors	\$50,000 - \$70,000
Non-Cabinet-Level Directors	\$40,000 - \$67,000
Supervisors	\$40,000 - \$65,000
Coordinators	\$32,000 - \$62,000
High School Principals	\$60,000 - \$76,000
High School Assistants	\$45,000 - \$60,000
Junior High Principals	\$50,000 - \$65,000
Junior High Assistants	\$40,000 - \$60,000
Elementary Principals	\$40,000 - \$60,000
Elementary Assistants	\$34,000 - \$50,000

Source: SAISD Personnel Department, April 2001.

The support staff salary schedules include:

- Paraprofessional (187 days paid);
- Two schedules for non-teaching professional (187 days paid);
- Non-teaching professional (197 days paid);
- Non-teaching professional (202 days paid);
- Non-teaching professional (207 days paid);
- Two schedules for non-teaching professional (226 days paid);
- Food service personnel;
- Custodial and maintenance personnel; and
- Transportation personnel.

The salary schedule for paraprofessional staff including secretaries, clerical staff and educational aides is shown in **Exhibit 4-27**.

Exhibit 4-27
SAISD Paraprofessional Salary Range
2000-01

Years	Annual Rate for 187 Days				
	Pay Grade 1	Pay Grade 2	Pay Grade 3	Pay Grade 4	Pay Grade 5
0	\$10,741	\$11,284	\$11,824	\$13,002	\$14,303
1	\$11,063	\$11,623	\$12,179	\$13,392	\$14,732
5	\$12,924	\$13,576	\$14,223	\$15,646	\$17,203
10	\$14,991	\$15,748	\$16,498	\$18,144	\$19,950
15	\$15,472	\$16,256	\$17,031	\$18,734	\$20,596
20	\$16,237	\$17,056	\$17,871	\$19,658	\$21,611
25	\$17,169	\$18,036	\$18,898	\$20,786	\$22,854
30	\$17,830	\$18,723	\$19,609	\$21,590	\$23,735

Source: SAISD Personnel Department, April 2001.

The three salary schedules for librarians and counselors and for speech pathologists, educational diagnosticians and school psychologists, paid for 187 days and the salary schedule for counselors paid for 226 days are shown as **Exhibit 4-28**.

Exhibit 4-28
SAISD Educator Non-Teaching/Professional Salary Range
2000-01

Years	Annual Rate for 187 Days				Annual Rate for 226 Days
	Librarian	Counselor	Speech Path.	Educational Diagnostician	Counselors
0	\$31,499	\$32,058	\$31,244	\$31,798	\$38,118
1	\$32,444	\$33,020	\$32,181	\$32,752	\$39,262
5	\$33,495	\$34,091	\$33,232	\$33,823	\$40,556
10	\$38,842	\$39,543	\$37,833	\$38,515	\$47,145
15	\$43,423	\$44,214	\$42,613	\$43,389	\$52,790
20	\$46,900	\$47,759	\$46,290	\$47,138	\$57,075
25	\$47,993	\$48,874	\$47,888	\$48,766	\$58,422
30	\$48,518	\$49,409	\$48,413	\$49,302	\$59,068

Source: SAISD Personnel Department, April 2001.

The salary classification of non-teaching professionals includes coordinators, supervisors, junior high assistant principals and elementary principals (**Exhibit 4-29**). These professionals are paid on a 207-day calendar.

Exhibit 4-29
SAISD Non-Teaching Professional Salary Ranges
2000-01

Classification of Staff	Annual Salary for Years of Experience				
	Beginning	5 years	10 years	20 years	30 years
Coordinator	\$34,877	\$37,110	\$42,303	\$51,849	\$54,244
Supervisor I	\$36,103	\$38,418	\$43,811	\$53,724	\$56,211
Supervisor II	\$36,411	\$38,746	\$44,189	\$54,192	\$56,704
Supervisor III	\$36,717	\$39,072	\$44,566	\$54,662	\$57,195
Junior High Assistant Principal	\$37,022	\$39,400	\$44,943	\$55,131	\$57,687
Coordinator	\$34,877	\$37,110	\$42,303	\$51,849	\$54,244
Supervisor I	\$36,103	\$38,418	\$43,811	\$53,724	\$56,211
Supervisor II	\$36,411	\$38,746	\$44,189	\$54,192	\$56,704
Supervisor III	\$36,717	\$39,072	\$44,566	\$54,662	\$57,195
Junior High Assistant Principal	\$37,022	\$39,400	\$44,943	\$55,131	\$57,687
Elementary Principal. I	\$37,330	\$39,726	\$45,320	\$55,599	\$58,179
Elementary Principal II	\$37,637	\$40,054	\$45,697	\$56,068	\$58,671
Elementary Principal III	\$37,942	\$40,381	\$46,074	\$56,537	\$59,162

Source: SAISD Personnel Department, April 2001.

The salary classification for non-teaching professionals as shown in **Exhibit 4-30** includes coordinators, supervisors, vice principals, junior high principals and directors. These professionals are paid on a 226-day calendar.

Exhibit 4-30
SAISD Non-Teaching Professional Salary Ranges
2000-01

Classification of Staff	Annual Salary for Years of Experience				
	Beginning	5 years	10 years	20 years	30 years
Coordinator	\$37,804	\$40,232	\$45,903	\$56,325	\$58,940
Supervisor	\$39,141	\$41,660	\$47,549	\$58,371	\$61,087
Supervisor II	\$39,477	\$42,018	\$47,961	\$58,883	\$61,624
Supervisor III	\$39,812	\$42,375	\$48,373	\$59,395	\$62,162
Secondary Assistant Principal	\$40,816	\$43,446	\$49,608	\$60,931	\$63,772
Secondary Vice Principal I	\$41,149	\$43,804	\$50,019	\$61,443	\$64,309
Secondary Vice Principal II	\$41,484	\$44,160	\$50,431	\$61,955	\$64,847
Junior High Principal	\$41,820	\$44,518	\$50,843	\$62,466	\$65,383
Director I	\$42,153	\$44,875	\$51,254	\$62,978	\$65,920
Director II	\$43,828	\$46,661	\$53,313	\$65,538	\$68,605
Director III	\$45,500	\$48,446	\$55,371	\$68,097	\$71,290

Source: SAISD Personnel Department, April 2001.

The salary classification for Food Services personnel includes cooks, managers and supervisors (**Exhibit 4-31**).

Exhibit 4-31
SAISD Food Services Personnel Salary Ranges
2000-01

Step	Hourly Rate		
	Minimum	Midpoint	Maximum
1	\$5.57	\$7.16	\$9.28
2	\$5.74	\$7.37	\$11.02
3	\$5.90	\$7.59	\$11.34
4	\$6.17	\$7.94	\$11.89

5	\$6.44	\$8.29	\$12.42
6	\$6.72	\$8.63	\$12.97
7	\$6.98	\$8.98	\$13.50
8	\$7.25	\$9.33	\$14.04
9	\$7.52	\$9.68	\$14.58
10	\$7.80	\$10.03	\$15.12
11	\$8.06	\$10.38	\$15.67
12	\$8.33	\$10.73	\$16.20
13	\$8.60	\$11.08	\$16.75
14	\$8.87	\$11.43	\$17.29

Source: SAISD Personnel Department, April 2001.

The salary classification of custodial and maintenance personnel includes warehouse workers, custodial staff, painters, plumbers, electricians and supervisors for custodial and maintenance staff (**Exhibit 4-32**).

Exhibit 4-32
SAISD Custodial and Maintenance Personnel Salary Ranges
2000-01

Classification of Staff	Hourly Rate by Step		
	Minimum	Midpoint	Maximum
Custodial	\$6.06	\$9.05	\$13.78
Warehouse Worker	\$6.67	\$9.95	\$15.14
Construction Worker	\$7.34	\$10.94	\$16.67
Senior Mechanic	\$8.07	\$12.03	\$18.33
Warehouse Foreman	\$8.86	\$13.21	\$20.11
Service Manager	\$9.74	\$14.53	\$22.12
Supervisor	\$10.71	\$15.99	\$24.11
Supervisor, Special Projects	\$11.77	\$17.57	\$27.45

Source: SAISD Personnel Department, April 2001.

The salary classification of bus drivers and monitors is shown in **Exhibit 4-33**.

Exhibit 4-33
SAISD Bus Drivers and Monitors Personnel Salary Ranges
2000-01

Hourly Rate by Step		
Step	Bus Drivers	Monitors
1	\$7.42	\$6.25
2	\$7.64	\$6.44
3	\$7.87	\$6.63
4	\$8.04	\$6.70
5	\$8.23	\$6.75
6	\$8.39	\$6.81
7	\$8.57	\$6.87
8	\$8.76	\$6.92
9	\$8.94	\$6.98
10	\$9.11	\$7.06
11	\$9.29	\$7.11
12	\$9.47	\$7.16
13	\$9.65	\$7.22
14	\$9.82	\$7.27
15	\$10.00	\$7.33
16	\$10.18	\$7.40
17	\$10.40	\$7.81

Source: SAISD Personnel Department. April 2001.

The current salary schedules are confusing and make staff transfers difficult.

Recommendation 31:

Consolidate salary schedules.

The district should consolidate its schedules into five categories: administrators, teaching professionals, non-teaching professionals, paraprofessional and auxiliary. This will allow all staff to be placed on a compensation schedule and eliminate the confusion that exists with the current salary schedules. Staff should not be included in more than one schedule, and travel amount should be indicated on the schedule, if travel is allowed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the assistant superintendent of Business and Finance and the principals to consolidate salary schedules.	November 2001
2.	The assistant superintendent of Business and Finance, principals and department heads develop new schedules.	December 2001 - January 2002
3.	The superintendent presents the new schedules to the board for approval.	February 2002
4.	The assistant superintendent of Business and Finance implements the new schedules and notifies all staff regarding the changes.	March 2002 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4

PERSONNEL MANAGEMENT

E. TRAINING AND STAFF DEVELOPMENT

The purpose of training and staff development is to accomplish specific goals, which include improving the quality and/or quantity of the work produced; lowering costs of maintenance or waste; lowering the number of complaints or misunderstandings relative to policy and procedure; and reducing turnover and increasing employee job satisfaction. There are three major elements in successfully implementing training programs: assessment of training needs, providing training and evaluation of training programs on the targeted employee groups.

SAISD delivers a broad-based staff development program for teachers and paraprofessionals. During the 2000-01 school year, the district required 21 hours of training for teachers, all of which was provided during work hours prior to the beginning of school. Elementary teachers most frequently requested training in Reading Renaissance, using computers for instruction and using math manipulatives. The district's central-office curriculum committee reviews and approves staff development requests. Topics are determined by content specialists for secondary staff and through needs assessments for elementary staff.

Instructional staff members are required to participate in additional training sessions based upon their individual needs and subject matter requirements. Staff Development publishes catalogs of course offerings for both instructional staff and paraprofessional staff.

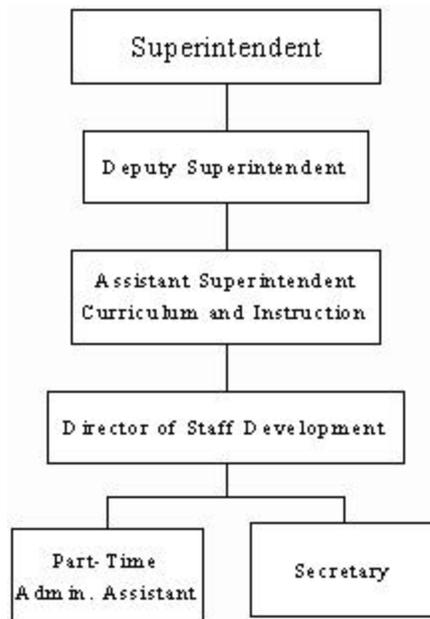
During the 2000-01 school year, designated staff development days were planned and implemented by central office staff and focused on training in the use of new textbooks and curriculum. Building principals deliver training after school (elementary) or during a teacher's conference period (secondary). The Personnel Department oversees the district's programs for novice teachers and teacher-recognition programs.

Two trade days were designated for the 2000-01 school year. Participants could choose training sessions after school or on Saturdays. The trade day catalogue listed sessions by subject, and staff could choose the sessions they wanted to attend. Teachers could accumulate training in 1.5-hour increments because of block scheduling and planning sessions, and the training did not have to be related to the teacher's assignment.

Paraprofessional employees are required to participate in 15 hours of staff development each year. Six of the required hours addressed employee benefits and sexual harassment training and the remaining 9 were the employee's choice.

The assistant superintendent for Curriculum and Instruction supervises the director of Staff Development. A secretary and a half-time administrative assistant provide support to the Staff Development Department. The organizational structure of Staff Development is shown in **Exhibit 4-34**.

Exhibit 4-34
SAISD Staff Development Organization
1999-2000



Source: SAISD Personnel Department, April 2001.

The Curriculum and Instruction Department provides training for teachers, administrators and paraprofessional staff. The department coordinates training efforts with the Personnel Department, which provides orientation to all employees and coordinates staff development for support staff under the direction of the executive director of Support Staff Services.

The SAISD budget for training for 2000-01 was \$55,839 as shown in **Exhibit 4-35**. The professional trainers' consultant fees and expenses included \$5,000 paid to Region 15 for training services.

Exhibit 4-35
SAISD Training Budget
2000-01

Line Item	2000-01 Budget
Professional Trainers and Consultants	\$25,056
Telephone	\$500
Printing	\$2,000
General Supplies	\$8,500
Staff Travel (including consultants)	\$19,483
Furniture	\$300
Total	\$55,839

Source: SAISD Staff Development Department, May 2001.

The budget does not include salaries or benefits for staff, nor does it include training costs that are provided through grants received by the district for specific training purposes. These include three TEA grants, Accelerated Reading, Class Size Reduction and Pre-Kindergarten/Kindergarten.

To support training, the Staff Development director has access to 25 to 30 substitute employees per day who can be assigned to approved projects. The district pays for some teachers to attend meetings and training sessions out of the district. The staff members are expected to share what they learn with other employees when they return. In addition, presenters and experts are brought in to provide training.

The Texas Education Code (TEC) requires districts to budget adequate time and financial resources to support a comprehensive staff development program guided by district and campus improvement plans. Districts must identify training needs for teachers and administrators, and when appropriate, involve teachers in identifying needs and planning training courses.

A district's staff development program must plan for and promote student achievement for all students focusing on standards for student performance in the Texas Essential Knowledge and Skills. Staff development includes training in technology, conflict resolution, discipline strategies, district discipline policies and the code of student conduct. The staff development program promotes learning and

collaboration with colleagues and reflects best practices from other school districts.

Staff development predominantly is campus-based, related to achieving campus performance objectives, and developed and approved by a campus-level committee. Activities may include: providing staff the opportunity to plan together to enhance existing skills; sharing effective strategies; reflecting on curricular and instructional issues; analyzing student achievement results; reflecting on means of increasing student achievement; studying research; practicing new methods; identifying students' strengths and needs; developing meaningful programs for students; implementing site-based decision-making; and conducting action research. Staff development activities may include study teams, individual research, peer coaching, workshops, seminars and conferences. The district may also use districtwide staff development that has been developed and approved through the district-level decision-making process, as required by the TEC.

FINDING

The Staff Development director offers registration and tracking of course completion for most training using the Access/Paradox database combined with the Pentamation system through the SAISD Intranet Web site. This registration system was implemented in 1997 and eliminated the manual process of registering and tracking the training for teachers and professionals. This electronic process improved the accuracy of each registration. Registrants now are capable of registering instantaneously after receiving the training catalog, instead of registering by mail and waiting for confirmation.

The catalogues offer a menu of training that staff can choose from to meet the department's needs, including mandated training and optional training. Each course is evaluated, and the evaluations are used to determine future staff development offerings. Electronic records for each staff member are kept by staff development so that employees can determine the number of continuing professional education hours received by training session.

The registration process for the staff has been reduced significantly. Staff members no longer need to manually register each person, or write or call registrants for additional information or for rescheduling; it is now all computerized. Principals can pull up the training each teacher has completed and use that information as part of the teacher's growth plan.

The Staff Development Online Registration and Tracking System also can limit the number of participants for each training session.

COMMENDATION

The SAISD online training system has streamlined the staff development registration process and provides teachers and principals with easy and immediate access to historical training data.

FINDING

Although the district participates in Region 15's staff development offerings, it places little emphasis on these courses. In 2000-01, 885 district staff participated in 137 Region 15 training sessions. This participation rate is lower than other districts in the area.

The district does not send Region 15 information to the campuses unless the district has determined that a substitute will be available for the date of training. The district provides its own training catalogs to staff.

Region 15 also offers many of the training sessions provided by the district, and has told the TSPR review team that they would be willing to work with the district to provide training during in-service days when school is not in session, or on Saturdays or after hours.

Recommendation 32:

Coordinate training efforts with Region 15 and eliminate duplicate in-house staff development training sessions when Region 15 can provide the same training.

The district should meet with Region 15 staff and determine which courses are needed and if Region 15 can provide those courses at a time when SAISD staff can attend without taking teachers out of the classroom, including during in-service days, after school and on weekends. The district then can eliminate duplicate courses from its own catalogue.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent for Curriculum and Instruction and the director of Staff Development meet with Region 15 staff and review the staff development catalogue to determine course offerings available to the district.	December 2001
2.	The assistant superintendent for Curriculum and Instruction and the director of Staff Development eliminate duplicative in-house staff development offerings.	January 2002
3.	The director of Staff Development and the assistant superintendent of Business and Finance provide information	February 2002

	regarding courses available to staff.	
4.	The director of Staff Development monitors the use of Region 15 staff development and continues to eliminate duplicate training.	March 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 5

FACILITIES USE AND MANAGEMENT

This chapter reviews the San Angelo Independent School District's (SAISD's) facilities use and management function in four sections:

- A. Facilities Planning, Design and Construction Management
- B. Plant Maintenance
- C. Custodial Services
- D. Energy Use and Management

A comprehensive facilities planning department, including maintenance, housekeeping and energy management, should effectively coordinate all physical resources in the district. The objective of this program is to provide a safe and clean environment for students and to integrate facilities planning with other aspects of school planning. Moreover, facilities personnel should be involved in design and construction activities and be knowledgeable about operations and maintenance activities. Finally, facilities departments should operate under clearly defined policies and procedures that can be adapted to changes in the district's resources and needs.

BACKGROUND

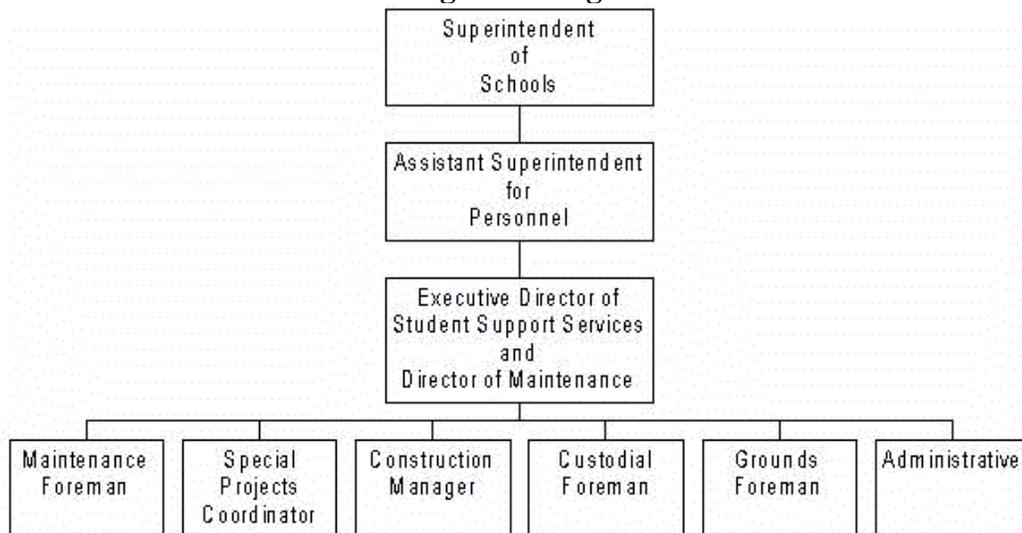
SAISD's facilities are located on 426 acres with 20 elementary schools, four junior high schools, two high schools, two alternative schools and various administrative and support facilities with a total of approximately 2.4 million gross square feet. The district also maintains 87 portable buildings districtwide. Schools in San Angelo ISD vary in age with three schools dating back to the early nineteen hundreds: San Jacinto Elementary constructed in 1908, Reagan Elementary and Edison Junior High School in 1909.

The district passed a bond issue in 1996 for \$47.9 million as part of the plan for maintenance renovations as well as construction of a new elementary, junior high and high school. In September 2000 the district dedicated the newly constructed Lincoln Junior High School and opened Lake View High School. The elementary school has not yet started construction.

SAISD's facilities management functions are under the responsibility of the executive director for Staff Support Services. The executive director for Staff Support Services reports to the assistant superintendent for Personnel who, in turn, reports to the superintendent of schools. Within the facility management function, the maintenance, custodial, grounds

foremen and special projects coordinator report directly to the executive director for Staff Support Services. The maintenance foreman is responsible for all shop foremen and building trades personnel. The grounds foreman is responsible for all groundsmen, stadiums, pest control and small engine repair and the custodian foremen (one day foreman and one night foreman) are responsible for all custodial personnel. Also, the special projects coordinator is responsible for items such as integrated pest management, chemical supervision and asbestos abatement. **Exhibit 5-1** presents the organizational structure of the district's facilities management department.

**Exhibit 5-1
Facilities Management Organization**



Source: San Angelo ISD Organization Chart, April 2001.

Chapter 5

FACILITIES USE AND MANAGEMENT

A. FACILITIES PLANNING, DESIGN AND CONSTRUCTION MANAGEMENT (PART 1)

The mission of an effective facilities planning, design and construction management department is to plan for and provide facilities that meet the needs of students at the lowest possible cost. The specific goals of a facilities planning, design and construction management department are:

- to establish a policy and framework for long-range facilities planning;
- to provide valid enrollment projections on which to base estimates of future needs for sites and facilities;
- to select and acquire proper school sites and to time their acquisition to precede actual need while avoiding wasted space;
- to determine the student capacity and educational adequacy of existing facilities and to evaluate alternatives to new construction;
- to develop educational program specifications from which the architect can design a functional facility that matches the needs of the curriculum while enhancing and reinforcing student education;
- to secure architectural services to assist in planning and constructing facilities;
- to develop a capital planning budget that balances facility needs with expenditures necessary to meet those needs, and provide solutions for financing the expenditures;
- to translate satisfactorily the approved architectural plans into a quality school building and to do so within the budget and time scheduled; and
- to establish and carry out an orientation program so that users of the facility can better understand the design rationale and become familiar with the way the building is supposed to work.

Exhibit 5-2 reviews the size and age of all schools within the district.

Exhibit 5-2
SAISD Facilities Size and Age

School Name	Total Gross S.F.	Date Constructed	Major Additions
Central High School	395,046	1957	1978, '86, '97
Lake View High School	281,624	2001	

High School Subtotal	676,670		
Edison Jr. High School	126,378	1909	1950, '77, '78, '98
Glenn Jr. High School	143,575	1967	1993
Lee Jr. High School	119,167	1949	1978, '99
Lincoln Jr. High School	174,761	2001	
Jr. High School Subtotal	563,881		
Alta Loma Elementary School	42,053	1951	1955, '58, '86, '92, '98, '99
Austin Elementary School	55,157	1929	1930, '55, '92, '98, '99
Belaire Elementary School	49,114	1965	1983, '94, '95
Blackshear Elementary School	29,632	1953	1997
Bonham Elementary School	60,876	1986	1998
Bowie Elementary School	58,554	1966	1994, '98
Bradford Elementary School	37,452	1956	1986, '99
Crockett Elementary School	46,634	1955	1999
Day Elementary School	32,671	1954	1993, '98
Fannin Elementary School	44,671	1967	1998, '99
Fort Concho Elementary School	36,212	1987	1999
Glenmore Elementary School	59,515	1944	1992, '99
Goliad Elementary School	35,554	1960	1990, '98
Holiman Elementary School	27,237	1954	1992, '98
McGill Elementary	45,598	1938	1955, '97, '98

School			
Reagan Elementary School	54,554	1909	1998
Rio Vista Elementary School	23,145	1951	1955, '98, '99
San Jacinto Elementary School	62,990	1908	1955, '60, '99
San Rita Elementary School	43,657	1927	1955, '98, '99
Travis Elementary School	43,221	1958	1998
Elementary School Subtotal	888,497		
Total	2,129,048		

Source: San Angelo ISD Facilities Report, 2001.

Exhibit 5-3 displays enrollment projections for the district by grade level.

Exhibit 5-3
SAISD Enrollment Projections
By Grade Level for 2000-01 to 2008-09

Grade	School Year								
	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
PK	422	416	410	405	400	395	390	386	382
K	1,093	1,080	1,068	1,057	1,047	1,037	1,028	1,020	1,012
1	1,316	1,304	1,292	1,282	1,272	1,263	1,255	1,247	1,240
2	1,250	1,239	1,228	1,218	1,209	1,201	1,193	1,186	1,179
3	1,239	1,227	1,216	1,206	1,197	1,188	1,180	1,172	1,165
4	1,214	1,239	1,228	1,217	1,207	1,197	1,189	1,181	1,173
5	1,267	1,201	1,224	1,213	1,203	1,194	1,186	1,178	1,170
6	1,274	1,265	1,200	1,224	1,213	1,203	1,194	1,185	1,177
7	1,297	1,343	1,333	1,263	1,293	1,282	1,271	1,262	1,253

8	1,255	1,233	1,276	1,266	1,200	1,229	1,219	1,209	1,200
9	1,427	1,408	1,377	1,419	1,411	1,339	1,373	1,361	1,350
10	1,204	1,184	1,170	1,144	1,179	1,172	1,112	1,141	1,131
11	1,135	1,063	1,047	1,039	1,017	1,049	1,043	988	1,016
12	999	1,008	945	930	924	904	933	927	879
Total	16,392	16,210	16,014	15,883	15,772	15,653	15,566	15,443	15,327

Source: SAISD Facilities Evaluation and Projected Needs, Texas Association of School Administrators, August 1999.

Exhibit 5-4 displays high school enrollment projections for the district.

**Exhibit 5-4
High School Enrollment Projection Summary
2000-01 to 2008-09**

School	School Year								
Name	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
Central	2,499	2,430	2,259	2,143	2,084	2,073	2,052	2,017	1,984
LakeView	894	878	949	1,015	1,082	1,098	1,079	1,083	1,086
Total	3,393	3,308	3,208	3,158	3,166	3,171	3,131	3,100	3,070

Source: SAISD Facilities Evaluation and Projected Needs, Texas Association of School Administrators, August 1999.

Exhibit 5-5 displays district junior high enrollment projections.

**Exhibit 5-5
Junior High School Enrollment Projection Summary
2000-01 to 2008-09**

School	School Year								
Name	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
Edison	866	858	844	813	797	771	771	755	739

Glenn	947	906	909	890	880	893	893	892	891
Lee	868	836	844	871	850	818	796	792	788
Lincoln	1,086	1,176	1,193	1,180	1,182	1,174	1,213	1,205	1,198
Total	3,767	3,776	3,790	3,754	3,709	3,656	3,673	3,644	3,616

Source: SAISD Facilities Evaluation and Projected Needs, Texas Association of School Administrators, August 1999.

Exhibit 5-6 displays elementary enrollment projections for the district.

**Exhibit 5-6
Elementary School Enrollment Projection Summary
2000-01 to 2008-09**

School	School Year								
Name	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
Alta Loma	428	426	417	407	404	400	397	393	390
Austin	513	498	475	458	452	446	441	435	429
Belaire	395	383	373	365	352	339	326	314	302
Blackshear	224	220	225	230	228	226	224	222	220
Bonham	594	586	573	566	556	547	537	528	519
Bowie	448	433	419	406	404	401	399	397	395
Bradford	481	456	445	437	416	396	378	360	343
Crockett	618	650	675	705	714	723	732	741	751
Day	414	406	410	411	416	421	426	430	435
Fannin	312	310	301	294	284	275	266	257	248
Fort Concho	360	368	380	394	401	408	415	423	430
Glenmore	502	486	460	448	432	418	403	389	376
Goliad	595	610	610	624	625	625	626	627	628
Holiman	381	390	403	431	445	459	473	488	503
McGill	479	476	463	455	459	463	468	472	476

Reagan	453	432	412	389	366	345	324	305	287
Rio Vista	284	263	260	257	247	237	228	219	210
San Jacinto	579	567	548	546	544	542	539	537	535
San Rita	422	424	422	416	417	417	418	419	420
Travis	592	589	595	581	585	589	593	597	601
Total	9,074	8,973	8,886	8,820	8,747	8,667	8,613	8,553	8,498

Source: SAISD Facilities Evaluation and Projected Needs, Texas Association of School Administrators, August 1999.

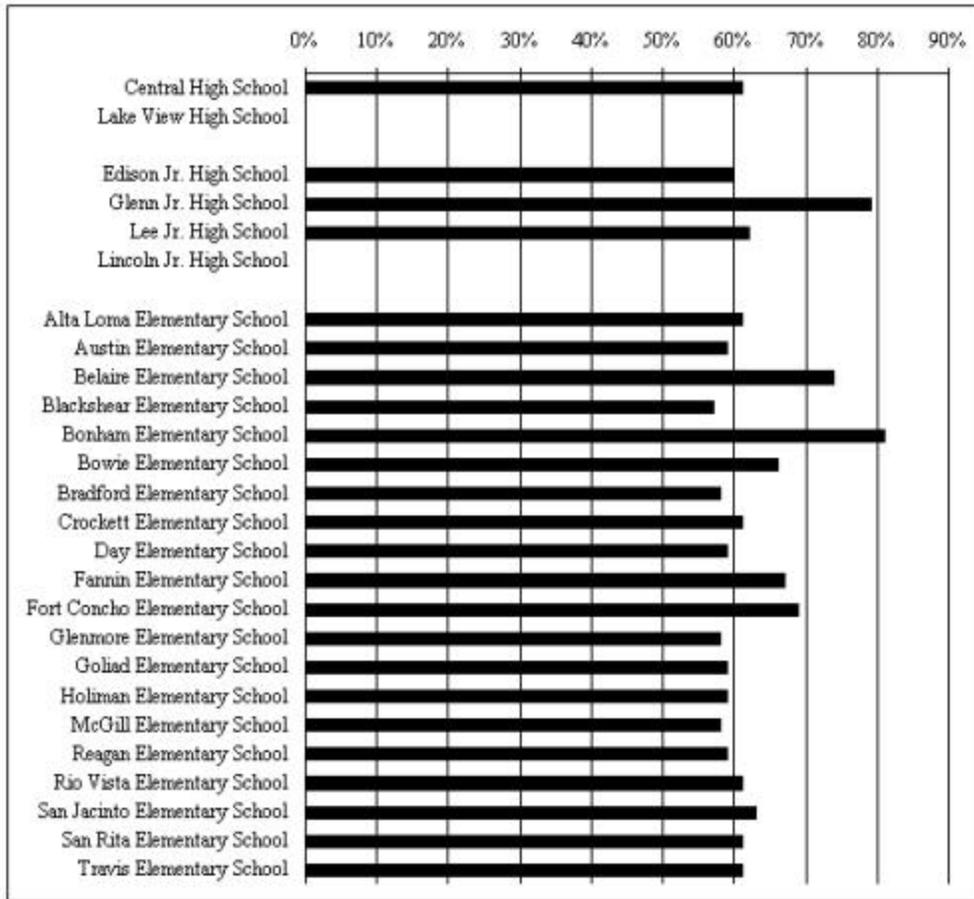
Exhibits 5-3 through **5-6** project a declining enrollment for the district from 2000-01 through 2008-09.

FINDING

The district does not have a comprehensive long-range facilities master plan. The master plan the district developed in support of the bond issue in 1996 does not allow the district to plan beyond the scope of the present bond program or to look at strategies other than new facilities or modernizations.

In 1999 the district engaged the Texas Association of School Administrators, Administrative Services Resource Center to perform a Facilities Evaluation and Projected Needs study. This study looked at population projections, conditions of existing facilities and capacities of existing facilities and made recommendations to the district. **Exhibit 5-7** shows the condition of facilities as evaluated by this report.

**Exhibit 5-7
Existing Facilities Conditions Rating**



Source: SAISD Facilities Evaluation and Projected Needs, Texas Association of School Administrators, August 1999.

Note: Lake View High School and Lincoln Middle School are not included because they are new construction.

The key used for the information contained in **Exhibit 5-7** is as follows:

- 90-100% A school of exceptional quality.
- 70-89% Serves program well; some minor or component improvements needed.
- 60-69% Facility need substantial or major rehabilitation.
- 46-59% Complete renovation or replacement; a detailed study may be needed.
- 0-45% Abandon and/or replace the facility.

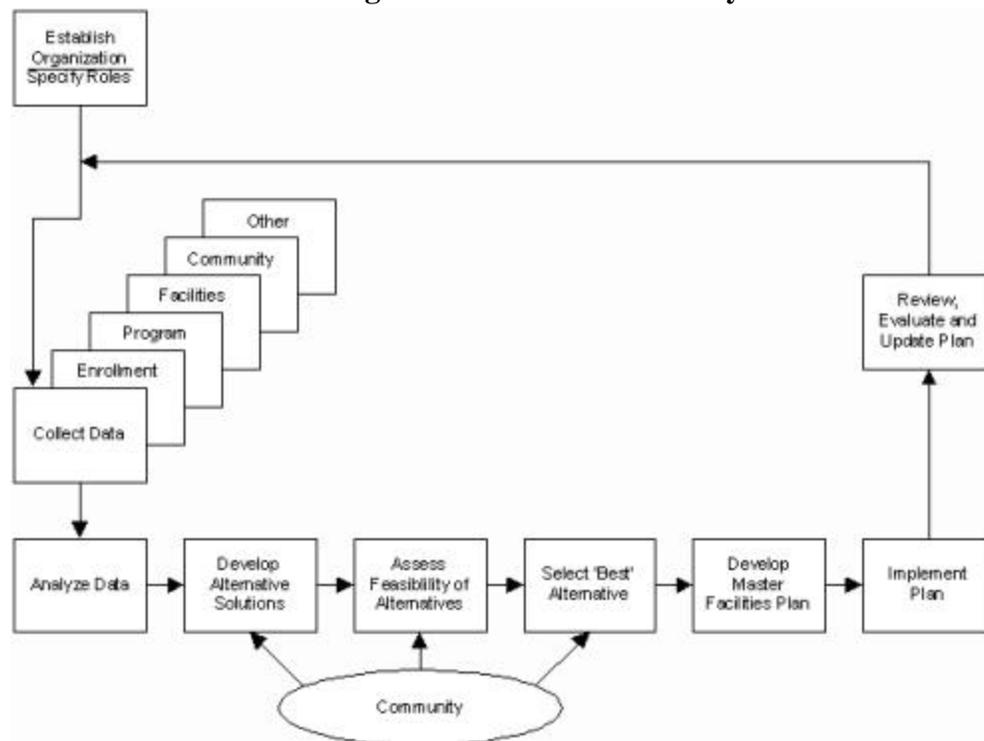
As can be seen from **Exhibit 5-7**, the majority of schools in SAISD are hovering right around the 60 percent mark. This is significant for two

reasons; 1) based on the evaluation tool used for the study, schools well below the 60 percent score should be completely renovated or replaced and 2) the assessment of facilities in **Exhibit 5-7** includes the work included in the last bond package. In other words, the majority of SAISD schools need substantial or major rehabilitations even *after* accomplishing the work of the 1996 bond program.

The Facilities Evaluation and Projected Needs study also contains discussion of issues relative to educational adequacy of spaces, capacity issues, detailed population trends in Tom Green County and San Angelo, as well as detailed enrollment projections of each school. The final portion of the study contains numerous recommendations for district consideration. The results of the district consideration will guide the district in developing a comprehensive long-range master plan, ranging from exterior and site considerations to educational programming and physical plant issues.

Exhibit 5-8 shows the facilities planning process recommended by the Council of Educational Facility Planners, International (CEFPI).

Exhibit 5-8
Facilities Planning Process Recommended by CEFPI



Source: Council of Educational Facility Planners, International, Guide for Planning Educational Facilities, 1991.

Exhibit 5-8 also shows, as part of the long-range facilities master planning process, that data should be gathered concerning enrollment projections, educational programming, facilities condition and other more qualitative information, input from the community and other factors relevant to the district. After the data is collected and analyzed, the district, together with community input and involvement, should develop and evaluate alternative solutions and select the best alternatives. Based on the alternatives selected, the district should then develop, implement and review the master plan regularly.

The 1999 Facilities Evaluation and Projected Needs study collected and analyzed the data. Since this study was completed, however, the district has not involved the community in developing alternative solutions, assessing the feasibility of each solution and selecting the best alternative for the district and the community. This process is critical to developing an effective long-range facilities master plan because it ensures that the plan reflects the district's and the community's goals and desires for educating their children. As just one example, the 1999 study notes that many of the district's older classrooms are undersized by today's standards. There are many options open to the district and the community to address this issue, including but not limited to:

- Replace all undersized classrooms in the district.
- Establish a *district* minimum size classroom and replace undersized classrooms.
- Establish a minimum square footage per pupil and only assign as many students per classroom as this formula allows.
- Use instructional delivery methods that minimize space requirements in the classrooms such as laptop computers and a wireless network at the student desks as opposed to desktop PC stations permanently located in the room in addition to student desks.
- Consider the effects of declining enrollment and demographic shifts on district class size.
- Decide that all classroom sizes are acceptable to the district and community.

The decision of how to address the issue of undersized classrooms will greatly affect the content of any long-range facility plan. Additionally, developing an effective long-range facilities plan involves not just facilities but also curriculum, technology, instructional delivery methods, special education and athletics.

Recommendation 33:

Develop a comprehensive long-range facilities master plan.

In the Facilities Evaluation and Projected Needs study completed in August 1999, the district has an excellent blueprint for continuing the long-range planning process, which ultimately should result in a comprehensive master plan. The district should move forward with the considerations contained at the end of the study. Many of these considerations are not black and white choices, but rather involve developing policies or studying issues that will lead to future solutions to the district's facilities issues.

To foster the planning process, the district should set up a long-range facilities planning committee consisting of teachers, administrators, parents, business community members, students and any other relevant community entities to review and evaluate the 1999 Facilities Evaluation and Projected Needs study. This committee should review the report, develop alternative solutions to the issues raised and present this information to the community at public forums for input. Based on the results of this process, the committee should make recommendations to the board for their action.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The school board appoints a long-range facilities planning committee made up of administrators, parents, students and community members.	September 2001
2.	The long-range facilities planning committee reviews and evaluates the 1999 report and develops alternative solutions.	October 2001 to December 2001
3.	The long-range facilities planning committee conducts a series of public forums and meetings to discuss the alternative solutions and receive input from the public.	January 2002 - February 2002
4.	The long-range facilities planning committee selects the best solutions and presents their findings to the board.	March 2002 - April 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

There is a wide variation in the number of students enrolled in individual schools at the elementary level. This large range means that the district is operating some small schools, under 300 students, that are inefficient in cost-per-student, making it difficult to offer all of the courses and

activities as the larger schools, since there may not be enough students participating to be cost effective or practical.

As shown in **Exhibit 5-9**, the district has seen a steady decline in enrollment since the 1995-96 school year totaling about 8 percent. This decline has been particularly evident at the elementary and high school levels and, as **Exhibits 5-4, 5-5** and **5-6** have already shown, all grade levels are projected to continue declining enrollment through at least the 2008-09 school year.

**Exhibit 5-9
SAISD Enrollment History**

	1995-96	1996-97	1997-98	1998-99	1999-2000	2000-01
Enrollment	17,489	17,354	17,240	16,730	16,405	16,101

Source: TEA, AEIS 1996-2000, Texas Education Agency PEIMS 2001.

Exhibits 5-10 and **5-11** display high school and junior high school capacity analysis.

**Exhibit 5-10
High Schools Capacity Analysis**

School Name	Permanent Capacity based on Number of Instruction Spaces	Overall Capacity including Portables	Current Enrollment	(Over)/ Under Existing Capacity	Projected Enrollment 2008-09	(Over)/ Under Existing Capacity
Central	3,039	3,081	2,499	582	1,984	1,097
Lake View	1,466	1,466	894	572	1,086	380
Total	4,505	4,547	3,393	1,154	3,070	1,477

Source: SAISD Facilities Evaluation and Projected Needs, Texas Association of School Administrators, August 1999.

Note 1: High School capacities are based on 25 students per instruction space times a utilization factor of 85%.

Note 2: Number of instruction spaces = gross number of instruction spaces minus instruction spaces used for programs that add no capacity such as music, title programs, content mastery, ESL, etc.

**Exhibit 5-11
Junior High Schools Capacity Analysis**

School Name	Permanent Capacity based on Number of Instruction Spaces	Overall Capacity including Portables	Current Enrollment	(Over)/ Under Existing Capacity	Projected Enrollment 2008-09	(Over)/ Under Existing Capacity
Edison	1,148	1,148	866	282	739	409
Glenn	1,318	1,530	947	583	891	639
Lee	1,041	1,254	868	386	788	466
Lincoln	1,275	1,275	1,086	189	1,198	77
Total	4,782	5,207	3,767	1,440	3,616	1,591

Source: SAISD Facilities Evaluation and Projected Needs, Texas Association of School Administrators, August 1999.

Note 1: Junior High School capacities are based on 25 students per instruction space times a utilization factor of 85%.

Note 2: Number of instruction spaces = gross number of instruction spaces minus instruction spaces used for programs that add no capacity such as music, title programs, content mastery, ESL, etc.

Chapter 5

FACILITIES USE AND MANAGEMENT

A. FACILITIES PLANNING, DESIGN AND CONSTRUCTION MANAGEMENT (PART 2)

Exhibit 5-12 displays elementary school capacity and shows that the district is operating several small schools such as Blackshear, Fannin and Rio Vista that are inefficient to operate, based on a cost-per-student basis.

Exhibit 5-12
Elementary Schools Capacity Analysis

School Name	Permanent Capacity based on Number of Instruction Spaces	Overall Capacity including Portables	Current Enrollment	Current (Over)/ Under Existing Capacity	Projected Enrollment 2008-09	Projected(Over)/ Under Existing Capacity
Alta Loma	475	475	428	47	390	85
Austin	594	594	513	81	429	165
Belaire	396	436	395	41	302	134
Blackshear	218	257	224	33	220	37
Bonham	554	554	594	(40)	519	35
Bowie	475	594	448	146	395	199
Bradford	396	515	481	34	343	172
Crockett	238	614	618	(4)	751	(137)
Day	317	396	414	(18)	435	(39)
Fannin	356	396	312	84	248	148
Fort Concho	297	337	360	(23)	430	(93)
Glenmore	554	554	502	52	376	178
Goliad	495	535	595	(60)	628	(93)
Holiman	238	356	381	(25)	503	(147)
McGill	455	455	479	(24)	476	(21)
Reagan	574	693	453	240	287	406

Rio Vista	185	356	284	72	210	146
San Jacinto	574	614	579	35	535	79
Santa Rita	436	436	422	14	420	16
Travis	218	554	592	(38)	601	(47)
Total	8,045	9,721	9,074	647	8,498	1,223

Source: SAISD Facilities Evaluation and Projected Needs, Texas Association of School Administrators, August 1999.

Note 1: Elementary School capacities are based on 22 students per instruction space times a utilization factor of 90%.

Note 2: Number of instruction spaces = gross number of instruction spaces minus instruction spaces used for programs that add no capacity such as music, title programs, content mastery, ESL, etc.

As can be seen in **Exhibit 5-12**, Blackshear has a current enrollment of 224 students with a projected enrollment in 2008-09 of 220 students; Fannin has a current enrollment of 312 students with a projected enrollment in 2008-09 of 248 students and Rio Vista has a current enrollment of 284 students with a projected enrollment in 2008-09 of 210 students. When schools are this small, fixed costs such as administration and custodians are disproportionately high per student compared to larger schools.

One of the greatest challenges facing the district in the future will be campuses like Crockett, Holiman and Travis that are currently over capacity and are projected to continue to be over capacity in 2008-09. In addition to addressing increasing enrollment at these schools, even though overall district enrollment is declining, all three of these campuses have extraordinarily high levels of instructional space housed in portables.

In addition, while the overall elementary school enrollment is declining, the district is planning to build a new 600-student elementary school in an area of the district that is experiencing enrollment growth. While at first glance it may seem unusual to build a new school during a period of declining enrollment, there are several circumstances specific to SAISD that make building a new elementary school prudent.

First, the new school is scheduled to be constructed in an area of the district with projected enrollment growth, and the new school will help absorb this growth as well as allow adjustments to existing attendance zones to relieve present and projected overcrowding from other elementary schools. Second, the district has many elementary schools with a very high level of reliance on portables to meet enrollment. Building the new elementary school will allow the replacement of elementary school capacity in portables with capacity in permanent construction.

Recommendation 34:

Close one elementary school and adjust attendance zones to allow enrollment at other smaller elementary schools to be increased.

Closing a school will help to defray some of the cost of operating the new school and adjusting attendance zones will help the district more closely balance enrollment at the elementary school level and reduce or eliminate small, inefficient elementary schools. It also will provide a greater level of parity both in physical plant and educational opportunities for all elementary school students.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board appoints a school closing and attendance zones committee made up of board members, staff, administrators and the community to oversee the process of closing a school and adjusting attendance zones.	September 2001
2.	The committee studies the use of existing facilities and holds public meetings, conducts surveys, and uses other appropriate methods to receive input from all stakeholders.	October 2001 to December 2001
3.	When a school has been tentatively selected for closure, the committee studies adjustments to attendance zones to increase enrollment at smaller schools and reduce enrollment at the largest schools. The committee holds public meetings, conducts surveys and uses other appropriate methods to receive input from all stakeholders.	January 2002 to March 2002
4.	The committee makes recommendations to the board for the closure of at least one school and the corresponding adjustments to attendance zones.	April 2002
5.	The board approves the committee's recommendation.	May 2002
6.	The board announces closings and attendance zone adjustments for the 2002-03 school year.	May 2002

FISCAL IMPACT

Estimates are based on savings from maintenance, custodial and food services operations as well as utility costs and the salary savings associated with the elimination of a head custodian and staff custodian, a cafeteria manager, and the administrative staff including a principal, secretary, counselor and library aide.

While the enrollments at the remaining elementary schools will increase, the current administrative and support staff at the remaining facilities should be sufficient. **Exhibit 5-13** shows the anticipated savings. All salaries have been estimated at the entry-level or lowest current salary for each position plus benefits. Utilities savings are based on the smallest utility cost at any elementary school for 2000-01.

Exhibit 5-13
SAISD Elementary School Staffing Administration Costs
2000-01

Position	Salary with Benefits
Principal	\$42,213
Secretary	\$13,821
Counselor	\$36,584
Library Aide	\$13,821
Cafeteria Manager	\$15,131
Head Custodian	\$19,277
Staff Custodian	\$16,723
Utilities	\$22,773
Total Savings per Year	\$180,343

Source: SAISD salary schedules for 2000-01 and actual utility cost for smallest elementary school for 1999-2000.

After the district has decided which school is to be closed, the district should review the possibility of selling the building and/or property. The ability of the district to sell the property will be dependent on many factors including the location of the site within the city, the condition of the building or buildings and the current real estate market conditions. Since it is not possible to determine if the school to be closed can be sold, the

proceeds from any such sale are not included in the fiscal impact of this recommendation.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Close one elementary school and adjust attendance zones to allow enrollment at other smaller elementary schools to be increased.	\$0	\$180,343	\$180,343	\$180,343	\$180,343

FINDING

The district does not maintain educational capacities and use rates for each classroom and grade level at each school. This procedure is particularly essential for SAISD because, according to the 1999 Facilities Evaluation and Projected Needs study, a large number of instructional spaces are undersized by current space standards. These spaces will be impacted further by space demands for computers and other technology as well as potential changes in educational delivery such as more lab work. By knowing the educational capacity for each space and school, it is then possible to compare it to the actual number of students attending and develop a utilization rate. Additionally, knowing the educational capacity for each campus will aid the district effort to adjust attendance zones to more closely balance attendance at each school type within the district.

The 1995 TSPR report contained a similar recommendation to this one. In response to this recommendation, SAISD gathered nearly all of the necessary information and developed a detailed space inventory at each school. The missing element in this process, however, is that SAISD never developed a benchmark amount of square feet per student that would allow the district to calculate educational capacities for each classroom and each campus. By knowing the educational capacity for the school, it is possible to compare it to the actual number of students attending and develop a utilization rate.

For elementary schools, an effective utilization rate is 85 to 90 percent of the total educational capacity. For junior high and high schools, an effective utilization rate is 65 to 85 percent of the total educational capacity, depending on scheduling issues.

Recommendation 35:

Develop and maintain educational capacities and utilization rates for each classroom and grade level at each school.

By tracking this information, the district can identify under or over-utilized schools and develop appropriate measures to either reduce enrollment or increase capacity.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent requests the director of Maintenance to develop square foot requirements for students in classrooms and other academic spaces consistent with state standards and other applicable standards.	September 2001
2.	The director of Maintenance presents the square foot standards to the board for review and acceptance.	November 2001
3.	The board modifies standards as required and approves standards.	December 2001
4.	The director of Maintenance uses existing database of spaces at each school and maintains data showing educational capacity of all spaces at all schools for planning purposes.	January 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Several SAISD elementary schools have a disproportionately high number of portable classrooms. The district currently has 87 portable buildings districtwide containing 173 instructional spaces. Portables may contain more than one instructional space.

Exhibit 5-14 shows the usage of portable classrooms at SAISD elementary schools.

**Exhibit 5-14
Elementary Schools Portables Analysis**

School Name	Total Instruction Spaces	Instruction Spaces Housed in Portables	Percent of Instruction Spaces in Portables	Percent of Instruction Spaces in Square Feet
Alta Loma	32	2	6%	4%
Austin	36	0	0%	0%
Belaire	29	2	7%	3%

Blackshear	16	7	44%	24%
Bonham	35	0	0%	0%
Bowie	34	6	18%	10%
Bradford	32	8	25%	20%
Crockett	37	20	54%	40%
Day	25	4	16%	11%
Fannin	25	2	8%	4%
Fort Concho	22	2	9%	5%
Glenmore	33	0	0%	0%
Goliad	32	2	6%	5%
Holiman	21	6	29%	21%
McGill	28	0	0%	0%
Reagan	41	6	15%	10%
Rio Vista	24	4	17%	16%
San Jacinto	38	2	5%	5%
Santa Rita	27	0	0%	0%
Travis	34	17	50%	35%
Total		90	15%	7%

Source: SAISD Facilities Evaluation and Projected Needs, Texas Association of School Administrators, August 1999.

Note: Portables may house more than one instructional space.

Portable classroom use varies widely throughout schools in the district. Temporary classrooms are a common feature of American schools, but they are usually erected to meet enrollment fluctuations or to house temporary programs. Nationally, the average square footage of portable classrooms is 10 percent of the total gross square feet at the elementary level and 5 percent at the middle school and high school level. SAISD has no district policy on the use, placement, or removal of portable classrooms.

As can be seen by **Exhibit 5-14**, there are nine elementary schools that have fifteen percent or more instructional space housed in portables. Five schools have a quarter or more of their classrooms in portables and two schools, Crocket and Travis, have half or more of their classrooms in portables. The fact that a substantially higher percent of instructional spaces are housed in portables as compared to square footage housed in portables is not surprising since portables increase student capacity without making any proportional increase in core spaces such as cafeterias, toilet rooms and libraries. Indeed, this situation illustrates one of the greatest problems excessive use of portables poses to schools. The additional student load of portables puts tremendous strain on existing core facilities by overtaxing toilet rooms, creating undersized libraries compared to the student population and necessitating numerous and/or short lunch periods.

Recommendation 36:

Establish a district policy governing the use of portable classrooms.

The policy on portable classrooms should recognize the effects on the educational program and the possible overuse of common facilities (e.g., library, cafeteria, or restrooms). The policy should also provide guidelines regarding placing and removing portable classrooms.

As enrollment declines, and through adjusting attendance zones, the district should reduce the number of instructional spaces housed in portable buildings. By housing more students in permanent construction, the students will be in facilities that are more efficient to operate and represent a greater return on investment of district resources because of the longevity of permanent construction versus portables.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board appoints a portables usage committee consisting of staff, administration and community members.	September 2001
2.	The committee studies portable usage in the district and develops guidelines for future usage.	November 2001
3.	The portables usage committee presents guidelines to board.	January 2002
4.	The board accepts guidelines and develops a formal policy.	February 2002
5.	The director of Maintenance implements the portables usage policy and prepares yearly reports indicating changes necessary to maintain compliance with policy.	March 2002 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

SAISD does not have a process to evaluate the suitability of sites for new facilities. In 1988 the district was offered a piece of property for the site of a new elementary school for the purchase price of \$1. The district accepted the property and made over \$700,000 of improvements in preparation for the new school. As plans for the new school were developed, the district became aware that drainage and soil problems made the site unsuitable for the school. The company engaged by the district for civil engineering services for the new school advised the district that the site is at the low end of a long drainage channel and would require expensive remediation to maintain the drainage flow if the site were developed. The civil engineer also noted that these drainage structures would be a danger for the children. Additionally, soil borings of the site identified expansive soils that require expensive construction techniques to minimize their impact on the buildings. The district has since found a new site for the elementary school. The conditions that made the original site unsuitable for an elementary school could have been identified by a qualified civil and soils engineer prior to the district taking possession and spending money to improve the property.

During a recent August 2001 board meeting several members expressed concern about the railroad tracks being only 150 feet away from the back door to the purposed elementary school. The board voted to accept the bid for utility and roadwork without resolving the issue. Districts often engage a professional consultant prior to purchasing and improving a property so that resources on infrastructure are not unnecessarily used.

Recommendation 37:

Establish a procedure to engage professional consultants to evaluate the suitability of potential building sites before purchasing and improving them.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Maintenance develops a procedure for evaluating raw land acquisitions by the district, including engaging professional consultants.	September 2001
2.	The director of Maintenance implements new procedure.	October 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

A company owned by a Maintenance Department employee was awarded a subcontract for a construction project financed by the district.

In December 1999, the district contracted with a construction company to renovate the John Glenn Junior High School. A heating, ventilating and air conditioning (HVAC) company owned by an employee in the Maintenance Department was awarded a subcontract by the construction company to do HVAC work at John Glenn.

While there was not a direct contract between the district and the employee's company, district funds were paid to the construction company for work performed at the John Glenn School, which in turn were paid to the HVAC company. This situation creates a possible conflict of interest and, at least, the appearance of impropriety.

Current SAISD Policy DBD (Local) states:

"An employee shall not accept or solicit any gift, favor, service, or other benefit that could reasonably be construed to influence the employee's discharge of assigned duties and responsibilities.

An employee shall not have a personal financial interest, a business interest, or any other obligation that in any way creates a substantial conflict with the proper discharge of assigned duties and responsibilities or that creates a conflict with the best interest of the district.

An employee who believes he or she has or may have a conflict of interest shall disclose the interest to the superintendent or designee, who shall take whatever action is necessary, if any, to ensure that the district's best interests are protected."

Recommendation 38:

Develop a board policy stating that companies owned by district employees are not eligible to participate in any construction projects funded by the district.

The school board should develop a new policy or add language to the existing policy that prohibits the participation of any company owned in whole or in part by a district employee in projects involving district funds. This policy should note that it applies to companies with contracts directly with the district as well as companies that enter into subcontracts with

companies contracted directly with the district. Additionally, the construction manager and the Purchasing Department should develop a procedure that requires all contractors, consultants, subcontractors and sub-consultants to disclose if their company is owned, in whole or in part, by any school district employee. These companies should also disclose if any of their employees are also district employees.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board appoints a committee on policy.	October 2001
2.	The policy committee develops new policy that prohibits the participation of any company owned in whole or in part by a district employee in projects involving district funds.	November to December 2001
3.	The policy committee presents new policy to board for acceptance.	January 2002
4.	The board adopts the new policy.	January 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district hired a construction company to assist in construction management for the 1996 bond program that also was awarded construction contracts.

To aid in the supervision of the bond projects, the district hired a local contractor to provide construction management services to the district. There are several problems associated with this hiring:

- There is no record that other companies or individuals were considered for this work.
- There was no clear identification of the scope of services that were to be performed.
- The range of fees negotiated, 4 to 6 percent of construction cost, is high by industry standards for construction observation only.
- The company hired by the district to observe construction at some projects was awarded construction contracts by the district at other projects within the district.
- The district engaged the services of a construction attorney to review the situation and was advised to end the relationship immediately.

Recommendation 39:

Develop a procedure that clearly defines how construction services consultants are to be engaged, the scope of services expected and the range of fees based on the scope of work.

The Facilities Management Department should develop procedures that define how construction management consultants are selected and a standard scope of services and range of fees. This policy should reference district policy for selection of professional consultants and should identify what services the district expects the construction manager to perform. The district should reference documents from the American Institute of Architects for descriptions of typical services performed by construction managers. The procedure should also contain a range of fees for the services the district anticipates receiving to be used by district personnel during negotiations with the selected company. The fee structure is typically based on a percent of construction cost for the project.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent authorizes the director of Maintenance and the director of Purchasing to develop a procedure that defines how construction management consultants are selected, standard scope of services and range of fees.	September 2001
2.	The directors of Maintenance and Purchasing develop procedures that meet state law for obtaining professional services and protect the district's interests with regard to scope and fee.	September to October 2001
3.	Director of Maintenance implements new procedure.	November 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The construction budgets used in planning for the 1997 bond program projects were significantly less than actual construction bids.

In preparation for the 1997 bond program, SAISD hired a construction management firm to develop projects and construction budgets. The construction management firm is based in Fort Worth and, it appears, their knowledge of the local construction cost market was limited, because all of the construction budgets they developed turned out to be considerably

less than estimates prepared by local architects and less than actual project costs. This situation forced the district to develop cost cutting measures to keep bond projects within budget.

Recommendation 40:

Use local construction cost data and historical school district construction costs when preparing construction budgets for a bond program.

The district should make certain, when planning and budgeting projects in the future, that local construction costs are used as the basis for estimates. The district should maintain its own database and inventory of construction costs based on construction bids for their projects. Additionally, the district should make certain that any construction managers, architects or engineers providing construction cost estimates are using local construction costs as the basis for the estimate.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Maintenance keeps accurate and detailed records of district construction projects including project description, size and cost.	September 2001 and Ongoing
2.	The director of Maintenance furnishes district data to consultants for use in estimating construction costs.	September 2001 and Ongoing
3.	The director of Maintenance requires consultants to demonstrate the basis for construction cost estimates.	September 2001 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district provides the use of the San Angelo Stadium for home football games for San Angelo State University for less than the district spends to maintain the stadium.

In March 2000, the district entered into a lease agreement with Angelo State University (ASU) for the use of SAISD's San Angelo Stadium for ASU home football games. The lease agreement covers a one-year period beginning September 1, 2000 with options of annual renewal for the remainder of a five-year period. The annual lease rates and other provisions are subject to renegotiation upon ninety days notice by either party. A summary of the provisions of the lease agreement are as follows:

- ASU can use the stadium for up to six regular season home games in addition to any post-season games at a cost of \$1,000 per game.
- The games shall be scheduled for 6:00 p.m. to 10:30 p.m. or 12:00 p.m. to 4:30 p.m. on Saturdays.
- ASU may schedule night practices from 7:00 p.m. to 9:00 p.m. at a cost of \$75 per hour.
- SAISD must furnish personnel to prepare the field and lights, provide maintenance and clean up after each game.
- SAISD reserves all concession rights but must provide drinks and ice for the press box during ASU games.
- ASU track teams may use the track for practice at no cost.

The cost of preparing the field for ASU games, including lining the field, cleaning up the stands, restrooms and locker rooms after the game, providing refreshments for the press box and utilities, which includes electricity for lights for night games and water for locker rooms and rest rooms exceeds the \$1,000 per game called for in the lease. In addition to these direct costs, SAISD is also responsible for the costs of maintenance due to wear and tear on the field as well as in the stands and restrooms.

The costs of paying utility bills attributable to the lease and maintenance of the field, stands, and restrooms exceed the lease payments. Additionally, improvements have been made to the stadium that have benefited both SAISD and ASU, but only SAISD has borne the costs of these improvements.

Recommendation 41:

Renegotiate the contract between SAISD and Angelo State University for the use of the San Angelo Stadium.

The district should determine all costs associated with ASU's use of the stadium according to the provisions of the lease agreement. Once all costs are identified, including indirect costs, the district should renegotiate the terms of the lease so the district can be compensated for the entire cost to the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent notifies the president of ASU that it is the district's intent to renegotiate the terms of the lease agreement.	September 2001
2.	The superintendent requires the director of Maintenance to identify all actual costs associated with ASU's use of San Angelo stadium. This should include historical costs as well as costs reasonable to assume in the future.	September to October 2001

3.	The superintendent and the president of ASU negotiate a new lease agreement that more accurately reflects cost to the district.	January 2002
4.	Superintendent and president of ASU sign formal lease agreement.	January 2002

FISCAL IMPACT

Lease agreements for stadium use range from \$2,500 to \$6,000 per game. When renegotiating the lease, the district should expect to receive at least \$2,000 per game, or an increase of \$1,000 per game. Based on an average of five games per year at the SAISD San Angelo Stadium, SAISD could expect an additional \$5,000 per year beginning in 2002-03.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Renegotiate the contract between SAISD and Angelo State University for the use of the San Angelo Stadium.	\$0	\$5,000	\$5,000	\$5,000	\$5,000

Chapter 5

FACILITIES USE AND MANAGEMENT

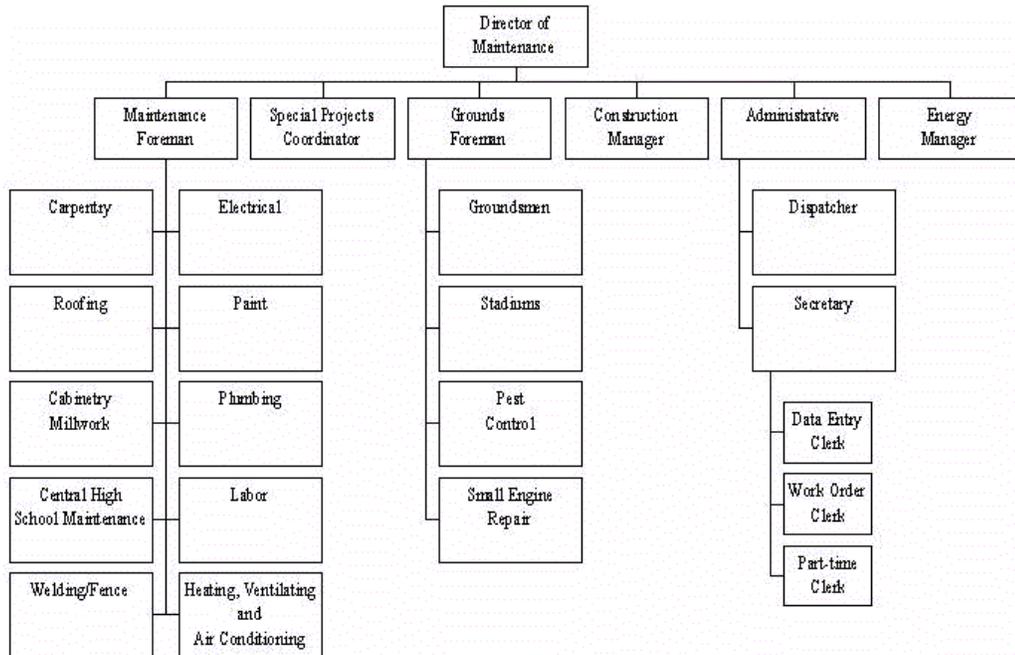
B. PLANT MAINTENANCE

The mission of a typical school district facilities management department is to provide for a physical environment that enhances teaching and learning. The major ongoing activity in facilities management is referred to as Maintenance and Operations. The goals of an effective Maintenance and Operations Department are to:

- Extend the life of facilities and maximize their potential use;
- Increase facilities staff productivity;
- Select the most cost-effective methods for operations;
- Improve and maintain the aesthetics of facilities;
- Implement programs to conserve energy; and
- Ensure the safety and security of people and buildings.

Efficient and effective maintenance operations in a school district require well-defined processes, including adequate information to plan and manage daily maintenance operations, a good work-order system that helps maintenance workers respond quickly to repair requests, a preventive maintenance system that ensures that maintenance workers regularly service equipment to minimize equipment down-time and a mechanism to monitor maintenance service levels and obtain periodic feedback about functions that need improvement. **Exhibit 5-15** shows the organizational structure of the Maintenance Department.

**Exhibit 5-15
Maintenance Organization Chart**



Source: SAISD Organizational Chart, April 2001.

The Maintenance Department, including grounds keeping, has a staff of 91 and a budget of \$2.8 million for fiscal 2000-01. The department is responsible for maintaining 20 elementary schools, four junior high schools, two high schools, two alternative schools and various administrative and support facilities with a total of approximately 2.4 million gross square feet and 426 acres of grounds.

Exhibit 5-16 presents the number and type of employees from 1996-97 through 2000-01.

**Exhibit 5-16
Number of Personnel by Shop or Trade
School Year**

Shop/Trade	1996-97	1997-98	1998-99	1999-2000	2000-01
Groundskeepers	24	24	26	26	25
Grounds Foreman	0	0	1	1	1
HVAC	10	11	11	12	10
Electrical	5	5	7	8	6

Paint	11	11	12	11	10
Carpentry	10	12	9	9	10
Welding	3	3	2	2	2
Plumbing	7	8	6	6	7
Furniture	1	1	1	1	1
Mill	2	2	2	2	2
Construction	0	0	5	5	4
Fence	0	0	1	1	0
Audio/Visual	1	1	1	1	2
Evaporative Cooler/Mechanics	1	1	1	1	1
Concrete/Plaster	1	1	1	1	0
Dispatcher	1	1	1	1	1
Work Order Clerk	1	1	0	1	1
Laborers	2	3	3	3	3
Central High School Maintenance	1	1	1	1	1
Maintenance Foreman	1	1	1	1	1
Totals	82	87	92	94	88

Source: SAISD Maintenance & Operations Department.

Exhibit 5-17 shows the expenditure history of selected items in the Maintenance Department. Salaries within the Maintenance Department have increased approximately 3-1/2 percent each year for the last three years.

**Exhibit 5-17
Maintenance Department Selected Expenditures History**

Function	School Year			
	1996-97	1997-98	1998-99	1999-2000
Salaries	\$3,470,603	\$3,581,888	\$3,772,875	\$3,870,187
Contracted Services	NA	\$308,417	\$287,552	\$354,113
Supplies	\$976,643	\$1,032,376	\$1,223,015	\$864,167

Source: SAISD Financial Department.

Exhibit 5-18 shows the overall budget for maintenance and operations and the cost per student for the last four years.

**Exhibit 5-18
Maintenance and Operations Budget
And Cost per Student**

Function	School Year			
	1996-97	1997-98	1998-99	1999-2000
Budget	\$8,291,137	\$9,042,069	\$8,911,917	\$9,106,866
Budget Percent Change	NA	9.1%	(1.5%)	2.2%
Cost per Student	\$478	\$524	\$532	\$555
Cost per Student Percent Change	NA	9.6%	1.5%	4.3%

Source: TEA - Data Central, Financial Data Mart Reports, Actual Expenditures by Function General Fund Per School Year.

It is interesting to note that because of decreasing enrollment, even when the maintenance and operations budget decreased, the cost per student still increased. This is due primarily to the fact that the number of facilities and amount of square feet of buildings to be maintained has not decreased even through the student population has. **Exhibit 5-19** compares the maintenance and operations cost per student for SAISD with its peer districts.

**Exhibit 5-19
Actual Plant Maintenance and Operation
Cost per Student
1999-2000**

District	M & O Cost per Student
Abilene	\$506
San Angelo	\$555
Ector County	\$575
Waco	\$602
Midland	\$660

Peer District Average	\$586
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Source: TEA - Data Central, Financial Data Mart Reports, Total Actual Expenditures by Function General Fund Per Enrolled Student Per Fiscal Year.

The TSPR team conducted surveys of primary user groups of services and facilities provided by SAISD to assess their level of satisfaction. Five primary groups of users of facilities (administrators, principals, teachers, parents and students) were asked specific questions concerning maintenance functions. **Exhibit 5-20** displays opinions regarding general building maintenance.

Exhibit 5-20

Survey Responses to the statement

"Buildings are properly maintained in a timely manner."

Group	Agree/Strongly Agree	No Opinion	Disagree/Strongly Disagree
Parents	50%	27%	23%
Administrators	73%	10%	17%
Principals	92%	4%	4%
Teachers	57%	8%	36%
Students	56%	20%	24%

Source: TSPR.

Exhibit 5-21 shows the user groups opinions regarding emergency maintenance situations.

Exhibit 5-21

Survey Responses to the statement

"Emergency maintenance is handled promptly."

Group	Agree/Strongly Agree	No Opinion	Disagree/Strongly Disagree
Parents	42%	47%	11%

Administrators	75%	16%	9%
Principals	100%	0%	0%
Teachers	78%	10%	12%
Students	53%	25%	22%

Source: TSPR.

As can be seen by **Exhibit 5-20** and **5-21** there is a very high level of satisfaction from all user groups with the maintenance of district facilities.

FINDING

The Maintenance Department developed a five-person construction crew to perform maintenance or small capital improvement projects. On several projects, the Maintenance Department solicited bids from outside contractors, as well as developed their own bid based on their construction crew. In each of these cases, the in-house construction crew was less expensive than the outside contractors and performed the work at a savings to the district. A review of one set of documents the Maintenance Department used to prepare their bid indicated that all applicable costs were applied and fairly meticulous records were kept for each item to be included in the total bid amount. Additionally, the construction crew installed most of the new playground equipment the district was able to purchase through a block grant from the city. In the current effort to reduce the maintenance budget, and in recognition of a reduced role for the construction crew because of the near completion of the bond program and the playground equipment, the construction crew was dissolved.

COMMENDATION

The Maintenance Department developed a special five-person construction crew to perform smaller construction projects less expensively than having the work performed by outside contractors.

FINDING

The Maintenance Department developed a campus beautification program that allows campuses to compete for monthly cash prizes awarded to the school with the most beautiful grounds.

The school beautification contest is held monthly during the entire school year. The contest rules require that each school wishing to participate in

that month submit an application to the review committee outlining the improvements made and discuss the participation by students, staff and parents. There are a total of seven monthly prizes of \$1,000 awarded to the winning schools to spend as they choose.

The district has partnered with a local business that funds \$3,000 of the prize money, judges the schools and participates in the awards ceremony. The maintenance department funds the remaining portion of the prize money, approximately \$4,000 per year. The contest has encouraged pride in the appearance of each campus by students, staff and parents, and saves the district money that would have been spent to maintain and beautify the school grounds.

COMMENDATION

The Maintenance Department developed a campus beautification program that encourages staff, students and parents to improve and maintain their school grounds.

FINDING

The Maintenance Department plans scheduled maintenance projects out over five years and keeps a database of the year projects are scheduled to be performed together with the budget amount.

By tracking scheduled maintenance over a five-year period, the district has a factual basis for maintenance budgets up to five years into the future. Additionally, by scheduling the work in advance, the district is able to make sure they have the proper supplies on hand to perform the maintenance.

**Exhibit 5-22
Sample SAISD Five Year Maintenance Plan**

School Name	1999-2000	Cost	2000-01	Cost	2001-02	Cost
San Jacinto	Additional security lighting	\$2,500	Modify for ADA requirements	\$25,000	Improve lighting in cafeteria	\$3,500
San Jacinto	Upgrade electrical service	\$5,000	Signage to designate visitor drop off	\$300	Carpet replacement	\$55,000
San	Renlace 4	\$1,000	Add lighting	\$1,800	Renlace	\$18,000

Jacinto	lavatories/girls		to existing parking		clouded plexiglass windows	
San Jacinto	Replace 14 toilet partitions	\$9,200	Add storage closets in 4 classrooms	\$8,000	Repaint upper floor corridor walls	\$1,200
San Jacinto	Repair 40 sf ceramic tile boys/upstairs	\$500	Replace 10 water coolers	\$9,000	Replace two pairs of ext. doors/hardware	\$1,500
San Jacinto	Replace 4 lavatories/boys	\$1,000	Install 2x4 lay in ceiling Light fix/boys in one story area	\$4,000	Remodel coat areas in two story CR's	\$12,000
San Jacinto	Replace 6 toilet partitions	\$4,000	New toilet accessories both restrooms 2 nd floor	\$1,000		
San Jacinto	Test for asbestos	\$1,500	Improve lighting in Cafeteria	\$3,500		

Source: SAISD Maintenance Department, Five Year Maintenance Plan, January 26, 2000.

Note: Only three years are shown in table due to size constraints.

Exhibit 5-22 shows a small sampling of the format and content of the Five Year Maintenance Plan that is maintained by the district.

COMMENDATION

The Maintenance Department plans scheduled maintenance projects and keeps a database of project year and budget amount.

FINDING

The Maintenance Department has implemented a "forward maintenance crew" that visits each school at least once a year and performs preventive maintenance and low priority work orders.

The forward maintenance crew, which includes mechanical, electrical, carpentry, painting and plumbing expertise, comes to each school at least once a year to make the repairs that have not been emergencies but are needed to upgrade facilities and provide appropriate spaces for the educational program. During their visits, the crews satisfy the majority of maintenance needs that are either preventive maintenance or have not been of sufficient priority to receive immediate attention. Campus administrators said they are pleased with this process.

COMMENDATION

The Maintenance Department has implemented a "forward maintenance crew" to visit schools yearly and perform preventive maintenance and low priority work orders.

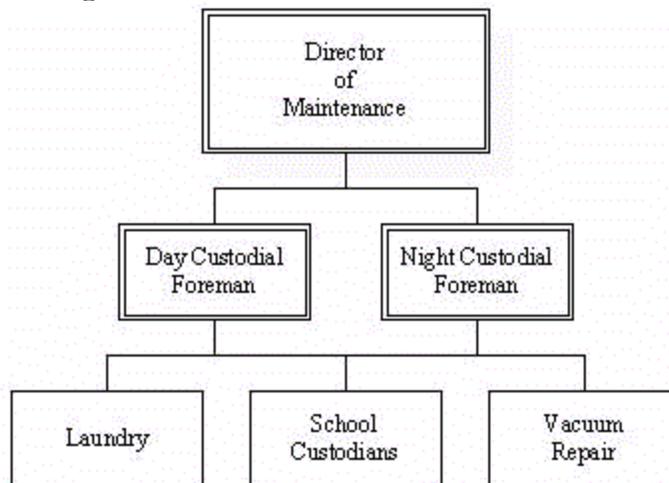
Chapter 5

FACILITIES USE AND MANAGEMENT

C. CUSTODIAL SERVICES

The Maintenance Department is responsible for housekeeping programs for the district. Custodial services are provided to each school with personnel who report to the school principal for their responsibilities but are supervised by the Maintenance Department. Supervision by the Maintenance Department is provided by a daytime and night custodial supervisor. **Exhibit 5-23** shows the organizational chart for custodial operations.

Exhibit 5-23
Organizational Chart for Custodial Services



Source: SAISD Organizational Chart, April 2001.

FINDING

The district maximizes the efficiency of the custodial staff through scheduling. At the high schools and junior high schools, there is typically one custodian that works from 6 a.m. to 3 p.m., one custodian that works from 9 a.m. to 6 p.m. and the other custodians work from 2 p.m. to 11 p.m. At the elementary schools there is typically one custodian that works a split shift from 7 a.m. to 12 p.m. and 4 p.m. to 7 p.m. with the balance of custodians working from 12 p.m. to 9 p.m. By arranging the custodial schedules in this way, the district maximizes the efficiency of the custodial staff by allowing most of the custodians to work after school hours while, at the same time, always having at least one custodian working during school hours.

The district provides custodial staffing for schools at levels that meet or exceed industry standards for square footage per custodian. **Exhibit 5-24** compares the custodial staffing at each school against the industry standard of 20,000 square feet per custodian.

Exhibit 5-24
Analysis of Custodial Staffing Levels
2000-01

School Name	Total Gross S.F.	Current Custodial Staff	S.F. per Custodian	Industry Standard (GSF/20,000)	Over (Under) Industry Standard
Central High School	395,046	17	23,238	20	(3)
Lake View High School	281,624	8	35,203	14	(6)
High School Subtotal	676,670	25		34	(9)
Edison Junior High School	126,378	7	18,054	6	1
Glenn Junior High School	143,575	6	23,929	7	(1)
Lee Junior High School	119,167	5.5	21,667	6	(.5)
Lincoln Junior High School	174,761	7	24,966	8	(1)
Junior High School Subtotal	563,881	25.5		27	(1.5)
Alta Loma Elementary School	42,053	2.5	16,821	2	.5
Austin Elementary School	55,157	2.5	22,063	3	(.5)
Belaire Elementary	49,114	2	24,557	2.5	(.5)

School					
Blackshear Elementary School	29,632	2	14,816	1.5	.5
Bonham Elementary School	60,876	3	20,292	3	0
Bowie Elementary School	58,554	2.5	23,442	3	(.5)
Bradford Elementary School	37,452	2	18,726	2	0
Crockett Elementary School	46,634	3	15,545	2.5	.5
Day Elementary School	32,671	2	16,336	2	0
Fannin Elementary School	44,671	2	22,336	2	0
Fort Concho Elementary School	36,212	2	18,106	2	0
Glenmore Elementary School	59,515	2.5	23,806	3	(.5)
Goliad Elementary School	35,554	2	17,777	2	0
Holiman Elementary School	27,237	2	13,618	1.5	.5
McGill Elementary School	45,598	2	22,799	2.5	(.5)
Reagan Elementary	54,554	3	18,185	3	0

School					
Rio Vista Elementary School	23,145	2	11,573	1	1
San Jacinto Elementary School	62,990	3	20,997	3	0
San Rita Elementary School	43,657	2	21,829	2	0
Travis Elementary School	43,221	2.5	17,288	2	.5
Elementary School Subtotal	888,497	46.5		45.5	1
Total	2,129,048	97	21,949	106.5	(9.5)

Source: Custodial Staff 2000/2001, provided by SAISD.

TSPR conducted surveys of primary user groups' services and facilities provided by SAISD to assess their level of satisfaction. Five primary groups of users of facilities (administrators, principals, teachers, parents and students) were asked specific questions concerning the cleanliness of facilities. As can be seen by **Exhibit 5-25**, there is a very high level of satisfaction with the cleanliness of district facilities.

Exhibit 5-25
Survey Responses to the statement
"Schools are clean."

Group	Agree/ Strongly Agree	No Opinion	Disagree/ Strongly Disagree
Parents	74%	13%	13%
Administrators	75%	7%	18%
Principals	96%	4%	0%
Teachers	71%	3%	26%
Students	57%	19%	24%

Source: TSPR.

Additionally, in prior years the district maintained 14 substitute custodians for use throughout the district. This year the number of substitute custodians was cut to 4. The reduction in the number of substitute custodians has not resulted in a negative approval rating from users of the facilities.

COMMENDATION

Custodial staffing levels meet or exceed industry standards while maintaining a high level of user satisfaction.

Chapter 5

FACILITIES USE AND MANAGEMENT

D. ENERGY USE AND MANAGEMENT

The Energy Management department is responsible for monitoring and managing energy use throughout all of the district's facilities. The Energy Management program has one energy manager who reports to the executive director for Staff Support Services. The energy manager should monitor utility use by entering monthly utility bills into a computer database and generating utility consumption/cost reports that help identify spikes in usage or utility rates. The energy manager should also perform building walk-through energy audits to identify utility waste and work with school personnel to reduce utility costs.

FINDING

The SAISD energy manager left this position in 1997 for another position within the district. Since this time the district has not filled this position.

The executive director for Staff Support Services is acting as the energy manager. To support the executive director, the night custodian supervisor and a staff secretary develop a monthly energy report. Given all of his other responsibilities, including responsibility for facilities planning, maintenance, custodial services, as well as responsibilities for personnel, the executive director for Staff Support Services cannot give this role the time and attention it deserves.

A district the size of SAISD needs a full-time energy manager to analyze utility bills each month, identify energy savings opportunities, identify and participate in grants and low interest loans for energy retrofits and generally promote energy conservation within the district.

Recommendation 42:

Hire an energy manager.

A full time energy manager for a district the size of SAISD should be able to generate enough savings through analyzing utility bills, conducting on-site energy audits, performing energy retrofits and encouragement of energy conservation within the district to more than offset the cost associated with the position.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board authorizes the Maintenance Department to seek candidates for vacant energy manager position.	September 2001
2.	The director of Maintenance works with personnel to identify candidates for energy manager.	October 2001
3.	The director of Maintenance selects the most qualified candidate and presents a recommendation to board.	November 2001
4.	The board authorizes the hiring of the candidate for the energy manager position.	November 2001
5.	The energy manager takes his position in the district.	December 2001

FISCAL IMPACT

Based on the range of salaries in districts the size of SAISD, the cost of salary and benefits for this position is estimated to be \$46,872 (\$42,000 base salary plus \$2,352 in health insurance plus x 6 percent benefit rate). The first year cost is reduced by three months since the position is not filled until December 2001. It is anticipated that the district's energy manager will generate savings to cover the cost of the salary.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Hire an energy manager.	(\$35,154)	(\$46,872)	(\$46,872)	(\$46,872)	(\$46,872)

FINDING

In June of 1999 the State Energy Conservation Office (SECO) conducted a preliminary energy performance evaluation of SAISD. The SECO evaluation focused on five schools in particular: Central High School, Edison Junior High School, Day Elementary School, McGill Elementary School and Travis Elementary School. These schools were selected due to their high operating costs and/or energy consumption when compared to similar schools within the region.

The SECO evaluation makes specific recommendations for the five schools discussed above and makes two districtwide recommendations as well. If all recommended projects were implemented, SECO estimates the district could save as much as \$252,700 annually in operating costs. The evaluation also notes that savings in maintenance due to new and/or more efficient equipment are not figured into the annual savings.

The estimated cost for all the projects recommended in the SECO report is \$2,551,000. A summary of the types of projects recommended is as follows:

- Lighting retrofits at all schools.
- Expand the districtwide Building Energy Management System to control HVAC systems throughout all schools.
- Central High School - Replace older HVAC equipment and enclose half of the glass walls on two sides of the cafeteria.
- Edison Jr. High School - Replace older HVAC equipment.
- Day Elementary School - Replace older HVAC equipment, enclose the top 20 square feet of window area in each classroom using insulated enclosures, install insulation above the ceilings in the office, library and classrooms.
- McGill Elementary School - Replace older HVAC equipment, install ceiling insulation and install window enclosures over 70 square feet of windows in each classroom in the old wing (6 classrooms).
- Travis Elementary School - Replace older HVAC equipment.

Typically, the preliminary SECO evaluation is just the starting point for the district. The next step in the process is to invite SECO to move into a second, more detailed analysis to refine the projects, savings and costs. Additionally, the district should be working with SECO to arrive at the best funding options for the cost of the energy conservation projects.

Based on discussions with the district, none of the SECO recommendations have been implemented.

Recommendation 43:

Continue to partner with SECO to develop energy conservation projects beneficial to the district.

SAISD should participate in developing energy retrofit and HVAC replacement projects eligible for low interest loans or other funding with SECO. The district may be eligible for low interest loans through the Schools program and the LoanSTAR program, provided the payback period for the energy retrofit and HVAC replacement projects meet the loan program requirements. The loans are then repaid through the saving generated.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent authorizes the director of Maintenance to proceed with next step in process of developing energy	November 2001
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	saving projects with SECO.	
2.	The director of Maintenance directs the energy manager to contact SECO to advance energy savings projects process.	November 2001
3.	The energy manager works with SECO to develop detailed projects and funding mechanisms available to the district.	November 2001 to February 2002
4.	The director of Maintenance and the energy manager make a presentation to the board detailing the projects being considered and the funding mechanisms available to the district.	March 2002
5.	The board either directs energy manager to continue projects with SECO or orders energy manager to end partnership with SECO.	April 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

SAISD is not capitalizing on many small but effective ways to reduce energy consumption in their facilities. Some of the small but effective things, like planting trees around buildings, can be done with the help of parent and community volunteers. This will prevent heat from reaching the building, provide shade and help to improve the environment.

Checking door and window weather-stripping is another effective way to stop energy dollars from leaking through the cracks. Check outside air dampers, heating, ventilation and air conditioner filters. Replace old or broken caulking and weather-stripping. Develop maintenance schedules for keeping tabs on the condition of these items. Sound maintenance and operations procedures need to be in place to recoup savings associated with turning off lights in unoccupied areas, sensibly reducing equipment run times during the summer months, enforcing standard operation and maintenance practices for air conditioning equipment and attending to caulking and weather-stripping problems to lower infiltration.

Savings generated from these actions may offset the cost of more expensive retrofits. It does little good to design or retrofit a building for energy efficiency if the building and its energy systems are not properly operated and maintained. The bottom line for most energy management programs is getting the people who control the energy-using equipment to understand how they are involved in the overall conservation of energy.

By developing policies and programs to promote and reward student and staff participation in energy conservation, Spring ISD achieved energy savings. Spring ISD developed a rebate program that rewards each school for efficient energy use by sharing savings with any school that reduces its usage below the budgeted amount. The school receives a check for 50 percent of the savings amount. Spring ISD's office of Construction and Energy reviews actual energy costs against budgeted amounts and sends a monthly report to each school. Principals encourage students and staff to participate in activities such as turning off lights and closing doors when leaving a room to retain conditioned air in the classrooms. Some principals have encouraged operation staff by sharing cost savings with the mechanics. The district has saved from 7 to 14 percent per year for the five years of the rebate program.

SECO has a program called Watt Watchers or Watt Team that is school-based. SECO provides free materials, training and support. Student councils, science clubs, activity clubs and grade levels from first through twelfth can participate in the program. Students gain self-esteem, learn about energy resources and take an active role in teaching others the importance of energy efficiency - all while having fun participating in the program. This program will not only save money at the schools, but students will learn how to develop a habit of saving energy in their homes as well.

A program for high school students is offered through SECO's Texas Energy Education Development (TEED) project. Students conduct school-year long energy projects that promote energy conservation awareness. The projects can range from designing posters containing energy-saving reminders, to mentoring elementary and middle school students on energy-saving projects to weatherizing low income homes in the community.

The Watt Watchers program also involves starting an Energy Patrol at individual schools. The Energy Patrol consists of teachers, students, parents and community volunteers who work together to implement energy conservation practices, such as:

- Planting trees around the building to provide shade and improve the environment;
- Checking door and window weather stripping to stop energy dollars from leaking through cracks;
- Checking outside air dampers, heating, ventilation and air conditioning filters;
- Replacing old or broken caulking and weather stripping; and
- Developing maintenance schedules for monitoring energy conservation.

Another interesting opportunity to save energy at the campus level has to do with vending machines. The average soft drink machine uses two fluorescent bulbs, which total 80 watts. Add to this the energy required to operate the ballast, a component required to alter the electricity when using fluorescent bulbs. Using a very conservative estimate of only 2 kWh per day usage, a soda machine uses an annual total of 730 kWh just for lights. At an average rate of \$0.10 per kWh this amounts to \$73 per year for just one machine. SAISD has more than 100 vending machines operating districtwide.

Recommendation 44:

Involve schools in energy conservation.

SAISD should strengthen its existing energy conservation program by implementing SECO's "Watt Watchers" program at individual schools. In addition, to reinforce sound energy conservation practices, SAISD should send principals monthly reports of energy use compared to same month of previous year and prepare an annual energy report for each school and submit it to the board. Incentives and suggestions, such as the vending machine light example, should be included with the reports to show principals what they can do to conserve energy at their campuses.

Program support for *Watt Watchers* is available from the State Energy Conservation Office (1-800-531-5441, extension 3-1931) by phone, e-mail, fax and on the Comptroller's website at: <http://www.seco.cpa.state.tx.us>.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	SAISD's energy manager contacts SECO for assistance with developing and implementing a "Watt Watchers" program at individual schools.	November 2001
2.	SAISD's energy manager and energy management team help individual schools implement the "Watt Watchers" program.	November 2001
3.	The energy manger sends monthly reports including suggestions for energy conservation to principals.	January 2002
4.	The energy manager and energy team visits each campus and meets with the principals and head custodians to walk through each campus.	Quarterly beginning in April 2002
5.	The energy manager prepares and submits an annual report to the board.	May 2002 and annually thereafter

FISCAL IMPACT

The recommendations can be accomplished by an SAISD energy management team consisting of the district energy manager, SECO and staff at individual schools. Energy savings from campus conservation measures could result in significant savings to the district, but are conservatively limited here to the savings that could be achieved through disconnecting the lights in the vending machines as mentioned above.

By disconnecting the lights in 100 soda machines, the district could save an estimated \$7,300 annually. (\$73 per year x 100 soda machines.)

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Involve schools in energy conservation.	\$7,300	\$7,300	\$7,300	\$7,300	\$7,300

Chapter 6

ASSET AND RISK MANAGEMENT

This chapter reviews the asset and risk management of the San Angelo Independent School District (SAISD) in the following three sections:

- A. Cash and Investment Management
- B. Insurance Programs
- C. Fixed Assets

Texas school districts have a responsibility to protect publicly financed assets provided to educate children. An effective asset and risk management program aims to control costs by ensuring that the district is adequately protected against all significant losses with the lowest possible insurance premiums. This includes the identification and measurement of risk, and techniques to minimize the impact of risk. Fixed asset management should account for district property efficiently and accurately, and safeguard it against theft and obsolescence. The district's insurance programs for employees' health, workers' compensation and district assets should be sound and cost effective to protect the district from financial losses.

BACKGROUND

Cash management, property risk management and fixed asset management at SAISD is under the direction of the assistant superintendent of Business and Finance. Asset and risk management, primarily insurance, is under the direction of the assistant superintendent of Business and Finance, with the secretary to the assistant superintendent of Business and Finance managing premium payment and reconciliation of insurance invoices. Employee health insurance currently falls under the direction of the assistant superintendent of Personnel. The daily cash management is the responsibility of the Cash and Investment manager who reports directly to the director of Budget. The comptroller oversees fixed assets and bank reconciliations.

SAISD has four outstanding bonds and contractual obligations to finance facility improvements, summarized in **Exhibit 6-1**.

Exhibit 6-1
SAISD Outstanding Bonds and Contractual Obligations
August 31, 2000

Bond Title	Original Amount	Interest Rate	Outstanding Balance
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1996 School Building Bonds	\$26,200,000	5 - 7%	\$21,525,000
1997 School Building Bonds	9,700,000	4.25 - 6.75%	7,455,000
1997 School Building Bonds	12,000,000	Variable	10,780,000
1998 Contractual Obligations	5,000,000	3.75 - 4%	3,250,000
Total	\$52,900,000		\$43,010,000

Source: SAISD Notes to the Financial Statements, August 31, 2000.

Chapter 6

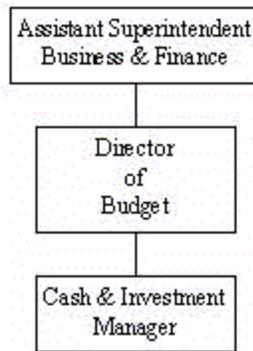
ASSET AND RISK MANAGEMENT

A. CASH AND INVESTMENT MANAGEMENT

For a school district to achieve its instructional goals and objectives, cash and investments must be managed daily. Effective cash and investment management involves establishing and maintaining beneficial banking relationships, forecasting cash requirements accurately and on a timely basis so that funds are available when needed, and maximizing returns on assets deposited in appropriate, approved and safe investment vehicles.

Exhibit 6-2 shows the positions and reporting relationships of the district's cash management operations.

Exhibit 6-2
SAISD Investment Officers
2000-01



Source: SAISD Administrative Interviews.

The Cash and Investment manager is responsible for overseeing all cash and investment activities for the district. This position is responsible for developing and implementing controls to assure the proper management of the district's cash and cash equivalents. In addition, the Cash and Investment manager supervises the cash posting to the general ledger.

The district's depository agreement is with San Angelo National Bank. The agreement is for a two-year term that began September 1, 1999 and runs through August 31, 2001. The district is in the process of re-bidding its depository contract for the next two years. San Angelo National Bank holds district funds under a compensating balance arrangement in which the district maintains sufficient balances to compensate the bank for account maintenance, items processing, and various other banking services. The bank applies an earnings credit rate to available cash

balances each month to compute the district's interest earned. Accounts are analyzed and settled monthly. If earnings on the balances exceed the bank's monthly service charges, no service charge is due. If earnings are less than service charges, the deficiency is charged to the operating account each month. If earnings exceed the service charges the district does not receive the excess credit.

The district generates cash from three general sources: local, state and federal revenues. Property taxes represent the primary source of cash and are generated through tax assessments on local property values. During 2000-01, cash generated from property taxes was 35.5 percent of cash receipts, revenues from state sources were 60.6 percent and the remaining 3.9 percent was from federal and other sources. The Tom Green County Tax Assessor collects property taxes on behalf of SAISD, and deposits the receipts directly into the district's local maintenance account.

The district maintains four primary interest-earning checking accounts; local maintenance, payroll, health and debt service at San Angelo National Bank. Department and student activity fund checking accounts are each deposited into 36 separate accounts by campus and department. These funds are from school-based activities such as student clubs, bake sales, student councils, and soft drink machines, and are maintained at the school level. In addition, the district maintains a local maintenance account at Wells Fargo National Bank, NA. This account is set up as a clearing account for the district's debit card that is used for small purchases at area stores. San Angelo National Bank could not provide this service at the time the depository contract was put in place so the district kept the Wells Fargo account open solely for this purpose. On December 31, 2000, the district had a balance \$714,109 in all checking accounts.

Exhibit 6-3 summarizes funds held in the five interest-earning checking accounts as of December 31, 2000 and describes each account's purpose.

**Exhibit 6-3
SAISD Bank Accounts
As of December 31, 2000**

Financial Institution	Account Name	Balance at December 31, 2000	Purpose of Account
San Angelo National Bank	Local Maintenance Account	\$152,833	Accounts payable
San Angelo National Bank	Payroll Account	20,297	Payroll clearing account

San Angelo National Bank	Health Account	21,859	Insurance funding account
San Angelo National Bank	Debt Service Account	0	Interest & sinking account
Wells Fargo Bank Texas, NA	Local Maintenance Account	103,290	Clearing - debit cards
Total		\$298,279	

Source: SAISD Business and Finance Department.

FINDING

The district reorganized the Business and Finance department to ensure separation between the employee taking cash receipts, preparing deposit slips and reconciling the bank statements. In the past, the employee reconciling the bank accounts also took in cash and prepared deposit slips. In January 2001, the assistant superintendent of Business and Finance addressed this issue and isolated the responsibilities. Cash receipts are collected by the receptionist and forwarded to the Cash and Investment manager, who recounts the cash, verifies the attached receipt and prepares the deposit slip. The general accountant is responsible for reconciling the bank statements under the supervision of the comptroller.

COMMENDATION

The Business and Finance department has instituted cash control by segregating duties between the receipt and depositing of cash and reconciling the bank statements.

FINDING

SAISD optimizes its interest earnings on large cash sums by investing excess cash primarily into two local government investment pools, TexPool and Lone Star Liquidity Plus Fund every day. Investment pools are professionally managed pools of funds composed of cash deposits received from large groups of cities, counties, school districts or local governments. Each morning, the Cash and Investment manager reviews the district bank balances on line, and the checks that are scheduled to settle that banking day. If there is an insufficient balance in any account to meet the anticipated obligations, money can be transferred while on line. In addition, the district holds a significant portion of its construction funds in a repurchase agreement, which is the purchase of a security with an agreement to repurchase that security at a specific price and date. As of March 31, 2001, the district's investment portfolio was allocated as

follows: 19.7 percent to the Lone Star Liquidity Plus Fund, 63.1 percent to TexPool accounts and 17.2 percent to repurchase agreements. **Exhibit 6-4** summarizes the market value of the district's investments as of March 31, 2001.

Exhibit 6-4
SAISD Investment Accounts
As of March 31, 2001

Account Name	Interest Rate	Market Value at March 31, 2001	Percent of Portfolio
GENERAL FUND			
Lone Star Liquidity Plus Fund	5.28%	\$8,552,388	44.9%
TexPool Account - Local Maintenance	5.38%	\$9,743,534	51.1%
TexPool Account - Payroll	5.38%	\$771,004	4.0%
Total - General Fund		\$19,066,926	100.0%
DEBT SERVICE FUND			
Lone Star Liquidity Plus Fund	5.28%	\$514,837	17.8%
TexPool Account	5.38%	\$2,378,248	82.2%
Total - Debt Service Fund		\$2,893,085	100.0%
OTHER FUNDS			
Lone Star Liquidity Plus Fund	5.28%	\$424,578	17.1%
TexPool Account	5.38%	\$205,786	8.3%
TexPool Account - Food Service	5.38%	\$1,610,467	65.0%
TexPool Account - Scholarships	5.38%	\$52,289	2.1%
TexPool Account - Activity Funds	5.38%	\$186,707	7.5%
Total - Other Funds		\$2,479,827	100.0%
CONSTRUCTION FUNDS			
TexPool Account	5.38%	\$15,420,744	65.1%
Repurchase Agreement - AMBAC 2	5.78%	\$8,259,779	34.9%
Total - Construction Funds		\$23,680,523	100.0%
Total - All Investments		\$48,120,361	

Source: SAISD Business and Finance Department, Investment Report, March 31, 2001.

According to district policy CDA (LOCAL), the following are approved investment instruments:

1. Obligations of, or guaranteed by, government entities as permitted by Government Code 2256.009.
2. Certificates of deposit and share certificates as permitted by Government Code 2256.010.
3. Fully collateralized repurchase agreements permitted by Government Code 2256.011.
4. Banker's acceptances as permitted by Government Code 2256.012.
5. Commercial paper as permitted by Government Code 2256.013.
6. Two types of mutual funds as permitted by Government Code 2256.014: money market mutual funds and no-load mutual funds.
7. A guaranteed investment contract, as an investment vehicle for bond proceeds, provided it meets the criteria and eligibility requirements established by Government Code 2256.015.
8. Public funds investment pools as permitted by Government Code 2256.016.

Of the approved investment instruments, by accessing investment pools, SAISD earns interest.

COMMENDATION

SAISD invests excess cash in local government investment pools to optimize interest earned.

FINDING

The district is not maximizing the amount of interest available from the funds in the general operating bank accounts. SAISD does not receive the benefit of any interest earned on the accounts held at San Angelo National Bank. The compensating balance agreement calculates service charges each month based on the activity on the account. For example, it charges \$2.00 for each wire transfer and \$0.05 per check deposited. At the end of every month, the bank tallies the activity within the account and assesses a service charge. To offset the service charges, the bank calculates the average collected balance on all of the district's accounts and applies a variable interest rate to derive the earnings credit. If the earnings credit exceeds the service charge, no fees are debited from the account. However, the district does not receive the excess. If the earnings credit is less than the service charges for the month, the district's operating account

is debited for the total service charge. Although the district rarely "pays" service fees, it is actually paying excess service fees because it is not being compensated for any interest earnings.

The district receives an account analysis from San Angelo each month that shows the number and types of transactions that were charged to them each month. However, the district does not review the account analysis to evaluate if the district lost excess interest by having a larger earnings credit than was required to cover the month's service charges.

Based on the review of the August 31, 2000, December 31, 2000 and March 31, 2001 bank statements, the average combined ending balance in these accounts was \$636,602. **Exhibit 6-5** presents the average monthly banking activity and the associated annualized fees.

Exhibit 6-5
Average SAISD Banking Fees

Activity	Average Number of Monthly Transactions	Per Item Service Charge	Annual Fee
Maintenance Fee	40	\$5.00	\$2,400
Debits Posted	3,500	\$0.10	\$4,200
Deposits of Checks	500	\$0.05	\$300
Transit Items	4,000	\$0.05	\$2,400
Money Manager Fee	1	\$20.00	\$240
ACH File Transmissions	3	\$5.00	\$180
ACH Transactions	1,500	\$0.10	\$1,800
Money Mover Maintenance Fee	1	\$15.00	\$180
Repetitive Wire Transfer Fee	10	\$2.00	\$240
Serial Sort Fee	3,000	\$0.03	\$1,080
Account Reconciliation Maintenance Fee	2	\$60.00	\$1,440
Account Reconciliation Item Fee	3,000	\$0.025	\$900
Total			\$15,360

Source: Interview with SAISD Comptroller; SAISD Bank Account Analysis, December 2000.

In addition, SAISD leaves a significant amount of cash sitting overnight in these bank accounts at San Angelo National Bank. The overnight balance on December 31, 2000 was in excess of \$700,000 for all accounts held outside of the investment pools.

Killeen ISD (KISD) maintains its checking accounts under an arrangement whereby the district earns interest at a rate of 4.5 percent on its cash balances. The district pays for bank services such as account maintenance and item processing. The difference between the interest earned by the district on its cash balances and the service fees is credited to the district's account each month.

By not closely monitoring the amount of money sitting idle in the district's bank accounts, SAISD is losing interest from not recognizing that the earnings credit is typically higher than the fees they are paying. There is too much money left in the account to which the interest rate is applied everyday, allowing the bank to earn and keep interest on the district's money, rather than the district receiving the interest income.

Recommendation 45:

Restructure the compensating balance agreement and sweep daily bank balances into overnight investments.

The district should restructure its compensating balance agreement to change the account to directly pay service charges, directly receive interest and include a nightly sweep of all funds sitting in the district's accounts at the close of business. This will provide the district with additional interest without sacrificing its ability to meet its cash obligations.

Generally an overnight investment will yield a higher interest rate than simply setting up the account as an interest-bearing account. Many interest-earning accounts are structured so that the interest earned is based on the average balance. Higher balances will earn a higher interest rate. A nightly sweep of all accounts into one overnight investment vehicle will yield a higher rate given the higher aggregate balance than a number of accounts with lower balances.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance requests that the board finance committee make a recommendation to the board to revise its compensating balance agreement with the depository bank.	September 2001
2.	The board approves changing the banking structure to include	October

	nightly sweep into an overnight investment account and incorporating direct service fees each month and payment of interest.	2001
3.	The assistant superintendent of Business and Finance contacts the district's account representative at San Angelo National Bank to set up a meeting.	October 2001
4.	The bank representative and the assistant superintendent of Business and Finance meet to revise the existing agreement to specify nightly sweeps, bank service fees and interest earnings.	October 2001
5.	The assistant superintendent of Business and Finance reviews the agreement and recommends the board approve the agreement.	October 2001
6.	The board approves the new agreement.	October 2001

FISCAL IMPACT

If the district swept all balances into an overnight Certificate of Deposit, with an annual interest rate of 4.81 percent, this would provide additional interest of \$30,621 per year (\$636,602 average combined ending bank balance x 4.81 percent). However, by sweeping the accounts, the district would no longer have the required minimum balance and would be subject to monthly service fees of \$15,360 per year (**Exhibit 6-5**).

The total savings associated with implementing this recommendation is \$15,261 per year (\$30,621-\$15,360). The savings of \$11,446 for 2001-02 would begin in November 2001 (\$15,261 x 9/12).

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Restructure the compensating balance agreement and sweep daily bank balances into overnight investments.	\$11,446	\$15,261	\$15,261	\$15,261	\$15,261

FINDING

The district maintains 36 separate activity fund accounts at San Angelo National Bank, paying a monthly maintenance fee of \$5.00 on each of these accounts. During the school year, an armored car comes to each campus to collect bank deposits. Each school and department is responsible for its own activity accounts. The principal's secretary

maintains the cash and accounts for inflows and outflows. The bank statements are sent to the individual campuses. The principal's secretary reconciles the account to the bank statement, and then forwards the reconciliation to the general accountant in the Business and Finance Department.

Exhibit 6-6 summarizes funds held in the 36 interest-earning activity fund checking accounts as of December 31, 2000 and describes each account's purpose.

Exhibit 6-6
SAISD Activity Fund Bank Accounts
As of December 31, 2000

Financial Institution	Account Name	Balance at December 31, 2000	Purpose of Account
San Angelo National Bank	Central High Activity Fund	43,211	Activity account
San Angelo National Bank	Central High Student Activity Fund	62,106	Activity account
San Angelo National Bank	Lake View High Activity Fund	48,539	Activity account
San Angelo National Bank	Edison Jr. High Activity Fund	15,977	Activity account
San Angelo National Bank	Glenn Jr. High Activity Fund	39,879	Activity account
San Angelo National Bank	Lee Jr. High Activity Fund	38,098	Activity account
San Angelo National Bank	Alta Loma Elementary Activity Fund	10,058	Activity account
San Angelo National Bank	Lincoln Jr. High Activity Fund	36,542	Activity account
San Angelo National Bank	Austin Elementary Activity Fund	3,296	Activity account
San Angelo National Bank	Belaire Elementary Activity Fund	7,092	Activity account
San Angelo National Bank	Blackshear Elementary Activity Fund	2,363	Activity account

San Angelo National Bank	Bonham Elementary Activity Fund	14,382	Activity account
San Angelo National Bank	Bowie Elementary Activity Fund	6,714	Activity account
San Angelo National Bank	Bradford Elementary Activity Fund	1,408	Activity account
San Angelo National Bank	Crockett Elementary Activity Fund	1,633	Activity account
San Angelo National Bank	Day Elementary Activity Fund	8,902	Activity account
San Angelo National Bank	Fannin Elementary Activity Fund	374	Activity account
San Angelo National Bank	Fort Concho Elementary Activity Fund	3,053	Activity account
San Angelo National Bank	Glenmore Elementary Activity Fund	8,133	Activity account
San Angelo National Bank	Goliad Elementary Activity Fund	8,835	Activity account
San Angelo National Bank	Holiman Elementary Activity Fund	1,012	Activity account
San Angelo National Bank	McGill Elementary Activity Fund	1,913	Activity account
San Angelo National Bank	Reagan Elementary Activity Fund	2,595	Activity account
San Angelo National Bank	Rio Vista Elementary Activity Fund	2,504	Activity account
San Angelo National Bank	San Jacinto Elementary Activity Fund	2,536	Activity account
San Angelo National Bank	Santa Rita Elementary Activity Fund	6,119	Activity account
San Angelo National Bank	Travis Elementary Activity Fund	10,522	Activity account
San Angelo National Bank	Administration Office Activity Fund	1,032	Activity account
San Angelo National Bank	Career & Technology Activity Fund	16,802	Activity account

San Angelo National Bank	PAYS School Activity Fund	7,207	Activity account
San Angelo National Bank	Special Education Activity Fund	507	Activity account
San Angelo National Bank	Carver Learning Center Activity Fund	252	Activity account
San Angelo National Bank	Food Service Warehouse Activity Fund	762	Activity account
San Angelo National Bank	Technology Department Activity Fund	302	Activity account
San Angelo National Bank	Pace Sam Houston Family Community Center Activity Fund	526	Activity account
San Angelo National Bank	Maintenance Dept Activity Fund	649	Activity account
Total		\$415,830*	

Source: SAISD Business and Finance Department.

**Note: Total does not add due to rounding. Total shown is the amount on the source documents.*

All Texas school districts are required to include activity funds in the annual external audits. In each of the external audits reviewed, there were problems identified by the auditor related to the district's activity accounts. In the 1999-2000 audit, the following concerns surfaced:

- Receipts were not prepared for all monies received,
- Receipts were not written for each individual submitting money,
- Receipts were not always grouped and identified with a specific deposit,
- Supporting invoices were missing for some expenditures, and
- Some checks were issued with only one signature.

School districts generally maintain separate accounts for these funds. Some districts centralize activity fund accounting in the central office, and some districts, including SAISD, permit individual schools and departments to account for these funds.

TEA's *Financial Accountability System Resource Guide* (FASRG) outlines the requirements for student activity fund accounting. Three funds may be

used to record activity fund money. According to FASRG, the school district's intent for the use of this money should dictate which fund is used to record the funds as shown in **Exhibit 6-7**.

Exhibit 6-7
Student Activity Fund Accounting Description

Fund	Purpose
General Fund	Used if the district's policy allows for excess or unused funds to be recalled into the General Fund for general use.
Special Revenue Fund (Fund 461 - Campus Activity Fund)	Used if individuals other than students involved in the activity fund can use activity fund money in a manner that does not directly benefit students but will benefit the school.
Agency Fund (Fund 865 - Student Activity Account for Student Clubs and Class Funds)	Used if activity fund financial decisions rest solely with students.

Source: TEA, Financial Accountability System Resource Guide, 1999.

In San Antonio ISD (San Antonio), accounting for student activity funds is centralized. All of the funds are deposited into a single checking account for school activity funds, and this account is reconciled each month at the central office. Interest earned on the funds is credited to each campus' account.

San Antonio has a detailed accounting manual and sponsor's manual that covers all aspects of student activity funds. The manuals were developed to provide detailed information about the student activity funds. The accounting manual identifies all accounting codes required to accurately record the student activity funds and expenditures. Both manuals include all the rules about what student activity funds can be used for, what is allowed and what is not allowed, and identifies multiple "what-if" scenarios for the use of student activity funds. Included in the manual are instructions for principals and clerks as to what can be accepted from sponsors. Examples of the forms that must be completed, and the associated instructions for each form, can be found in the manual for easy reference. There are also instructions for how records are to be maintained. Contact names and numbers are also provided in the manuals. Each principal on every campus is given a manual.

Maintaining and accounting for 36 separate activity fund bank accounts costs the district \$180 per month or \$2,160 annually, an unnecessary additional cost. There is also an internal control issue with the current process due to the segregation of duties because the principals' secretaries complete the deposit slips and reconcile the bank accounts. Finally, the current process is duplicative as the principals' secretaries reconcile the accounts and then forward the reconciliation to the central office who then must review each one for accuracy.

Recommendation 46:

Centralize the activity fund accounting and combine all 36 activity fund bank accounts into one account.

The activity funds should be consolidated into one bank account, and the accounting should be moved to the Business and Finance department. The general accountant should be responsible for maintaining this account under the direct supervision of the comptroller.

Deposit slips and the related receipts and/or copies of checks should be forwarded to the Business and Finance office the first business day following the deposit. All checks should be distributed from the Business and Finance department. In the event of an emergency, the campuses should be allowed to keep \$100 in petty cash locked in the campus business office. For most expenditures, there is adequate time to go through a requisition process as many functions are planned weeks or months in advance.

The Business and Finance department should also develop an activity fund accounting manual describing the procedures for how the campuses should work with the central office.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance consolidates all activity fund cash into one account.	October 2001
2.	The general accountant and the comptroller contact San Antonio ISD to receive a copy of their activity fund accounting manual to use as a guide in developing their own manual.	October 2001
3.	All accounting for the activity funds is transferred to the Business and Finance Department from the campuses and the activity fund bank accounts are consolidated.	October 2001
4.	The general accountant prepares and distributes a report for each campus with their account balance and a summary of	October 2001

	withdrawals and deposits for the prior month. The principal's secretary reviews the report and provides any necessary corrections. This task should be performed at the end of each month.	
5.	The campuses are given a petty cash fund of \$100 that must be reconciled daily.	November 2001
6.	At the beginning of each month, each principal's secretary submits a schedule of events for the coming month highlighting what the anticipated expenditures will be for the month.	November 2001
7.	The general accountant makes note of when activity fund checks will be needed for the coming month.	November 2001
8.	The general accountant and the comptroller complete the manual and distribute it to all principals.	January 2002

FISCAL IMPACT

By closing 35 activity fund bank accounts and maintaining only one account, the district can save the \$5.00 monthly maintenance fee the bank charges for each account. The savings to the district for implementing this recommendation would be \$2,100 (35 accounts closed x \$5.00 fee x 12 months). In 2001-02, the \$1,575 savings will begin in November 2001 (\$2,100 x 9/12).

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Centralize the activity fund accounting and combine all 36 activity fund bank accounts into one account.	\$1,575	\$2,100	\$2,100	\$2,100	\$2,100

FINDING

The district does not have a formal procedure for protecting its cash receipts in the central office. During the review, the TSPR team discovered that cash was not being deposited each day but was being kept in a filing cabinet until staff made time to fill out the deposit slips and provide it to the armored car service. During the school year, the armored car is scheduled to come every day. When school is not in session, the Cash and Investment manager takes central office deposits directly to the bank. However, the Business and Finance department does not make a deposit every day. On those days that a deposit is not made, the cash is kept in the filing cabinet. This file cabinet is not secured during the day. Any staff member in the central office could have access to this cabinet

during office hours. The district has a fireproof safe in the Business and Finance Department. The review team made the immediate recommendation that all cash receipts be taken to the safe after it has been counted and receipted. Before leaving SAISD, the comptroller had instituted this procedure. Leaving the cash in an unlocked file drawer is a dangerous practice. There is no clear means of ensuring that the district is banking all of its cash. Any cash could be taken along with all the associated documentation and there would be no way to track it.

Recommendation 47:

Document a procedure to place all cash receipts into the fireproof safe until picked up either by the armored car or deposited in the bank.

While the district began putting cash in the safe once TSPR called it to their attention, this process needs to be institutionalized with formal procedures. By placing it in the safe, the district will safeguard all cash received from both theft and accident.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance creates a formal procedure to ensure that cash is placed in the safe upon receipt. Included in the procedure should be language that illustrates how critical proper cash handling is to the district. Once the procedures have been formalized, they should be distributed to every staff member in the Business and Finance department.	September 2001
2.	The Cash and Investments manager periodically audits the cash receipts to ensure that the cash has been properly placed in the safe.	September 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district does not perform cash flow forecasting on a regular basis. The review team requested the most recent cash flow projections, and was told that the district did not have the time to prepare these kinds of reports. The Cash and Investments manager told TSPR that the district did not perform cash flow analysis. Later the assistant superintendent of Business and Finance showed the team the one cash flow forecast that had been run in the past year. It was a very simplified and limited cash flow projection

model that was not an adequate planning tool. Revenues were based on budget estimates instead of actual cash inflows.

The purpose of a cash flow forecast is to effectively plan the district's use of cash for a specified time period. Cash flow forecasting involves identifying the amount of money a district has available each day, month and year and estimating the amount of revenue the district expects to receive from each source and when the district expects to receive it, as well as the expected expenditures and when the district expects to pay those expenditures.

Monthly and quarterly cash flow forecasts provide districts with a valuable tool to enhance short term cash planning. Annual cash forecasts typically accompany the next year's budget. A forecast allows districts to understand what impact the budget will have on the district's general fund balance. It identifies shortfalls long before they occur so that corrective action can be taken. TEA's *FASRG* contains a simple spreadsheet to assist districts with cash flow forecasting.

Because SAISD does not forecast its cash, it cannot effectively manage its cash position. Although the district has a substantial cash balance in its accounts, it has no indication what percent of this cash has been encumbered and what percent is available to finance future operations of the district.

Recommendation 48:

Develop and implement cash flow forecasting policies and procedures to portray the district's cash position monthly, quarterly and annually.

The assistant superintendent of Business and Finance should review the district's cash position on a regular basis. As the district faces a negative fund balance by the end of 2001-02, it must understand its cash position at all times. The district needs to know when, or if, it will be required to borrow money to finance its operations. A cash flow forecasting model can enable a district to identify borrowing needs and ensure that excess cash is invested to provide the maximum level of earnings.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance reviews the spreadsheet available in TEA's <i>Financial Accountability System Resource Guide</i> on TEA's Web site.	November 2001
2.	The assistant superintendent of Business and Finance instructs	January

	the director of Budget to develop cash flow projections based on the current budget.	2002
3.	The assistant superintendent of Business and Finance reviews the cash flow statements each month, quarter and year.	January 2002
4.	Each month, the director of Budget reports on cash flow to the board finance committee.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 6

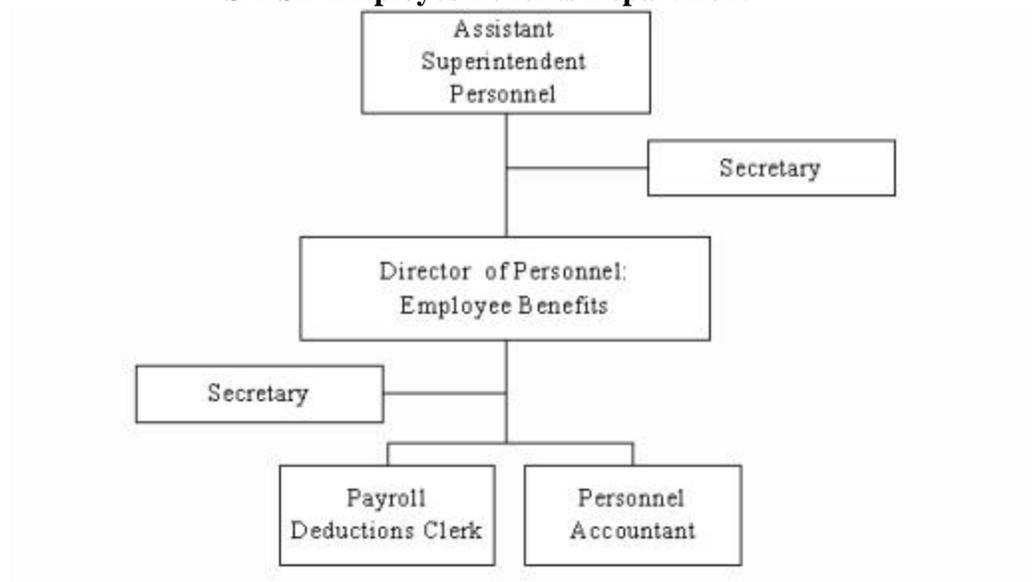
ASSET AND RISK MANAGEMENT

B. INSURANCE PROGRAMS

The district's insurance programs consist of group health care and employee benefit plans, workers' compensation insurance, and property and casualty insurance. SAISD's Employee Benefits director has overall responsibility for employee health insurance and benefits and workers' compensation insurance. The assistant superintendent of Business and Finance manages property and casualty insurance.

The district's employee benefit plans are under the supervision of the assistant superintendent of Personnel. Daily responsibility for the benefit plans falls under the director of Personnel: Employee Benefits. **Exhibit 6-8** presents the organization and reporting structure of the employee benefits department at SAISD.

Exhibit 6-8
SAISD Employee Benefits Department



Source: SAISD, Employee Directory & Administrative Interviews.

There are a number of benefit plans provided to SAISD's employees as shown in **Exhibit 6-9**.

Exhibit 6-9
SAISD Employee Benefits
2000-01

Benefit	Eligible Employee	Amount	Paid By
Local Personal Leave	Professional employees working 30 hours or more per week.	Two days per year @ \$52.00 per day and days do not accumulate.	District
State Personal Leave	All employees	One-half of a work day per 18 days of employment at daily rate of pay and days accumulate (Maximum five days per year)	District
Local Sick Leave	All employees working 30 hours or more per week.	One-half of a work day per 18 days of employment at daily rate of pay and days accumulate (Maximum five days per year)	District
State Sick Leave	All employees who earned state sick leave prior to September 1, 1995 and have carried a balance forward	The number of days carried forward at daily rate of pay.	District
Attendance Incentive	Retiring employees working 30 hours or more per week, who are eligible for full time retirement benefits with TRS or who have 25 years of continuous service with the district.	One-half of local retirement days accumulated at the full daily rate of pay. (Accumulation is six of the allowable yearly sick leave days earned.)	District
Family and Medical Leave	Employees working 12 consecutive months and at least 1,250 hours in that 12 month period.	12 weeks per year of job protection without loss of any employment benefit accrued prior to the beginning of leave.	District
Catastrophic Sick Leave Bank	All employees working 30 hours or more per week and enrolled as members of the Bank. Membership requires contribution of three	Daily rate of pay not to exceed 30 days per school year.	District

	local sick leave days.		
Cancer Insurance	All employees	Rates vary according to benefit desired	Employee
Disability Insurance	All employees working 20 hours or more per week.	Rates vary according to salary and desired benefit.	Employee
Group Term Life Insurance	All employees	Rates vary according to age and desired benefit.	Employee
Flexible Spending Accounts	All employees	Amount at employee's discretion (maximum \$250/ month for medical reimbursement and \$416.66/month for dependent care reimbursement.)	Employee
Social Security	Substitute employees and temporary employees only.	.062 of gross wages .062 of gross wages	District and Employee
Medicare	All employees hired after March 1986, including substitutes and temporary employees.	.0145 of gross wages .0145 of gross wages	District and Employee
Unemployment Compensation	All employees, including substitutes and temporary employees.	.001 of gross wages	District
Health Plan with Life Insurance	All employees working 20 or more hours per week: All employees working less than 20 hours per week:	\$196 per month \$98 per month \$98 per month	District District Employee
Voluntary Early Separation Incentive Program*	All employees with 20 years of service in an accredited educational institution as defined by the Texas Education Agency with at least five consecutive previous years with the district or employees who are	44 percent of total salary.	District

	eligible for retirement with TRS		
Workers' Compensation	All employees including substitutes and temporary employees: Professional: Drivers: All Other Employees:	.00183 of gross wages .02743 of gross wages .03491 of gross wages	District District District
Teacher Retirement	All employees (except employees who work less than one-half time), including bus drivers who drive at least one route approved by TEA.	.065 of gross wages .064 of gross wages	State Employee

Source: SAISD Personnel - Employee Benefits Department.

**Will not be offered in 2001-02 per April 17, 2001 Board of Trustees meeting.*

Note: Reference to "All Employees" excludes substitutes and temporary employees.

Employee Health Insurance

FINDING

The district's health care plan is a self-funded plan that operates as allowed by state law. Self-funded means the district assumes the risk of loss and pays all claims rather than paying an insurance company to assume the risk. Although the district pays the claims, it contracts with a third party administrator to manage and administer the claims. The third party administrator, Community House Electronic Clearing House - Martin & Booth (CHEC), provides all the necessary elements of a commercial plan including administrative services, claims administration, utilization management, payment agent, preferred provider credentialing, claims audits and employee satisfaction surveys.

The CHEC contract is through the end of 2000-01, during which time rates for services are guaranteed. The employees can choose from two health care systems: Community Medical Center and Shannon Health Systems. In addition, there are four insurance plans to choose from:

- City-Wide Preferred Provider Organization (PPO);
- Community Medical Center Exclusive Provider Organization (EPO);
- Shannon Health System Exclusive Provider Organization (EPO); and
- Alternate Plan (for employees who have coverage through another source).

Exhibit 6-10 illustrates the highlights of the benefits of each plan.

Exhibit 6-10
SAISD Health Insurance Plan Benefits
2000-01

PPO Schedule of Benefits	In Network (In Area)	Out of Network (In Area)	Out of Area
General Provisions:			
Calendar Year Deductible:	\$350 Individual/\$700 Family	\$500 Individual/\$850 Family	\$350 Individual/\$700 Family
Out of Pocket Maximum:	\$2,000 Individual	\$4,000 Individual	\$2,000 Individual
Lifetime Maximum Per Person:	\$1,000,000	\$1,000,000	\$1,000,000
Physician Services	80% after deductible	60% after deductible	80% after deductible
Hospital Services (In/Outpatient)*	80% after deductible	60% after deductible	80% after deductible
Diagnostic Procedures*	80% after deductible	60% after deductible	80% after deductible
Maternity Case*	80% after deductible	60% after deductible	80% after deductible
Emergency Room	80% after deductible	80% after deductible	80% after deductible
Prescription Drugs:			
Generic:	\$10 co-payment	No Benefits	\$10 co-payment
Brand without Generic:	\$15 co-payment		\$15 co-payment
Brand with Generic:	\$25 co-payment		\$25 co-payment
Non-Formulary:	\$40 co-payment		\$40 co-payment
Mail-Order (90 day supply):			
Generic:	\$20 co-payment		\$20 co-payment
Brand without Generic:	\$30 co-payment		\$30 co-payment
Brand with Generic:	\$30 co-payment		\$50 co-payment
Life Insurance	\$10,000	\$10,000	\$10,000
EPO Schedule of Benefits			
General Provisions:			
Calendar Year Deductible:	Not applicable	Not applicable	Not applicable
Out of Pocket Maximum:	\$1,000 Ind./\$2,000 Family	Not applicable	Not applicable
Lifetime Maximum Per Person:	\$1,000,000	\$1,000,000	\$1,000,000
Physician Services:			
PCP Office Visit:	\$15 co-payment	No Benefits	No Benefits
Specialist Office Visit:	\$20 co-payment (w/referral)		
Urgent Care Center:	\$25 co-payment		
Surgery in Physician's Office:	Covered in Full (w/referral)		
Hospital Visits by Physician	Covered in Full		
Hospital Services:			
Inpatient*:	\$300 co-payment	No Benefits	No Benefits
Outpatient*:	\$150 co-payment		

Diagnostic Procedures: X-Ray and Laboratory: MRI and CAT Scan*:	Covered in Full \$150 co-payment	No Benefits	No Benefits
Maternity Care: Physician Services*: Hospital Labor & Delivery: Hospital Newborn Care:	Covered in Full \$300 co-payment per admission Covered in Full	No Benefits	No Benefits
Emergency Room: Hospital Charges: Physician Charges:	\$50 co-payment Covered in Full	\$50 co-payment Covered in Full	\$50 co-payment Covered in Full
Life Insurance	\$10,000	\$10,000	\$10,000
Prescription Drugs: Generic: Brand without Generic: Brand with Generic: Non-Formulary:	\$10 co-payment \$15 co-payment \$25 co-payment \$40 co-payment	No Benefits	\$10 co-payment \$15 co-payment \$25 co-payment \$40 co-payment
Mail-Order (90 day supply): Generic: Brand without Generic: Brand with Generic:	\$20 co-payment \$30 co-payment \$50 co-payment		\$20 co-payment \$30 co-payment \$50 co-payment
Alternate Plan Type of Services	In Network (In Area)	Out of Network (In Area)	Out of Area
Hospitalization – Daily Cash	\$150 per day	\$150 per day	\$150 per day
Dental – General Provisions Calendar Year Deductible: Out of Pocket Maximum: Lifetime Maximum Per Person:	\$400 Individual \$2,500 Not applicable	\$400 Individual \$2,500 Not applicable	\$400 Individual \$2,500 Not applicable
Dental Coverages:	50% after deductible	50% after deductible	50% after deductible
Prescription Drugs: Generic: Brand without Generic: Brand with Generic: Non-Formulary:	\$10 co-payment \$15 co-payment \$25 co-payment \$40 co-payment	No Benefits	\$10 co-payment \$15 co-payment \$25 co-payment \$40 co-payment
Mail Order (90 day supply): Generic: Brand without Generic: Brand with Generic:	\$20 co-payment \$30 co-payment \$50 co-payment		\$20 co-payment \$30 co-payment \$50 co-payment
Life Insurance	\$30,000	\$30,000	\$30,000

Source: SAISD Employee Benefit Packet, 2000-01.

Note: *With precertification for most services performed.

Not listed in the exhibit for the PPO and EPO are: Extended care services, mental health services, chemical dependency services

COMMENDATION

The district provides comprehensive health coverage offering sufficient choices to its employees.

FINDING

The district's self-funded health plan lost \$469,525 in 1999-2000. According to the director of Personnel - Employee Benefits, the district had previously made a profit on its health insurance plan, as claims were relatively light. However, during 1999-2000, health costs and claims escalated. A large percent of this increase can be attributed to the rising cost of health care and prescription drugs. In addition, the average age of the district is relatively young and predominantly female, so the total maternity costs have risen considerably in the past two years. The district contributes a total of \$196 per employee each month to the program.

Additionally, the district must pay health claims and administrative fees. During 1999-2000, the district collected \$5,507,536 in premiums. During the same time period, the district's total expenses were \$5,977,061. The shortfall for the year was \$469,526. Neither the district's third party administrator nor the district has engaged an actuary to determine the optimum contribution levels for the health plan. An actuary is a professional who calculates insurance and annuity premiums, reserves and dividends. **Exhibit 6-11** presents the total fee structure for the health plan funded by the district.

**Exhibit 6-11
Plan Administration Fees
1999-2000**

Service	Fee Paid by District
Medical Claims Administration	\$13.18/EE
Aggregate Fees	\$0.97/EE
Specific Fees	\$8.49/EE & \$20.68 EE/Family
Utilization Review Fees	\$2.50/EE
Network Fees	\$2.50/EE
Life Premium	PPO & EPO: \$1.40 Alternate: \$4.20
AD&D Premium	PPO & EPO: \$0.20 Alternate: \$0.60
Prescription Fees	\$0.50 per Claim \$1.25 per Paper
COBRA Fees	\$1.25/EE
Broker Fee	\$25,000 per year

Source: SAISD Personnel - Employee Benefits Department.

Exhibit 6-12 summarizes the cost for each plan, both to the district and to the employee.

**Exhibit 6-12
Summary of Health Insurance Monthly Premiums
2000-01**

Plan	Total Cost	District Contribution	Employee Contribution
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City-Wide PPO			
Employee Only	\$221.00	\$196.00	\$25.00
Employee and Children	\$366.60	\$196.00	\$170.60
Employee and Spouse	\$467.90	\$196.00	\$271.90
Employee and Family	\$486.60	\$196.00	\$290.60
Community or Shannon EPO			
Employee Only	\$196.00	\$196.00	\$0.00
Employee and Children	\$341.60	\$196.00	\$145.60
Employee and Spouse	\$442.90	\$196.00	\$246.90
Employee and Family	\$461.60	\$196.00	\$265.60
Alternate Plan			
Employee Only	\$196.00	\$196.00	\$0.00

Source: SAISD Employee Benefit Packet, Benefit Plan Options and Pricing-Monthly Rates.

Exhibit 6-13 reviews the performance and participation, by plan, excluding reserve adjustments, of the health insurance program for 1999-2000.

**Exhibit 6-13
Insurance Fund Operations
1999 - 2000**

	Number of Participants as of July 2000	1999-2000
Revenues		
Community EPO	746	\$1,504,568
Shannon EPO	1,387	\$2,519,058
PPO	852	\$1,483,910
Alternate	0	0
Total Operating Revenues	2,985	\$5,507,536
Claim Related Expenses		
Hospital Claims:		\$688,909

Community EPO		\$882,033
Shannon EPO		\$937,334
PPO		
Physician Services Claims:		
Community EPO		\$619,142
Shannon EPO		\$1,079,684
PPO		\$651,906
Pharmacy Claims:		
Community EPO		\$138,928
Shannon EPO		\$261,139
PPO		\$144,816
Other Medical Expenses:		
Community EPO		\$6,733
Shannon EPO		\$22,757
PPO		\$24,277
(Less): Refunds/Subrogation Payments		
Community EPO		\$0
Shannon EPO		\$0
PPO		(\$98,228)
Total Claim Related Expenses		\$5,359,430
Administrative Fees		
Community EPO		\$149,943
Shannon EPO		\$302,688
PPO		\$165,000
Total Administrative Fees		\$617,631
Total Expenses		\$5,977,061
Net Income (Loss)		(\$469,525)

Source: SAISD 1999-2000 Summary of Employee Health Plan.

The 2001 Texas Legislature established a statewide school employee health insurance plan for teachers and other employees of school districts. School districts with 500 or fewer employees-over 80 percent of the state's school districts-will be required to participate in the new state insurance plan beginning fall 2002. Districts with 501 to 1,000 employees may join the plan, but must decide if they will participate before September 30, 2001. Districts with more than 1,000 employees may join in 2005, unless the Teacher Retirement System Board (TRS), which will be administering the plan, determines that an earlier opt-in is feasible. Districts not joining the state insurance plan will still receive state support to continue their

locally determined insurance programs. All districts, whether participating in the state insurance plan or not, will receive a \$75 a month per covered employee contribution from the state and \$1,000 a year "pass through" for each school employee.

There are some special provisions to the plan that deal with risk pools and self-insurance programs.

Risk pools: If a risk pool was in existence on January 1, 2001, the districts with less than 501 employees within the pool may elect not to participate in the state pool.

Self-Insured: Districts with less than 501 employees who were individually self-insured on or before January 1, 2001, and have continued a self-insured program since, may elect not to participate in the state pool.

Furthermore, the law stipulates that districts that are parties to a health insurance contract in effect on September 1, 2002 are not required to participate until the expiration of the contract period.

All full-time employees, and those part-time employees who are members of TRS, are automatically covered by the basic state plan, which is considered catastrophic coverage. Receiving higher levels of coverage will require additional district and employee contributions. To assist with these costs, the state will send each district \$75 per month, per covered employee and will give each employee an additional \$1,000 annually (\$83 a month) to pay for additional employee coverage, dependent coverage, compensation or any combination of the above. Part-time employees who are not TRS members may participate if they or the district pays the full cost.

Districts are required to make a minimum contribution of \$150 per employee per month. If a district is not making that payment, the state will help them pay that local district share for the next six years. The state will phase out this aid during the next six years. Districts reaching the Maintenance and Operations tax cap of \$1.50 will also be held harmless for any tax effort over \$1.50 required to reach their minimum district effort of \$150 a month.

Districts contributing more than \$150 a month per employee may use the difference between their current expenditure per employee per month and the required \$150 a month minimum effort to provide additional insurance coverage or other employee compensation.

All of the details of the plan will be subject to contract negotiations with health insurance providers, actuarial estimates, as well as rules and

guidelines set by TRS. TRS has additional details to assist districts with 501 to 1,000 employees to make a decision regarding participation before the September 30, 2001 deadline. Consequently, within the next year, more than 80 percent of the districts in the state will be examining the options and making plans for a transition to the new plan.

Because the Legislature was concerned about the effect that the termination or bidding of insurance contracts during this final year of coverage would have on a district's ability to obtain competitive bids for health insurance, the state has exempted the smaller school districts from the competitive bid requirements for health insurance coverages for the coming year.

Because of SAISD's 2,149.5 employees in 2000-01, the district falls into the category of districts with more than 1,000 employees that may join in 2005, unless TRS determines that an earlier opt-in is feasible. SAISD contributes \$196 per employee, which is \$46 more than the \$150 a month per employee required minimum effort. SAISD may use the \$46 difference per employee to provide additional insurance coverage or other employee compensation.

Recommendation 49:

Establish a committee to review the state health plan and devise a plan of action.

The committee should include three board members, the superintendent, the assistant superintendent of Business and Finance, the assistant superintendent of Curriculum and Instruction, the comptroller, the director of Personnel-Employee Benefits, two elementary principals, one junior high principal, one high school principal, two elementary teachers, two junior high teachers, two high school teachers, the director of Food Services, the director of Technology and the director of Support Services. By including this cross section of the district, the majority of issues facing all employee groups can be addressed. It is extremely important that the board members are aware of what is planned and how the plan will impact the district financially.

The committee needs to make some difficult decisions as to how the district will continue to afford to provide this benefit. The options may include reducing coverage or requiring the employees to pay more of their premium in order to enjoy the same level of benefits. It is clear that the district does not have the additional funds available in its general fund to continue to finance this magnitude of shortfall.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent selects committee members from throughout the district including the assistant superintendent of Business and Finance to be headed by the Employee Benefits director.	October 2001
2.	The committee meets to study the state plan and designs a survey to identify what the employees' health insurance needs are.	November 2001
3.	The director of Personnel: Employee Benefits distributes the survey to all employees.	December 2001
4.	The director of Personnel: Employee Benefits' secretary compiles the survey results.	January 2002
5.	The director of Personnel: Employee Benefits and the comptroller prepare a summary of revenues and expenses associated with the current health plan for 2000-01 for the committee. The report should include the per employee shortfall and the estimate to date for the current year.	February 2002
6.	The committee develops a five-year health insurance strategy and presents it to the board.	April 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Workers' Compensation Insurance

The district contracts with the TASB Risk Management Fund for its workers' compensation program for a two-year contract period from 2000-01 through 2001-02 at an annual guaranteed premium. TASB provides the district with detailed reports of its workers' compensation claims so that the district can analyze its claims history and determine where the district may be able to reduce claims. The director of Personnel - Employee Benefits' secretary carries out the daily responsibility for the district's workers' compensation program.

FINDING

SAISD's workers' compensation claims have increased by both the total number of claims and the average cost per claim since 1997-98. **Exhibit 6-14** presents the number of claims and incurred costs per claim by worker classification since 1997-98. The number of claims increased by 14.3 percent between 1997-98 and 1999-2000, while the average cost per claim increased 85.5 percent during the same period.

Exhibit 6-14 SAISD Workers' Compensation Claims and Incurred Costs per

**Claim
1997-98 through 1999-2000**

Worker Classification	1997-98		1998-99		1999-2000		Percent Change From 1997-98 To 1999-2000	
	Number of Claims	Incurred Cost Per Claim	Number of Claims	Incurred Cost Per Claim	Number of Claims	Incurred Cost Per Claim	Number of Claims	Incurred Cost Per Claim
Professional	51	\$2,657	43	\$3,652	47	\$3,798	(7.8%)	42.9%
Building Maintenance	39	2,060	28	1,795	51	5,340	30.8%	159.2%
Food Service	23	737	12	1,105	23	2,879	0.0%	290.6%
Custodial	20	4,063	29	1,539	21	5,843	5.0%	43.8%
Driver	0	0	0	0	8	1,536	100.0%	100.0%
Other	0	0	0	0	2	6,827	100.0%	100.0%
Total	133	\$2,361	112	\$2,368	152	\$4,380	14.3%	85.5%

Source: SAISD Workers' Compensation Claims Reports Fiscal 1998 through 2000.

There was a 30.8 percent increase in the number of claims by building maintenance personnel in 1999-2000 over the number in 1997-98. The average cost per claim for this worker classification rose by more than 159 percent in the same period. With the increased construction at the district, there could be a lack of safety standards that are contributing to the increase of injuries to this classification of worker.

Workers' compensation insurance premiums are based on the experience rating of the group being insured. As claims increase, the experience rating for the group increases, sometimes resulting in an increase in premiums. Districts often try to limit the number and extent of claims as a means of controlling premiums.

Recommendation 50:

Create a workers' compensation task force to identify cost saving measures.

An increase in workers' compensation claims may translate to an increase in premium costs when the current contract comes up for renewal. The district has experienced a significant increase in claims the past year. If the district can display to the insurance company that they are working diligently to find a solution for the increased claims, there may not be a substantial premium increase

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent establishes a task force with participants from all areas of the school district. He also designates the director of Personnel to lead the task force.	October 2001
2.	The taskforce analyzes the current claim trend and identifies where changes should be implemented.	November 2001
3.	The superintendent approves and implements the plan.	February 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 6

ASSET AND RISK MANAGEMENT

C. FIXED ASSETS

TEA defines fixed assets as purchased or donated items that are tangible in nature, have a useful life longer than one year, have a unit value of \$5,000 or more and may be reasonably identified and controlled through a physical inventory system. TEA requires assets costing \$5,000 or more to be recorded in the Fixed-Asset Group of Accounts. Items costing less than \$5,000 are recorded as an operating expense of the appropriate fund.

Fixed asset management involves the manner in which assets are purchased and accounted for, and maximizes the disposal of surplus or obsolete equipment.

The most important reasons for maintaining accurate accounting records of fixed assets are:

- Properly kept fixed asset records provide taxpayers with information about the district's investments;
- Fixed asset records provide the basis for adequate insurance coverage;
- Systematic physical inventories of fixed assets allow the district to survey the physical condition of its assets and assess the need for repair, maintenance or replacement;
- Periodic inventories establish a system of accountability for custody of individual items;
- Reliable information about fixed assets can help determine future requirements; and
- Periodic inventories identify lost or stolen items so that insurance claims can be filed, additional controls instituted and accounting records adjusted to reflect the losses.

SAISD policy CFB (LOCAL) defines fixed assets as all non-consumable items that have a useful life of at least one year, a per unit cost of \$5,000 or more, and can be identified and reasonably accounted for. The policy states that the district's superintendent will ensure annual fixed asset inventories are conducted each year.

SAISD's fixed assets totaled more than \$121 million as of August 31, 2000. **Exhibit 6-15** shows a summary of SAISD's fixed assets.

Exhibit 6-15 **Fixed Assets as of August 31, 2000**

Description	Balance 9/1/99	Additions	Deletions	Balance 8/31/00	8/31/00 Balance as a Percent of Total
Land	\$2,641,794	\$397,082	\$0	\$3,038,876	2.5%
Buildings	61,050,439	2,096,532	40,808	63,106,163	52.0%
Furniture & Equipment	28,869,338	5,356,296	864,744	33,360,890	27.5%
Construction in Progress	9,206,303	12,660,721	0	21,867,024	18.0%
Total	\$101,767,874	\$20,510,631	\$905,552	\$121,372,953	100%

Source: SAISD's Financial Report for the period ending August 31, 2000.

The district uses a fixed asset accounting system called Fixed Asset Control Tracking System (FACTS) designed by Valuation Resource Management (VRM), Inc. to record, track and account for fixed assets in all schools and departments. The latest version of the system, FACTS/plus 2000, was installed in SAISD in August 2000. The FACTS/plus 2000 system is designed specifically for public sector organizations. Currently, the FACTS/plus 2000 system does not interface with the district's main financial system because of each of the system's capabilities. That is, fixed asset items charged to the general ledger must be manually entered into FACTS/plus 2000 system. District employees told the TSPR review team that the FACTS/plus 2000 system vendor has represented that the fixed asset system has the capability to provide information to the district's main financial system through a data upload, but to date this feature has not been tested in SAISD.

SAISD purchased two bar code scanners for \$2,000 each, for a total of \$4,000, to be used for the FACTS/plus 2000 system, but to date have not used the scanners to conduct an inventory of fixed assets.

The district is in the process of obtaining quotes from outside vendors to conduct a complete physical count and appraisal of all district assets. As of June 9, 2001, the district received three quotes ranging from \$23,290 to \$189,735.

The responsibility for recording, tracking and accounting for fixed assets falls to the Distribution Center supervisor under the direction of the director of Purchasing. In addition to the Distribution Center supervisor,

the district has one other position, the fixed asset clerk, who is responsible for fixed assets on a part-time basis.

Most shipments of new district assets are received in the Distribution Center before being distributed to schools and departments. At the time of receipt, the Distribution Center places an inventory tag on assets and notes information such as asset description, model number, serial number and cost before distributing the assets. Campus and department staff are required to notify the Distribution Center of any assets received by them directly so that a tag number can be assigned and sent to the asset location to be affixed.

Effective September 1, 2001, school districts will be required to depreciate their assets due to the issuance of Governmental Accounting Standards Board (GASB) Statement 34. GASB issues accounting and financial reporting rules for state and local governments throughout the United States. GASB Statement 34, issued in June 1999, requires assets to be reported in the financial statements after depreciation. This means that government entities must maintain fixed asset systems that will calculate and account for asset depreciation. Prior to the issuance of GASB 34, governments expensed all their assets at the time of purchase, rather than expensing only a portion of the asset's cost each accounting period during the asset's useful life.

FINDING

SAISD does not have adequate staff dedicated to fixed asset management. In 1995, TSPR conducted a performance review of SAISD and reported that the district was not properly accounting for its fixed assets. In addition, the district's external auditor has noted the lack of controls for the fixed asset function in audits for the past six years.

Since the TSPR review in 1995, the district had assigned the fixed asset responsibility to the Distribution Center supervisor. Although the Distribution Center supervisor has made some progress in developing fixed asset procedures and documenting these in a fixed asset manual, obtaining and implementing the FACTS/plus 2000 system and beginning preliminary fixed asset inventories, these efforts are hampered by a lack of staff.

In April 2000, the Distribution Center supervisor was assigned the responsibility for property control for the district. Beginning in June 2000, Distribution Center staff conducted an inventory of all classroom fixed assets with the exception of computer equipment. Following the inventory count of classroom assets, the Distribution Center started entering assets to

the fixed asset accounting system The Distribution Center supervisor estimates that only two-thirds of the items have been input.

Since the initial classroom inventory count in June 2000, the district has not made much further progress in establishing its fixed asset management processes. The Distribution Center supervisor spends the majority of his time managing the warehouse operations, and the fixed asset clerk has not been working on the fixed assets due to other warehouse responsibilities.

TSPR has found that the most successful districts perform the following fixed asset operations:

- tagging of all valued assets when they are received using a bar code system;
- using accounting codes to track capitalized fixed assets as well as expensed assets;
- inventorying all assets on an annual basis;
- using the annual inventory results to set insurance rates; and
- identifying inventory shrinkage and tightening controls when necessary.

Without proper staffing in fixed asset control, however, the district will not be able to adequately perform any of these operations.

Recommendation 51:

Dedicate sufficient staff to manage the district's fixed assets and increase accountability.

The district should assign the Distribution Center supervisor and the fixed asset clerk the full-time responsibility for control of the district's fixed assets. By dedicating staff to account for this, the district will be able to ensure the integrity of its fixed assets.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent designates the Distribution Center supervisor as having overall management responsibility of the fixed asset management system.	October 2001
2.	The Distribution Center supervisor and the fixed asset clerk perform a complete inventory of all district assets.	November 2001 and annually thereafter
3.	The Distribution Center supervisor ensures that all fixed asset records are recorded into the district's fixed asset accounting system.	December 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources because staff will become available upon the elimination of Distribution Center services as recommended in Chapter 8.

FINDING

SAISD's fixed asset control does not assign individual accountability for fixed assets. That is, principals and department heads are not specifically assigned the responsibility for the custody and safekeeping of the district's fixed assets. As a result, the district does not have adequate records on fixed assets and is not able to easily track assets that have been moved from one location to another, have been discarded due to obsolescence or are damaged, missing or stolen.

Districts having control over fixed assets are those districts that assign responsibility to specific individuals and then hold those individuals accountable for any missing assets or other discrepancies. For instance, Broward County Public School System (Florida) specifically assigns fixed asset responsibility to department heads and principals. The annual evaluations of these individuals in Broward County assess the adequacy demonstrated in protecting and accounting for district assets. In addition, the Broward County Board of Trustees reviews a quarterly report that shows a detailed listing of any missing or stolen assets and who was responsible for the custody of those assets. As a result of assigning individual responsibility and holding individuals accountable, Broward County has a very low percent of fixed assets that are missing or stolen each year.

Without assigning accountability, SAISD principals and department heads have no vested interest in ensuring that assets are properly monitored, safeguarded and controlled.

Recommendation 52:

Assign principals and department heads individual custody for fixed assets.

By including the assignment of responsibility for fixed assets to principals and department heads in district fixed asset policy, and by holding these individuals accountable for the assets in their custody, SAISD will be able to ensure that district assets are properly protected.

Principals or department heads can assign actual asset tracking to another individual under his or her supervision, but ultimately he or she should be held accountable.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent amends district fixed asset policy to provide for the assignment of responsibility and accountability of fixed assets to principals and department heads.	October 2001
2.	The board approves the new policy.	November 2001
3.	The superintendent directs fixed asset control personnel to develop a reporting mechanism to report missing or stolen assets on a quarterly basis. This report should be reviewed by the superintendent and submitted to the board.	March 2002
4.	The superintendent develops a mechanism to evaluate all fixed asset custodians.	March 2002
5.	All individuals having responsibility for the custody of fixed assets is evaluated annually.	Annually

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

A review of the fixed asset system printout for SAISD shows that although there is a column for the data to be input into, the data is incomplete. Missing data elements include item descriptions, model and serial numbers, department where the asset is located and estimated useful life. This data is necessary to identify assets by location to, properly track the value of assets by location, to transfer assets from one location to another and to assign accountability for missing assets. The latest date that assets were added to the fixed asset system was January 2001.

New requirements for governments in the way they account for fixed assets under the new GASB 34 rule requires that assets be depreciated each accounting period. Depreciation is a periodic expense recognized on the accounting records of an organization. To properly estimate this expense, an asset's useful life should be listed.

Having incomplete data on fixed assets can be a detriment to the district in several ways including causing the district to maintain inaccurate insurance information, causing the district to recognize incorrect

depreciation expense and being unable to easily determine the condition or location of assets.

Recommendation 53:

Complete all the data fields on the fixed asset system to properly account for all the district's fixed assets.

SAISD should develop a process to ensure that all asset information is gathered immediately upon asset acquisition. Ensuring that this data gets properly input into the fixed asset system will help the district to better manage their assets and account for depreciation.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Distribution Center supervisor establishes a system to ensure that all data such as estimated useful life, serial numbers, asset descriptions and asset locations are obtained by property control staff. The process includes procedures for obtaining asset information for both centrally-received assets and for those assets received by individual departments or school sites.	October 2001
2.	The Distribution Center supervisor and the fixed asset coordinator conduct periodic audits of fixed assets to ensure that data on all assets are captured by the fixed asset system.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district does not know if it has an appropriate level of property and casualty insurance. The district's property has not been properly inventoried since 1995-96. Since the district does not maintain a good listing of its fixed asset inventory, SAISD cannot adequately protect its property. The assistant superintendent of Business and Finance is responsible for obtaining and maintaining the district's property and casualty insurance coverage. Property and casualty insurance includes coverage for facilities, vehicles, equipment, personal injury and professional and general liability. **Exhibit 6-16** provides a detail of property and casualty policies currently in force.

Exhibit 6-16
SAISD Property and Casualty Coverage
2000-01

Type of Coverage	Insurer	Description of Coverage and Deductibles	Policy Expires	Premium Amount
Professional/Legal Liability	Coregis	Coverage: \$2,000,000 Deductible: \$10,000	9/01/01	\$24,500
Underground Storage	Mid-Continent Casualty	Coverage: \$1,000,000 Deductible: \$10,000	10/25/01	\$730
Blanket Bond	Fidelity & Deposit Co. of Maryland	Coverage: \$10,000 per employee Deductible: \$500 per claim	9/01/01	\$1,361
Auto	Coregis	Coverage: \$300,000 liability \$500 comprehensive/collision for leased vehicles Deductible: N/A	9/01/01	\$53,939
Property - Blanket Coverage	Coregis	Coverage: \$202,586,067 Deductible: \$100,000	9/01/01	\$102,636
Comprehensive Boiler & Production Machines	Continental Casualty	Coverage: \$25,000,000 Deductible: \$5,000	5/11/01	\$5,502
General Liability Personal Injury & Employee Benefits Liability	TASB Property/Casualty Joint Account	Coverage: \$1,000,000 Deductible: \$1,000	9/01/01	\$13,970
Student Insurance	Gerber Life Insurance Company	Coverage: \$250,000 Deductible: \$0	8/11/01	\$28,011 \$22,919

Source: SAISD's Business and Finance department, Insurance Schedule, 2000-01.

The district may be over- or under-insured and therefore, either are paying too much to protect district property or are not carrying enough insurance on district property.

Recommendation 54:

Perform a physical inventory to determine the value of the district's property, plant and equipment.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Distribution Center supervisor and the fixed asset clerk oversee fixed asset inventory counts of all district assets.	January 2002
2.	The comptroller reviews the inventories to determine what adjusting journal entries are necessary.	February 2002
3.	The assistant superintendent of Business and Finance reviews the existing property and casualty insurance to determine coverage.	March 2002
4.	The assistant superintendent of Business and Finance contacts the insurance broker to make any necessary changes to the coverage levels.	April 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources. Depending upon what the inventory value is found to be, there may be an increase or decrease in the insurance premiums. The associated cost or savings to the district cannot be determined at this time.

FINDING

SAISD is not conducting annual inventory counts. When the district purchased its fixed asset system in 2000, the purchase included two bar code scanners that could be used to inventory fixed assets by scanning a bar code tag that can be placed on each asset. The bar code scanners are not being used to inventory items because they have never been removed from the original boxes.

Bar code scanning technology allows users to conduct inventory in an extremely efficient manner, since simply scanning the asset's bar code tag captures all information on an asset. Bar code scanning technology also provides safeguards not available through manual systems by preventing the capability to falsify inventory counts. That is, if an item is missing and is therefore not scanned, the inventory taker cannot "add" the missing item to the count list. This feature helps to improve the accountability of an inventory system.

Brevard County Public Schools, a Florida school system with over 70,000 students, is able to conduct regular fixed asset inventories with only two full-time employees in the property control function. Brevard County owns two bar code scanners that are rotated throughout the school system

as each department and campus conducts its own inventory. After all items have been located and scanned, the property control staff meet with department or campus staff to review any missing items.

Without annual inventories, SAISD will not have accurate data to determine the appropriate level of insurance for district assets and will be unable to quickly identify lost or stolen assets so that insurance claims can be made. In addition, without annual inventory counts, SAISD will be unable to readily determine the condition of district assets and to budget for asset replacements if necessary.

Recommendation 55:

Train all principals and department heads to conduct their own inventories of fixed assets using the bar coding system.

By requiring that each department and campus conduct their own inventories, the property control staff will be better able to focus on other duties of tagging new assets, establishing records for new assets, transferring assets to different locations in the district, disposing of old or obsolete assets and providing overall fixed asset system management.

Property control staff should conduct spot audits to ensure that the inventory security is being performed properly. To ensure that school and department staff are performing their responsibilities and to hold them accountable, property control staff should also produce reports that show results of inventory counts to show missing assets.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Distribution Center supervisor develops procedures for conducting regular inventory counts using the bar coding system.	November 2001
2.	The Distribution Center supervisor and the fixed asset clerk conduct training for all fixed asset custodians.	February 2002
3.	All principals and department heads begin conducting inventory counts of their fixed assets. The counts are cycled throughout the year so that all inventory counts do not occur simultaneously.	Ongoing
4.	The Distribution Center supervisor produces a report showing the results of each fixed asset inventory count.	Annually
5.	The Distribution Center supervisor and the fixed assets clerk conduct periodic spot audits.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources by using the bar code scanners already owned by the district.

FINDING

SAISD does not reconcile the fixed asset system to its general ledger on a regular basis. The district's external auditor prepares an annual reconciliation, and unknown differences are adjusted on the district's general ledger.

The district's fixed asset system is not linked to the financial system and data is entered separately to each. The district faces the risk of increased irregularities from data entry errors or from information being entered to one system but not the other.

Periodic reconciliations compare the recorded transactions of the fixed asset system to the transactions of the district's main general ledger system. Performed monthly, the reconciliation process can help identify errors or irregularities in accounting records and help ensure the accuracy of financial data.

By not performing regular reconciliations, both the fixed asset system and the general ledger may have inconsistent information that then cannot be used as a management tool for monitoring the district's resources.

Recommendation 56:

Conduct a monthly reconciliation of the fixed asset system to the general ledger system.

In order to quickly and efficiently identify irregularities in a timely manner, monthly reconciliations that compare the fixed asset system to the financial system are necessary.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent directs the assistant superintendent of Business and Finance to prepare monthly fixed asset reconciliations.	October 2001
2.	The assistant superintendent of Business and Finance assigns the reconciliation responsibility to an accountant.	October 2001
3.	The assistant superintendent of Business and Finance oversees the reconciliation process.	Ongoing
4.	The assistant superintendent of Business and Finance reports the	Ongoing

	results of the monthly fixed asset reconciliation to the Board of Trustees monthly.	
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FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 7

FINANCIAL MANAGEMENT

This chapter reviews the San Angelo Independent School District's (SAISD's) financial management function in the following sections:

- A. Fund Balance
- B. Planning and Budgeting
- C. Accounting Operations
- D. Payroll
- E. External and Internal Audit

Effective financial management in school districts involves well thought-out planning, budgeting and overall management of the district's resources to maximize financial performance. A district's ability to perform these tasks involves establishing solid relationships with its employees, vendors, funding agencies and the local community.

Financial management is most effective when resources are spent based on the district's established priorities, stated goals and objectives. Internal controls must be in place and operating as intended. Financial information should be provided in a timely manner and presented in a format that is easily understood by all audiences.

BACKGROUND

At the time that this review began, in March 2001, SAISD was in the midst of a growing financial crisis. The district had been operating under a deficit budget for the past three years with the expectation that there were sufficient funds available in the district's reserve fund balance to finance the deficit spending. Fund balances, or reserve balances, are established by school systems to function similarly to a savings account. Fund balances serve as a source of funds in case of an emergency, a source of cash to pay bills in case the outflow of cash for expenditures temporarily occurs faster than the inflow of revenue or a place to build up savings to make large purchases not affordable within a single year (for example, to invest in a new computer system).

Exhibit 7-1 provides a summary of the changes in fund balance in the district's general fund from 1997-98 through 2000-01 and the district's initial budget projections for 2001-02. The district has historically budgeted for more costs than it actually expended except for 2000-01 when expenditures exceeded the budgeted amount. During 1999-2000, the district experienced two situations that required a significant adjustment to its revenue estimates. In each of the years from 1997-98 through 2000-01,

the district actually operated with a budget that required using funds from its general fund balance.

Exhibit 7-1
General Fund's Changes in Fund Balance
1997-98 through 2001-02 Projections

	1997-98	1998-99	1999-2000	*2000-01	**2001-02
Beginning Fund Balance	\$20,871,307	\$23,222,299	\$22,889,100	\$14,400,885	\$5,887,942
Budgeted Deficit	(\$3,119,047)	(\$5,650,351)	(\$12,384,057)	(\$8,083,628)	(\$14,678,753)
Unspent (overspent) Funds	\$5,470,039	\$5,317,152	\$3,895,842	(\$429,315)	\$0
Effect on Fund Balance	\$2,350,992	(\$333,199)	(\$8,488,215)	(\$8,512,943)	(\$14,678,753)
Ending Fund Balance	\$23,222,299	\$22,889,100	\$14,400,885	\$5,887,942	(\$8,790,811)

Source: SAISD Audited Financial Statements 1997-98 through 1999-2000 and May 22, 2001 SAISD Business and Finance Departmental Projections.

**Based on district's May 22, 2001 projections developed by assistant superintendent of Business and Finance.*

***Based on initial 2001-02 budget projections received from SAISD Business and Finance Department before any proposed budget adjustments.*

The review team attempted to trace the sequence of events that has led to the current financial crisis. These efforts were sometimes hampered by the lack of information or documentation available from the district. The

sequence of events relating to or identified as contributing to the current financial crisis at SAISD is as follows:

August 1997

- The audited beginning general fund balance for 1997-98 was \$20,871,307.
- The approved budget for 1997-98 has revenues totaling \$81,372,488 and expenditures totaling \$84,491,535, equaling a **deficit of \$3,119,047.**

April 1998

- The board approves an early retirement incentive program, and 81 employees participate and receive a lump sum equaling 32 percent of their annual salaries.

August 1998

- The audited beginning general fund balance for 1998-99 was \$23,222,299.
- The approved budget for fiscal 1998-99 had revenues totaling \$90,368,143 and expenditures totaling \$96,018,494, equaling a **deficit of \$5,650,351.**

August 1999

- The audited beginning general fund balance for 1999-2000 was \$22,889,100.
- The approved general fund budget for 1999-2000 had revenues totaling \$81,607,194 and expenditures totaling \$93,991,251, equaling a **deficit of \$12,384,057.**
- The assistant superintendent of Business and Finance advised the board that the district had a \$27 million fund balance at a special board meeting called August 31, 1999.

October 1999

- The external auditor, while performing the annual audit discovered that the district had made an error in its budgeted revenue for the coming year. The then director of Business and Finance misinterpreted enrollment figures in the district's submission to the Texas Education Agency (TEA) for the next year's funding levels. School districts are allotted funding based on TEA's average daily attendance formula and not actual enrollment figures. The error

required SAISD to remit \$4,227,063 back to the state. Compounding the problem was a double-counting of local tax revenue of \$1,270,513 in the revenue projections. These errors resulted in a **\$5,497,576 reduction** in the fund balance.

December 1999

- The external auditor's report noted a **\$1,398,143 downward adjustment** to the general fund balance. The revenue reported for the fiscal year ended August 31, 1998 understated the amount due to the state by \$1,398,143. The fund balance for the year ending August 31, 1997 should have been \$21,824,156 instead of \$23,222,299. The downward adjustment noted by the auditor was reflected in the audited August 31, 1998 fund balance of \$22,889,100.

March 2000

- The assistant superintendent of Business and Finance reported to the board that unless the proposed 2000-01 budget was significantly reduced, the district's fund balance at the end of fiscal 2000-01 would be approximately \$3.1 million.
- San Angelo Parental Rights Organization (SAPRO) held a public forum to give the community a chance to discuss the financial concerns with district officials.
- On March 7, 2000 the assistant superintendent of Business and Finance resigned.

April 2000

- Sixty-six employees took advantage of the early retirement incentive program, costing the district \$1.29 million, approximately \$630,000 more than originally budgeted.

May 2000

- SAPRO requests that TEA perform a complete financial audit of the district.
- The district selects a new assistant superintendent of Business and Finance.

June 2000

- The district's director of Finance resigns.

August 2000

- The audited beginning general fund balance for 2000-01 was \$14,400,885.
- The approved budget for 2000-01 had revenues totaling \$81,331,771 and expenditures of \$89,415,399, equaling **a deficit of \$8,083,628.**
- The board adopted a property tax rate of \$1.506 down from \$1.519.
- The board approved a 3 percent pay raise for all employees.
- The board approved a 10 percent pay raise for the superintendent.

April 2001

- The superintendent announced plans to resign.
- The board voted to curtail the early retirement incentive program for the next fiscal year.

May 2001

- The superintendent resigned and the board named an interim.
- The assistant superintendent of Business and Finance presented the initial proposed budget for fiscal year 2001-02. The projected fund balance for August 31, 2001 is \$5,887,942. The proposed budget for 2001-02 projects revenues of \$75,996,374 and expenditures totaling \$90,675,127, meaning **a deficit of \$14,678,753.** This would draw the fund balance into a negative position of (\$8,790,811). The district believes that it can cut \$4 million from salary expenses thereby reducing the negative **fund balance at August 31, 2002 to (\$4,790,811).**

June 2001

- TEA, in a meeting between TEA auditors and SAISD administrators, threatened to send in a monitor to take over the financial management of SAISD.
- The board voted to declare "financial exigency." Financial exigency is defined as an actual or impending financial crisis that threatens the survival of the district and cannot be alleviated without taking drastic measures, such as terminating contracted employees without having to fulfill the terms of the employment contract. In order to make the scope of cuts necessary, the district will have to cut more than 150 positions. The payroll makes up approximately 92 percent of the district's expenditures. This compares to the recommended TEA level of about 82 percent.

As a rule, most budgets contain some cushion to ensure the district has sufficient funds available for operations for the coming year. **Exhibit 7-2**

compares the enrollment numbers, the district's operating budget and the actual expenditures from 1997-98 through 2000-01. Over that period, the district's total enrollment dropped 6.6 percent while budgeted expenditures rose 5.8 percent and actual expenditures increased 16.7 percent.

Exhibit 7-2
SAISD Enrollment, General Fund Budgeted and Actual Expenditures
1997-98 through 2000-01

	1997-98	1998-99	1999-2000	2000-01	Percent Change over Period
Enrollment	17,240	16,730	16,405	16,101	(6.6%)
General Fund Budgeted Expenditures	\$84,491,535	\$96,018,494	\$93,991,251	\$89,415,399	5.8%
General Fund Actual Expenditures	\$77,679,630	\$90,343,816	\$88,449,690	\$90,675,127	16.7%
General Fund Budgeted Revenues	\$81,372,488	\$90,368,143	\$81,607,194	\$81,331,771	(0.1%)
General Fund Actual Revenues	\$80,030,622	\$96,127,723	\$80,352,529	\$82,162,185	2.7%
Budgeted Deficit	\$3,119,047	\$5,650,351	\$12,384,057	\$8,083,628	159.2%

Source: TEA, AEIS 1997-98 through 1999-2000, PEIMS 2000-01, SAISD Audited Financial Statements 1997-98 through 1999-2000 and May 22, 2001 Business and Finance Department Projections.

A number of variables contributed to the financial situation the district now faces. The financial operations of the district have suffered from the lack of proper management by the administration and the board. The right questions were not asked, and accurate detailed information was not provided to assist in the decision-making process. The critical mistakes that SAISD made over the past three years can be summarized as follows:

- Deficit spending approved by the board;
- Spending fund balance on recurring expenditures;
- Lack of adequate financial reporting;
- Lack of strong budgeting procedures;
- Lack of financial expertise of the board and staff;
- Failure to adjust tax rate to meet expenditures;
- Weak internal financial controls;
- Failure to reduce staff in proportion to decline in student enrollment; and
- Lack of oversight by the board.

SAISD's Board of Trustees sets the district's tax rate. The board sets the tax rate after the adoption of the district budget in accordance with state law. The local appraisal district is responsible for setting property values and certifying tax rolls. In May of each year, the appraisal district provides an initial revenue estimate, but certified tax rolls are not available until July.

Local property taxes provide a significant source of revenue for SAISD. The 2000-01 tax levy of \$27.7 million provided 31.3 percent of the total district's budgeted revenues for that year. An efficient tax collection system is important in order to produce high collection rates to cover the district's daily operations. The Tom Green County tax assessor collects property taxes on behalf of the district. These receipts are deposited directly into the district's local maintenance account at San Angelo National Bank, N.A. The county tax assessor also follows up on delinquent taxes for the district. For the 2000 tax year, the district collected approximately 98 percent of taxes due.

In August 2000, the SAISD Board of Trustees decreased its adopted tax rate by 0.8 percent, from \$1.519 to \$1.507 per \$100 of assessed property value for 2000-01. The decrease reflected an anticipated increase in state funding due to decreased property values. In the previous two fiscal years, the district's tax rate remained constant at \$1.519 per \$100. **Exhibit 7-3** presents a seven-year history of SAISD's adopted tax rates.

Exhibit 7-3
SAISD's Tax Rates Per \$100 of Assessed Value
1994-95 through 2000-01

Year	M&O Tax Rate	Interest & Sinking Rate	Total Tax Rate	Percent Increase/(Decrease) from Prior Year
1994-95	\$1.2172	\$0.1150	\$1.3322	8.1%
1995-96	\$1.2172	\$1.1150	\$2.3322	75.1%

1996-97	\$1.2172	\$0.2213	\$1.4385	(38.3%)
1997-98	\$1.2610	\$0.1690	\$1.4300	(0.6%)
1998-99	\$1.3500	\$0.1690	\$1.5190	6.2%
1999-2000	\$1.4238	\$0.0952	\$1.5190	0.0%
2000-01	\$1.4210	\$0.0855	\$1.5065	(0.8%)

Source: Tom Green County Appraisal District.

The projected revenue from local property taxes for fiscal 2001 shows a decrease of 5.5 percent from fiscal 2000. **Exhibit 7-4** compares the past two fiscal years of SAISD's tax rates, taxable value and projected tax revenue. The taxable value for the district declined 4.9 percent between the two years.

Exhibit 7-4
SAISD's Property Tax Revenue Projections
Fiscal Years 1999-2000 through 2000-01

	1999-2000	2000-01	Percent Change 1999-2000 to 2000-01
M&O Tax Rate	\$1.4238	\$1.4210	(0.2%)
Debt Fund Rate	\$0.0952	\$0.0855	(10.2%)
Total Tax Rate	\$1.5190	\$1.5065	(0.8%)
Taxable Value	\$1,936,076,311	\$1,841,222,235	(4.9%)
Projected Revenue	\$29,356,299	\$27,747,247	(5.5%)

Source: Tom Green County Appraisal District.

SAISD receives revenue from local, state and federal sources. On average, Texas school districts receive about 53.1 percent of their revenues from local property taxes, 43.6 percent from the state and 3.3 percent from federal sources. The amount of state revenue sent to each district is based upon a district's property values. Districts with greater property wealth per pupil receive less from the state because they can generate more property taxes, while districts with a lower property value per pupil receive more from the state.

Exhibit 7-5 compares SAISD to its peer districts in terms of property value per student for 1999-2000. All of the peer districts fall well below

the state average. SAISD had the lowest in terms of property value per pupil in its peer group.

Exhibit 7-5
SAISD and Peer District Property Value per Student
1999-2000

District	Property Value per Pupil
Midland	\$184,117
Waco	\$134,838
Ector County	\$130,854
Abilene	\$125,663
San Angelo	\$118,017
State	\$198,900

Source: TEA, AEIS 1999-2000.

SAISD's property value per student has steadily decreased since 1998-99. The 2000-01 property value per pupil is the lowest in the four-year period of 1997-98 through 2000-01 (**Exhibit 7-6**).

Exhibit 7-6
Property Value Per Pupil
1997-98 through 2000-01

1997-98	1998-99	1999-2000	2000-01
\$116,213	\$119,905	\$118,017	\$114,355
Percent Change 1997-98 - 1998-99		Percent Change 1998-99 - 1999-2000	
3.2%		(1.6%)	
Percent Change 1999-2000 - 2000-01			
(3.1%)			

Source: TEA, AEIS 1997-98 through 1999-2000, PEIMS 2000-01.

SAISD and the majority of its selected peer districts receive a greater percent of their revenues from the state (**Exhibit 7-7**), the exception being Midland, which receives the greatest percent of its revenue from local sources. SAISD receives the next to the lowest level of federal funding of the peer group.

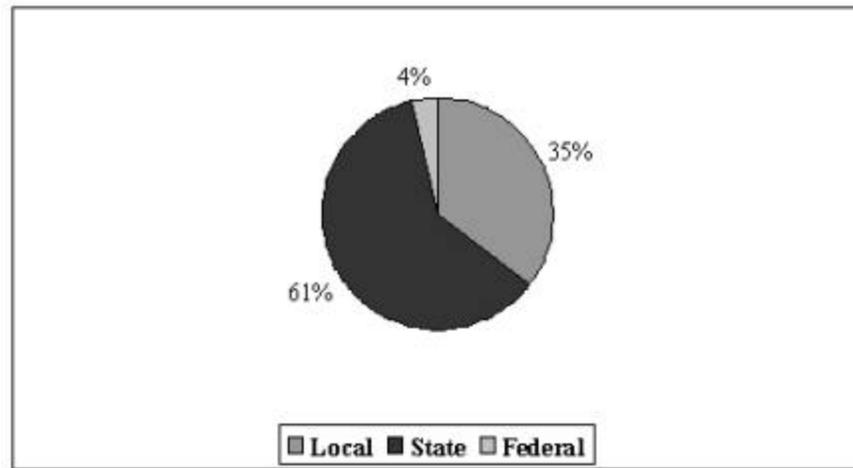
Exhibit 7-7
Budgeted Revenue Sources as a Percentage of Total Revenues
SAISD and Peer Districts
2000-01

District	Local/Other Revenue	State Revenue	Federal Revenue
Abilene	37.5%	58.0%	4.5%
Ector	41.4%	53.9%	4.7%
Midland	54.7%	41.5%	3.8%
San Angelo	35.5%	60.6%	3.9%
Waco	39.2%	54.9%	5.8%

Source: TEA, PEIMS, 2000-01.

Exhibit 7-8 displays SAISD's budgeted revenue for 2000-01, by source.

Exhibit 7-8
SAISD Budgeted Revenue by Source
2000-01



Source: TEA, PEIMS, 2000-01.

SAISD's budgeted revenues as submitted to TEA in October 2000 for all funds for fiscal 2001 total \$88,530,195. Budgeted revenues for the general fund are \$79,699,919 from all sources, while revenues from the special revenue and debt service funds are \$181,500 and \$3,900,274, respectively. The general fund relates to the general operations of the district and is used to account for all revenues and expenditures not accounted for in other funds. The special revenue fund is used to account for the proceeds

of specific programs that are legally restricted as to their expenditures. The payment of principal and interest on the district's general obligation bonds is accounted for in the debt service fund. In addition to these three funds, the district also maintains a food services fund. The food services fund accounts for the district's cafeterias, with budgeted revenue for 2000-01 of \$4,748,502.

Exhibit 7-9 shows a breakdown of SAISD's total budgeted expenditures by function, student enrollment and total expenditures per student for fiscal years 1996-97 through 2000-01. The function of instruction includes teacher salaries and all activities dealing directly with the interaction between teachers and students, including instruction aided with computers. The amount of funds devoted to instruction in SAISD has increased 18.7 percent from 1996-97 to 2000-01. Central administration expenditures have increased by 29.5 percent over the same period. Expenditures in technology and data processing have nearly tripled, and overall operating expenditures have increased by 23.6 percent.

Non-operating expenditures include those expenditures dedicated to community service, facilities acquisition and construction, capital outlay and debt service. Over the five years reviewed, non-operating expenditures increased by 56.1 percent.

Total budgeted expenditures increased by 26.4 percent between 1996-97 and 2000-01. This increase in expenditures occurred in spite of a 7.2 percent drop in enrollment. Per pupil expenditures rose 36.2 percent, from \$4,501 to \$6,131.

Exhibit 7-9
SAISD Total Budgeted Expenditures by Function, Student Enrollment and Total Expenditures per Student 1996-97 through 2000-01

Function	1996-97	1997-98	1998-99	1999-2000	2000-01	Percent Change Over 5 Years
Instruction	\$42,167,341	\$45,859,114	\$46,718,366	\$51,614,996	\$50,032,214	18.7%
Instructional Related Services	1,599,186	2,081,950	2,200,947	2,567,775	3,237,518	102.4%
Instructional Leadership	2,325,107	2,640,407	2,684,757	2,885,993	2,192,693	(5.7%)

School Leadership	4,432,990	4,806,184	5,123,895	5,194,095	5,461,997	23.2%
Support Services Students	2,606,020	3,033,929	2,993,546	3,159,829	4,173,191	60.1%
Student Transportation	1,301,626	1,165,625	1,450,180	1,708,279	1,692,694	30.0%
Food Services	4,049,931	4,326,740	4,516,168	3,993,242	4,748,502	17.2%
Cocurricular/ Extracurricular Activities	2,333,735	2,782,402	2,986,168	2,957,098	3,048,076	30.6%
Central Administration	2,592,485	3,404,905	3,606,469	3,433,607	3,357,087	29.5%
Plant Maintenance and Operations	7,489,566	8,514,687	8,023,269	8,476,393	8,629,899	15.2%
Security and Monitoring Services	0	248,205	251,929	251,074	225,482	100.0%
Data Processing Services	585,323	480,183	639,045	748,650	1,583,003	170.4%
Total Budgeted Operating Expenditures	\$71,483,310	\$79,344,331	\$81,194,739	\$86,991,031	\$88,382,356	23.6%
Community Services	\$43,642	\$75,645	\$91,295	\$313,213	\$276,814	534.3%
Facilities Acquisition & Construction	13,000	0	385,546	58,535	103,116	693.2%
Capital Outlay & Debt Service	6,563,160	6,685,830	11,267,023	12,444,576	9,956,633	51.7%
Total Budgeted Non-Operating	\$6,619,802	\$6,761,475	\$11,743,864	\$12,816,324	\$10,336,563	56.1%

Expenditures						
Total Budgeted Expenditures	\$78,103,112	\$86,105,806	\$92,938,603	\$99,807,355	\$98,718,919	26.4%
Student Enrollment	17,354	17,240	16,730	16,405	16,101	(7.2%)
Total Expenditures Per Student	\$4,501	\$4,995	\$5,555	\$6,084	\$6,131	36.2%

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

Exhibit 7-10 compares the district's total budgeted expenditures to those of its peer districts in terms of percent of total expenditures by function. At 50.7 percent, SAISD dedicates the second lowest percent of its budgeted expenditures to instruction among its peers and is lower than the state average of 51.3 percent. However, SAISD's central administration expenditures as a percent of total budgeted expenditures are the highest when compared to its peers. With the exception of Waco ISD, the district has the highest non-operating expenditures as a percent of total expenditures compared to its peers.

Exhibit 7-10
Total Budgeted Expenditures by Function
SAISD, Peer Districts and State Averages 2000-01

Function	Waco	San Angelo	Ector County	Midland	Abilene	State
Instruction	48.0%	50.7%	53.5%	54.6%	57.2%	51.3%
Instructional Related Services	1.7%	3.3%	3.5%	3.1%	2.8%	2.6%
Instructional Leadership	1.9%	2.2%	2.0%	0.6%	1.7%	1.2%
School Leadership	6.6%	5.5%	4.8%	5.6%	5.1%	5.2%
Support Services - Students	4.0%	4.2%	4.0%	3.9%	5.4%	4.0%
Student Transportation	2.5%	1.7%	3.1%	2.7%	1.6%	2.5%
Food Services	6.5%	4.8%	5.4%	5.2%	5.6%	4.9%

Co-curricular/ Extracurricular Activities	2.4%	3.1%	2.2%	2.1%	2.7%	2.2%
Central Administration	3.0%	3.4%	2.9%	2.6%	2.6%	3.5%
Plant Maintenance and Operations	10.2%	8.7%	10.6%	10.2%	8.3%	9.6%
Security and Monitoring Services	0.8%	0.2%	0.6%	0.4%	0.2%	0.6%
Data Processing Services	1.2%	1.6%	0.8%	1.0%	0.7%	1.1%
Total Operating Expenditures	88.8%	89.5%	93.3%	92.0%	93.9%	88.7%
Non-Operating Expenditures	11.2%	10.5%	6.7%	8.0%	6.1%	11.3%
Total Budgeted Expenditures	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: TEA, PEIMS, 2000-01.

Chapter 7

FINANCIAL MANAGEMENT

A. FUND BALANCE

Governmental funds such as SAISD's General Fund report their equity as a "fund balance." A fund balance is the difference between the assets and liabilities as reflected on the balance sheet. It is the measure of the district's financial resources available for future use after all obligations have been met.

The fund balance of a district's general fund is significant since it is the primary fund that supports most of the district's activities and receives state aid and local maintenance taxes. It is one of the primary measures of solvency for the school district. The fund balance is viewed as the most meaningful reflection of the district's financial condition.

TEA's *Financial Accountability System Resource Guide* (FASRG) provides a computation of the optimum fund balance for the General Fund. The "Computation Worksheet" for optimal General Fund balance is a required schedule in the annual external audit. TEA recommends that the optimal fund balance be equal to the total reserved fund balance, total designated fund balance, an amount needed to cover Fall cash flow deficits in the General Fund and one month of average cash disbursements during the regular (non-summer) school year. Reserved fund balances are those that are legally earmarked for a specific future use, such as a reserve for encumbrances. Designated fund balances are those that are identified by the school district management to reflect tentative plans or commitments.

SAISD has operated with a fund balance below the optimum level for the last two years. Over the last five years, there has been a 71.8 percent decrease in the district's general fund balance. During 2000-01, the district spent 59.1 percent of its general fund balance that was available at the beginning of the year. At the end of 2000-01, the district projects that it will have a general fund balance of \$5,887,942. **Exhibit 7-11** shows the district's general fund balance at the end of the 1997-98 through 1999-2000 years compared to TEA's recommended optimum fund balance.

Exhibit 7-11
Analysis of SAISD General Fund Balance
1997-98 through 1999-2000

	1997-98	1998-99	1999-2000
--	---------	---------	-----------

Ending Fund Balance	\$23,222,299	\$22,889,100	\$14,400,885
Optimum Fund Balance	\$20,471,144	\$27,434,488	\$16,114,992
Excess/(Deficit)	\$2,751,155	\$4,545,388	(\$1,714,107)
Total Months Covered	3.6	3.0	2.0

Source: SAISD's audited financial statement 1997-98 through 1999-2000.

Exhibit 7-12 compares SAISD with its peer districts in terms of projected fund balances at August 31, 2001 and the total number of months the fund balances would cover expenditures. None of the peer districts meet the recommended level. SAISD has the second lowest reserve balance of its peer districts.

Exhibit 7-12
SAISD Projected General Fund Balance Compared to Peer Districts
As of August 31, 2001

District	Fund Balance	Total Months Covered
Abilene	\$24,926,777	2.8
Waco	\$15,759,345	2.1
Midland	\$12,079,740	1.3
San Angelo	\$5,887,942	0.8
Ector	\$6,498,742	0.5

Source: TEA, PEIMS 2000-01 and internal SAISD projections.

Exhibit 7-13 summarizes the revenues and expenditures per student over the past four years and the percent of expenditures funded by using amounts from the district's general fund balance. In 1999-2000 and 2000-01, a portion of every dollar spent on students was taken from the general fund balance. In 1999-2000, 9.2 cents and in 2000-01, 9.4 cents of every dollar spent on students had to be funded from the general fund balance.

Exhibit 7-13
Per Student Revenues, Expenditures and General Fund Balance
Contributions
1997-98 through 2000-01

	1997-	1998-	1999-	2000-

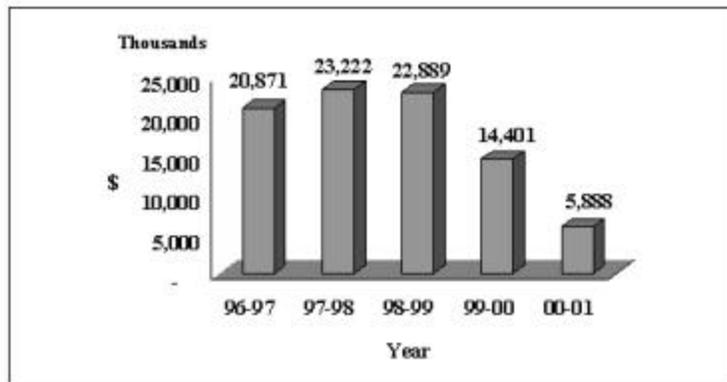
	98	99	2000	01
Revenues per Student (General Fund)	\$4,642	\$5,464	\$4,898	\$5,103
Expenditures per Student (General Fund)	\$4,506	\$5,400	\$5,392	\$5,631
General Fund Balance Contributions per Student	0%	0%	9.2%	9.4%

Source: SAISD's Audited Financial Statements 1997-98 through 1999-2000 and May 22, 2001 SAISD Business and Finance Department Projections.

FINDING

The district does not have an effective fund balance management policy. SAISD's fund balance has dropped from a high of \$23.2 million in 1997-98 to a low of \$5.9 million projected for year-end 2000-01 (**Exhibit 7-14**).

Exhibit 7-14
SAISD General Fund Balance
1996-97 through 2000-01



Source: SAISD Audited Financial Statements 1996-97 through 1999-2000 and May 22, 2001

SAISD Business and Finance Department Projections.

Board members have not monitored the fund balance while approving deficit spending. Deficit spending occurs when the district spends more than it collects in revenues. Although the district has been under budget with its expenditures, except in 2000-01 when actual expenditures

exceeded budgeted by \$449,315, the district has been operating under a deficit budget for each of the last five years. Each year, the board has approved spending from the fund balance to cover district expenses. Based on district projections, the district currently has only 24 days of reserves in its fund balance.

The board has not historically reviewed its fund balance on a regular basis to recognize the impact that deficit spending was having on the district's financial reserves. If this trend is not reversed, the district will deplete its general fund balance.

Board members effectively manage a school district's financial resources by having a thorough understanding of the financial condition of the district. Each board member must understand the impact any decision the board makes will have on the financial well being of the district.

Recommendation 57:

Establish a general fund balance management policy and require reports to the board.

This policy should establish goals concerning what the district's optimum fund balance should be at all times. It should include a means of attaining and maintaining the desired level. The policy should provide the superintendent with clear directions as to how to increase revenues or decrease expenditures in order to meet the district's fund balance goals. It should also require that every agenda item contain a fiscal impact statement.

One of the essential elements of the policy should be a means of keeping the board informed about the status of the fund balance. In every board packet, the superintendent should include a summary of the beginning fund balance, the revenues received during the month, the month's expenditures and the ending fund balance. Any significant events that have had a major impact on the fund balance during that month should be explained. This will ensure that the board and district administration are always aware of the financial position of the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board Finance Committee drafts a fund balance policy with the assistance of the assistant superintendent of Business and Finance.	September 2001
2.	The Finance Committee presents the policy to the board for approval.	October 2001

3.	The board approves the policy and directs the superintendent to implement.	October 2001
4.	The assistant superintendent of Business and Finance develops the required reports that will be submitted to the board through the Finance Committee.	November 2001
5.	The assistant superintendent of Business and Finance prepares the reports for the board.	December 2001 and Ongoing

FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

The district does not use cash flow forecasts or financial modeling to evaluate whether the district is meeting its financial goals.

A financial model allows the district to analyze revenues and expenditures and to project the financial condition of the district to the end of the year. It provides the opportunity to evaluate a number of different scenarios to determine what scenario should be followed to realize the greatest benefit for the district. Financial modeling provides an essential tool to assist the administration in guiding the future of the district. By setting specific financial targets, a financial model can establish measurement criteria to track the success of the plan. If used regularly, a financial model can help the district achieve its goals. When budgeted amounts are judged against projected amounts on a monthly basis, necessary adjustments can be identified and made in a timely manner.

For a district to limit the impact or take advantage of changes in its anticipated revenues and expenditures, it must identify the variances in a timely manner. A sound method of identifying variances is by preparing monthly reports comparing actual revenues and expenditures to budgeted amounts and then making projections using the most current data available. Using the projections enable the district to identify where revenues and expenditures will exceed or not meet budgeted amounts for the year.

Recommendation 58:

Prepare monthly projections of revenues, expenditures and cash flows and compare to budgeted amounts.

If the district prepared monthly financial projections, steps could be taken to identify problems before they reach a critical level. The district's

financial condition is such that financial projections must become a part of the monthly accounting procedures. Financial projections will enhance the financial accountability of the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance and the comptroller determine what analysis and projections are necessary to enhance the district's financial accountability.	September 2001
2.	The assistant superintendent of Business and Finance presents recommended reports to the Finance Committee for review and approval.	October 2001
3.	The comptroller prepares monthly revenue and expenditure projections and monthly cash flow projections based on the prior month's activity.	November 2001 and Ongoing
4.	The superintendent and assistant superintendent of Business and Finance review the projections and develop recommendations for change when needed.	November 2001 and Ongoing
5.	The assistant superintendent of Business and Finance presents the projections and actual results to the Finance Committee each month and presents any recommendations at that time.	November 2001 and Ongoing
6.	The Finance Committee presents the projections and actual results to the board each month and presents any recommendations at that time.	November 2001 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with the district's existing resources.

Chapter 7

FINANCIAL MANAGEMENT

B. PLANNING AND BUDGETING

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

The district instituted a new budget process effective for the 2001-02 budget. As shown in

Exhibit 7-15, the district's budget process begins in April when all department heads and campus administrators attend budget-training workshops. Following the workshop, each department and school is required to submit its budget requests for the upcoming year.

Exhibit 7-15
SAISD's Budget Calendar
Preparation of 2001-02 Budget

Date	Description
April 2 - 6	Budget Department conducts budget workshops for department heads and campus administrators.
April 2 - 6	Budget Department distributes budget materials to schools and departments.
April 12	Last day for all purchases for current fiscal year.
April 26	Schools and departments return budget documents to the Budget Department.
April 27 - May 16	Budget Department staff inputs budget information into the budget development module of district's financial accounting system. Budget Department staff verify all input.
May 17 - 24	Departments and schools present preliminary budget to the Budget Review Team.
May 25 - June 7	Budget Review Team reviews expenditure budget information and reduces requests where appropriate based on historical expenditure trends and individual department and school needs. Staffing and capital outlay requests are also reviewed and prioritized.

June 9	Preliminary budget drafted.
June 22	Finance Committee reviews preliminary budget.
June 26	First Budget Board Workshop tentatively scheduled.
July 1 - 30	Budget Office prepares and calculates the projected tax collections and projected revenues.
July 31	Second Budget Board Workshop is scheduled.
August 1-20	Additional budget workshops held if necessary.
August 21 (Regular 3rd Tuesday Meeting)	School board holds public hearing on 2000-01 budget and tax rate; final amendment of 2001-02 budget is made. School board adopts budget and final tax rate.

Source: SAISD Budget Department, April 2001.

The director of Budget provides each school with a projected budget allocation based on projected enrollment figures. Using these initial allocations, principals, staff and site-based management teams prepare the school's preliminary budget. Departments are provided with their base budget from the prior year. In May, the departments and schools present their preliminary budgets to the Budget Review Team. The Budget Review Team is composed of the assistant superintendent of Business and Finance, the assistant superintendent of Personnel, the deputy superintendent, the assistant superintendent of Curriculum and Instruction, the executive director of Support Staff Services and the director of Technology. The Budget Review Team makes initial budget reductions based on historical expenditure trends. In late June, the Budget Review Team presents the preliminary budget to the Finance Committee. Once the Finance Committee has reviewed the preliminary budget, budget workshops for the remaining board members are scheduled as needed. The school board must adopt the budget by the end of the fiscal year.

All schools and departments are required to monitor their budgets during the year. When a budget transfer becomes necessary, the department or school involved is responsible for submitting a budget transfer request via e-mail to the director of Budget. All transfer requests are reviewed by the director of Budget and are either approved, denied or returned for more detailed information. Each month, the director of Budget presents the budget amendments from the prior month to the Finance Committee.

The district's budget and accounting system uses an encumbrance feature for budgetary control. The encumbrance feature prohibits any expenditure transaction from being processed unless adequate funds are available in

the account, with the exception of payroll expenditures. The system allows all payroll transactions to be entered to the system regardless of whether or not adequate funds exist.

In accordance with Texas Education Code section 44.006, the school board has the authority to amend the approved budget or to adopt a supplementary emergency budget to cover necessary unforeseen expenses.

Public input into the SAISD budget process is provided in two ways. First, all site-based decision-making (SBDM) teams have community members. In addition, parents, teachers and others in the community not serving on a team are invited to SBDM meetings to discuss and help prepare a school's budget. Secondly, community input to the budget is made available through open board meetings. Specifically, the board holds an annual budget hearing to discuss the adoption of the budget and tax rate for the upcoming year. Community members are allowed to address the school board at this time. However, public input is not limited to the public hearing. The public is invited to address the board during any regularly scheduled meeting.

The last three years' external audits reflect that the district's general fund actual expenditures have been significantly under budget. (**Exhibit 7-16**).

Exhibit 7-16
General Fund Actual versus Budgeted Expenditures
General Fund and Food Services
1997-98 through 1999-2000

Expenditure	Budgeted	Actual	Variance Favorable/ (Unfavorable)
1997-98			
Instruction and Instructional Related Services	\$50,664,515	\$48,103,274	\$2,561,241
Instructional and School Leadership	8,059,426	7,423,176	636,250
1997-98			
Support Services - Student	7,978,403	7,071,004	907,399
Administrative Support Services	3,594,232	3,082,104	512,128
Support Services - Non-Student	11,200,123	9,996,351	1,203,772

Debt Service	26,176	26,175	1
Capital Outlay	2,968,660	1,977,546	991,114
Total	\$84,491,535	\$77,679,630	\$6,811,905
1998-99			
Instruction and Instructional Related Services	\$52,451,788	\$49,906,645	\$2,545,143
Instructional and School Leadership	7,717,162	6,977,043	740,119
Support Services - Student	9,232,352	8,634,831	597,521
Administrative Support Services	3,876,245	3,330,363	545,882
Support Services - Non-Student	11,145,188	10,614,224	530,964
Debt Service	26,176	26,175	1
Capital Outlay	1,850,620	1,135,572	715,048
Total	\$86,299,531	\$80,624,853	\$5,674,678
1999-2000			
Instruction and Instructional Related Services	\$55,585,003	\$53,581,724	\$2,003,279
Instructional and School Leadership	7,998,394	7,326,882	671,512
Support Services - Student	10,367,027	9,465,017	902,010
Administrative Support Services	4,404,307	3,604,390	799,917
Support Services - Non-Student	14,281,749	13,236,180	1,045,569
Debt Service	1,063,844	1,044,714	19,130
Capital Outlay	290,927	190,783	100,144
Total	\$93,991,251	\$88,449,690	\$5,541,561

Source: SAISD Audited Financial Statements, 1997-98 through 1999-2000.

FINDING

In April 2001, the budget office prepared a detailed budget preparation manual. This manual was distributed to all district personnel responsible for preparing the 2001-02 budget. This is the first time that a detailed budget preparation manual has been issued to department heads and campus administrators. It provides a general background of the goals and objectives of the budget process to assist each responsible party in understanding their role in the process.

The manual provides a summary of the district's budget requirements and general instructions. Budget worksheets are formatted for each department and school to complete for their specific needs. Previous year's budget data is included as a guideline and basic departmental and school allocations are included to provide the district staff with a starting place.

A description of each type of expenditure that must be included in the budget is clearly provided with a sample and accompanying worksheet. Included as types of expenditures are personnel, campus expenses such as teaching supplies, travel, facility improvements, capital outlay and campus activities.

Special revenue funds are defined and the guidelines for grant applications are included in the manual.

The budget manual defines account codes, fund codes, function costs, object codes, sub-object codes and organization codes. Finally, the manual contains the budget worksheets for each department and/or school to complete and return to the budget office.

The district has instituted budget workshops for department heads and school administrators. During these workshops, the budget preparation manual was thoroughly reviewed. Each staff member who has responsibility for preparing any information for the annual budget was required to attend. They were given the opportunity to ask questions, informed as to how the entire process works and informed as to how critical accurate budgeting is to the future financial health of the district. In the past, district department heads, principals and budget clerks/secretaries were not adequately trained in preparing their annual budgets.

COMMENDATION

SAISD compiled a detailed budget preparation manual to clearly explain the budget process and provides mandatory training for all personnel involved in the process.

FINDING

Each department head and campus administrator can access their respective budgets online with the district's financial accounting system. It provides department heads and school administrators the opportunity to make informed decisions based on current data. Each one has the authority to move funds within the same function code. This also provides the flexibility to ensure that department and school expenditures are allocated most effectively. When funds must be moved from a different function, the director of Budget must be involved.

COMMENDATION

SAISD's budget system provides the ability for each department and school to access its budget electronically.

FINDING

The Finance Committee does not take an active role in monitoring the district's budget. The committee is composed of three board members, and meets immediately before the regular board meeting that is held on the third Tuesday of each month.

The review team attended a Finance Committee meeting while on-site. The committee approved the check register after very little discussion. Few questions were asked about the financial operations of the district. For example, one large check for computer equipment appeared on the check register. The comptroller reported that there was no purchase order attached to the check and there were no questions raised by the committee. Asking the Finance Committee to approve after-the-fact expenditures that are not accompanied by proper documentation creates significant risks for the district and undermines the value of the committee.

During the committee meeting, the review team observed amendments to the budget presented without any discussion. The Finance Committee's report to the board is a part of the consent agenda. No discussion of the financial condition of the district was presented to the board. It is impossible for the board to make informed decisions without sufficient information both in the Finance Committee meeting itself and in the report the committee gives to the board.

Recommendation 59:

Provide the board's Finance Committee with detailed financial reports every month.

The director of Budget should provide detailed financial reports each month, including an explanation of variances between actual expenditure

and revenues to budgeted amounts and a projection of the fund balance for the end of the year. The director should prepare an easy-to-understand report that includes bar charts comparing actual expenditures to budgeted expenditures for the major functions such as instruction. This will identify problem areas easily and timely so that necessary action can be taken before the problem escalates.

Budget amendments should not be approved by the director of Budget and then presented later to the Finance Committee without a clear and detailed explanation of the reasons behind the change. When presented with the amendments, the Finance Committee should discuss the change and determine if it was justified. Discussion should include the reasons why the amendment is necessary and if the budget process should be modified to eliminate the same kinds of amendments from being necessary.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Budget develops recommended report formats and presents to the Finance Committee for approval.	September 2001
2.	The director of Budget prepares monthly reports using the approved formats and presents to the Finance Committee.	November 2001 and Ongoing
3.	The Finance Committee reviews and discusses all reports and supporting documentation.	November 2001 and Ongoing

FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

The Finance Committee does not provide adequate information to the board. The committee's report is buried in the consent agenda. In the board meetings attended by the review team, the Finance Committee's report lasted less than three minutes. The board is unable to obtain a clear understanding of the district's financial operations and condition based on the limited information provided by the Finance Committee. The committee is not adequately representing the district's financial operations to the board nor can it present the amount of information needed as a line item on the consent agenda.

The financial operations and condition of the district are extremely important. For board members to fulfill their responsibilities of managing the district's financial resources, they must be provided sufficient data in an easily understandable format. Sufficient time must be provided during

board meetings for board members to ask questions and discuss the financial operations of the district.

Recommendation 60:

Include the Finance Committee report as an agenda item at every board meeting.

After each Finance Committee meeting, the committee chair should provide a summary of the prior month's financial activity to the board. Included in this report should be any budget amendments, any large expenditures made, any unplanned expenditures and an explanation of any variances between budget and actual to-date expenditures.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent and board president make the Finance Committee report a separate agenda item for the next board meeting.	September 2001
2.	The Finance Committee chair presents and discusses the Finance Committee's report to the board.	October 2001 and Ongoing

FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

The district's ending fund balance does not match the amount carried forward in the budget from year to year. Theoretically, last year's ending fund balance should be the next years' beginning fund balance. This is not the case at SAISD.

The district does not close its books until after the annual financial audit has been completed. It appears that the budget worksheets are not using the audited ending fund balance. The balance used in the budget worksheets do not agree with the balances shown in the audited financial statement. **Exhibit 7-17** compares the fund balances on the district budget worksheets to the audited fund balances.

Exhibit 7-17
SAISD General Fund Balance
Budget Worksheets compared to Audited Financial Statements
1997-98 through 1999-2000

1997-98	Beginning	Ending
1997-98 SAISD Budget Worksheet	\$19,650,000	\$19,719,567
1997-98 Audited Financial Statements	\$20,871,307	\$23,222,299
Variance	(\$1,221,307)	(\$3,502,732)
1998-99	Beginning	Ending
1998-99 SAISD Budget Worksheet	\$21,324,228	\$21,645,139
1998-99 Audited Financial Statements	\$23,222,299	\$22,889,100
Variance	(\$1,898,071)	(\$1,243,961)
1999-2000	Beginning	Ending
1999-2000 SAISD Budget Worksheet	\$27,429,299	\$17,337,732
1999-2000 Audited Financial Statements	\$22,889,100	\$14,400,885
Variance	\$4,540,199	\$2,936,847

Source: SAISD Business and Finance Department Budget and audited financial statements for the years indicated.

There must be consistency between the ending balance and the beginning balance carried forward on financial reports to ensure that all financial data has been reported. It is not unusual for the actual ending balance to be different from projections made before the end of the year. However, the audited fund balance should always be used as soon as it is available. Reports that use a projected fund balance that is determined to be different from the subsequent audited fund balance should be revised as soon as possible after the audited fund balance is available.

Recommendation 61:

Ensure that audit adjustments are made in the general ledger and audited fund balances are used to formulate budgets.

The district's accounting records and budget reports must be consistent. The accounting records must be adjusted when necessary to reflect corrections identified during the annual financial audit. Budget worksheets must use the audited fund balances to ensure that budget decisions are made using accurate data.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The comptroller reviews the audited financial statements and determines what adjustments need to be made to the district's financial records.	January 2002
2.	The comptroller makes any necessary audit adjustments to bring the district's financial records in balance with the audited financial statements.	January 2002
3.	The Budget director reviews the audited financial statements to ensure that the beginning general fund balance used to formulate the next budget matches the audited fund balance.	February 2002

FISCAL IMPACT

This recommendation can be implemented with the existing resources.

FINDING

SAISD does not include performance measures in its budget process, so performance of departments and schools are not an issue when budgets are evaluated and approved. The budget preparation process in SAISD begins in April following the budget workshop. Each principal and department head is asked to complete a budget request form. The forms provided for the upcoming regular budget show prior-year budget amounts, with space for inserting current-year budget requests. Budget requests do not require justification from principals or administrators for requested amounts except for capital outlay. Departments and schools are thus not evaluated as to whether they meet goals.

The Governmental Accounting Standards Board (GASB), which sets the financial reporting rules for state and local governments, and the Government Finance Officers Association (GFOA) highly encourage the use of performance measures in local government budgets. Performance measurements are indicators that establish identifiable measures in key areas and provide managers a tool to compare performance over time. An example of a performance measure for a purchasing function would be the cost of issuing a purchase order. Without a system of performance measures, it is difficult to evaluate the effectiveness of funding for various programs. This, in turn, hinders quality decision-making with respect to how funding is to be allocated.

Recommendation 62:

Implement performance-based budgeting and provide training to district staff.

GASB is considering mandating the use of performance measures for local governments. In April 2000, GASB released 12 case studies for performance measurement for government at its annual conference in Austin, Texas.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board directs the superintendent to begin implementing a system of performance-based budgeting for the fiscal year 2003 budget.	September 2001
2.	The director of Budget contacts sources such as the GASB, GFOA and the Texas Association of School Boards to obtain information on performance-based budgeting training.	October 2001
3.	The director of Budget submits a funding request for performance-based budgeting training.	October 2001
4.	The assistant superintendent of Business and Finance and director of Budget attend training.	November - December 2001
5.	The assistant superintendent of Business and Finance develops the district's performance-based budgeting program and training material to use in budget workshops.	January - April 2002
6.	The assistant superintendent of Business and Finance and the director of Budget incorporate training into budget workshops.	March 2002
7.	The assistant superintendent of Business and Finance and the director of Budget work closely with all departments and schools to implement performance-based budgets.	March 2002
8.	All departments and schools submit performance-based budgets.	April 2002

FISCAL IMPACT

The cost of implementing this recommendation includes the one-time cost of sending the assistant superintendent of Business and Finance and the director of Budget to training in performance-based budgeting. The GASB and similar organizations can provide training for approximately \$400 per person. Most likely, training would be available in the Dallas/Fort Worth area, so travel expenses would be approximately \$1,500 per person. The total cost for training would be \$3,800 (\$400 + \$1,500 x 2).

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
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Implement performance-based budgeting and provide training to district staff.	(\$3,800)	\$0	\$0	\$0	\$0
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FINDING

SAISD provides an automobile allowance of \$6,000 per year to the three assistant superintendents: the assistant superintendent of Business and Finance, the assistant superintendent of Personnel and the assistant superintendent of Curriculum and Instruction. The district allows 28 cents per mile for the reimbursement of auto expenses to staff for business-related travel. At \$6,000, this constitutes 21,428 miles per year or 97.4 miles per day in a 220-day year.

The three assistant superintendents spend the majority of their time each day at the central administration offices. Therefore, the auto allowance primarily reimburses staff for driving their personal vehicle to and from work each day. The district also has a policy to reimburse these administrators for mileage for out-of-district travel in addition to the annual allowance.

Recommendation 63:

Eliminate the annual auto allowance for the assistant superintendents.

Given the size of San Angelo, the current auto allowances are excessive. The district is already reimbursing these individuals for travel outside of the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent updates the policy on reimbursing employees for the use of their personal vehicles when traveling out-of-town on district business.	September 2001
2.	The board approves the policy and directs the superintendent to eliminate the auto allowance for the assistant superintendents.	October 2001
3.	The assistant superintendent of Business and Finance directs staff to stop processing travel allowances for the assistant superintendents.	October 2001
4.	The assistant superintendent of Business and Finance revises district travel procedures and distributes to all staff.	November 2001

FISCAL IMPACT

The district will save \$18,000 per year (\$6,000 x 3 assistant superintendents) by implementing this recommendation.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Eliminate the annual auto allowance for the assistant superintendents.	\$18,000	\$18,000	\$18,000	\$18,000	\$18,000

FINDING

The district is not using all of the available budgeting tools provided by the district's financial accounting system. The position control module of the budgeting system has not been activated. This module provides the district with an inventory of positions that are authorized by the budget for each department and school by job class. It identifies each authorized position and tracks the actual salaries paid versus budgeted amounts. The system also tracks the number of positions authorized versus the number of positions filled. The module supports the budget process by providing various staffing scenarios so that the district can effectively plan its optimal staffing levels.

Currently, budgeting for payroll is supported by a spreadsheet application. Actual salaries are maintained on a separate spreadsheet and are compared against what was budgeted at the end of the school year. A budget amendment is made in September to record any necessary adjustments.

The use of separate spreadsheets does not allow the district to run various staffing scenarios based on historical data during the budget development process. Payroll expenditures are the district's largest expenditure. As enrollment decreases, it becomes increasingly important that the district adjust its staffing levels downward. The district estimates the payroll budget based on the prior year's budget. There is no simple way of projecting the impact of different staffing scenarios using the current process. The assistant superintendent of Business and Finance told the review team that payroll estimates were not entered into the budget until after the year's actual expenditures were finalized. This is after the board has approved the budget.

Recommendation 64:

Use the full capabilities of the financial accounting system's position control module.

According to the director of Technology, staff was trained on the use of the position control module in March 2001. The department is currently

collecting the information needed, including the individual positions to populate the system so that it can be used. This module's full capabilities should be used immediately to provide a more accurate representation of the district's largest expenditure, payroll.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Budget completes the collection of information needed to populate the position control database.	October 2001
2.	The director of Budget and the chief information officer load the information into the position control database.	November 2001
3.	The chief information officer and the director of Budget test the module by comparing the output with the spreadsheet totals.	December 2001
4.	The chief information officer and director of Budget make all necessary revisions to the database.	December 2001
5.	The director of Budget begins using the position control module in administration of the budget.	January 2002
6.	The assistant superintendent of Business and Finance and director of Budget incorporate the position control module training into budget workshops.	March 2002
7.	The assistant superintendent of Business and Finance and director of Budget utilize the position control module in preparing budget documents.	March 2002

FISCAL IMPACT

The district is already paying for the position control module. Therefore, this recommendation can be implemented with existing resources.

Chapter 7

FINANCIAL MANAGEMENT

C. ACCOUNTING OPERATIONS

School districts must maintain and operate effective financial management systems in a highly regulated environment. They must meet financial management requirements established by federal and state laws, rules and regulations. TEA's FASRG outlines accounting and reporting requirements for Texas school districts. Internally developed policies and procedures, Generally Accepted Accounting Principles (GAAP) and the GASB guidelines also affect school districts' financial management activities.

Texas school districts are required, under Texas law, to conduct school programs in accordance with the state constitution. The TEC spells out the specific requirements that school districts must comply with and authorizes the TEA to establish standards for all school districts.

The state's contribution to school districts is determined through three tiers of funding. Tier I is designed so that school districts and the state share in the basic cost of education. Funding allotments under the Tier I formula are based on the weighted number of students in average daily attendance (WADA). WADA is a measure of special needs such as special education, compensatory education, bilingual education and gifted and talented programs. Tier I formulas also provide partial funding for school transportation. Tier I allotments are adjusted for the individual district's property tax base. Therefore, a district's property wealth factors significantly into the state funding formula.

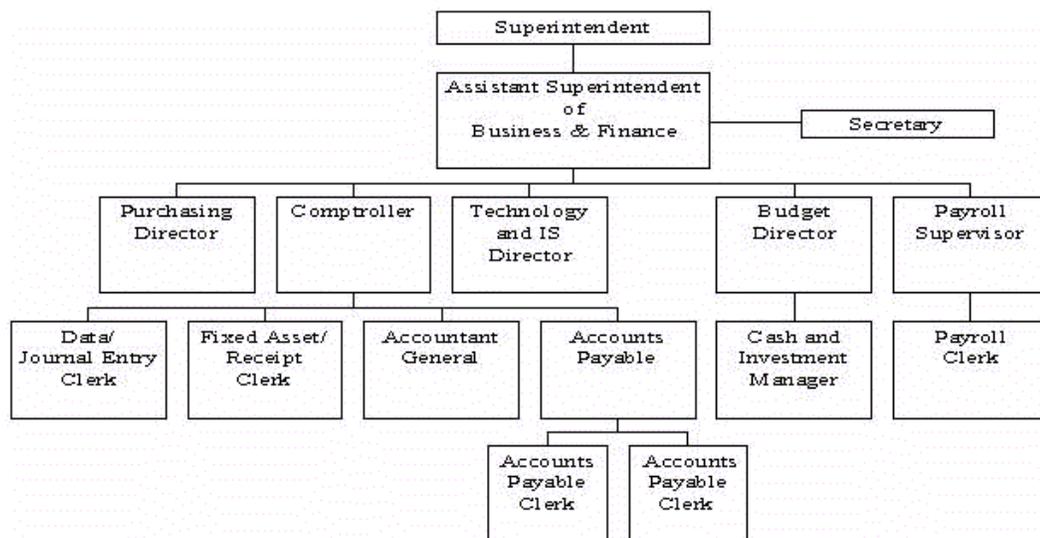
Tier II rewards the local taxing efforts of a district by guaranteeing that the state will provide a minimum amount of money per WADA depending on the amount of income generated by taxes in the current year beyond the required local share in Tier I. Tier II provides funds to school districts beyond the base funding level in Tier I. The Tier II tax rate generates money for education in the form of a guaranteed yield. One penny of local tax rate will generate \$23 per student in WADA from a combination of local and state resources. Districts with wealth above \$295,000 per WADA are subject to the wealth-reduction provisions of Chapter 41 of the TEC.

Senate Bill 4 of the 1999 Legislature added a new component to the education funding formula. Tier III funds, as the component is known, provides for local school districts to receive partial state funding for debt service requirements on previously issued bonds.

The Texas Constitution authorizes local governments, including school districts, to levy property taxes. School property taxes represent almost 60 percent of total property taxes levied in the state. Property taxes levied by school districts are important because they can significantly impact the amount of funding provided to individual districts by the state. There are two categories of property levies made by school districts. The maintenance and operations portion is used to cover routine operating costs of education, while the interest and sinking portion is used for debt service for financing building programs.

SAISD's accounting operations are conducted in the Business and Finance Department. **Exhibit 7-18** illustrates the current organization structure of the department. The assistant superintendent of Business and Finance, who reports directly to the superintendent, manages all the financial and budgeting operations in addition to the purchasing, technology and risk management functions of the district.

Exhibit 7-18
SAISD Business and Finance Department
March 2001



Source: SAISD's Business and Finance Department.

The functions of the Technology and Information Services director and the Purchasing director are discussed in other chapters of this report.

The comptroller manages the day-to-day activities of the Accounting Department, including general accounting, fixed asset accounting and bank reconciliations. The Accounts Payable supervisor, a general accountant, a data entry clerk and a fixed asset receptionist clerk report directly to the comptroller.

The general accountant is responsible for reconciling all bank statements for the district. The fixed asset clerk is responsible for reconciling the fixed asset accounts of the district and performing receptionist and cash receipt duties for the district. The function of fixed assets is reviewed in another chapter of this report.

The payroll supervisor also reports directly to the assistant superintendent of Business and Finance.

The Accounts Payable Department is staffed with a supervisor and two full-time accounts payable clerks. The department is responsible for processing all vendor payments for the district. The department staff usually receive vendor invoices through the mail, but some times receive them from schools and departments when the vendor sends the invoice to the user rather than the Accounts Payable Department. All invoices are filed alphabetically until they are processed. Invoices are not to be processed until a pink copy of the purchase order is received from the Purchasing Department and the user school or department receives the goods or services.

SAISD's Budget Department is responsible for the budget preparation and monitoring functions. The director of Budget performs the daily budget functions with the assistance of the cash and investment manager. In addition, the assistant superintendent of Business and Finance is significantly involved in the district's budgeting process.

The cash and investment manager is primarily responsible for the receipt and investment of funds in the district. A significant portion of the cash and investment manager's daily responsibilities involves assisting the director of Budget. Cash management functions are addressed in the Asset and Risk Management chapter of this report.

FINDING

Early in 2000-01, SAISD vendors were not being paid in a timely manner. The Accounts Payable supervisor told the review team that earlier in the school year, certain vendors had threatened to cease doing business with the district as a result of nonpayment. There was no clear tracking system in place to determine when or if an invoice had been paid. Often, the invoices were not even entered into the accounting system. A significant portion of the department's daily activities dealt with responding to vendor complaints.

In February 2001, the Accounts Payable Department was reorganized. The district's vendors were divided alphabetically and assigned to a staff member. For example, vendors A-F are the responsibility of one clerk;

vendors G-P are the responsibility of another clerk and Q-Z are the responsibility of the Accounts Payable supervisor.

The district's vendors now have a specific contact for dealing with their accounts. Within the department there is clear accountability with respect to the district's vendor accounts. Any questions can be quickly directed to the staff member that can provide immediate assistance. The number of complaints has been significantly reduced.

COMMENDATION

The district has reorganized accounts payable functions to better serve vendors.

FINDING

The district does not have formal accounting procedures in place to enable it to effectively and efficiently manage its operations. When the general accounting department was reorganized, staff members were unsure of what their new roles entailed. This increased the uneasiness of department staff. In many cases, they were performing new tasks for which they had no training or experience.

The district relies on employees that have been transferred to new positions to train their replacements while performing their new tasks. Although this is necessary in the short term the department cannot perform efficiently and run effectively this way in the long term.

Documented procedures and effective training methods provide the foundation for a successfully operated department. The district has an accounting procedures manual that is not being used and has not been updated to reflect the significant recent changes in the department. Reviewing the procedures manual provides a good opportunity to analyze the effectiveness of current procedures and determine what, if any, modifications may be necessary. It also provides a good training and guidance tool for new employees when staff turnover occurs. According to the assistant superintendent of Business and Finance, this issue will be addressed very soon.

Recommendation 65:

Update the Business and Finance Department's accounting procedures manual.

The procedures manual should outline in detail every activity for each critical function. At minimum, the manual should include:

- Budget policies and procedures;
- Payroll policies and procedures;
- Accounts payable policies and procedures;
- Activity fund policies and procedures;
- Treasury policies and procedures;
- District procedures governing approvals for checks and journal vouchers;
- Procedures for cash receipts and travel reimbursements;
- Procedures and controls for safeguarding the district's fixed assets;
- Descriptions of each process performed in the Business and Finance department;
- Detailed desk-level instructions for the most critical processes; and
- District procedures governing distribution of financial reports.

Updating the procedures manual and making the manual accessible should improve the productivity of new employees and help ensure compliance with district policies.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance directs the department supervisors to review the procedures manual and update their sections.	October 2001
2.	Each supervisor updates their sections of the manual and develops detailed procedures for missing functions.	November 2001
3.	Supervisors present their section to the assistant superintendent of Business and Finance for approval.	December 2001
4.	The assistant superintendent of Business and Finance develops a procedure that requires annual reviews and updating of all procedures.	December 2001
5.	Each supervisor reviews their section of the manual and updates as necessary.	November 2002 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The reconciliation of the district's bank statements are not current. The general accountant is responsible for this task under the supervision of the comptroller. As of April 13, 2001, the last reconciliation was for

December 2000. The external auditor's management letter identified the bank reconciliation backlog as an issue, but it has not yet been addressed.

The lack of up-to-date monthly bank reconciliations creates the following problems for the district:

- Late discovery of errors made by the banking institution;
- Inaccurate general ledger accounts;
- Inaccurate management reports;
- Decreased cash investments; and
- Delay in discovering posting errors of expenditures to the general ledger.

Typically, bank statements are reconciled and necessary corrections made within 30 days following the receipt of the statement from the bank. The district has an electronic process to identify and account for outstanding checks as a part of its reconciliation process. One full-time staff member is dedicated to performing this task.

Recommendation 66:

Reconcile all district bank accounts and make necessary corrections within 30 days following receipt of bank statement.

Reconciliation of the bank statements should be given top priority. All bank statements should be reconciled and corrections made within 30 days after receipt.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance revises the bank reconciliation procedures.	September 2001
2.	The assistant superintendent of Business and Finance distributes the revised procedures and instructs staff of the new requirements.	October 2001
3.	The comptroller monitors the reconciliation process to ensure the 30-day requirement is met.	October 2001 and Ongoing
4.	The comptroller makes a monthly report to the assistant superintendent of Business and Finance providing the status of bank reconciliations.	October 2001 and Ongoing

FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

Three different departments have the ability to establish vendor files in the district's financial accounting system: purchasing, accounts payable and grounds maintenance. Before a payment can be processed to a vendor, the district's accounting system requires information on the vendor to be recorded in a vendor database maintained in the system. Creating a vendor prior to making a payment is an internal control measure that restricts payments from being made to vendors that have not been reviewed and a file established for them. A significant internal control weakness exists when the department that issues vendor checks also has the ability to set up new vendors in the accounting system.

Although no improprieties were identified, this practice provides the opportunity for a check to be issued to an inappropriate vendor.

Recommendation 67:

Restrict Accounts Payable's ability to create new vendors in the district's financial accounting system.

Since Accounts Payable has the authority to issue payments to vendors, it should not have the authority to create new vendors in the accounting system. Accounts payable should only have the authority to maintain existing vendor files, such as changing the vendor's address or telephone numbers.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance meets with the director of Technology to identify changes needed to restrict Accounts Payable's ability to create new vendor files.	September 2001
2.	The director of Technology removes accounts payables access to the vendor creation module of the district's financial accounting system.	October 2001
3.	The Accounts Payable supervisor develops a procedure to be followed by staff when a payment is needed to be processed and a vendor has not been created in the accounting system.	October 2001

FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

The district does not have sufficient control over vendor payment checks. The accounts payable procedure is for accounts payable staff to match the pink purchase requisition form to the purchase order, match the purchase order to the invoice and receive confirmation that the materials or services have been received before a payment is processed. The district's current policy is for the assistant superintendent of Business and Finance to review, approve and sign only checks that are in excess of \$10,000. All other vendor checks are run through a stamping machine for signature.

There are relatively few checks written by the district that are more than \$10,000. Therefore, the majority of vendor checks are released without being reviewed and approved by the assistant superintendent of Business and Finance. Also, many of the invoices paid do not have the proper documentation attached. The district told the review team that nearly half of the invoices are paid without a purchase order attached.

Most checks are routed through a stamping machine where a signature is placed on the check, and then the checks are placed in the mail. The district has inadequate controls to protect itself against fraudulent invoices. It would be relatively easy for an accounts payable staff member to issue a check for a false purchase as long as it is coded to a budget line item that has available funds.

Effective internal controls over payment processing requires a proper level of reviews and approvals. Larger payments are reviewed and approved at a higher organizational level than smaller payments and all payments are reviewed by supervisory staff to ensure they are supported by proper documentation.

Recommendation 68:

Require all checks above \$5,000 to be approved by the assistant superintendent of Business and Finance and randomly select checks for review by the comptroller.

The Accounts Payable supervisor should review each check run before it is released for processing. If a check request does not have adequate documentation attached, no check should be issued. Each Accounts Payable clerk should be held accountable for making sure that the supporting documents have been reviewed and are attached to the check request. A random sample of five checks from each check run should be pulled and taken to the comptroller for review and approval

The \$10,000 threshold for checks to be approved by the assistant superintendent of Business and Finance is too high. By lowering the threshold to \$5,000, the payments that must be reviewed by the assistant

superintendent of Business and Finance will provide for review and approval at a more appropriate level.

The random selection and review by the comptroller will provide an audit of the smaller payments being made to ensure that they are justified. Both measures will provide the assistant superintendent of Business and Finance with an acceptable comfort level that all payments made are appropriate.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance revises accounts payable procedures.	September 2001
2.	The assistant superintendent of Business and Finance distributes revised procedures and instructs staff of new requirements.	October 2001
3.	Revised procedures are put into use and the assistant superintendent of Business and Finance monitors compliance.	October 2001 and Ongoing

FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

The Technology Department does not take advantage of the expertise of the accounting staff before installing system upgrades and/or software revisions to the district's financial accounting system, and no testing is done before updating the system with software revisions. There have been instances when an upgrade was installed in the accounting system over the weekend, and the accounting staff became aware of it only when they noticed additional fields on their screen the next time they used the system. No testing was completed to ensure that the system would still process transactions correctly. In one instance, two reports were generated using the same data that provided different results. An investigation of the problem revealed that the data had changed when a software revision had been implemented over the weekend.

The potential for serious problems exists when changes are made to accounting systems that have not been adequately tested. When financial data is not processed correctly, the possibility exists that the financial reports generated contain inaccurate data. Inaccurate financial reports lead to inappropriate management decisions and possible financial losses.

A practice to ensure financial system updates and revisions will process transactions accurately is for accounting staff to test the updates and revisions prior to putting them into operation.

Recommendation 69:

Require accounting staff to test all revisions and upgrades to software prior to installing the upgrades in the district's financial accounting system.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance develops a policy that no updates or revisions are to be made to the accounting system without being tested by accounting staff.	September 2001
2.	The Technology and Information Services director informs the assistant superintendent of Business and Finance whenever a revision to the software is ready to be installed.	One week before scheduled installation.
3.	The assistant superintendent of Business and Finance determines which staff should test the changes.	The day after being informed of the change.
4.	The assistant superintendent of Business and Finance assigns the appropriate supervisor to test the software revision with the technology support staff member.	Three days before scheduled installation.
5.	Once tested and approved, the revision is loaded to system.	As scheduled

FISCAL IMPACT

This recommendation could be implemented using existing resources.

FINDING

There is a lack of communication within the Business and Finance Department. It has been a difficult year for the department with high staff turnover, public scrutiny, organizational restructuring of job duties and changes in management. Within the last year, the department has lost its assistant superintendent of Business and Finance and comptroller.

In the past, the Accounting Department staff was physically located together in one open room. However, the architecture has changed and the department has been compartmentalized behind walls and partitions.

Many of the staff members interviewed expressed the feeling of being isolated and no longer a part of the department. This physical separation has intensified the communication issues within the department. Only a few staff members feel they are in the loop; most feel they are not being kept apprised of what is happening in the district or even in their own department.

The department does not hold regular staff meetings to bring all staff in the department together. For staff of an organization to perform work in an efficient manner and to feel a part of the organization, each employee must be kept informed. The primary reason cited for not conducting staff meetings was the lack of time.

Recommendation 70:

Institute bi-weekly staff meetings for the Business and Finance Department and circulate minutes.

A bi-weekly staff meeting will provide the opportunity for all Business and Finance employees to meet face-to-face and identify and address any concerns. It will also help develop a team spirit and make each staff member feel they are on the team. The goals and objectives of the department should be clearly expressed in these meetings. Each staff member should clearly understand their role in the department's overall functions and responsibilities.

Better communication will increase the likelihood for success of improvements the assistant superintendent of Business and Finance wishes to make. In time, these meetings can be reduced to once a month.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance prepares a schedule for bi-weekly staff meetings and distributes to all employees of the department.	September 2001
2.	The assistant superintendent of Business and Finance prepares an agenda and distributes to all employees of the department.	September 2001
3.	The initial staff meeting is held.	September 2001
4.	The secretary prepares and distributes minutes of staff meeting.	September 2001
5.	Bi-weekly staff meetings are held and minutes distributed.	October 2001 and Ongoing

FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

The district does not provide adequate training for staff using the financial management system. The district began using SunGard Pentamation as its financial accounting system at the beginning of 1996-97. Computerized applications include budgeting, general ledger, purchasing, accounts payable, cash receipts, warehouse, fixed asset inventory and payroll.

Much of the training for the system is "learn as you go." When the system was first implemented, the accounting staff could interact directly with the in-house technology support person that was most familiar with the system. However, in the last school year, the Information Technology Department has been reorganized so that accounting personnel are no longer able to interact directly with in-house technical support. The reason provided by the director of Technology for this change was that his staff was constantly being taken away from their other job tasks to troubleshoot situations with the district's financial accounting system. The current process requires bringing the problem to the attention of the assistant superintendent of Business and Finance who then informs the director of Technology who deals directly with vendor. The accounting staff can deal directly with the vendor's help desk.

The accounting staff is unfamiliar with the system itself and do not always know what questions to ask when contacting the vendor's help desk. This results in an inefficient operation and a large amount of time being wasted trying to find answers to problems due to inadequate training.

Recommendation 71:

Provide training to accounting staff and assign a full-time technology support staff member to the accounting system.

In-house technology staff must support the Business and Finance department when daily problems arise with the district's financial accounting system. By eliminating the in-house technology support person, the process has become protracted and inefficient. When adequate training is provided for the accounting staff, the number of questions directed to this dedicated technology support person will be reduced and will eventually reduce the time the in-house support is needed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Technology assesses staff assignments and identifies a support staff member to be assigned to the accounting system.	September 2001
2.	The assistant superintendent of Business and Finance develops and distributes information to staff explaining the duties and how to contact the full-time technology support member assigned to the accounting system.	September 2001
3.	The assistant superintendent of Business and Finance submits a purchase request for staff training.	September 2001
4.	The assistant superintendent of Business and Finance negotiates a three day training course with the department's financial accounting system vendor.	October 2001
5.	The district's financial accounting system vendor provides a three day in-house training session for the Business and Finance Department.	November 2001
6.	The assistant superintendent of Business and Finance assesses the success of the training course and continues to monitor staff's training needs.	November 2001 and Ongoing

FISCAL IMPACT

According to the director of Technology, the cost for a representative of the district's financial accounting system vendor to come to the district and conduct a training class is \$1,200 per day. For a three-day course, the total cost will be \$3,600. Dedicating a support staff member for the accounting system would only require a restructuring of existing staff assignments.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Provide training to accounting staff and assign a full-time technology support staff member to the accounting system.	(\$3,600)	\$0	\$0	\$0	\$0

FINDING

Workloads are not effectively distributed in the Business and Finance Department. The accounts payable function is overstaffed. The fixed asset clerk is split between fixed assets and receptionist duties. One staff member is unable to adequately perform the duties of the job while others do not have sufficient workloads to keep them busy.

The accounts payable function is staffed with two accounts payable clerks as well as a supervisor. There is insufficient accounts payable workload to justify three full-time employees. The number of invoices that must be processed does not warrant the number of staff currently dedicated to the task.

The fixed asset clerk does not have sufficient time to adequately address the backlog of fixed asset reconciliation items because a significant amount of the day is spent performing receptionist duties.

The district will be required to implement provisions of a new accounting standard, GASB 34, for the 2001-02 reporting year. Additional requirements will be placed on the department's fixed asset accounting and reconciling responsibilities. For an organization to operate efficiently and accomplish assigned responsibilities, duties must be assigned to staff in an equitable manner. To ensure staff assignments are maintained equitably, they must be reviewed periodically and also when overall responsibilities either increase or decrease for the organization.

Recommendation 72:

Redistribute duties between the accounts payable clerks including receptionist duties.

Accounts payable staff duties should be redistributed so that one full-time clerk deals with vendors A-L and one clerk deals with vendors M-P and takes on the receptionist duties now being carried out by the fixed asset clerk. The Accounts Payable supervisor should continue the responsibility for Q-Z vendors. Relieving the fixed asset clerk of receptionist duties will provide time to reconcile the fixed asset database. If the district is to comply with GASB 34, it must reconcile and keep the fixed asset database reconciled.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The comptroller and the Accounts Payable supervisor develop new assignments for the accounts payable and fixed asset clerks for the assistant superintendent of Business and Finance's approval.	September 2001
2.	The comptroller revises the job description for the fixed asset clerk.	September 2001
3.	The assistant superintendent of Business and Finance meets with the effected staff and discusses the new duty assignments.	October 2001

4.	The accounting clerks and fixed asset clerk begin to perform their revised job assignments.	October 2001
5.	The comptroller and Accounts Payable supervisor monitor workloads to ensure assignments are equitable and work assignments are being performed.	November 2001 and Ongoing

FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

The accounting staff is not always informed in a timely manner when accounting codes have been changed. The FASRG defines mandatory accounting codes for use in school accounting. SAISD's account codes have historically been noncompliant with FASRG and Bulletin 679, the predecessor Chart of Accounts. This has required the Technology and Information Services Department to run a specialized program called a cross walk prior to the district's annual PEIMS submission. A cross walk converts the district's financial accounting system accounting data into the proper format for the PEIMS submission.

The district's external auditors recommended that the district begin using account codes that comply with FASRG before starting the 2001-02 budget process. The district is making the conversion. The accounting staff was not aware that the changes had been initiated. This caused problems when campus staff called central accounting with questions about accounts that had different accounting codes. The review team requested a copy of the account codes from the Accounting Department; the department's listing was more than three years old and outdated.

The department's overall productivity is decreased when time must be spent resolving problems resulting from outdated information. It also reduces the confidence other district departments have in the Accounting Department when they are not aware of a change that has a direct impact on how they perform their job duties.

Recommendation 73:

Distribute updated account code listings to all staff that use account codes.

Converting the account codes will benefit the district by eliminating the requirement to run a cross walk each year. The accounting staff must be kept informed when any changes are made to account codes.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance assigns the responsibility for distributing account code updates to the department's secretary.	September 2001
2.	The secretary provides an updated account code listing to all accounting staff members.	September 2001
3.	The assistant superintendent of Business and Finance ensures that the secretary receives all account code changes.	Ongoing
4.	The secretary e-mails each staff member explaining changes to account codes.	Day after receiving notice of a change
5.	The secretary provides an updated account listing to all accounting staff members each month when changes in account codes have been made.	By the 5 th of the next month.

FISCAL IMPACT

This recommendation can be implemented using existing resources.

Chapter 7

FINANCIAL MANAGEMENT

D. PAYROLL

The Payroll Department is staffed with a supervisor and one payroll clerk who are responsible for processing payroll transactions for more than 2,150 full-time, part-time and temporary employees. Employees are paid in one of two payment cycles: professional and clerical staff are paid monthly on the last day of each month, and hourly employees are paid bi-weekly. SAISD's employees have the option of participating in the district's direct deposit program.

Responsibilities of the department include verifying employee salaries to ensure that the employees are being paid the proper amount, processing employee payroll deductions for the district's hourly employees such as insurance payments, garnishments, charitable contributions and child support payments. The payroll deductions clerk in the Personnel department processes deductions for the professional and clerical staff. The Payroll Department is also responsible for processing and issuing W-2s each year.

FINDING

The Payroll Department has developed a checklist of the procedures to follow for each payroll run. Each step is clearly identified and explained to ensure that no process is forgotten. In addition, the responsible staff member is identified on the form should follow-up be necessary.

The checklist is separated into four parts. The first section relates to entering payroll data into the system. This process includes 13 steps. The second section, 12 steps, deals with the processing of the payroll, printing of checks and direct deposit notices. The third section concerns posting the payroll to the general ledger, a three-step process. The fourth section of the checklist involves banking functions, such as transferring funds to cover payroll checks, payroll tax deposits and running the checks through the signature-stamping machine.

The district's financial accounting system provides an exception report that allows the payroll staff to easily confirm any changes made to an employee's payroll records since the previous payroll run. This exception report eliminates the need for every record to be manually checked to ensure that the data has been correctly entered. Only those records where changes have occurred are included in the report. This reduces the payroll processing time substantially. The report can be rerun after any corrections

have been made to ensure the data integrity before payroll checks are generated.

COMMENDATION

Payroll staff created and use a checklist to ensure all necessary steps have been completed before processing payrolls.

FINDING

All staff in the Business and Finance Department can access the payroll module of the district's financial accounting system.

Certain payroll information is confidential and must be protected from unauthorized access and distribution. Proper internal controls require that accessibility to critical payroll data be restricted to only authorized individuals. Payrolls are calculated each month using data maintained in the payroll module and changes to this data must be restricted to ensure accurate payrolls are processed for district employees. The ability to access and make changes to the data by individuals not authorized to make changes can cause errors in employee payrolls.

Strong internal controls in payroll processing are important both from a confidentiality perspective and to ensure the integrity of the payroll data. Limiting access to the payroll system to only the staff authorized to process payroll data is a critical component of the internal control system.

Recommendation 74:

Provide access to the payroll module to only staff authorized to make changes to the data.

The district's financial accounting system should restrict access to the payroll system to only authorized staff in the Payroll Department.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance directs the director of Technology to restrict access to the payroll system to only those individuals directly involved in processing the payroll.	September 2001
2.	The assistant superintendent of Business and Finance informs all Business and Finance office staff of the change.	September 2001
3.	The director of Technology restricts the access to the payroll system.	September 2001

FISCAL IMPACT

This recommendation can be implemented using existing resources.

Chapter 7

FINANCIAL MANAGEMENT

E. EXTERNAL AND INTERNAL AUDIT

TEC Section 44.008 requires school districts to undergo an annual external audit of their financial statements. The code specifies that external audits must be performed by a certified public accountant and that the audit must comply with GAAP.

Webb & Webb, Certified Public Accountants, has performed the annual financial and compliance audits for the district for the last seven years. TSPR reviewed the district's audited financial statements for the years ending 1998, 1999 and 2000. In each of the years reviewed, the district has received unqualified audit opinions. In addition to issuing an opinion on the financial statements, the external audit firm provides an annual management letter. **Exhibit 7-19** details the findings of management letters since 1998.

Exhibit 7-19
SAISD's Management Letter Comments
1998 through 2000

Fiscal Year Ending 8/31/98	Fiscal Year Ending 8/31/99	Fiscal Year Ending 8/31/00
<ul style="list-style-type: none"> • Using Bulletin 679 account codes in its accounting system, except for prescribed function codes. • Data must be converted prior to PEIMS submission. • Monthly bank reconciliatio 	<ul style="list-style-type: none"> • Sizable year-end adjustment required to reconcile bank statements to general ledger. • Quarterly investment report overstated district's investments by \$16,498,000. • No physical inventory • Deficiencies in campus activity accounts. • Incorrect accounting codes being used for due to/due from other funds, due to/due from the 	<ul style="list-style-type: none"> • Documentation lacking in board minutes. • Reporting issues of certain payments to the Internal Revenue Service (auto allowances and contributions made in the name of district employee). • District credit card statements being processed and paid without supporting documentation attached. • Airline tickets paid for when trips were

<p>n</p> <ul style="list-style-type: none"> • Monthly reconciliation of general ledger inventory accounts to subsidiary inventory record maintained at the warehouse and transportation facility. • Periodic review of due to and due from other funds accounts to ensure they are accurate and in balance. • Periodic review of accounting records for all funds to monitor activity and balances. 	<p>State, certain equity accounts, revenue from County Education District, donation and contribution revenues, state and federal revenues and on-behalf TRS expenditures, the district's contribution to the retirement system on behalf of the employee</p> <ul style="list-style-type: none"> • Adjusting journal entry required to reconcile perpetual inventory to the general ledger. 	<p>cancelled.</p> <ul style="list-style-type: none"> • Checks written for incorrect amounts. • Failure to present sealed bids for purchase of video equipment. • District policy regarding vendor lists is not being followed. • Technology and Maintenance are performing purchasing functions. • An increase in monthly payments to a district employee. • No employment contract for administrator. • Tests of activity funds resulted in the following observances: receipts not prepared for all monies received, not written for each individual submitting money, not always grouped and identified with specific deposit, supporting invoices missing and checks issued with only one signature. • No physical inventory and items not always removed from inventory following disposal. • Incorrect account codes being used.
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Source: Webb & Webb Certified Public Accountants Report to Management for the years indicated.

The number of issues identified in the management letter substantially increased in 1999-2000 when compared to the prior two years.

In many school districts, the main purpose of the internal audit function is to evaluate the manner in which the district's organizational units conduct their activities and whether they comply with board and administrative policies and procedures, as well as federal, state and local government laws and guidelines.

FINDING

SAISD does not have a formal internal auditor function. When the district was reviewed in 1995, TSPR recommended that an internal auditor be added to the staff. The district has not acted on this recommendation. As illustrated in **Exhibit 7-19**, the district has a number of internal control issues that have been identified.

In July 1999, the SAISD comptroller, then the cash investment manager, recommended to the superintendent that an internal auditor be hired. At that time, the comptroller surveyed various school districts and developed a job description for the position. The salary ranges for the position were between \$35,000 and \$76,000 dependent on the size of the district. The study was provided to the superintendent, but no action was ever taken.

The external audit firm has been responsible for identifying the areas where internal controls are lacking and providing the district with its recommendations to resolve the issues. The scope of internal auditing encompasses the examination and evaluation of the adequacy and effectiveness of the organization's system of internal controls and the quality of performance in carrying out assigned responsibilities.

Texas State Auditor's Office Report No. 3-010 recommends that all school districts with annual operating expenditures in excess of \$20 million and with more than 5,000 students have an internal audit function. SAISD's annual expenditures of more than \$90 million and its 16,101 students place the district within the criteria whereby the Texas State Auditor recommends that a district have an internal auditor.

The internal auditor typically coordinates the internal and external audit activities of the district and provides a direct link to the board. Key responsibilities of an internal auditor normally include:

- Review all areas of the district that are at risk on a periodic basis;
- Determine the effectiveness and efficiency of the district's operations;
- Assure that controls and safeguards are in place to protect the district's assets;
- Assist with the budget preparation and analysis;
- Coordinate and assist with the external audit;
- Review the reliability of the district's financial information; and
- Suggest policy and procedure changes that could protect the district's assets.

Recommendation 75:

Hire an internal auditor that reports directly to the Board of Trustees.

A top priority for the internal auditor should be to develop a process to monitor external audit recommendations to ensure that the district is implementing the recommendations in a timely manner. The internal auditor should objectively evaluate the financial operations of the district. The internal auditor will provide the board with an objective oversight of the district's finances.

An internal auditor can develop an internal audit plan that ensures the district is in compliance with GAAP. In addition, this position will provide the necessary review of internal controls that cannot be provided by an external auditor once per year.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Finance Committee with the assistance of the assistant superintendent of Business and Finance develops a job description for the position of internal auditor.	September 2001
2.	The board approves the job description and directs the superintendent to establish a position for an internal auditor.	October 2001
3.	The superintendent directs staff to advertise for the position.	October 2001
4.	The Finance Committee interviews prospective candidates.	November 2001
5.	The board approves the Finance Committee's recommendation for hiring an internal auditor.	December 2001
6.	The internal auditor begins duties.	January 2002

FISCAL IMPACT

Based on the range of salaries in districts the size of SAISD, the cost of salary and benefits for this position is estimated to be \$50,052 (\$45,000 base salary + \$2,352 in health insurance + \$2,700) (\$45,000 x 6 percent benefit rate). Eight months of estimated cost is included for the 2001-02 year based on a January 2002 hiring date ($\$50,052/12 \times 8$).

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Hire an internal auditor to that reports directly to the Board of Trustees.	(\$33,368)	(\$50,052)	(\$50,052)	(\$50,052)	(\$50,052)

Chapter 8

PURCHASING AND WAREHOUSING

This chapter reviews the San Angelo Independent School District's (SAISD's) purchasing and warehousing functions in two sections:

- A. Purchasing
- B. Warehouse Services

Efficient purchasing and warehousing requires management processes in place to ensure that supplies, equipment and services vital to the school system's education mission are purchased from the right source, in the right quantity, at the lowest price and are properly stored and promptly delivered to the appropriate location. These criteria should be met for each purchase without sacrificing quality and timely delivery.

For this review, SAISD selected four peer districts for comparison based upon similarities in size, location, enrollment and property values. The districts selected were Midland, Waco, Ector County and Abilene ISDs.

Chapter 8

PURCHASING AND WAREHOUSING

A. PURCHASING (PART 1)

In 1995, the Texas Education Code (TEC) was revised to expand school district purchasing options by adding three new methods of competitive procurement: design-build contracts, competitive sealed proposal and request for proposals for personal property and construction contracts. In 1997, the legislature included two additional methods: job order contacts and contracts using construction managers. In 2001, the legislature added yet another method of competitive procurement: reverse auction procedure. With these additions, school districts can select among nine methods for competitively purchasing goods valued at \$25,000 or more (or multiple like items with a cumulative value of more than \$25,000 in a twelve month period) (**Exhibit 8-1**).

Exhibit 8-1
Competitive Procurement Methods

Purchasing Methods	Method Description
Competitive bidding	Requires that bids be evaluated and awarded based solely upon bid specifications, terms and conditions contained in the request for bids, bid prices offered by suppliers and pertinent factors affecting contract performance. Forbids negotiation of prices of goods and services after proposal opening.
Competitive sealed proposals	Requires the same terms and conditions as competitive bidding, but allows changes in the nature of a proposal and prices after proposal opening.
Request for proposals	Generates competitive sealed proposals and involves several key elements, including newspaper advertisement, notice to proposers, standard terms and conditions, special terms and conditions, a scope-of-work statement, an acknowledgment form/response sheet, a felony conviction notice and a contract clause.
Catalog purchase	Provides an alternative to other procurement methods for the acquisition of computer equipment, software and services only.
Interlocal contract	Provides a mechanism for agreements with other local governments, the state or a state agency to perform governmental functions and services.

Design/build contract	Outlines a method of project delivery in which the school district contracts with a single entity for both the design and construction of a project. (The "single entity" is usually a team of firms including a general contractor, architect and sometimes an engineer. One firm almost never does both the design and the construction.)
Job order contracts	Provides for the use of a particular type of contract for jobs (manual labor work) for minor repairs and alterations.
Construction management contracts	Outlines the use of a contract to construct, rehabilitate, alter or repair facilities using a professional construction manager.
Reverse Auction Procedure	Outlines a bidding process that involves submission of bids by multiple suppliers, unknown to each other, in a manner that allows the suppliers to bid against each other.

Source: Texas Education Agency's (TEA) Financial Accountability System Resource Guide and Legislative Briefing Book.

In 1999, the Office of the Attorney General issued an opinion (Op. JC-37) stating that school district procurement through an inter-local agreement or a cooperative purchasing arrangement satisfies competitive bidding requirements. Under an inter-local agreement, a district can contract or agree with another local government, including a nonprofit corporation that is created and operated to provide one or more governmental services, to purchase goods and any services reasonably required for the installation, operation or maintenance of the goods.

School districts must advertise bids worth more than \$25,000 at least once a week for two weeks in any newspaper published in the county in which the district is located. Those between \$10,000 and \$25,000 must be advertised in two successive issues of any newspaper in the district's county. TEC requires advertisements to specify the categories of property to be purchased and to solicit vendors who are interested in supplying them.

Exceptions to competitive bidding requirements include contracts for professional services rendered including architect fees, attorney fees and fees for fiscal agents. The TEC also allows a district to purchase items that are available from only one source ("sole-source" purchases) if certain criteria are met, including:

- An item for which competition is precluded because of the existence of a patent, copyright, secret process, or monopoly;

- A film, manuscript or book;
- A utility service including electricity, gas, or water; or
- A replacement part or component for equipment that is specific to a particular piece of equipment and not available from more than one vendor.

To properly use the sole source arrangement, a school district is responsible for obtaining and retaining documentation from the vendor that clearly states the reasons the purchase must be made on a sole-source basis. Sole source exceptions do not apply to mainframe data processing equipment and peripheral attachments with a single item purchase price in excess of \$15,000.

Exhibit 8-2 presents a summary of purchase and bid approval processes based on purchasing guidelines included in the TEC.

**Exhibit 8-2
Bid and Purchasing
State-Mandated Approval Process**

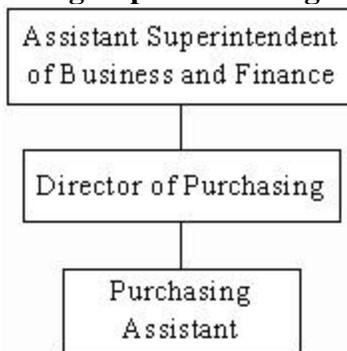
Purchase Levels	Bid Requirements (if no bid or contract exists)	Approval Requirements
Greater than \$25,000	Formal sealed bid	<ul style="list-style-type: none"> • User department/school approvals • Purchasing director • Superintendent or designee • Board of Trustees
\$10,000 to \$24,999	Formal quotations from three vendors (written and sealed)	<ul style="list-style-type: none"> • User department/school approvals • Purchasing director • Superintendent or designee
\$5,000 to \$9,999	Quotations for three vendors (telephone, fax or written)	<ul style="list-style-type: none"> • User department/school approval • Purchasing agent
\$0 to \$4,999	Quotations from one to three vendors (telephone, fax or	<ul style="list-style-type: none"> • User department/school

	written)	approvals <ul style="list-style-type: none"> • Purchasing clerk
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Source: TEC 44.031(a); (b).

The SAISD Purchasing Department falls under the direction of the assistant superintendent of Business and Finance. The department has two full-time employees: a director of Purchasing and a Purchasing assistant. **Exhibit 8-3** shows the organizational structure of the department.

Exhibit 8-3
SAISD Purchasing Department Organization Chart



Source: SAISD Purchasing Department, April 2001.

Exhibit 8-4 shows a comparison of the district's Purchasing Department staffing level to the number of Purchasing staff in SAISD's peer districts.

Exhibit 8-4
Purchasing Staff as Compared to Peer Districts
as of April 2001

District	Student Enrollment*	Number of Purchasing Staffing Positions	Positions
San Angelo	16,101	2	1 director and 1 assistant
Midland	20,587	7	1 director; 1 inventory specialist; 1 manager; 1 secretary; 2 clerks; 1 purchasing technician
Ector County	26,936	3	1 director and 2 secretaries

Waco	15,482	4	1 coordinator; 1 assistant; 2 clerks
Abilene	18,916	5	1 director; 1 coordinator; 1 secretary; 2 buyers

Source: SAISD Purchasing Department and telephone interviews with peer districts, April 2001.

**TEA, PEIMS, 2000-01.*

Procurement primarily is the responsibility of the Purchasing Department. However, several areas of procurement are not the responsibility of the Purchasing Department, including:

- the director of Food Services makes bids for food items;
- the executive director of Support Staff Services handles most construction bids; and
- the director of Technology handles computer hardware and software procurement.

The Purchasing Department does not oversee the purchase of items bought with student activity funds.

Computer hardware and software can be purchased several ways in accordance with Texas Education Agency (TEA) regulations:

- districtwide bids for computer hardware, software and printer needs. Vendors can be contacted directly by school and department personnel for pricing and technical guidance;
- purchases made through the Texas Department of Information Resources (DIR). Schools and districts can purchase a variety of software through DIR's Web site at competitive prices; and
- purchases made through the Texas General Services Commission (GSC) - Qualified Information Systems Vendors (QISV) catalog purchases. Purchases of computers, software, technology services and peripherals not available through a district bid are made through QISV catalog solicitations.

SAISD makes purchases through vendors on the GSC system or through a QISV catalog listing.

The district uses an integrated financial and student accounting system called Pentamation. The system allows users in schools and departments to enter their purchase requisitions directly into the system. An electronic approval system routes requisitions through three levels of approval. The

first level of approval by a school principal or department head ensures the individual responsible for the cost center or department budget has reviewed the proposed expenditure and found it appropriate and within budget. The secretary to the assistant superintendent of Business and Finance conducts the second level of approval by looking for unusual or inappropriate purchases. This level of review also ensures that the purchase is recorded accurately in the district's accounting system. The third level of approval is the Purchasing Department, which converts the requisition into a purchase order. The Purchasing Department's review ensures that vendor information is correct, that items such as shipping charges have been included and that any special handling instructions are filled.

Upon entry of purchase order information by department and campus users, the financial system encumbers the amount of the intended purchase. An encumbrance entry provides budgetary control by reserving a portion of an account's budget to cover an outstanding purchase order. The financial system has an automated feature that prevents users from entering a requisition if budget funds are not available.

After all reviews have been completed and the requisition has been converted into a purchase order, the Purchasing assistant prints all orders and distributes the paperwork. The assistant mails or faxes the original purchase order to the vendor, and sends purchase order copies to the Accounting Department and the department or school initiating the transaction. The Purchasing Department also maintains a copy.

SAISD's purchasing policies require that all purchases valued at \$25,000 or more in the aggregate for each 12-month period, except purchases of produce or vehicle fuel, be made by competitive bidding, competitive sealed proposals, requests for proposals, catalog purchases or through interlocal agreements. Board policy further requires that all purchases that cost or aggregate to a cost of \$25,000 or more must have board approval before a transaction can take place.

SAISD purchases are made in several different ways, including:

- catalog purchases;
- bids, quotes and Requests for Proposals (RFPs);
- "call-in" purchase orders; and
- credit cards.

Call-in purchase orders are handled in three areas of the district: the Purchasing Department, the Transportation Department and the Maintenance Department. Department and campus staff members call one of the three areas, depending upon the type of item needed, and describe

the item and the reason it is needed. The caller then is given a purchase order number to use when ordering items.

The district also uses several credit cards that are issued to various district employees. The district uses the following credit cards:

- MasterCard-issued to eight district employees and are used primarily for travel and meals;
- Wal-Mart-40 cards issued to various district employees including teachers, principals and Career and Technology staff; and
- Westlake ACE Hardware-17 cards issued to Maintenance Department employees for the purchase of small maintenance and repair items.

The secretary of the assistant superintendent of Business and Finance administers the credit cards.

Exhibit 8-5 shows the number of competitive bids requested by the Purchasing Department for the past three years.

**Exhibit 8-5
Number of Bids Processed by SAISD**

Year	Number of Bids
1998-99	32
1999-00	38
2000-01	10*

*Source: SAISD Purchasing Department bid record report, April 2001.
Through April 20, 2001.

Distribution Center staff members receive all goods ordered in the district, which they log, count and sign for and then distribute to the appropriate campus or department. Distribution Center staff forward receiving information to the Accounting Department so that invoices can be paid.

Texas school districts use a variety of cooperative purchasing opportunities. Many are offered through the state's regional service centers. In 1967, the Legislature established 20 regional service centers to support statewide goals for school improvement. The service centers provide school districts with professional training opportunities and technical assistance. SAISD is in TEA's Regional Education Service

Center XV (Region 15). Region 15 serves 44 school districts in an 18-county area in West Texas.

FINDING

SAISD does not competitively bid all items or categories of items that exceed the \$25,000 threshold established by state law. The district does not properly bid many items or groups of items in excess of the \$25,000 threshold and it lacks documentation of quotes for items valued between \$10,000 and \$25,000.

Some of the items purchased by the district that did not have formal bids included construction projects, telephone services, vehicles and educational supplies. In one instance, the district spent more than \$127,000 in 2000 with a vendor for instructional supplies with no contract in place. The district also had a contract with a vendor to provide air conditioner maintenance services and purchased fire alarms from this same vendor with no contract in place.

Some district personnel have stated that because an individual item is less than \$25,000 it does not have to be bid. Vehicle purchases are one example; the district requests bids when several vehicles are purchased at once, exceeding the \$25,000 threshold, or when a single vehicle purchase is greater than this amount. However, individual vehicles that cost less than \$25,000 are not competitively bid. The TEC and SAISD board purchasing policies expressly prohibit making or authorizing separate, sequential or component purchases to avoid TEC purchasing requirements. Section 44.032 of the TEC contains criminal and civil penalties for violating the purchasing procedures of Section 44.031. In addition, the courts are given jurisdiction to enjoin the performance of any contract made in violation of the purchasing procedures contained in the TEC.

In 1999, another purchasing violation occurred when the district purchased fire alarms for several schools in the district. While each alarm system did not cost \$25,000, the combined total of the systems was \$67,246, well over the \$25,000 bidding threshold. The executive director of Support Staff Services explained that the purchase and installation of some of these fire alarm systems were procured using construction bond funds and therefore did not fall under the competitive bidding requirements. However, this is not the intent of the law.

SAISD also does not review purchases to ensure that bidding requirements are followed or that district employees are making proper use of purchasing procedures. For instance, the district does not perform regular reviews to identify purchases that the district should obtain quotes or bids

for, or to ensure items are purchased through vendors with a current contract. In addition, the Purchasing staff does not review purchases routinely to ensure that purchase orders have been properly issued for all transactions.

A review of selected transactions revealed that the district is purchasing goods and services from vendors who have not submitted bids to SAISD in response to advertised bid requests. For instance, during fiscal 2000, the district purchased instructional supplies worth \$262,259 from at least six vendors who did not submit bids. During fiscal years 2000 and 2001, SAISD advertised for bids of athletic equipment. In fiscal 2000, the Purchasing Department tabulated and reviewed all vendor bids, and submitted a recommended list of five athletic supply vendors to the board for approval. However, a review of SAISD purchasing transactions shows that during this period, almost \$12,000 of equipment was purchased from a vendor who had not submitted bids. During fiscal 2001, the district purchased \$3,720 in athletic equipment from this vendor.

When TSPR requested a purchase order report, both the Purchasing director and the Purchasing assistant reviewed the report and commented that they were surprised that some of the purchase orders exceeded the \$25,000 threshold for vendors who did not have a formal contract with the district.

SAISD also failed to advertise some bids in accordance with state law. TEC chapter 44.031, Section (8) (g) requires that bid notices be published in the county in which the district's central office is located for once a week for at least two weeks before the deadline for receiving bids. In a letter to the district's attorney dated July 20, 1999, the former chief financial officer stated that construction renovation work for an elementary school was bid but that no formal advertising took place in the county's newspaper.

In September 2000, the district purchased portable coolers for 17 elementary schools without seeking competitive bids. The executive director of Support Staff Services authorized these purchases, which collectively cost more than \$25,000, but the board did not approve the purchases. The executive director of Support Staff Services issued a letter to the director of Purchasing and the superintendent, explaining that the nature of the purchases constituted an emergency purchase. The letter of explanation was written only after the portable coolers were purchased and installed in district schools.

The district's financial system has capabilities that would allow for a detailed review and monitoring of district purchasing practices, but these capabilities are not in use. The Pentamation system has what is called a

commodity code module, but this module has never been implemented. Standardized commodity codes were developed by the National Institute of Governmental Purchasing (NIGP) to bring efficiency to the automated purchasing program.

Based on a 1983 survey on procurement automation, NIGP released the first version of the NIGP codes in 1984. School districts can use commodity codes to track purchases by category to determine whether the \$25,000 aggregate threshold is exceeded.

Recommendation 76:

Prepare competitive bids for goods and services acquired for \$25,000 or more in the aggregate per year, and hold budget heads and the Purchasing Department responsible for compliance with competitive bidding provisions of the Texas Education Code.

SAISD should develop procedures for identifying purchases that are expected to exceed the \$25,000 threshold in any single fiscal year. Identifying purchases requiring competitive solicitation should be a collaborative effort. Purchasing and ordering departments must work together to identify such purchases and the budget process is the place to start. The district's budgets for the year substantially are completed by July or early August, and the departments have a firm grasp on projected expenditures. Incorporating a procurement review and planning process for future purchases into the district's annual budget cycle can facilitate sound purchasing decisions, including opportunities for coordination and consolidation of purchases in accordance with state laws.

The Purchasing Department should work with the Technology department to implement the commodity code module of Pentamation. Purchasing also should develop a bid calendar based on departmental expectations of purchases that will require competitive solicitation. The bid calendar is a tool Purchasing should use to schedule, monitor and control bid activity. Purchasing then can anticipate the types of commodities that will be needed and bid them before they are purchased.

Finally, the Education Code establishes criminal penalties for noncompliance with its purchasing provisions. Decisive punitive measures, including termination and criminal prosecution, should be imposed on any employee who knowingly and willfully violates Education Code purchasing provisions. SAISD should reiterate its purchasing policies emphasizing they will be strictly enforced. Moreover, budget heads should be held accountable to ensure that employees comply with purchasing policy provisions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent authorizes the director of Purchasing to monitor all district purchases to ensure compliance with the Education Code.	October 2001
2.	The superintendent instructs the director of Purchasing to prepare bids for commodities that were not bid properly.	November 2001
3.	The superintendent and board notify budget heads and staff that they will be held accountable for compliance with purchasing policies and that punitive measures, including termination and criminal prosecution, may result from noncompliance.	December 2001
4.	The superintendent instructs the director of Purchasing to coordinate with the director of Technology to implement the commodity code module of Pentamation.	December 2001 - February 2002
5.	The director of Purchasing and the Purchasing assistant develop a commodity code system and conduct training for all district staff on how commodity codes should be used.	January 2002
6.	The director of Purchasing develops a bid calendar that will be used to monitor the purchasing process and ensure compliance with Education Code provisions.	January 2002
7.	The director of Purchasing begins reviewing and monitoring purchases by commodity code.	March 2002 and Ongoing
8.	The assistant superintendent of Business and Finance instructs the director of Budget to analyze proposed expenditures in aggregate as presented in the annual budget requests.	April 2002 and Annually
9.	The director of Budget submits a report to the management team that identifies proposed aggregate expenditures that likely will exceed the \$10,000 threshold and those that likely will exceed \$25,000 in aggregate.	May 2000 and Annually
10.	The budget management team instructs the director of Purchasing to review the report and determine items available through cooperative agreements, those that will require three bids and those that will require an RFP.	June - August 2002 and Annually
11.	The director of Purchasing begins the RFP process and distributes a memorandum to the schools and the Purchasing assistant informing them of expenditures that require three bids and those that will require RFPs.	September 2002 and Annually
12.	The director of Purchasing, with assistance from the	September

	Purchasing assistant, uses the bid calendar to schedule, monitor and control bid activity.	2002 and Ongoing
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FISCAL IMPACT

The district would incur a one-time cost for Pentamation representatives to travel to the district and train district staff to use the commodity code module. Assuming five days of training at \$1,200 per day and travel expenses of approximately \$1,505, the district's one-time cost would total \$7,505.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Prepare competitive bids for goods and services acquired for \$25,000 or more in the aggregate per year, and hold budget heads and the Purchasing Department responsible for compliance with competitive bidding provisions of the Texas Education Code.	(\$7,505)	\$0	\$0	\$0	\$0

FINDING

SAISD does not have documented, written purchasing procedures, nor does the district provide training on purchasing policies and procedures to district staff. The district's purchasing practices have been a topic of concern for many San Angelo vendors and community members. SAISD has had to produce extensive documentation of purchases to respond to open records requests, answer inquiries from the local media and formally respond to multiple complaints filed with the TEA.

The district's purchasing procedures manual is an eight-page handout that contains bullet-point instructions for district staff on entering requisitions into the financial system; explains what happens to a purchase order once it has been received by the Purchasing Department; and explains how to note special instructions when entering requisitions online. The document does not provide any information regarding purchasing dollar thresholds, when bids or quotes are needed, when purchases must be presented for board approval, who has authorization to make purchases, or definitions or procedures for emergency purchases.

In addition, SAISD does not conduct training for staff involved in purchasing. The Purchasing Department began some training classes for support staff at the beginning of the 2000-01 school year, but was

instructed by the assistant superintendent of Business and Finance to discontinue these classes.

Some district officials are not aware of state law or district policy requirements regarding purchasing activities. In response to a formal letter to the district from a local vendor who was inquiring about fire alarms the district purchased for its schools without obtaining bids, the executive director of Support Staff Services said that "each of these installations [of fire alarm systems] were less than \$15,000 as required by the bid law." The aggregate of the fire alarm purchases amounted to more than \$67,000 for the year in question, which requires formal bidding and school board approval in accordance with Texas Education law.

Chapter 8

PURCHASING AND WAREHOUSING

A. PURCHASING (PART 2)

The district's purchasing policies reflect the requirements under the Education Code sections relating to school district purchasing. However, without documented, written procedures to support and explain those policies to district staff, SAISD personnel likely will continue to violate state purchasing laws and district purchasing policies.

TSPR has found that schools with successful purchasing programs in place use the following practices:

- Establish a set of purchasing policies adopted by the board that follow applicable laws and guidelines;
- Set administrative procedures for implementing policies that reflect step-by-step purchasing guidelines for central office staff and school administrators; and
- Create policies and procedures that are clearly communicated to potential vendors and the general public, and are followed without deviation.

Well-written and organized procedures help ensure compliance with board policies and document the intent of those policies; protect the institutional knowledge of an organization so that as experienced employees leave, new employees have the benefit of the others' years of experience; provide the basis for training new employees; and offer a tool for evaluating employees based on their adherence to procedures.

Recommendation 77:

Develop a purchasing procedures manual and provide training to all district staff on purchasing policies, procedures and practices.

By adopting a purchasing procedures manual and training its staff, the district will promote consistency and fairness in its purchasing practices, provide guidance to school district employees and assist school district business officials when making purchasing decisions. These actions also will help the district improve vendor and community relations.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The superintendent directs the director of Purchasing	September 2001
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	to develop a comprehensive purchasing procedures manual.	
2.	The director of Purchasing develops and documents the district's purchasing procedures.	December 2001
3.	The superintendent submits the purchasing procedures to the board.	December 2001
4.	The board reviews and approves the procedures.	December 2001
5.	The director of Purchasing develops a curriculum for all district staff involved in purchasing.	January 2002
6.	The director of Purchasing conducts purchasing training for district staff.	February 2002 and annually thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

SAISD does not have adequate controls in place for the use of district credit cards. Because of the lack of controls and perceived abuses, the district took all credit cards away from district employees.

A detailed review of the district's MasterCard bills for 1997-98 through 2000-01 shows that the district spent \$120,349 during this time period. The district did not have receipts for about 66 percent of the amount spent, or \$79,051. The types of purchases made on the credit cards include:

- In-town meals that cost \$11,670;
- Out-of-town meals that cost \$7,563;
- Hotel stays totaling \$34,193, of which \$518 in charges were for San Angelo hotels; (these charges were incurred at hotels such as the Wyndam, Hyatt Regency and the Doubletree. Hotel rates incurred were as high as \$180 per night, but most were in the range of \$130-\$140 nightly);
- Airfare that cost \$25,271;
- Automobile rentals that cost \$3,954;
- Internet purchases for \$1,709;
- Moving expenses for \$3,139; and
- Late fees, finance charges and over-the-limit fees of \$430.

In addition, district employees purchased tickets for entertainment events, alcoholic beverages, hotel-room movie rentals and retail purchases. The amount spent on these types of items cannot be quantified because in most

cases detailed receipts were not kept. In reviewing these files, only one reimbursement for \$20 was found for a spouse's meal. No other reimbursement receipts were kept.

The district has eight credit cards, seven of which were issued to district employees. The district maintains a corporate card that was not issued to a specific employee, but was used to make district purchases. Employees holding a card included the assistant superintendent of Personnel, executive director of Career and Technology, director of Elementary Curriculum and Instruction, director of Secondary Curriculum and Instruction, assistant superintendent of Curriculum and Instruction, director of Migrant Education and the Early Childhood supervisor. The former assistant superintendent of Business and Finance, the former superintendent and the former deputy superintendent also held cards.

In addition to the MasterCard accounts, several district employees were issued local credit cards for Wal-Mart and for Westlake Ace Hardware. Forty employees were issued Wal-Mart cards, including some employees who also have a MasterCard. Seventeen Westlake Ace Hardware cards were issued to Maintenance Department employees.

Amounts spent on the two local credit cards are summarized in **Exhibit 8-6**.

Exhibit 8-6
Purchases for SAISD Local Credit Cards
1997-98 through 2000-01

Fiscal Year	Westlake Ace Hardware	Wal-Mart
1997-98	\$3,583	\$39,401
1998-99	7,264	43,898
1999-2000	7,563	110,495
2000-01	2,075	31,883
Total	\$20,485	\$225,667

Source: SAISD detailed vendor history reports.

Many organizations, including school districts, are implementing procurement card programs to streamline the procurement process for low-value, high volume transactions. Cards can be controlled at several levels, including by department and by employee. Merchant category codes can be established with each card so that employees can only make purchases through pre-approved vendors. Similarly, product code

restrictions limit the types of items that can be purchased with cards. Both the cardholder and accounts payable staff can review cardholder payments on a daily, weekly or monthly basis.

Credit cards used by SAISD employees have spending limits that range from \$5,000 to \$12,500. However, detailed credit card billings showed that purchases were made in excess of card limits that resulted in over-the-limit fees incurred by the district in at least three instances.

The General Services Commission (GSC) established the State of Texas Procurement Card System. School districts can choose to "piggyback" on the procurement card contract that the GSC has negotiated with Bank of America. All purchasing statutes, rules, policies and procedures must be adhered to when using the procurement card.

Procurement cards can significantly reduce the number of purchase orders and payments a district must process annually. Texas A&M University, the University of Oklahoma and Pasadena ISD all use procurement cards and have found that they reduce the number of purchase orders and payments while earning discounts from suppliers due to faster payment. Dallas ISD and San Antonio ISD also are implementing procurement card systems.

Recommendation 78:

Implement a procurement card system that has adequate controls over expenditures.

By establishing strong controls over the use of district procurement cards, the district will be able to eliminate the abuses made with the credit cards and provide a convenient, time-saving method for making small district purchases.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance immediately requests that any employee still holding a MasterCard, Wal-Mart, Westlake Ace Hardware or any other type of credit card turn in the card.	October 2001
2.	The director of Purchasing conducts research on the procurement card system available through the GSC.	November 2001
3.	The director of Purchasing develops procurement card usage policies and procedures and submits them to the assistant superintendent of Business and Finance for review.	February 2002

4.	The assistant superintendent of Business and Finance reviews and approves the procurement card usage policies and procedures.	March 2002
5.	The assistant superintendent of Business and Finance submits the procurement card usage policies and procedures to the board.	April 2002
6.	The board reviews and approves the procurement card usage policies and procedures.	April 2002
7.	The director of Purchasing begins negotiations with GSC for participation in the state's procurement card program.	May 2002
8.	The director of Purchasing presents the results of the negotiations with GSC to the board.	June 2002
9.	The board reviews and approves the terms of the procurement card system.	June 2002
10.	The director of Purchasing develops a training program for procurement card users.	July 2002
11.	The director of Purchasing issues district procurement cards to employees only after they successfully complete the training program.	August 2002

FISCAL IMPACT

This recommendation could be implemented using existing resources.

FINDING

A review of district credit card transactions revealed that employee travel expenses are not reviewed and reimbursed in accordance with district policy. Further, SAISD does not have a travel manual that explains travel procedures, per diem reimbursement amounts and allowable expenses for all employees.

SAISD policy DEE-Local, *Compensation and Benefits: Expense Reimbursement*, states that all travel requires prior approval and that expenses for meals are to be paid by the district on a per diem basis at rates established annually by the Board of Trustees. District policy states that employees are to be reimbursed for other reasonable travel expenditures according to a schedule of reimbursement rates established by the board and subject to IRS regulations. In addition, board policy also requires that all expenses for transportation, lodging and other authorized travel expenses shall require that the employee provide receipts for actual amounts spent.

The district provides limited instructions to budget managers regarding travel allowances paid with state funding, but these instructions are not readily available to all employees. Travel limits as established in the general budget instructions include:

- A mileage reimbursement of 27.5 cents per mile;
- A meal per diem stipend of \$25 per day only when staying overnight;
- A hotel or motel room rate reimbursable from state funds of \$70 per person per night; and
- Room rates above \$70 per night must be approved by a supervisor and are to be paid from local funds.

TSPR could not locate any district document that listed limits on travel amounts paid with local funds.

A review of the district's credit card charges showed that travel expenses are reimbursed without proper receipts and that the cost of items such as hotel movie rentals and alcoholic beverages are reimbursed to district employees. In addition, the amounts paid for meals and lodging are excessive, with room rates as high as \$180 per night.

Many local governments, including school districts, adopt travel guidelines established by the state. These guidelines are available on line at <http://www.window.state.tx.us/comptrol>.

Recommendation 79:

Develop a travel manual that clearly explains travel policy guidelines for both state and local funds.

Having a documented set of travel procedures will help to ensure that policies are followed and will provide accounting staff with a basis for approving or denying travel expenditure reimbursement. Training for all employees will further help ensure funds spent on travel are within state and district guidelines.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The interim superintendent obtains a copy of the state's online travel guidelines and presents them to the board.	October 2001
2.	The board reviews the state guidelines and determines whether to adopt them.	October 2001
3.	The interim superintendent develops a district travel manual for both local and state funds, incorporating the state's guidelines if	January 2002

	necessary.	
4.	The interim superintendent presents the travel manual to the board for review and approval.	February 2002
5.	The board reviews and approves the travel manual.	February 2002
6.	The interim superintendent directs the director of Purchasing to develop a training curriculum for travel procedures for all district employees.	April 2002
7.	The director of Purchasing develops a training curriculum and conducts training on travel procedures for all employees.	May 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

SAISD does not issue purchase orders for many purchases, even though they are required by district policy. The practice of using call-in purchase orders circumvents the district's established policies. Originally, the district used call-in purchase orders as a way of obtaining goods and services that needed to be processed more rapidly than the district's manual system would allow. However, the call-in process has remained in place even though the district automated its purchasing in 1996.

Call-in purchase orders are handled in three areas: the Purchasing Department, the Transportation Department and the Maintenance Department. Department and campus staff members call one of the three areas, depending upon the type of item needed, and verbally describe the item and the reason it is needed. The caller then is given a purchase order number to use when ordering items. Call-in purchase orders are not entered into the district's accounting records and therefore are not encumbered.

When asked why the district continues to use the call-in purchase order process, the Purchasing assistant said that school and department employees were used to the system and resistant to changing the process. The Purchasing assistant also said that the automated system allows many requisitions to be reviewed and approved in the same amount of time it takes to issue a call-in purchase order number.

Exhibit 8-7 shows the number of system-generated purchase order transactions compared to call-in purchase order transactions handled by SAISD in 1999-2000 and 2000-01.

Exhibit 8-7
Statistical Data on SAISD Procurement Mechanisms
1999-2000 and 2000-01

Type of Purchase Order	Number of Purchase Orders	Total Dollars
System Generated Purchase Orders (9/1/99 - 8/31/00)	12,240	\$14,648,312
System Generated Purchase Orders (9/1/00 - 1/19/01)	3,914	\$3,482,189
Call-In Purchase Orders: (9/1/99 - 8/31/00)		
Transportation	644	Not known
Maintenance	2,100	Not known
Other	97	Not known
Total	2,841	
Percent call-in Purchase Orders to all Purchase Orders	18.8%	
Call-In Purchase Orders: (9/1/00 - 8/31/01)		
Transportation	242	Not known
Maintenance	588	Not known
Other	52	Not known
Total	882	
Percent call-in Purchase Orders to all Purchase Orders	18.4%	

Source: SAISD Purchasing Department, March 2001.

Because goods purchased through call-in purchase orders are not encumbered, the district has no way of knowing how much it has committed to these purchases until an actual invoice has been received and processed. SAISD may be overspending its legally authorized budget by using the call-in purchase order process.

Recommendation 80:

Eliminate the use of "call-in" purchase orders.

The automated purchasing system can approve purchases quickly, and provides better control of the budget.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The assistant superintendent of Business and Finance directs the director of Purchasing to issue a districtwide memorandum	October 2001
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	instructing all employees to use the automated requisition and purchase order portions of the financial system.	
2.	The director of Purchasing drafts and distributes a memorandum to all employees stating that call-in purchase orders no longer can be used in the district.	November 2001
3.	Employees of the Purchasing, Transportation and Maintenance Departments no longer accept call-in purchase orders.	November 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The purchasing director is not involved in vehicle purchases, construction projects and food item purchases for the district's cafeteria operations. The Maintenance Department, the Transportation Department, the Food Services Department and various individuals in upper management often handle bids without the involvement of the director of Purchasing. While TSPR was conducting the on-site work for this review, the assistant superintendent of Business and Finance handled bid openings.

While the director of Purchasing occasionally assists with a particular bidding process such as a construction project, there are a number of purchasing activities in which he is not involved at all. During the on-site visit for this review, the director of Purchasing received a call from the assistant superintendent of Business and Finance's office and was told that it was not necessary for him to be present during a bid opening that was being handled by that office.

The district cannot be assured that it is obtaining the best pricing and the highest quality given Purchasing's lack of involvement in many purchases. In addition, it cannot track aggregate purchases to determine if they exceed limits requiring state-mandated competitive procurement methods. SAISD disregards the director of Purchasing and the Purchasing assistant's knowledge and expertise in materials and supply research, state procurement regulations and purchasing cooperatives.

The Purchasing Department does not have access to all district records related to purchasing and bidding in one place. Some bid records for construction, for example, are kept in the Purchasing Department's files while others are in files maintained by the executive director of Support Staff Services.

In many other Texas school districts, Purchasing Department employees are involved in all facets of the bid and procurement process, with the exception of computer hardware and software, most of which is purchased through the Department of Information Resources or directly through QISV vendors. Food is often procured outside of a district's Purchasing Department, although some districts' Purchasing Departments assist with the bidding.

In 1994, the district's Purchasing Department consisted of a director, an assistant, a clerk and a secretary. During the same year, the department lost its clerk position, and in 1997 the department lost its secretary position. In August 2000, the secretary position was added back to the Purchasing Department, but was eliminated in November 2000 when the secretary transferred to another department. In addition to purchasing activities, the director of Purchasing oversees the district's Distribution Center.

While a purchasing director may not be experienced in a particular area, such as construction or renovation projects, Purchasing Department employees should handle the procedural aspects of bidding. This will help ensure that the bidding process is fair in compliance with state laws and district policies.

Recommendation 81:

Centralize purchasing under the director of Purchasing and transfer the Distribution Center clerk to the Purchasing Department.

The district could better ensure that items are procured in accordance with state purchasing laws and district policies if all bidding were centralized through the Purchasing Department. The director of Purchasing should be responsible for all bidding procedures in the district and for maintaining all bidding documentation.

The Purchasing Department staff should work with all appropriate departmental staff to define product specifications, advertise for bids, review and tabulate bids and select vendors. More centralized control of procurement will allow the district to reduce its spending for supplies and services, as well as comply with state purchasing regulations.

To help with the added workload of centralized purchasing, the district should transfer the clerk position in the Distribution Center into the Purchasing Department.

IMPLEMENTATION STRATEGIES AND TIMELINES

1.	The superintendent directs the director of Purchasing to coordinate all bidding processes in the district.	October 2001
2.	The superintendent arranges to have the Distribution Center clerk position transferred into the Purchasing Department.	October 2001
3.	The superintendent directs all district employees to coordinate district bids with the director of Purchasing.	October 2001
4.	The director of Purchasing begins coordinating all district bidding processes.	November 2001
5.	The director of Purchasing directs the Purchasing assistant to maintain records of all bid activity.	November 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

SAISD does not take full advantage of cooperative purchasing opportunities. SAISD has two cooperative agreements with the city of San Angelo: one for the joint purchase of paper and another for a shared vehicle maintenance facility, vehicle wash system, fueling system and an oil storage facility.

Region 15 operates a purchasing cooperative that allows districts in the region to obtain office and educational supplies at reduced costs. In addition, there are many other cooperatives in the state the district could be using. The Texas Cooperative Purchasing Network (TCPN) is another cooperative available to school districts.

Spring ISD has been able to reduce the cost of procuring items such as milk, tires and computers by participating in a cooperative purchasing arrangement. The district estimates that it saves between 6 percent and 23 percent on purchases depending upon the item. Because Spring ISD felt that the state contract for purchasing tires was inadequate, it approached surrounding school districts to form a purchasing cooperative for purchasing tires. The purchasing cooperative for tires now serves 26 districts, all of which assist with the bidding and award process.

Recommendation 82:

Participate in more purchasing cooperatives.

Participation in purchasing cooperatives should not eliminate the competitive bidding process in the district, but it would help cut down on

the administrative cost of processing bids. In addition, using the purchasing cooperative would be a way for the district to obtain needed supplies and equipment in a timely manner without having to issue formal bid requests.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The assistant superintendent of Business and Finance directs the director of Purchasing to research cooperative purchasing arrangements.	January 2002
2.	The director of Purchasing contacts Region 15, Angelo State University, TCPN and other organizations in the San Angelo area to investigate cooperative purchasing arrangements.	January 2002
3.	The director of Purchasing reports the results of this research to the assistant superintendent of Business and Finance and makes recommendations for participation.	March 2002
4.	The assistant superintendent of Business and Finance makes a recommendation to the board for participation in cooperative purchasing arrangements.	April 2002
5.	The board reviews the recommendation and votes on whether the district should participate in additional cooperative purchasing arrangements.	April 2002
6.	The director of Purchasing begins using additional cooperative purchasing arrangements for the procurement of goods and services for the district.	May 2002

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 8

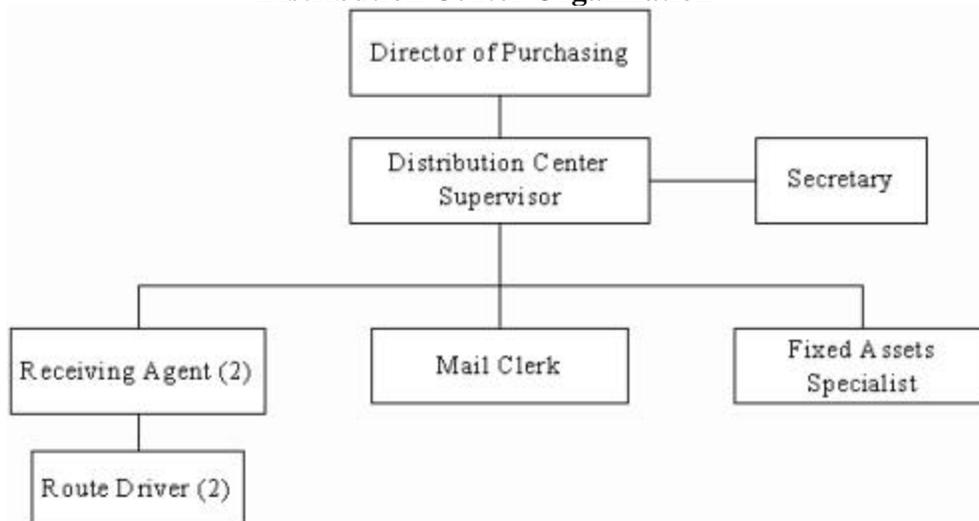
PURCHASING AND WAREHOUSING

B. WAREHOUSE SERVICES

An efficient warehouse operation should ensure that all purchases and deliveries to schools and units are complete and timely; inventory levels are sufficient to meet requests for supplies from individual schools and units; property and equipment are accounted for properly and controlled; and surplus or obsolete property is disposed of properly and removed from district records.

A supervisor is responsible for the operations of the district's Distribution Center. The Distribution Center occupies 25,300 square feet of space in a facility located at 305 Baker Street, approximately two miles from the central administration building. In addition to receiving all goods and supplies in the district, stocking shelves and delivering goods to schools and departments, Distribution Center staff is responsible for the district's fixed assets and mail services. The Distribution Center supervisor reports directly to the director of Purchasing. **Exhibit 8-8** shows the organizational structure of the department.

Exhibit 8-8
Distribution Center Organization



Source: SAISD Distribution Center, April 2001.

The Distribution Center houses the Food Services staff, the Purchasing Department staff and the Distribution Center staff. The Distribution Center and Food Services Department equally share the large supply warehouse. The Distribution Center stocks common supplies so that schools and

departments will have ready access to those items. The Food Services Department stocks food and cafeteria supplies, and maintains a walk-in freezer and refrigerator.

Four additional warehouses or storage facilities are maintained by the district. **Exhibit 8-9** shows the locations and stock lines for all district warehouse facilities.

Exhibit 8-9
SAISD Warehouse Facilities

Warehouse	Location	Stock Lines
Distribution Center	305 Baker Street	Teacher/office supplies; custodial supplies; audio visual supplies; furniture; physical education supplies; medical supplies; computer and office machine paper
Food Service Warehouse	305 Baker Street	Purchased food products; donated government commodity products; kitchen supplies; cleaning supplies; cooking utensils; concession stand products
Transportation Warehouse	1725 St. Ann Street	Automotive parts and accessories; bus parts and accessories; tires; batteries
Textbook Warehouse	518 Guadalupe Street	State-approved textbooks
Technology Storage	518 Guadalupe Street	Used computer components
Maintenance Warehouse	100 Paint Rock Road	Construction materials, hardware, nails; nuts and bolts; ballasts; light fixtures; custodial supplies; laundry services; repair/refurnish tools and supplies

Source: SAISD Distribution Center, April 2001.

The Distribution Center publishes an annual catalog for all schools and departments. The catalog describes all items stocked in the warehouse, and includes pricing and stock number information. All schools and departments requisition goods from the central warehouse through the financial system's inventory module. Users enter requisition information in a manner similar to entering purchase order information. The warehouse secretary prints all requisitioned items once each day. Warehouse workers

then pull the items from warehouse selves and deliver the items to schools and departments. Upon filling the orders, the financial system automatically reduces the inventory quantities and charges the items against the requisitioning department's budget. The Distribution Center has no established delivery schedule, so schools and departments receive deliveries only when they place orders.

In addition to deliveries, the Distribution Center is responsible for moving all furniture and equipment throughout the district.

SAISD's Distribution Center receives all goods that have been ordered from an outside vendor, regardless of which department ordered the item. Distribution Center employees log the items, sign for them and count them to ensure that all goods are received. After all items have been fully received and processed by the Distribution Center, the items are delivered to the appropriate school or department. The Distribution Center secretary enters all receiving data into the financial system so that the Accounting Department can process payment upon receipt of invoices.

The value of the inventory at the central warehouse as of April 11, 2001 was \$383,685. **Exhibit 8-10** shows the major categories of items stocked in the central warehouse.

Exhibit 8-10
Inventory listing as of April 11, 2001
SAISD Distribution Center

Item	Inventory value at 4/11/01	Percent of Total
Medical Supplies	\$12,929	3.4%
Office Supplies	40,988	10.7%
Art Supplies	17,160	4.5%
Audio/Video Supplies	73,727	19.2%
Custodial Supplies	66,632	17.4%
Paper and Paper Products	26,136	6.8%
Index Cards	11,430	3.0%
Athletic Supplies	22,519	5.9%
Envelopes	8,927	2.3%
Special Forms	33,410	8.7%
Teaching Supplies	52,712	13.7%

Furniture	17,115	4.5%
Total Inventory Value as of 4/11/01	\$383,685	100%

*Source: SAISD Inventory Catalog Summary Report dated April 11, 2001.
Totals may not add due to rounding.*

Exhibit 8-11 shows SAISD's fleet of vehicles and equipment used for distribution.

**Exhibit 8-11
Vehicle Inventory of Central Warehouse**

Year	Make/Model	Mileage⁽¹⁾
1991	Chevrolet step van	65,798
1977	Chevrolet Bobtail truck	146,101 ⁽²⁾
1995	Chevrolet Pick-up truck	46,940
1999	Chevrolet step van	16,412
1997	Chevrolet step van (mail deliveries)	57,257
Not known	Raymond EASI Forklift	N/A
1. Mileage as of April 11, 2001. 2. Mileage could be 246,101.		

Source: SAISD Distribution Center, April 2001.

FINDING

Many of the items stocked in the district's Distribution Center are readily available from local vendors on a just-in-time (JIT) basis. JIT deliveries allow organizations to order items such as office supplies and equipment and have them be delivered to the user site, usually within one day. The San Angelo area has several merchants that can supply office, instructional, athletic and other supplies on a JIT basis.

A review of the Distribution Center's inventory shows that the district stocks excessive supplies for a district the size of SAISD. For example, as of April 11, 2001, some of the items stocked in the district's warehouse included an inventory of hanging file folders valued at \$5,770; art supplies including items such as drawing paper, tissue paper, scissors, crayons,

paint and paint brushes with a value of \$17,159; audio/visual supplies such as overhead projector bulbs, overhead markers, audio visual carts and cassette tapes valued at \$73,727; \$15,361 worth of poster board and construction paper; index cards with a value of \$11,430; envelopes with a value of \$8,927; and custodial supplies valued at \$66,632. The Distribution Center also maintains a stock of new furniture with a value of \$17,115. The new furniture inventory includes 263 student and teacher chairs of various sizes, 52 student and teacher desks, 60 two and four-drawer metal filing cabinets, 16 tables and 16 12-inch clocks.

The Distribution Center facility is not adequate for both food storage and general supplies; nor is the facility adequate for housing the staff located at the facility. Twelve employees share cramped office space. All surplus furniture must be stored outdoors; some surplus items are stored beneath an awning that provides limited protection from the sun and rain, and many items are simply stored out in the open. The Distribution Center's vertical space is limited because angled interior rafters that support the facility's roof prevent the use of shelving space that would extend to the top of the building.

Recommendation 83:

Eliminate the district's central supply service and order supplies on a just-in-time basis.

Eliminating the majority of the Distribution Center's stock will result in significant savings for the district. The district should store minimal amounts of bulk paper and custodial supplies, but all other types of supplies should be ordered on a JIT basis. In addition, a portion of the Distribution Center can be used to store surplus furniture and equipment until the district can dispose of it.

With the exception of the minimal supplies mentioned above, the remainder of the warehouse space could be used for the district's Food Services Department.

The elimination of the district's central supply and receiving service will allow the district to eliminate the cost of carrying inventories and warehouse staff salaries, and allow the district to sell some of the vehicles that will no longer be needed for warehouse deliveries.

Exhibit 8-12 shows each Distribution Center position, current salary and the status of the position if this recommendation is implemented.

Exhibit 8-12
Distribution Center Staff Salaries
And Position Determination

Position Title	Current Salary	Position Status
Distribution Center Supervisor	\$30,805	Keep position to manage remaining warehouse items and to supervise fixed assets
Secretary/Data Entry	\$16,587	Transfer position to Purchasing Department
Receiving Agent	\$17,430	Eliminate position
Stock Clerk	\$19,178	Eliminate position
Mail Clerk	\$14,290	Maintain position
Fixed Asset Specialist	\$16,786	Keep position to assist with managing remaining warehouse items and to handle fixed assets
Route Driver/Warehouse Deliveryman	\$13,520	Eliminate position
Route Driver/Warehouse Deliveryman	\$13,874	Eliminate position
<i>Total annual salaries for warehouse staff</i>	<i>\$142,470</i>	

Source: SAISD Personnel records and TSPR, July 2001.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The interim superintendent eliminates all but four Distribution Center positions.	October 2001
2.	The interim superintendent directs the Distribution Center supervisor to liquidate all but a minimal amount of warehouse supplies.	April 2002
3.	The interim superintendent directs the Distribution Center supervisor to reconfigure the storage shelving in the warehouse to more appropriately store Food Service items.	April 2002
4.	The interim superintendent arranges for the sale of Distribution Center vehicles.	April 2002

FISCAL IMPACT

Staff positions in this recommendation were not included in staff reduction calculations in the District Organization and Management and Personnel Management chapters of this report.

This fiscal impact of this recommendation includes a one-time savings of \$31,788 from the sale of district vehicles and excess stock, and annual savings of \$77,250 from the elimination of personnel positions.

One-time savings:

Sale of 1977 Chevrolet Bobtail truck ^(a)	\$248
Sale of 1991 Chevrolet step van ^(a)	\$6,180
Sale of 1995 Chevrolet Pick-up truck ^(a)	\$10,360
Liquidation of excess stock ^(b)	\$15,000
Total one-time savings	\$31,788
<i>(a) Estimate based on blue-book values of vehicles</i>	
<i>(b) Assumes that district will realize 5 percent of current stock value (\$300,000 x .05).</i>	

Recurring savings

Eliminated Position	Base Salary	Health Insurance	Benefit Rate (6%)	Total Salary
Receiving agent	\$17,430	\$2,352	\$1,046	\$20,828
Stock clerk	19,178	2,352	1,151	22,681
Route driver/warehouse deliveryman	13,520	2,352	811	16,683
Route driver/warehouse deliveryman	13,874	2,352	832	17,058
Total recurring savings	\$64,002	\$9,408	\$3,840	\$77,250

Because staff positions will be eliminated in October 2001 (with 10 months of the fiscal year remaining), the first-year savings would be \$96,163 [\$64,375 salaries (\$77,250 x 10/12) + \$31,788 (one-time liquidation of stock and vehicles)].

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Sell warehouse vehicles and liquidate stock	\$31,788	\$0	\$0	\$0	\$0
Eliminate warehouse staff positions.	\$64,375	\$77,250	\$77,250	\$77,250	\$77,250
Net Savings/(Costs)	\$96,163	\$77,250	\$77,250	\$77,250	\$77,250

Chapter 9

COMPUTERS AND TECHNOLOGY

This chapter reviews the San Angelo Independent School District's (SAISD's) administrative and instructional technology functions in three sections.

- A. Infrastructure, Hardware and Software
- B. Technology Planning and Funding
- C. Technology Training

The responsibilities of the information technology (IT) units of Texas public school districts vary. Some IT units support administrative functions only, while others, such as SAISD, support administration and instruction, as well as the technology curricula. Generally, IT offices are responsible for the district's information technology infrastructure, including the implementation, support and administration of the district's wide area network (WAN); support for local area networks (LAN) in schools and administrative offices; and in many cases, the district telephone system.

BACKGROUND

The SAISD's Technology and Information Systems Department is responsible for the district's entire information technology infrastructure, including the implementation, support and administration of a WAN and LAN in schools and administrative offices. This infrastructure and corresponding initiatives are documented in the district's technology plan, which will be revised during the fall of 2001. The new plan will cover the district's technology efforts through 2004.

SAISD's technology infrastructure and network connectivity is complicated by the logistics of maintaining a network across 20 elementary schools, the community center, two alternative schools, four junior high schools, two high schools and the district administrative office. SAISD currently uses a mix of telephone lines and fiber optic cable to provide data transfer between the district's computer systems and campuses. This mix is required because fiber optic cable connectivity is limited to the areas where SAISD has property rights or easements to dig and bury the cable between its campuses. When the option to lay fiber optic cable is not available, telephone lines, a less effective means of data transfer, must be used.

The rate by which data is transferred depends on the connection mode. A standard phone line is the least efficient means of transmitting data, since

large volumes of data often cannot be effectively transmitted across a standard phone line. A high-volume telephone line, a T1, accommodates the transmittal of greater amounts of data without the interruptions associated with standard phone lines. A fiber optic cable is the fastest and most efficient means of transmitting large volumes of data.

The technology infrastructure currently in place at SAISD is as follows:

- ***Campus site wiring***

SAISD has wired or is in the process of wiring its two high schools and four junior highs with high volume, high-speed fiber optic cable, with a 100-megabit transmission rate. Twelve of the 20 elementary schools have been wired with fiber optic cable.

However, there are no current plans to install fiber optic cable at the remaining eight elementary schools.

- ***Campus connectivity within the district***

Campus connectivity between buildings within the district is dependent upon geography. Nine high-volume, T1 telephone lines connect the high schools, junior high schools and administration building to the district's servers that support its computer systems and databases. Fiber optic cable connects a limited number of these campuses to the high-volume lines. For example, Lakeside High School, Lincoln Junior High School and Lakeside Elementary are all connected by fiber optic cable to T1 lines.

The majority of the elementary schools are connected to SAISD's computer systems and databases via a telephone company frame-relay system that subdivides four high-volume telephone lines into very low-volume lines for the 20 elementary schools, two alternative schools and the community center. To improve access to the Internet, an independent communications and TV cable provided by the local cable company supports each elementary school. However, even with most of the elementary schools having been wired for high-speed fiber optic cable, there is no high-speed access to the district's computer systems or databases at the elementary schools, two alternative schools or the community center.

- ***Central servers and database access***

SAISD employs 45 decentralized servers at various campus sites to provide connectivity to its computer systems and databases and

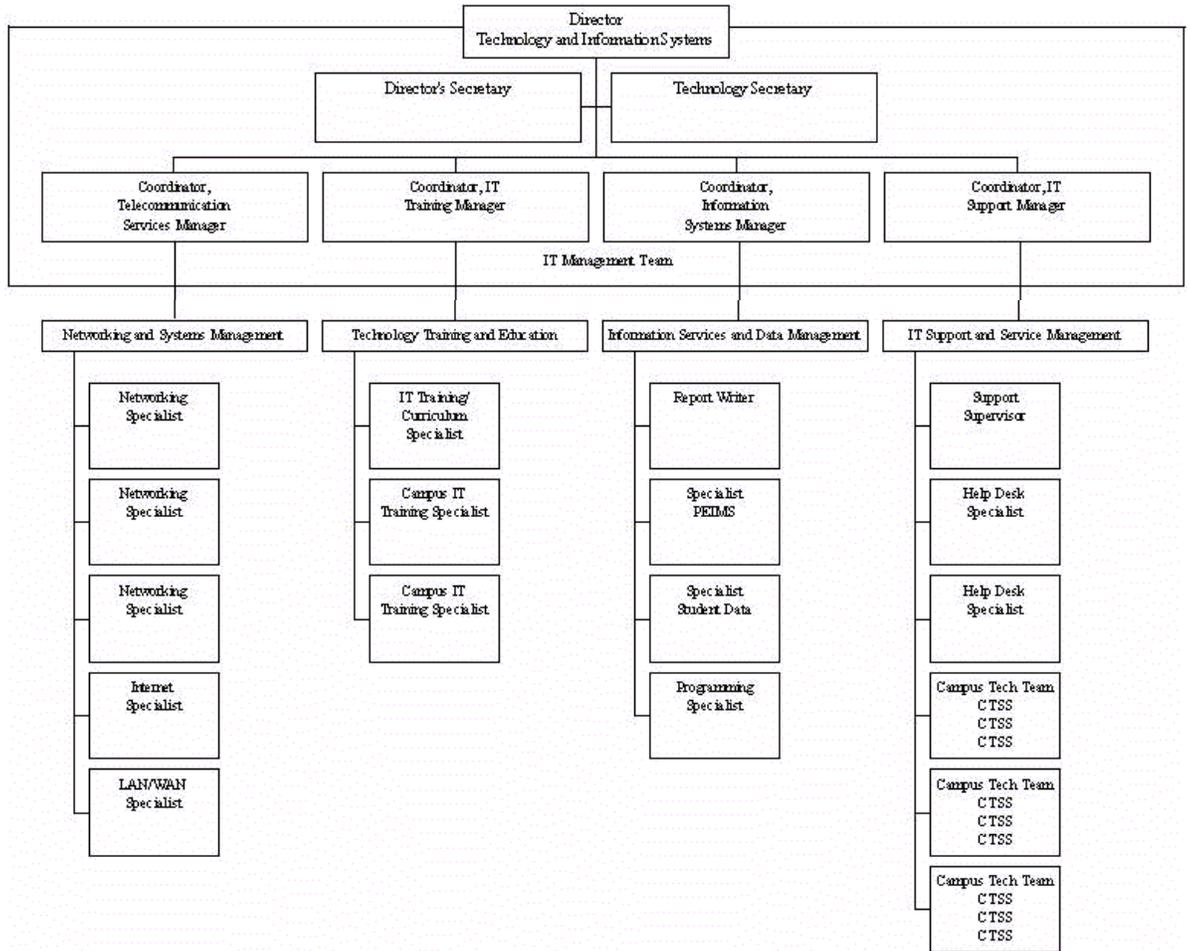
access the Internet. The district is currently installing five large servers to modernize, centralize and streamline its server support.

In addition, the Technology and Information Systems Department identifies the Telecommunications Infrastructure Fund (TIF) grant opportunities and coordinates with the district's part-time grant writer to submit applications for technology projects. The TIF fund derives revenues from the Telecommunications Utilities Account and the Commercial Mobile Service Providers Account to provide \$150 million in grant funds each year for ten years to public education, higher education and telemedicine centers for computer infrastructure, distance learning and training.

In the SAISD, the Technology and Information Systems Department provides technology-related staff training. The District Employee Technology Education Plan includes a mission statement, timeline of activities, technology education goals and defined resources. SAISD is striving to create a diverse and comprehensive technology education plan for all SAISD teachers, staff and community stakeholders, as well as the promotion of technology literacy throughout the district.

In the SAISD, the director of Technology oversees the Technology and Information Systems Department, which consists of 31 personnel. TSPR has recommended that this position be upgraded to Chief Information Officer. The current organizational structure of the Technology and Information Systems Department is shown in **Exhibit 9-1**.

Exhibit 9-1
SAISD
Technology and Information Systems Department
2000-2001



Source: SAISD Technology and Information Systems Department, August 2001.

The director of Technology and Information Systems Department oversees a staff organized into four sections: Telecommunication Services, Information Technology Training, Information Systems and Information Technology Support.

The Technology and Information Systems Department oversees staff, student and financial data entry submissions for the Texas Education Agency's (TEA) Public Education Information Management Systems (PEIMS) and the Texas Assessment of Academic Skills (TAAS).

Chapter 9

COMPUTERS AND TECHNOLOGY

A. INFRASTRUCTURE, HARDWARE AND SOFTWARE

Technology infrastructure is the underlying system of cabling, phone lines, hubs, switches, routers and other devices that connect the various parts of an organization through LANs and a WAN. A high-speed infrastructure allows users to access people and information inside and outside of the organization.

A WAN generally provides its users tools such as electronic mail systems and links to the Internet. WANs are usually "closed" meaning that security measures prevent persons outside the WAN from accessing information housed inside the WAN without a user identification assignment and password.

A key function of a WAN is to connect LANs throughout an organization. A LAN typically connects all the users within a single building to one local network. This is typically accomplished by running wires in ceilings throughout a building. The wires connect individual computers to each other through central computers called file servers; the rooms containing the file servers and termination points for all of the wires are called telecommunication closets. By connecting the LAN to a WAN, all LAN users gain access to others in the district. A district that has every user connected must have the infrastructure necessary to take full advantage of the present telecommunications capabilities and those that will be available in the near future.

While the infrastructure provides the connections that permit communications, and hardware provides the capability to retrieve, process and disseminate information, it is software that makes these tools truly powerful resources. Software is a critical technology resource that requires close attention if it is to serve the organization effectively. Productivity tools such as spreadsheets and databases make it possible for people with limited technical capabilities to perform sophisticated data manipulation on a personal computer that previously could be performed only on a larger mainframe.

Any analysis of a school district's technology should include an analysis of the type of hardware available to staff, teachers and students. While computers are the predominant resource, other relevant technologies include televisions, scanners, digital cameras, color printers, probes and calculators.

Computers used for instruction should have sufficient power and speed to support the use of recently developed multimedia courseware and provide effective access to the Internet. Similarly, computers used for administrative purposes need sufficient power and speed to use the more advanced software tools available for data storage, manipulation and analysis and should be networked. Over-powered technology should also be avoided. For instance, if a computer in an elementary school is going to be used only for keyboarding purposes, it need not be Internet-capable and multimedia-ready.

Exhibit 9-2 provides an inventory of SAISD business and student information system software.

Exhibit 9-2
Inventory of SAISD Software Systems

Department	Software Currently Used	Purpose
Special Programs	Intellitalk	Literacy for students with disabilities.
Speech	Writing with Symbols Earobics	Builds foundational literacy skills for young students in beginning reading and writing.
Elementary	Wiggle Works Wiggle Works Plus Jumpstart	Wiggle Works is used for reinforcing reading and writing in primary grades. Jumpstart is used for reading and phonics.
Junior High	A+ Advanced Learning System HyperStudio Micro Type Pro Key Write	A+ for reinforcing mathematics and science; HyperStudio for multimedia presentations on general curriculum and thematic lessons; Micro Type and Key Write are for keyboard TEKS.
High School	Director Freehand Autocad 4 Flash Dreamweaver Photoshop Peachtree Accounting	These softwares teach multimedia, web authoring, accounting and CAD/CAM applications for architecture, mechanical and electrical engineering, and are used in Career and Technology Courses.
Food Services	Horizon	Tracks free/reduced lunch eligibility.

Transportation	Edulog	Establish bus routes and determine ridership on each of its routes.
Special Education	Orion	Tracks detailed information on students.
Library	Athena	Maintains an online catalog and facilitates check-out desk tasks.
Personnel/Nurses	Nurses Choice	Maintains sensitive student information.
Teachers	Gradespeed	Tracks student grade information.
Technology & Information Systems	EZ Spooler	Spooling software to control the output from the UNIX system.
Business Office	Pentamation	Financial and student applications, including: General Ledger, Accounts Payable, Accounts Receivable, Fixed Assets, Warehouse, Budgeting and PIEMS. Human Resources modules for Personnel, Applicant Tracking, Position Control, Personnel Budgeting, and Payroll.

Source: SAISD Technology and Information Systems Department, April 2001.

FINDING

SAISD's Santa Rita Elementary School has used its TEA Fund Code 1.4.2.411 technology allotment to enhance its instructional technology curriculum. As a result, it has several impressive programs for its students and has developed substantial interest among both students and their parents. These programs include:

- Video and computer equipment used to produce a daily 15-minute morning show patterned after shows such as the *Today Show* and *Good Morning America*. The students collect the information for each broadcast, edit and produce their show and deliver a live broadcast throughout the school. Topics range from current events, school events and announcements, weather, sports and specials. The principal conducts award ceremonies on Santa Rita "TV" so that the student body can publicly recognize any student receiving achievement awards. Student reporters use a digital camera to take photographs of school events, operate a video camera for live events, and use computers to incorporate photos and write script "teleprompting" for the announcers. Most students get the

opportunity to take part in at least one morning show. This technology capability has also been used to host a Parent Teacher Association (PTA) meeting with parents viewing the session in their students' classrooms.

- Lego Robotics projects for students in the fifth grade. Students build their own robot vehicle from a Lego kit and then use classroom computers to program the microprocessor in each robot vehicle to move it to navigate a complex course. Normally, several trial and error sessions are required before a student achieves their goal.
- Computers that support the fourth-grade stock market club. Organized into teams, fourth graders track stock market activity and execute mock buy/sell decisions. Results are tracked on a portion of the computer lab's blackboard.
- A multi-media and an Alpha "Smart Board" in the computer lab to connect to Internet broadcasts, display for student viewing and save/record for future/later rebroadcast. All students can view events such as space shuttle launchings.

These are excellent examples of technology improving student education and helping students develop a true understanding of the real-world environment that surrounds them. They also provide students with the opportunity to build their self-confidence and image by presenting, performing or being in front of their peers and teachers.

COMMENDATION

The Santa Rita Elementary principal and staff have successfully integrated technology, instruction and real-life challenges into the classroom curriculum.

FINDING

There is a significant disparity in connectivity and capability between the elementary schools and the junior high and high schools. The improvements in the central servers and database access are not available to the elementary schools because these schools, as they are currently wired, do not have adequate telecommunications bandwidth to connect with the SAISD's networked software applications, new web site and the Internet.

SAISD elementary schools depend upon Verizon, SAISD's telecommunications provider, for connection to SAISD's server network and a single Cox Communications cable access for a maximum of ten computers. Verizon's frame relay system can transmit a maximum of 256,000 bits of data per second, with several elementary schools receiving

no more than 128,000 bits per second compared with high-volume lines that provide a transmission rate of 1,544,000 bits per second for SAISD's high schools and junior high schools. This capacity is insufficient to support multiple online users accessing and downloading text documents, voice files, video images, video streamed data such as video clips of events and graphics-intensive Power Point presentations, or to execute interactive, self-paced training from SAISD's future web site. Distance-learning is not an option since the current infrastructure cannot support live video transmissions. Anything involving downloads, such as Internet pictures for student reports or files attached to teacher e-mails, will be very slow and subject to frequent loss of connection.

The district is currently centralizing, standardizing and improving its technology hardware, software and training infrastructure. SAISD's elementary schools constitute 20 of the district's 28 schools. However, a solution for the inadequate elementary school connectivity has not been proposed and is not part of the district's overall technology plan and budget through 2002. Without higher capacity connectivity, a significant portion of SAISD's students and teachers will not be able to effectively access the district's networked software applications, information on SAISD initiatives or self-paced training materials available on the district's web site or from the Internet.

Recommendation 84:

Establish a committee to evaluate the connectivity options for the district's elementary schools, alternative schools and community center and integrate an improvement plan into the 2002-04 technology plan and budget.

SAISD elementary schools must have improved connectivity if they are to derive any benefit from the district's substantial investment in its servers and technology infrastructure. While the district's technology program is moving in the right direction, it will create two classes of technology users. The high schools and junior high schools will be the "haves" and the elementary schools, alternative schools and the community center will be the "have-nots." Ultimately, the success of the district's technology program may be dependent upon improved elementary school connectivity. If the connectivity issue is set aside as too difficult, the elementary students will advance to junior high school with inferior technology skills, incapable of using the sophisticated infrastructure developed for their use.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The director of Technology with support from the Technology	November
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	and Information Systems Department, formulates alternatives and potential costs for improving elementary school wiring and connectivity.	2001
2.	The director of Technology requests the superintendent appoint a committee to review the alternatives for improving SAISD elementary school building wiring and connectivity to SAISD's servers.	December 2001
3.	The superintendent appoints a committee to work with the director of Technology, to develop a plan to be included in the 2002-03 budget and SAISD's 2002-04 Technology Plan.	January 2002
4.	The director of Technology and the committee submit a plan for resolving the elementary school wiring and connectivity issue to the superintendent for approval and submission to the school board.	February 2002
5.	The superintendent approves the elementary school wiring and connectivity plan and presents it to the school board for action.	March 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

SAISD student-to-computer ratios at campuses range from 3 to 1 to 22.7 to 1. SAISD uses instructional computers in the formula used to calculate the student-to-computer ratio. Computer inventories for elementary school campuses are provided in **Exhibit 9-3**.

Exhibit 9-3
SAISD Instructional Computer Inventory
Summary Information
Elementary Schools
2000-2001

Elementary Campus	Total Students	Number of Computers	Student-to-Computer Ratio
Alta Loma	440	73	6.0:1
Austin	551	87	6.3:1
Belaire	401	64	6.3:1
Blackshear	151	42	3.6:1

Bonham	668	91	7.4:1
Bowie	489	69	7.0:1
Bradford	467	89	5.3:1
Crockett	581	87	6.7:1
Day	381	60	6.3:1
Fannin	323	67	4.8:1
Ft. Concho	271	56	4.8:1
Glenmore	532	73	7.3:1
Goliad	511	80	6.4:1
Holiman	305	101	3.0:1
McGill	465	62	7.5:1
Reagan	472	71	6.7:1
Rio Vista	301	48	6.3:1
San Jacinto	506	104	4.9:1
Santa Rita	413	59	7.0:1
Travis	535	86	6.2:1
Totals	8,763	1,469	5.9:1

Source: SAISD Technology & Information Systems Department, April 2001.

Computer inventories for middle and high school campuses are provided in **Exhibit 9-4**.

Exhibit 9-4
SAISD Instructional Computer Inventory
Summary Information
Middle and High Schools
2000-2001

Campus	Total Students	Number of Computers	Student-to-Computer Ratio
Edison	790	127	6.2:1
Glenn	894	79	11.4:1

Lee	948	45	21.2:1
Lincoln	1,003	44	22.7:1
Middle School Totals	3,635	295	12.3:1
Central	2,303	197	11.7:1
Lake View	893	209	4.3:1
High School Totals	3,196	406	7.9:1

Source: SAISD Technology and Information Systems Department, April 2001.

TEA has made short-term (1997-98), mid-term (1999-2002) and long-term (2003-10) recommendations to local education agencies. The short-term goal for technology equipment is a student-to-computer ratio of 4 to 1. The mid-term goal for technology equipment is a student-to-computer ratio of 3 to 1 and the long-term goal for technology equipment is a student-to-computer ratio of 1 to 1.

Exhibit 9-5
Peer District Comparison of Student-to-Computer Ratios
1999 through 2001

Districts	Number of Students	Number of Computers	Student-to-Computer Ratio
Abilene	18,916	4,200	4.5:1
Ector County	27,294	7,500	3.5:1
Midland	21,215	5,000	4.0:1
Waco	15,608	4,500	3.4:1
San Angelo	16,405	2,190	7.4:1

Source: AEIS 1999-2000, SAISD Technology and Information Systems Department, April 2001.

Exhibit 9-5 indicates the student-to-computer ratio for the peer districts. SAISD has the highest student-to-computer ratio of any of its peers.

SAISD needs to progress toward TEA's goals for technology equipment student-to-computer ratios. Additionally, the district needs to more evenly

distribute its computers among its campuses so that students can have more equal access to computers.

Recommendation 85:

Allocate instructional computers to schools based on desired student-to-computer ratios.

The district should reassess where it is in relation to TEA's mid-term goal for technology equipment and distribute its computers more equally among its schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Technology targets student-to-computer ratios for each school based on enrollment and special needs.	November 2001
2.	The director of Technology and technology staff develop a computer allocation methodology and amend the district's improvement plan (DIP) for technology, based on existing computers and planned purchases.	December 2001
3.	The superintendent approves the amended DIP for technology.	January 2002
4.	The director of Technology implements the computer allocation methodology.	February 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

SAISD is ineffectively organized to control its telephone costs and has spread the telephone management responsibilities across multiple departments. The Technology and Information Systems Department does not have an active role in providing technology solutions to improve telephone management, reduce telephone costs and increase telephone services by adding such services as voice mail, caller identification and call forwarding.

SAISD is organized such that:

- Telecommunication specifications for campus technology infrastructure is the responsibility of the director of Technology;

- Telephone operation, including budgeting and bill certification, is the responsibility of the director of Maintenance;
- Telephone maintenance, including budgeting and actual repair work, is the responsibility of the director of Purchasing;
- Telephone service additions, including types of lines and service features, is the responsibility of the assistant superintendent of Business and Finance; and
- Cellular and private line service is the responsibility of the assistant superintendent of Business and Finance.

With this organization, telecommunications services cannot be effectively planned or acquired.

Recommendation 86:

Consolidate SAISD's telecommunications planning, budgeting, operation and maintenance support and assign these responsibilities to the Technology and Information Systems Department.

The consolidation of department responsibility would ensure that the district's future technology investments consider both data and voice telecommunication needs. The Business and Finance Department would retain control of new service approval and cellular telephone authorization, and the Purchasing Department would provide acquisition support.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Technology, the director of Maintenance, the director of Purchasing and the assistant superintendent of Business and Finance meet and determine that the telephone budget for operations and maintenance should be transferred to the Technology and Information Systems Department and obtain the superintendent's approval.	October 2001
2.	The superintendent assigns the telephone system responsibility to the director of Technology and establishes a date for transition.	November 2001
3.	The superintendent transfers responsibility for telephone operations and maintenance to the Technology and Information Systems Department.	January 2002

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

SAISD is not using technology effectively to reduce its telephone and pager costs.

The district's telephone systems do not provide the typical services of more modern systems such as voice mail, caller identification or call forwarding. The elementary school telephone systems are obsolete, inefficient and maintenance intensive. Emergency repair costs or new requirements instead of service features or capacity requirements drive telephone system upgrades or replacements. In addition, there is no plan for analyzing the district's telephone usage, reducing telephone line costs or upgrading its telephone systems.

The Maintenance Department has a budget of \$240,518 for telephone services, and the Purchasing Department has a maintenance budget of \$25,000. These funds support the maintenance of SAISD telephone systems and the lease of 699 phone lines for its telephone systems, an estimated additional 100 private or B1 class telephone lines, cellular telephone costs of \$1,500 per month and other telephone services such as pagers, long distance charges, access fees and taxes. These 799 lines, a ratio of one phone line for every two and one-half staff, amount to a minimum monthly expenditure of nearly \$13,500 to support SAISD's staff of more than 2,000.

Based on 1999-2000 expenditure data, SAISD's expenditures are exceeding their budget. Available expenditure data for 2000-01 support a similar trend for the 2000-01 budget. The district's 1999-2000 expenditures, excluding maintenance, Internet and networking costs, totaled \$297,888, broken down as follows:

- \$247,773 for telephone service, long distance charges, taxes and fees;
- \$36,699 for cellular telephone service; and
- \$13,416 for pager service.

Overall, the district is paying more than \$24,800 a month for its telephone, cellular and pager services; long-distance charges; fees and taxes; and nearly \$2,100 a month for telephone maintenance actions.

Data could not be obtained to substantiate the actual number of private phone lines in the district. However, obsolete telephone systems could necessitate further increases in private lines, at a higher cost, to provide required service and compensate for telephone system ineffectiveness. While private lines provide a quick fix for immediate district requirements, private lines are too expensive to be the district's long-term solution. Private lines cost nearly 35 percent more than telephone systems' lines.

Commercial industry uses telephone system technology to increase services and minimize phone costs. State-of-the art telephone systems deliver many features normally associated only with private telephone lines, such as voice mail, caller identification and call forwarding. Additionally, local cellular and paging services can be provided by these telephone systems using radio frequency (RF) broadcast in the local area, eliminating the need for some commercial cellular telephone and paging support for campus maintenance personnel or other staff. Finally, state-of-the art telephone systems can more efficiently use telephone line capacity to optimize local telephone support.

The Tyler Independent School District (TISD), with a student population of 16,480, is planning to reduce its telephone service budget from \$180,000 to \$65,000 per year by employing technology. Presently, TISD is supported by 887 handsets, not telephone lines, and an old Southwest Bell system. By installing a new configuration data network in 2001-02, TISD calculates that it will save \$115,000 per year.

Recommendation 87:

Review telephone line usage and install a more efficient telephone system with enhanced capabilities.

SAISD should reduce its number of incoming telephone system lines and private telephone lines by 50 percent and related annual costs by a minimum of \$148,900 if it analyzed telephone line usage, eliminated low usage lines and employed state-of-the-art telephone system technology. In the future, additional savings could be achieved by leveraging the new servers and telecommunications network that the district will be installing during the summer of 2001. Savings would be obtained by reducing the number of lines leased, private line costs, telephone systems maintenance and software and database administration.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Technology initiates an assessment of telephone requirements, identifies 15 percent of telephone system lines and private lines for termination, and submits the phone line reduction proposal to the superintendent for approval.	September 2001
2.	The superintendent approves the initial phone line reduction plan.	October 2001
3.	The director of Technology initiates an assessment of telephone requirements and evaluates existing infrastructure and potential strategies for installing telephone systems to	October 2001 - November 2001

	minimize telephone line costs.	
4.	The director of Technology develops a telephone system plan for the district's 2002 Technology Plan and the district's 2002-03 budget and submits it to the superintendent for approval.	December 2001
5.	The superintendent approves the telephone system plan and presents the plan to the school board for approval.	January 2002
6.	The director of Technology develops a preliminary specification and submits it to Purchasing for solicitation of information and approaches for installation of telephone systems.	February - March 2002
7.	The director of Technology evaluates the vendor responses to its solicitation and amends its specifications consistent with its needs, expected return on investment and available funding.	April 2002
8.	The director of Technology submits a formal requisition with specifications to purchasing in order to initiate the procurement and installation processes.	May 2002

FISCAL IMPACT

This recommendation will be implemented over two years to minimize disruption in the schools. Total one-time costs are estimated as follows:

- (4) 272 port telephone system: @ \$45,000 = \$180,000; and
 - (20) 8 x 24 telephone system: @ \$ 2,000 = \$40,000.
- Total: \$220,000 Equipment and Installation Cost

One-half of the total amount, or \$110,000 (\$220,000/2) is expected to be paid in 2001-02 and one-half in 2002-03. The new system will save \$148,900 annually which is approximately one-half of the current systems' cost of more than \$297,000 for savings of \$148,900 annually. First year savings (2002-03) are reduced by one-half since only one-half of the installation will be completed.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
One-time equipment and installation costs.	(\$110,000)	(\$110,000)			
Savings from new systems.	\$0	\$74,450	\$148,900	\$148,900	\$148,900
Total Net (Costs)/Savings	(\$110,000)	(\$35,550)	\$148,900	\$148,900	\$148,900

Chapter 9

COMPUTERS AND TECHNOLOGY

B. TECHNOLOGY PLANNING AND FUNDING

The Texas Education Code, Section 11.252, 3 (D), requires each school district improvement plan to include provisions for integrating technology into instructional and administrative programs. Some districts compile these plans with few of the elements required to guide a district's efforts to use and improve its technology effectively. For example, technology plans normally contain goals and strategies for instructional technology but contain little about the effective use of technology to automate or streamline administrative functions. Improved automation and integration of administrative functions can streamline operations and eliminate excessive paper shuffling that drains district resources from the classroom.

The best plans contain clear goals, objectives and action plans for technology projects, assign individual responsibility for implementation steps and identify milestone dates for completion.

Planning for the use of new technologies is particularly important to education because of the factors listed below.

- **Equity:** Despite the best intentions, the level of technological resources available to each school in a district can vary. Unfortunately, poorly planned introductions of new technology can serve to further increase the inequities among schools. Careful planning at the district level can ensure that all schools receive adequate, appropriate and consistent support. At the school level, it helps to guarantee that no child is excluded from the benefits of new technology.
- **Rapid Change:** The pace of technological change continues to accelerate. If planning does not allow for an adequate period of time for the implementation of new technology - three to five years - the district risks failing to take full advantage of this rapid change.
- **Funding:** Funding can be the greatest barrier to using technology effectively in the classroom. Unless planning addresses whether and how projects will be funded, limited funding can have a greater impact than it should.
- **Credibility:** The public is anxious to see that its tax dollars are well-spent. Thorough planning makes it possible to demonstrate that proposed strategies have been well thought-out, acquisitions of technological resources have been carefully considered and that every aspect of the implementation is cost effective.

To implement information technology effectively in administrative offices or classrooms, a school district must have an extensive computer network connecting modern computers; comprehensive, administrative and instructional software and up-to-date operating systems; effective, ongoing training; adequate technical support; and an ample professional staff capable of implementing and administering a technology-rich environment. Each of these components should be addressed in the district's technology plan.

FINDING

SAISD's Technology and Information Systems Department has successfully identified and supported the district's grant writer in applying and obtaining various technology-related grants worth \$1,226,849 over the last three years. SAISD's Telecommunication Infrastructure Board (TIF) grants and uses are shown in **Exhibit 9-6**.

**Exhibit 9-6
SAISD Grant Funds
Technology and Information Systems Department
1998-2000**

1998 Grant Source	Campus	Purpose	Amount
TIF	Central HS	Infrastructure Advancement	\$98,318
TIF	Lakeview HS	Infrastructure Advancement	\$98,168
TIF	Carver Alternative	Infrastructure Advancement	\$92,576
TIF	PAYS Alternative	Infrastructure Advancement	\$97,787
Total			\$386,849
1999 Grant Source	Junior High Campus	Purpose	Amount
TIF	Edison	Infrastructure Advancement	\$80,000
TIF	Glenn	Infrastructure Advancement	\$60,000
TIF	Lee	Infrastructure Advancement	\$80,000

TIF	Lincoln	Infrastructure Advancement	\$20,000
Total			\$240,000
2000 Grant Source	Elementary Campus	Purpose	Amount
TIF	Alta Loma	Infrastructure Advancement	\$100,000
TIF	Austin	Infrastructure Advancement	\$100,000
TIF	Bonham	Infrastructure Advancement	\$100,000
TIF	Bowie	Infrastructure Advancement	\$100,000
TIF	Crockett	Infrastructure Advancement	\$100,000
TIF	Travis	Infrastructure Advancement	\$100,000
Total			\$600,000

Source: SAISD Technology and Information Systems, April 2001.

While these grants are substantial and very helpful to the district, SAISD has had extensive capital outlays over the same three-year period. SAISD employs a consultant grant writer who lives in San Antonio. The consultant's hourly rate is \$41.28. From August 1999 through July 2000, the district spent \$46,986 in consultant fees and expenses.

In February 1998, TSPR performed a review of the Wimberley ISD (WISD) and recommended that the district solicit both monetary and non-monetary grants from surrounding business communities, state and federal grant programs and other sources. TSPR's 2000-01 progress report of WISD found that the district had implemented this recommendation and hired a professional grant writer who had retired in Wimberley. The district keeps this person informed as to their needs, and she in turn researches available grants. WISD has captured approximately \$700,000 in grant funds using this process.

Recommendation 88:

Hire a full-time grant writer to focus on pursuing grants to expand technology capabilities.

A local grant writer will be more in touch with the unique needs of SAISD. This person can network with local business and community members to determine what kind of local grants might be available to the district, as well as state and federal programs that could be investigated.

These grants could fund the fiber optic cable installation in the eight unwired grade schools, acquire state-of-the-art telephone equipment, purchase additional high volume and high speed data lines for the elementary schools, acquire distance learning equipment for all SAISD campuses and many other equally worthy items.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Technology initiates a request to the superintendent to hire a full-time grant writer for the Technology and Information Systems Department.	October 2001
2.	The superintendent reviews and approves the director of Technology's request.	November 2001
3.	The director of Technology develops a position description and works with the Human Resources Department (HR) to approve and announce the position in accordance with HR procedures.	December 2001
4.	The director of Technology selects an applicant and fills the grant writer position and provides training including a list of priorities for research and grant application development.	February 2002

FISCAL IMPACT

The cost of salary and benefits for a grant writer is estimated to be \$44,312 (\$39,585 base salary plus \$2,352 in health insurance plus 6 percent benefit rate) which is approximately what the district has been spending on a consultant. By terminating the consultant contract the district will be able to fill this position with existing funds. Based on WISD's success, the district can expect the full-time pursuit of grants to result in increasing its average annual grants by approximately \$350,000 by 2002-03. One-half of these savings should be possible in the first year.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Hire a full-time grant writer to focus on pursuing grants to expand its technology capability.	\$175,000	\$350,000	\$350,000	\$350,000	\$350,000

FINDING

The district's practice of reducing the technology budget when E-rate and other grants are received creates a disincentive for the department to aggressively pursue available technology grants and to fund much-needed technology enhancements.

The E-rate discounts on telecommunication services, internal connections and Internet access from the School and Library Division (SLD) of the Federal Communications Commission (FCC) provides minimal supplementation to the Technology and Information Systems Department's budget. The percent of this discount is based on the number of students eligible for the free and reduced-price breakfast and lunch programs on each campus. When SAISD receives E-rate funds from the SLD as a reimbursement for services rendered, the Technology and Information Systems Department's budget is reduced by that amount rather than applying these funds toward technology purchases for successive years.

Exhibit 9-7 shows the amount of E-rate funding received by the district and its peers.

Exhibit 9-7
Peer District Comparison Regarding E-rate Funded Technology
Dollars
1999-2001

District	Amount of E-rate Funding Commitments in 1999-2000	Amount of E-rate Funding Commitments in 2000-2001
Abilene	\$160,498	\$119,505
Ector County	\$287,798	\$283,484
Midland	\$203,774	\$205,525
Waco	\$265,914	\$553,693
San Angelo	\$392,738	\$610,260

Source: Schools and Libraries Division, USAC 2001, and SAISD Technology and Information Systems, April 2001.

Corpus Christi ISD's long-range technology plan outlined all the district's technology needs over a five-year period and included funding sources for each expenditure required. The district developed a needs assessment and cost estimate for major technology enhancements that took into account what district funds were available and helped them to determine what was necessary to secure an additional \$48 million to fund initiatives in its five-

year technology plan. Funding sources for more than \$48 million in technology needs were identified, including \$9.4 million in bonds, \$3.7 million from the debt service budget, \$721,000 from the staff development budget and \$1.1 million from a magnet school grant.

Recommendation 89:

Identify funding strategies to enable full funding of the district's long-range technology goals and dedicate money obtained through the E-rate and other grants to this end.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	As part of developing a long-range technology plan, the director of Technology develops a cost analysis for achieving long-range technology goals.	November 2001
2.	The director of Technology presents the cost analysis to the superintendent and board.	January 2002
3.	The assistant superintendent for Business and Finance meets with the director of Technology to develop an aggressive plan for funding options.	February 2002
4.	The director of Technology explores opportunities for obtaining E-rate funds and other grants and private donations.	March 2002 - June 2002
5.	The superintendent presents a proposal to the board to fully fund technology needs over the next five years.	July 2002
6.	The director of Technology submits the new long-range technology plan to the superintendent and the board for approval.	August 2002
7.	The director of Technology implements the new long-range technology plan.	September 2002 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

TEA Fund Code 1.4.2.411 technology allotment funds are spent at each school's discretion and are not coordinated as part of an overall plan to insure that technology is incorporated into the curriculum. As a result,

instructional successes like Santa Rita's Lego robotics are not shared throughout the district to maximize student-learning opportunities.

School districts, businesses and governments use pilot programs to test a concept's feasibility and value and then select successful pilots for implementation. Conducting pilot programs ensures standardization, helps establish performance expectations and reduces the cost of initiatives that are not part of an overall technology plan.

Recommendation 90:

Form a technology instructional planning group for each school to establish instructional technology priorities.

SAISD students would benefit from a coordinated technology needs assessment aimed at establishing technology skills, student self-confidence and recognition of technology as an integral part of each student's life.

The purpose should be to:

- Identify technology funds requirements;
- Establish instructional technology priorities and support requirements;
- Nominate, select and evaluate instructional technology pilots; and
- Plan districtwide implementation of successful technology pilots.

The establishment of these three instructional technology planning groups would provide a platform for sharing information, producing a better return on technology investments and a standard of technology excellence across the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Curriculum and Instruction and the director of Technology meet to establish the guidelines for the instructional technology planning groups and discuss prospective representatives and formats for collection of budget data.	October 2001
2.	The director of Curriculum and Instruction establishes the junior high school instructional planning group that meets monthly to develop overall policies and procedures, reviews instructional technology successes and budgets the related costs to expand successes throughout the junior high schools.	November 2001
3.	The director of Curriculum and Instruction establishes the elementary school instructional planning group that meets monthly to develop overall policies and procedures. reviews	December 2001

	instructional technology successes and budgets the related costs to expand successes throughout the elementary schools.	
4.	The director of Curriculum and Instruction establishes the high school instructional planning group that meets monthly to develop overall policies and procedures, reviews instructional technology successes and budgets the related costs to expand successes throughout the high schools.	January 2002

FISCAL IMPACT

This recommendation could be implemented with existing resources.

Chapter 9

COMPUTERS AND TECHNOLOGY

C. TECHNOLOGY TRAINING

Training is one of the most critical factors in determining whether technology is used effectively. Teachers must be comfortable with instructional technology and must know not only how to operate it, but also how to integrate it effectively into their teaching. Studies indicate that it may take three to five years for a teacher to acquire the appropriate level of expertise needed to integrate technology into one's daily instructional methodology.

Technology-related training must be ongoing. Teachers need continuous opportunities to expand their technological skills and to interact with other teachers so that they may share new strategies and techniques. Access to electronic mail has proven to be a valuable way for teachers to share ideas on classroom uses of technology.

Ongoing training is just as critical for technical support staff. Rapid technological changes make it easy for network specialists and microcomputer repair technicians to fall behind. Sufficient time and funding for continuing training is essential if technical support is to remain current and effective.

To achieve its technology-related goals, a school district must have an organizational structure appropriately staffed that creates the best possible environment for using and supporting new technologies.

A well-managed administrative technology and information services department is guided by a clearly defined mission with appropriate and achievable goals; a clear assignment of responsibility for each group of users and their required information and communication needs; well-defined procedures for acquiring new applications; and a customer-service orientation that continually seeks to meet and anticipate user needs.

FINDING

SAISD teachers and staff are not effectively using training offered by the Technology and Information Systems Department. The department has four employees, but the district does not require teacher and staff technology training. SAISD's Technology and Information Systems Department has recognized the need to train the teachers, staff and technology personnel on the software operating on personal computers and networks.

It also has established a training lab with 12 computers at the Central High School campus, which offers numerous courses each month in Windows, Word, Excel and Power Point. Class attendance has averaged about five people, or 40 percent of the lab's 12-seat capacity. **Exhibit 9-8** provides a summary of offerings and attendance.

Exhibit 9-8
SAISD Technology Courses Offered and Attendance
2000-01

Month	Number of Courses Offered	Number of Attendees	Average Attendance
July 2000	2	10	42%
August 2000	36	614	80%
September 2000	14	175	81%
October 2000	13	201	49%
November 2000	15	149	42%
December 2000	2	55	92%
January 2001	10	91	36%
February 2001	9	94	47%
March 2001	8	32	25%
Totals	109	1,421	59%

Source: SAISD Technology and Information Systems Department, May 2001.

In the past, various incentives including a classroom computer for the teacher, teacher training trade-day credits and recently a drawing for one free textbook per class of 12 staff attendees have been offered to encourage attendance. Of these, only the textbooks have been provided for personal ownership. The attendance has been limited by a number of factors including the travel distance from various schools to the Central High School campus, limited number of teachers and staff being able to attend during the day, and staff personal commitments after school.

The Technology and Information Systems Department has acquired Microsoft training software and intends to place it on the new SAISD web site for independent, self-paced learning. The district plans to implement a new policy of eight hours of mandatory technology training in 2002.

A mandatory eight-hour requirement based on existing teacher/staff skill levels could help improve technology competence. Additionally, a "fixed" curriculum, one that the district employees must attend, could be ineffective for a significant number of teachers and staff who have advanced beyond the level of the mandatory training.

Commercial industry distinguishes between classes of users including systems operator, systems administrator, programmer/analyst and end user for the various aspects of new hardware and systems operations. Users receive training according to the functions of their job and in many cases, specific functional certifications that become part of their training record and personal development plan. Certification-based training motivates industry personnel to achieve improved qualifications in order to advance in salary and position within the company or industry.

Teacher and staff technology skills are essential to the education of the district's students and the efficiency of its staff. Technology is not a goal in itself; rather it is the means for the district to reach its goals in the future.

Recommendation 91:

Establish a mandatory technology training certification program.

SAISD would benefit from a more diverse certification-based training program to accommodate its geography, limited teacher availability, constrained classroom training capacity and existing teacher and staff expertise.

The technology-training program should consist of:

- A technology core competency requirement tailored to the various categories of SAISD technology users;
- Certifications based on both knowledge and demonstrated skills;
- Time-phased incentives like commercial rebate offers that encourage early achievement of certification; and
- Multiple training methods including formal classroom training, web-based self-paced training, individual CD-ROMs for checkout from school libraries and "after hours" independent, personal initiatives.

Identifying the users and their basic technology requirements will effectively tailor training to successful job accomplishment. The difficulty of developing knowledge factors should be greatly reduced by the district's standardization of software and the training software obtained from Microsoft. For example, teacher proficiency with Microsoft Word

could be established with a multiple choice test which would identify comprehension of Microsoft Word's pull down menus and features and the development of a document that would require demonstration of certain skills such as incorporating a table, picture, multiple fonts and adjusting page settings.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Technology, with assistance from existing or proposed technology committees, evaluates the technology training program based on the district's technology users, new servers and website capabilities and the training resources available to support mandatory training for the district's 2,000 employees.	November 2001
2.	The director of Technology proposes and obtains district approval for a district technology training and certification program, including incentives as deemed appropriate and affordable.	January 2002
3.	The director of Technology develops appropriate training and certification standards, develops tests and training materials, distributes program information throughout the district and initiates the training and certification program.	February 2002

FISCAL IMPACT

SAISD has sufficient internal resources to implement this recommendation using existing resources.

Chapter 10

TRANSPORTATION

This chapter reviews the San Angelo Independent School District's (SAISD's) student transportation operations and includes the following sections:

- A. Organization and Staffing
- B. Routing and Scheduling
- C. Fleet Maintenance
- D. Shared Services

The primary goal of every school district's transportation department is to transport all students to and from school and approved extracurricular functions in a timely, safe and efficient manner.

BACKGROUND

The Texas Education Code authorizes, but does not require, Texas school districts to provide transportation for students in the general population between home and school, from school to career and technology training locations and for extracurricular activities. The federal Individuals with Disabilities Education Act (IDEA) requires a school district to provide transportation for students with disabilities if the district also provides transportation for students in the general population, or if students with disabilities require transportation to receive special education services.

In 1999-2000, SAISD Transportation Department transported an average of 2,182 students a day between school and home on regular routes, 609 students a day on special education routes and 33 per day on career and technology (C/T) routes. SAISD owned, operated and maintained a fleet of 51 regular school buses and 30 special school buses. In 1999-2000, SAISD operated a total of 254,775 route miles of regular transportation and 216,396 route miles of special education transportation. The district's expenditures were \$1,041,157 for regular transportation and \$570,780 for special education transportation.

Texas school districts are eligible for reimbursement from the state for transporting regular education, special education and career and technology program students. The Texas Legislature sets funding rules, and the Texas Education Agency (TEA) administers the program. State funding for regular education transportation is limited to transportation for students living two or more miles from the school they attend. The state does not reimburse districts for transporting students living within two miles of the school they attend unless they face hazardous walking

conditions on the way to school, such as the need to cross a four-lane roadway without a traffic signal or crossing guard. A school district must use local funds to pay for transportation costs the state allotment does not cover.

For regular education, the state reimburses districts for qualifying transportation expenses based on linear density, which is the ratio of the average number of regular education students transported daily on standard routes to the number of route miles traveled daily for those standard routes. TEA uses this ratio to assign each school district to one of seven linear density groups. Each group is eligible to receive a maximum per mile allotment. TEA evaluates these group assignments every two years by recalculating linear densities using data from the first of the previous two school years.

Exhibit 10-1 shows the linear density groups and the related allotment per mile.

**Exhibit 10-1
Linear Density Groups**

Linear Density Group	Allotment Per Mile
2.40 and above	\$1.43
1.65 to 2.40	\$1.25
1.15 to 1.65	\$1.11
.90 to 1.15	\$0.97
.65 to .90	\$0.88
.40 to .65	\$0.79
Up to .40	\$0.68

Source: Texas Education Agency Handbook on School Transportation Allotments, revised May 2000.

In 1999-2000, SAISD was in the second highest linear density group, which entitled the district to a reimbursement of \$1.25 per route mile for regular education route miles. The district's actual operation cost (total annual operation costs less debt service and capital outlay) was \$1.48 per odometer mile in 1999-2000. **Exhibit 10-2** shows the linear densities for SAISD and a peer group of Texas school districts. SAISD is receiving a higher allotment than the peer average.

Exhibit 10-2
SAISD and Peer ISD Linear Density
1999-2000

District	Standard Regular Riders*	Standard Regular Miles	Linear Density	Allotment Per Mile
Abilene	468,540	226,430	2.069	\$1.11
Ector County	690,840	676,790	1.021	\$0.97
Midland	1,458,540	990,677	1.472	\$1.25
Waco	286,200	284,891	1.005	\$1.25
Peer Average	726,030	544,697	1.392	\$1.15
San Angelo	329,400	192,960	1.707	\$1.25

*Source: TEA School Transportation Route Services Reports 1999-2000. * Annual riders calculated by multiplying average daily riders by 180 school days.*

Reimbursement for special education transportation is not based on linear density. The per mile allotment rate for special education is set by the Texas Legislature. All transportation for special education, except certain field trips, is eligible for state reimbursement at \$1.08 per route mile. In 1999-2000, SAISD's actual cost for special education transportation was \$2.54 per odometer mile.

The reimbursement per mile for the career and technology program is based on the cost for regular education program miles for the previous fiscal year as reported by the district in the TEA School Transportation Operation Report. In 1999-2000, SAISD received an allotment of \$1.39 per mile.

Reimbursable miles are the miles driven on routes (with students on board) and do not include miles driven to or from a route, which is called deadhead, or the miles driven for maintenance purposes. SAISD operated 254,775 reimbursable regular education route miles, 216,396 reimbursable special education route miles and 4,574 reimbursable career and technology route miles in 1999-2000.

Exhibit 10-3 shows a comparison of reimbursable route miles and total odometer miles for SAISD and the peer group of Texas school districts.

Exhibit 10-3
SAISD and Peer ISD Odometer Miles by Category
1999-2000

District	Regular Education Miles			Special Education		
	Route	Extra-curricular	C/T	Route	Extra-curricular	C/T
Abilene	309,486	195,404	0	303,184	5,030	0
Ector County	1,519,158	340,339	116,876	377,929	42,003	29,180
Midland	1,157,740	745,144	2,430	568,657	20,584	0
Waco	428,258	158,452	18,888	206,819	3,309	0
Peer Average	853,661	359,835	34,549	364,147	17,732	7,295
San Angelo	254,775	384,110	0	216,396	63,171	4,574

Source: TEA School Transportation Operation Report and School Transportation Route Services Reports 1999-2000.

SAISD provides a large number of extracurricular trips. Extracurricular trip miles for regular education exceed regular education transportation miles by 51 percent.

In 1999-2000, the state allocated a total of \$563,220, including \$6,358 for career and technology routes, in transportation funding to SAISD. The state reimbursed 34 percent of the total annual operations cost. **Exhibit 10-4** provides a comparison of total annual operations cost and the state allotment for regular and special transportation in 1999-2000 for SAISD and the peer districts.

Exhibit 10-4
SAISD and Peer ISD State Allotment
1999-2000

District	Regular Education			Special Education		
	Operations Cost*	State Allotment	Percent State	Operations Cost*	State Allotment	Percent State
Abilene	\$1,084,597	\$521,181	48%	\$680,045	\$371,792	55%

Ector County	\$2,710,714	\$1,473,583	54%	\$903,573	\$408,163	45%
Midland	\$3,005,287	\$1,447,175	48%	\$751,329	\$614,150	82%
Waco	\$1,748,360	\$462,652	26%	\$1,009,611	\$310,719	31%
Peer Average	\$2,137,240	\$976,148	44%	\$836,140	\$426,206	53%
San Angelo	\$1,041,157	\$318,469	31%	\$570,780	\$233,708	41%

Source: TEA School Transportation Operation Report and School Transportation Route Services Reports 1999-2000.

*Operations cost excludes capital outlay and debt service.

The percent of operations cost reimbursed for SAISD regular and special education transportation is lower than all of the peers except Waco ISD. This low reimbursement rate is the result of the high number of extracurricular miles operated. Extracurricular miles are not reimbursable.

Exhibit 10-5 shows the annual riders, total annual odometer miles and number of total buses for SAISD compared to peer districts for 1999-2000.

Exhibit 10-5
SAISD and Peer ISD Operating Statistics
1999-2000

District	Regular Education			Special Education		
	Annual Riders*	Total Odometer Miles	Total Buses	Annual Riders*	Total Odometer Miles	Total Buses
Abilene	597,420	588,505	59	126,000	308,214	28
Ector County	1,117,980	2,057,760	133	72,900	443,243	40
Midland	1,587,240	1,660,411	122	78,120	550,734	26
Waco	335,160	535,081	55	46,980	210,868	19
Peer Average	909,450	1,210,439	92	81,000	378,265	28

San Angelo	392,760	702,578	51	109,620	224,379	30
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Source: TEA School Transportation Operation Report and School Transportation Route Services Report 1999-2000.

** Annual riders calculated by multiplying average daily riders by 180 school days.*

SAISD transports fewer regular education students than all peer districts except Waco ISD. However, the district transports the second highest number of special education students and has the second largest special education fleet of the peer districts.

Exhibit 10-6 compares transportation cost effectiveness indicators for 1999-2000 for SAISD and the peer districts based on TEA data. Cost per mile is determined by dividing total annual operating cost, less debt service and capital outlay, by total annual miles. The number of miles used to calculate the cost per mile are taken from the TEA School Transportation Operation Report that are derived from odometer readings. These miles include deadhead, miles driven for maintenance purposes and other sources of added miles. Cost per rider is determined by dividing total annual operating cost, less debt service and capital outlay, by total annual riders. Total annual riders are determined by multiplying average daily riders by 180 school days.

Exhibit 10-6
SAISD and Peer ISD Cost Effectiveness Indicators
1999-2000

District	Regular Education		Special Education	
	Cost/ Odometer Mile	Cost/Rider	Cost/ Odometer Mile	Cost/Rider
Abilene	\$1.84	\$1.82	\$2.21	\$5.40
Ector County	\$1.32	\$2.42	\$2.04	\$12.39
Midland	\$1.81	\$1.89	\$1.36	\$9.62
Waco	\$3.27	\$5.22	\$4.79	\$21.49
Peer Average	\$2.06	\$2.84	\$2.60	\$12.23

San Angelo	\$1.48	\$2.65	\$2.54	\$5.21
Percent Different from Average	-28%	-7%	-2%	-57%

Source: TEA School Transportation Operation Report and School Transportation Route Services Report 1999-2000.

SAISD's cost per regular education odometer mile is 28 percent lower than the peer average and is the lowest of all of the peers except Ector ISD. The cost per special education odometer mile is similar to the peer average. The district's cost per regular education rider is similar to the peer average, and the cost per special education rider is 57 percent lower than the peer average.

Exhibit 10-7 compares service effectiveness, or productivity, indicators for SAISD and its peer districts based on TEA data. The riders per route mile are determined by dividing total annual riders by total annual route miles. The total annual riders are determined by multiplying average daily riders by 180 school days. The riders per bus are determined by dividing average daily riders by the total number of buses.

Exhibit 10-7
SAISD and Peer ISD Service Effectiveness Indicators
1999-2000

District	Regular Education		Special Education	
	Riders/ Route Mile	Riders/Bus	Riders/ Route Mile	Riders/Bus
Abilene	1.93	56	0.42	25
Ector County	0.74	47	0.19	10
Midland	1.37	72	0.14	17
Waco	0.78	34	0.23	14
Peer Average	1.21	52	0.25	17
San Angelo	1.54	43	0.51	20
Percent Different from Average	28%	-18%	108%	21%

Source: TEA School Transportation Operation Report and School Transportation Route Services Report 1999-2000.

SAISD carries twice as many special education students per mile than its peer districts, and carries 21 percent more special education student per bus. For regular education, SAISD carries 28 percent more students per mile than its peer districts, but 18 percent fewer students per bus.

Exhibit 10-8 documents a five-year history of the total miles of transportation service provided by SAISD by category of service.

**Exhibit 10-8
SAISD Annual Miles of Service
1995-96 through 1999-2000**

	1995-96	1996-97	1997-98	1998-99	1999-2000	Percent Change
Regular Miles						
Route Miles (with deadhead)	220,833	265,662	227,394	303,556	318,468	44%
Extracurricular Miles	186,286	147,642	187,977	230,554	384,110	106%
Other Miles*	-	101,043	115,354	120,000	-	-
Annual Regular Miles	407,119	514,347	530,725	654,110	702,578	73%
Special Miles						
Route Miles (with deadhead)	167,027	234,558	222,079	226,350	161,208	-3%
Extracurricular Miles	13,226	14,422	15,825	9,355	63,171	378%
Other Miles*	-	11,227	11,487	-	-	-
Annual Special Miles	180,253	260,207	249,391	235,705	224,379	24%
TOTAL	587,372	774,554	780,116	889,815	926,957	58%

Source: TEA School Transportation Operation Reports, 1995-96 through 1999-2000.

* "Other" miles are of all miles other than route miles, mileage to and from routes, and extracurricular miles.

Regular education route miles have increased by 44 percent since 1995-96. Regular education extracurricular miles have increased by 106 percent since 1995-96, and special education extracurricular miles have increased by almost 400 percent since 1995-96. The highest increases in route and extracurricular miles occurred between 1997-98 and 1998-99.

Exhibit 10-9 compares the total and extracurricular transportation miles of peer districts with SAISD. Extracurricular miles include student transportation for field trips and extracurricular activities such as athletics, band and University Interscholastic League (UIL) events.

**Exhibit 10-9
Peer Extracurricular Miles
1999-2000**

District	Total Odometer Miles*	Extracurricular Miles*	Percent Extracurricular
Abilene	896,719	200,434	22%
Ector County	2,501,003	382,342	15%
Midland	2,211,145	765,728	35%
Waco	745,949	161,761	22%
Peer Average	1,588,704	377,566	24%
San Angelo	926,957	447,281	48%

Source: TEA School Transportation Operation Report, 1999-2000.

*Includes both regular and special education transportation.

Forty-eight percent of all odometer miles are extracurricular miles, which is double the peer average.

Exhibit 10-10 compares the transportation cost of the peer districts with SAISD as a percent of total district expenditures.

Exhibit 10-10
Peer Transportation Cost as a Percent of Total Budgeted Operating Expenditures
1999-2000

District	Total District Expenditures	Transportation Operations Cost*	Percent of Total Expenditures
Abilene	\$109,509,883	\$1,764,642	2%
Ector County	\$157,537,615	\$3,614,287	2%
Midland	\$124,832,618	\$3,756,616	3%
Waco	\$95,020,098	\$2,757,971	3%
Peer Average	121,725,054	\$2,973,379	3%
San Angelo	\$99,807,355	\$1,611,937	2%

Sources: Total expenditures from AEIS data, 1999-2000. Transportation operations cost from TEA School Transportation Operation Report FY 1999-2000.

**Includes both regular and special education transportation.*

SAISD allocates approximately 2 percent of its total expenditures to student transportation. Peers allocate a similar percent.

A five-year history of performance data for SAISD, provided by TEA, is shown in **Exhibit 10-11**.

Exhibit 10-11
SAISD Regular and Special Education Transportation Historical Data
1995-96 through 1999-2000

	1995-96	1996-97	1997-98	1998-99	1999-2000	Percent Change
Operations Cost						
Regular Education	\$625,525	\$744,669	\$736,997	\$806,421	\$1,041,157	66%
Special Education	\$500,433	\$475,575	\$435,927	\$499,585	\$570,780	14%

Total	\$1,125,958	\$1,220,244	\$1,172,924	\$1,306,006	\$1,611,937	43%
Annual Odometer Miles						
Regular Education	407,119	514,347	530,725	654,110	702,578	73%
Special Education	180,253	260,207	249,391	235,705	224,379	24%
Total	587,372	774,554	780,116	889,815	926,957	58%
Cost per Odometer Mile*						
Regular Education	\$1.54	\$1.45	\$1.39	\$1.23	\$1.48	-4%
Special Education	\$2.78	\$1.83	\$1.75	\$2.12	\$2.54	-8%
Annual Riders						
Regular Education	385,920	340,920	362,340	381,960	398,700	3%
Special Education	61,560	73,080	79,560	101,700	109,620	78%
Total	447,480	414,000	441,900	483,660	508,320	14%
Cost per Rider						
Regular Education	\$1.62	\$2.18	\$2.03	\$2.11	\$2.61	61%
Special Education	\$8.13	\$6.51	\$5.48	\$4.91	\$5.21	-36%

Source: TEA School Transportation Operation Report, 1995-00, TEA School Transportation Route Services Report 1995-00.

**Operations cost exclude capital outlay and debt service.*

From 1995-96 to 1999-2000, regular education costs and mileage increased 66 and 73 percent respectively, but ridership only increased 3 percent. Special education ridership has grown by 78 percent since 1995-96, but costs and miles have not increased in the same proportions. SAISD uses transfer points to transport most special education students. Transfer points are locations where riders are transferred from one bus to another to reach their ultimate destination.

Exhibit 10-12 summarizes SAISD transportation operations cost for each of five years by object of expenditure.

Exhibit 10-12
SAISD Transportation Operations Cost by Type of Expenditure
1995-96 through 1999-2000

Object	1995-96	1996-97	1997-98	1998-99	1999-2000
Salaries & Benefits	\$882,825	\$921,234	\$924,871	\$1,053,433	\$1,293,927
Purchased Services	\$37,820	\$42,537	\$35,669	\$47,886	\$52,011
Supplies and Material	\$171,047	\$220,690	\$182,642	\$175,121	\$204,511
Other Expenses	\$34,266	\$35,783	\$29,742	\$29,566	\$61,488
Total Cost	\$1,125,958	\$1,220,244	\$1,172,924	\$1,306,006	\$1,611,937

Source: TEA School Transportation Route Services Reports, 1995-96 through 1999-2000.

All expenditure items have increased since 1995-96. The largest increase was in salaries and benefits, which increased by \$411,102 since 1995-96, a 47 percent increase. This increase is consistent with the overall increase in miles.

Chapter 10

TRANSPORTATION

A. ORGANIZATION AND STAFFING

The Transportation Department is responsible for providing student transportation between home and school and for extracurricular trips. The Transportation Department is also responsible for maintaining and servicing all school buses and the district's general service fleet. The department operates from one facility that is shared with the City of San Angelo.

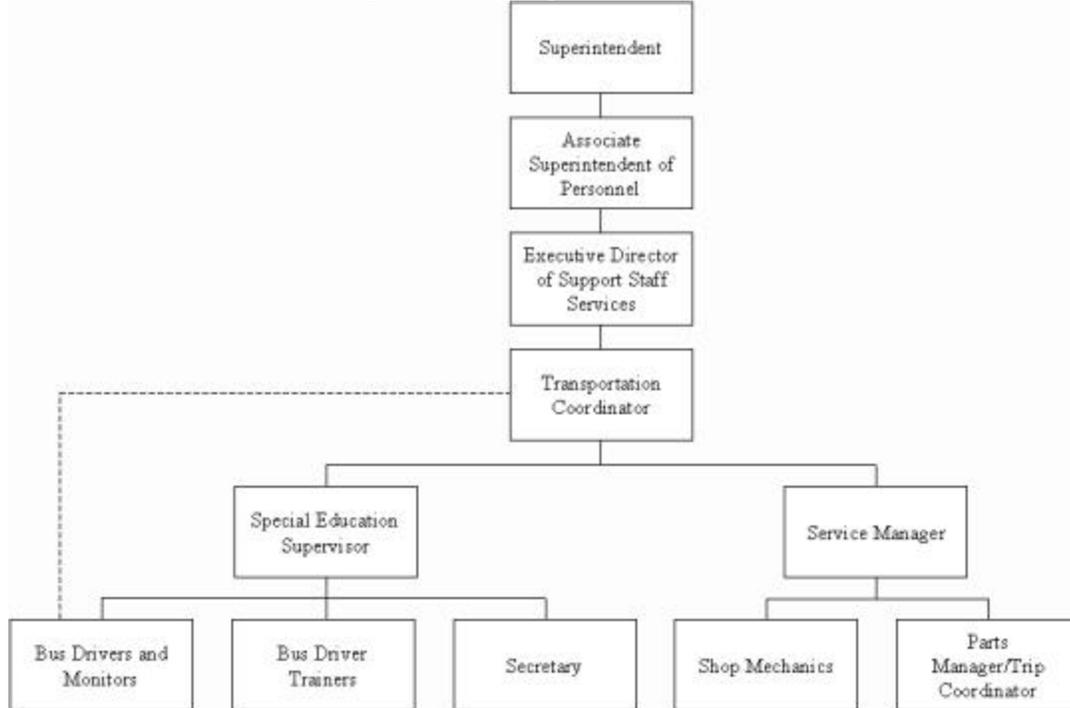
Exhibit 10-13 presents the organizational structure of the Transportation Department. The Transportation Department's administrative staff includes: the Transportation coordinator, a special education supervisor, a service manager and a secretary. The Transportation coordinator, who is responsible for planning and coordinating the department's activities, reports to the executive director of Support Staff Services. The special education supervisor directs and coordinates the activities of bus drivers and bus monitors for special education students and plans special education routes and schedules. The service manager oversees the department's maintenance operations. The secretary answers the telephone and performs other administrative duties in the office.

The operations staff includes 81 bus drivers and monitors. Three bus drivers also train new drivers. Drivers and monitors are guaranteed four to five hours of work per day, depending on their route, and they receive benefits. All but nine monitors have a commercial driver license (CDL) and can drive buses. Drivers and monitors generally report to the special education supervisor about operational issues and the Transportation coordinator on personnel issues.

The department also has 24 call-in, or "zero hour," substitute drivers. These drivers do not have a minimum hourly guarantee and do not receive benefits. The department tries to use these drivers first when scheduling extracurricular trips.

The maintenance staff includes four mechanics, two service workers and a parts manager/trip coordinator. The parts manager/trip coordinator is responsible for arranging travel services for extracurricular trips and for purchasing, storing and issuing parts for fleet repairs. The maintenance staff reports to the service manager.

Exhibit 10-13 Transportation Organization



Source: San Angelo ISD Transportation Organization Chart, job descriptions and interviews.

The department underwent a lot of staffing changes in 2000-01. The training duties of the three driver/trainers are new. The secretary is new to her position and began working for the department at the beginning of the 2000-01 school year. The trip coordinator took on the duties of the special education supervisor, and the parts manager added trip coordination to his duties in 2000-01. There has been some disruption in administration as the staff learn new duties and procedures.

FINDING

The Transportation Department implemented a driver evaluation program this year. The driver/trainers ride along with the drivers and fill out an evaluation form. After the evaluation, the coordinator and supervisor discuss the results with the driver. At the time of the TSPR's visit, the Transportation coordinator said nine of 81 evaluations had been conducted. Ultimately, he would like to evaluate each driver every year.

In addition to identifying performance problems with individual drivers, the evaluations will also be used to determine which areas to focus on during retraining. The coordinator, supervisor and trainers think the drivers appreciate the constructive critiques. The drivers said they do not

mind the evaluations and think they are a good idea because they help identify individual drivers' problems.

COMMENDATION

The Transportation Department has implemented a constructive driver evaluation system to identify and address driver performance issues.

FINDING

The Transportation Department has a problem with driver and bus monitor absences. The Transportation Department operates 39 regular routes and 18 special education routes, for a total of 57 routes per day. Each special education route requires two staff (a driver and a monitor). The department requires 75 driver/monitors each day.

The Transportation Department has 81 route drivers and monitors. After route and monitor assignments, the department has six substitute drivers available to cover driver absences. An analysis of absentee data for a sample month (February 24, 2001 to March 23, 2001) showed that the driver/monitor absences average 10 a day, or 12 percent. During a peer review, Waco ISD reported that its absentee rate is "under 10 percent," and Abilene ISD reported only one driver absent per day.

The Transportation coordinator said four of the Transportation Department's 24 on-call drivers were driving regular routes to cover for staff on workers' compensation and on medical leave. Since on-call drivers do not have an hourly guarantee, the department tries to use these drivers first for extracurricular trips to avoid overtime. Of the 24 on-call drivers, the parts manager/trip coordinator said only four are available on a regular basis during the week to drive extracurricular trips because the other on-call drivers have regular jobs. The parts manager/trip coordinator said many of these drivers signed up to be on-call because they like to drive the long, out-of-town weekend extracurricular trips.

Administrative and maintenance personnel sometimes have to cover routes and extracurricular trips. During a focus group with maintenance staff, mechanics estimated that at least one mechanic drives every day. When administrative and maintenance staff are required to drive, they cannot focus on their primary duties in the department. They may have to work overtime to catch up on their work. The Transportation coordinator said occasionally the mechanics must work on Saturday to catch up on their work. Overtime for each category of employee for a sample week in the Transportation Department is shown in **Exhibit 10-14**.

Exhibit 10-14
Average Weekly Transportation Department Overtime Hours

Job Classification	Overtime Hours	Average Wage Rate	Cost of Overtime*
Office Staff	5.5	\$12.46	\$34
Route Drivers	242	\$8.43	\$1,020
On-call Drivers	15.5	\$8.43	\$65
Monitors	0	\$7.06	\$0
Maintenance Staff	19	\$13.12	\$125
Total	282	-	\$1,244

Source: Transportation Department timecards from February 24, 2001 to March 23, 2001.

**Overtime rates are 150 percent of regular rates. The figures reflect the cost of the 50 percent over regular rates, or the difference of the cost of working these hours on overtime versus regular time.*

Many school districts offer financial incentives to drivers that have good attendance. Comal ISD pays all drivers who have not missed more than two days of work during the year a \$75 bonus at the end of the year.

Recommendation 92:

Develop incentives to reduce absenteeism.

The Transportation Department should offer incentives to encourage driver attendance. The Transportation coordinator should talk to drivers and monitors to learn what type of incentives would encourage attendance. Potential ideas are to provide a bonus to all drivers for high attendance at the end of the year, provide a monthly award for drivers with perfect attendance, such as a drawing for a gift certificate to a local restaurant, or provide certificates, pins and other small rewards for perfect attendance.

Such rewards give drivers a goal to work towards, foster friendly competition between drivers, and let drivers know their commitment to their job is appreciated. Incentives can be funded with money saved from overtime. If fewer drivers are absent, less overtime will be necessary. The

district reports that the 56 hours of overtime worked costs the department \$249 a day over regular wage rates, or \$44,820 per year for a 180-day year.

The Transportation coordinator should document and track driver absences each month to look for trends. Drivers who have an unusually high number of absences or are repeatedly absent should be counseled. The Transportation coordinator should make reducing absenteeism to 7 percent a department goal and share this goal with drivers and monitors. The current absentee rate requires four additional drivers; if absences are reduced to 7 percent, the current driver and monitor staffing levels will be adequate. The coordinator should keep drivers and monitors aware of the department's progress in reaching the goal. If absenteeism does not decline, the Transportation coordinator should talk with drivers again to find new ways to reduce absenteeism and identify reasons for absenteeism.

Some absenteeism is unavoidable. Once absenteeism has dropped, the Transportation coordinator should re-evaluate driver and monitor staffing to determine if staff is adequate to cover peak service and driver absences.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation coordinator recommends an absentee incentive program to the executive director of Support Staff Services and associate superintendent of Personnel.	September 2001
2.	The associate superintendent of Personnel recommends to the superintendent authorizing an absentee program in the Transportation Department.	October 2001
3.	The superintendent authorizes the new program.	October 2001
4.	The Transportation coordinator meets with drivers to discuss reasons for absences and to find ways to encourage attendance.	November 2001
5.	The Transportation coordinator develops the new attendance program.	December 2001
6.	The Transportation coordinator announces the program and attendance goals to drivers and monitors.	January 2002
7.	The Transportation coordinator tracks attendance and identifies trends. The Transportation coordinator counsels drivers with unusually high numbers of absences and informs drivers and monitors of the department's progress toward reaching the attendance goal. Attendance is reinforced during employee	Monthly

evaluations as well.	
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FISCAL IMPACT

If overtime were decreased to 36 hours per day or 7 percent, which equates to four drivers working each day for five hours per day, the department would save \$89 per day, or \$16,020 per 180-day year.

Savings are calculated based on the example incentive program used by Comal ISD, which awards \$75 per year per driver/monitor that has no more than two absences. The cost of this incentive depends on its success; however, assuming 15 drivers and monitors do not qualify for the award each year, the incentive for 66 drivers and monitors will cost \$4,950 a year.

The savings for this recommendation are estimated at \$11,070 per year (\$16,020 - \$4,950). First year estimates are reduced by one-half due to the mid-year implementation.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Develop incentives to reduce absenteeism.	\$5,535	\$11,070	\$11,070	\$11,070	\$11,070

FINDING

The Transportation Department does not have a dedicated dispatcher. Multiple administrative and maintenance staff are responsible for performing dispatching duties. The dispatch schedule is arranged so that two staff members are assigned to dispatch at all times. In the morning, the parts manager/trip coordinator and a mechanic arrive at 6:00 AM to dispatch. At 7:00 AM, the special education supervisor arrives and replaces the parts manager/trip coordinator. At 8:00 AM the secretary arrives and replaces the mechanic. The Transportation coordinator dispatches between 5:00 PM and 5:30 PM after other staff leave. While dispatching, staff cannot focus on their primary responsibilities.

During the site visit, TSPR reviewers observed the dispatcher on duty did not keep a log to track driver calls, and dispatch procedures are not formalized.

Dispatch is one of the most important functions in student transportation because it allows drivers to communicate with supervisors when they encounter a problem and allows supervisors to respond with assistance immediately. Many school districts have dedicated dispatch staff. Wichita

Falls ISD has four dispatchers, two of whom are dedicated dispatchers, for an 80-bus fleet. Waco ISD has four dedicated dispatchers for 74-bus fleet, and Midland ISD has two dedicated dispatchers for a 173-bus fleet. Abilene, Ector County, Waco and Midland ISD dispatchers keep dispatch logs.

Recommendation 93:

Formalize the dispatch operations, including procedures and add a dispatcher.

A dedicated dispatcher position should be added to the department. The dispatcher should work a split shift, from 6:00 AM to 10:00 AM and 2:00 PM to 6:00 PM when routes are being operated. Other staff on duty can assist with dispatch as needed during peak hours and take over dispatch at mid-day. Initially, the position can be a 180-day position; if dispatch volumes are high in the summer, the position can be extended to 260 days.

The Transportation Department should formalize its dispatch operations. Calls should be logged and dispatching protocols developed and documented. The dispatchers should track on-time performance and report problems to the special education supervisor and the Transportation coordinator. The mechanic should be relieved of dispatch duty. Two hours of maintenance time are lost each day because of the mechanic's dispatch assignment, and overtime has been paid on occasion.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation coordinator recommends adding a dispatcher position to the executive director of Support Staff Services and associate superintendent of Personnel.	September 2001
2.	The Transportation coordinator develops formal dispatch procedures.	September 2001
3.	The associate superintendent of Personnel recommends adding a dispatcher position to the superintendent and school board.	October 2001
4.	The superintendent authorizes the new position.	October 2001
5.	The associate superintendent of Personnel establishes the new dispatcher position, job description and a rate of pay.	November 2001
6.	The superintendent approves the new dispatcher position's job description and a rate of pay.	November 2001
7.	The executive director of Support Staff Services provides the	December

	Transportation coordinator a list of qualified candidates for the dispatcher position.	2001
8.	Dispatcher assumes position.	January 2002

FISCAL IMPACT

In many districts, dispatchers are at the same wage rate as drivers. In SAISD, the average driver makes \$8.43 per hour, plus variable benefits of 6 percent and fixed benefits of \$2,352. This position is estimated to cost \$15,220 for a 180-day year ([\$8.43 per hour x 8 hours a day x 180 days per year x 6 percent benefits] + \$2,352 fixed benefits).

First year estimates are reduced by one-half due to the mid-year implementation.

Recommendation	2001-2002	2002-03	2003-04	2004-05	2005-06
Formalize the dispatch operations, including procedures and add a dispatcher.	(\$7,610)	(\$15,220)	(\$15,220)	(\$15,220)	(\$15,220)

FINDING

The Transportation Department has a mission statement, but does not have established goals, objectives or performance measures. The department's mission statement is to "Provide safe, economical, timely and efficient transportation to the students and staff assigned to the SAISD."

The mission statement defines the purpose of an organization and serves as the starting point for developing related goals and objectives for the organization. Goals are general statements of what an organization should accomplish. Goals should also be compatible with the mission statement. Objectives define performance measures to evaluate progress towards goals and should be clearly measurable.

The Transportation Department does not regularly track performance evaluation measures. The Transportation coordinator said he looks at performance at the end of the year. Performance evaluation plays a critical role in monitoring how well an organization is meeting the goals it has set for itself. Improvements in cost-efficiency, cost-effectiveness, and service-effectiveness can all be measured with performance evaluation measures. Many public transit agencies and private fleet managers use performance measures to determine the level of training employees need; to improve

preventive maintenance programs to reduce repeat failures, road calls and unscheduled maintenance; to improve employee and customer satisfaction and reduce cost.

Tracking and monitoring performance indicators can help recognize achievements in areas performing well, support and sustain continuous improvements in goals that have already been achieved. They also can help staff to recognize weaknesses and establish goals for improvements. **Exhibit 10-15** shows reported district performance figures.

Exhibit 10-15
SAISD Performance Measures
1999-2000

Performance Indicator	SAISD 1999-2000 Actual
Safety Accidents per 100,000 miles Student referrals per 1,000 students bused	0.85 Not Tracked
Costs Operations cost per mile - Regular Operations cost per mile - Special Operation cost per rider - Regular Operation cost per rider - Special	\$1.48 \$2.54 \$2.61 \$5.21
Service Riders per route mile - Regular Riders per route mile - Special Riders per bus - Regular Riders per bus - Special Route miles per bus - Regular Route miles per bus - Special	1.54 0.51 43.0 20.0 4,996.0 7,213.0
Service Quality On-time performance Driver Absenteeism	Not Tracked 12%
Maintenance Preventive Maintenance (PM) scheduled Percent PM completed on time. Turnover time per bus repair Miles between road calls or breakdowns	Not Tracked Not Tracked Not Tracked Not Tracked

Source: TEA School Transportation Operation Report, 1999-2000; TEA School Transportation Route Services Report 1999-2000.

*Costs exclude capital outlay and debt.

The Transportation Department's regular and special education transportation costs per mile are favorable when compared to peer districts. The department's accident rate, which is 0.85 per 100,000 miles, is also good. The National Safety Council reports an average accident rate of 1.06 per 100,000 miles. However, the department's productivity, particularly for regular education, needs improvement because performance in this area is low compared to peer districts. Regular education transportation productivity is discussed in detail later in this chapter.

Recommendation 94:

Develop goals, objectives and performance measures to support the department's mission.

After analysis of data provided by SAISD, the following performance measures might be used to monitor cost effectiveness, cost efficiency, service effectiveness and service quality/safety.

Targets for performance indicators can be selected based on levels that can be achieved in light of available information and the experience of other school districts and fleet operators. In **Exhibit 10-16**, suggested improvements in targets are noted in bold. Some targets are based on peer experience and industry standards, such as the maintenance performance indicators and on-time performance. Other targets are based on information outlined in this chapter, such as driver absenteeism, the number of regular riders per bus, regular route miles per bus and the regular cost per rider.

Other indicators that can be considered by the Transportation Department can be those reflecting good performance in the area of special education cost per rider, how many special education riders per bus, accidents per 100,000 miles and regular and special education cost per mile. Once the SAISD experience is measured, the targets may be adjusted.

Exhibit 10-16 Possible SAISD Performance Measures

Performance Indicator	Target
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Safety	
Accidents per 100,000 miles	0.85
Student referrals per 1,000 students bused	1.0
Cost-Efficiency	
Operations cost per mile - Regular	\$1.48
Operations cost per mile - Special	\$2.54
Operation cost per rider - Regular	\$2.22
Operation cost per rider - Special	\$5.21
Service Effectiveness	
Riders per route mile - Regular	1.54
Riders per route mile - Special	0.51
Riders per bus - Regular	52.0
Riders per bus - Special	20.0
Route miles per bus - Regular	5,710.0
Route miles per bus - Special	7,213.0
Service Quality	
On-time performance	95%
Driver Absenteeism	7%
Maintenance Performance	
Preventive Maintenance (PM) scheduled	100
Percent PM completed on time	95%
Turnover time per bus repair	6 hours
Miles between road calls or breakdowns	8,500

Source: Peers, industry standards and TSPR.

Performance statistics should be tracked each month and the results shared with department staff to encourage improvements in performance. Employees should be commended when performance targets are reached and encouraged when performance falls short.

The results should also be communicated to school administrators so they will know the Transportation Department has set goals for service quality.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation coordinator develops and adopts key indicators to assess the department's performance; the indicators and targets are made public.	January 2002
2.	The Transportation coordinator monitors the performance indicators and disseminates the results to all Transportation personnel and school administrators.	Monthly

3.	The Transportation coordinator annually adjusts performance targets to reflect experience.	Annually
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FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 10

TRANSPORTATION

B. ROUTING AND SCHEDULING

SAISD transports approximately 2,824 students per day. The district operates 39 regular education and 18 special needs routes that serve 20 elementary schools, four junior high schools, two high schools and two alternative education campuses. Some of the 39 regular education routes include multiple runs. The district's service area covers 201 square miles.

FINDING

The Transportation Department provides efficient and effective special education transportation by transferring ambulatory special education students between buses at central transfer locations. Transfers take place at two locations: Safety City, a district-owned facility, for elementary students and the county Mental Health and Mental Retardation building for junior and high school students. The district reports that the transfer process has been in place for many years.

In the transit industry, transfers help reduce operation costs by reducing the number of buses used and routes needed. In SAISD, the transfer points allow for more effective and efficient operations by collecting students in one area, then transferring them to a bus that will take them to their school. Transfers maximize bus capacity, consolidate trips and limit long, cross town routes, which results in more productive services and cost savings. Of the peer districts, SAISD has the lowest special education operation cost, with the cost per rider 55 percent lower than the peer average. Productivity is high, with the rider per mile statistics more than double the peer average, and the number of riders per bus is more than 20 percent higher than the peer average. The Transportation coordinator estimates he would need seven additional buses if the transfer points were eliminated.

COMMENDATION

The Transportation Department provides efficient and effective special education transportation by transferring ambulatory special education students between buses at central transfer locations.

FINDING

As part of extracurricular trips, drivers fill out evaluation forms of sponsors and sponsors fill out evaluation forms on drivers. The

coordinator said this procedure has been in place for about two years. Due to the recent staffing changes, the evaluation forms have been discontinued as the parts manager/trip coordinator learned his new job, but the Transportation coordinator plans to begin the procedure again soon. The Transportation coordinator said the forms have been useful in identifying problems between driver and sponsors.

The Transportation coordinator also put together a handout of expectations for both drivers and sponsors to help explain and clarify to both parties their responsibilities during field trips.

Comments received during a public forum were complimentary of the Transportation Department's operations during extracurricular trips. Verbatim public forum comments included:

- Buses are on time for field trips. Drivers maintain discipline and safety.
- I know when we have needed a bus they have always tried to work around our schedule.
- It is easy to arrange for a bus for a field trip. There is a simple process. Buses arrive on time and are clean. Bus drivers are safe and polite.
- Our transportation department does a great job transporting students to and from activities in a safe and timely manner.
- Reliable transportation for trips.
- The transportation service we get is great. When we turn in our paperwork for a bus, it is always there.

COMMENDATION

The Transportation Department has tools in place to evaluate extracurricular trips and improve customer service.

FINDING

SAISD's bell times are not sufficiently staggered to allow buses to operate multiple runs, and the Transportation Department does not regularly analyze routes to look for efficiencies. In general, regular routes have poor route performance statistics compared to peers.

Staggered bell times allow routes to operate multiple trips, which reduces the vehicle and driver requirements and maximizes resources. Staggered bell times can also reduce the time students spend on a bus and can prevent mixing students of different ages. Some of SAISD's routes operate multiple trips, but many others do not. The Transportation coordinator estimates nine routes and 11 positions could be eliminated if bell times

were staggered, saving \$79,827 in driver and monitor salaries. In a memorandum to the superintendent, the Transportation coordinator recommended the following bell schedule (**Exhibit 10-17**).

**Exhibit 10-17
Proposed Bell Schedule**

School Type	School Hours	Existing
High School	8:25 - 3:45	7:50 - 3:05
Junior High School	8:25 - 3:45	8:50 - 3:15
Elementary School	7:40 - 3:00	7:50 - 3:15
Alternative Elementary	8:45 - 4:00	Not supplied
Alternative	9:10 - 4:30	Not supplied

Source: Transportation Department memorandum to the superintendent, 2000-01 bell schedules.

Socorro ISD is one example of a district that successfully uses staggered bell times. Of the district's 53 regular routes, only five are scheduled for one bus trip, and of the district's 28 special education routes, only three are scheduled for one bus trip. If the bell times were not staggered, Socorro ISD's buses only could make one round trip, and the district would require an additional 47 regular education buses and 30 special education buses to make all of its runs. Each bus would require an additional driver. Additional mechanics and larger facilities also would be required to maintain the buses. Similarly, Beaumont ISD implemented staggered bell times during the 1995-96 school year to optimize bus use and reported a savings of \$339,000 during the first year.

Recommendation 95:

Stagger bell times to improve the performance of SAISD regular bus routes.

As part of the overall effort to reduce budget expenditures, the district has proactively adopted TSPR's recommendation and will begin observing the staggered bell schedule for the 2001-02 school year. As recommended, the new bell times will be less disruptive if implemented at the beginning of the school year.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation coordinator and special education supervisor evaluate routes for efficiencies.	Complete
2.	The Transportation coordinator presents the plan for staggered bell times to the executive director of Support Staff Services and the associate superintendent of Personnel.	Complete
3.	The associate superintendent of Personnel presents the plan for staggered bell times to the superintendent.	Complete
4.	The superintendent presents the plan for staggered bell times to the school board for approval.	Complete
5.	The school board approves the plan for staggered bell times.	Complete
6.	The Transportation coordinator and special education supervisor begin designing new routes and schedules based on the new staggered bell schedule.	Complete
7.	Schools are informed of the new bell schedule.	Complete
8.	Parents are informed of the new bell schedules and bus route changes.	Complete
9.	The Transportation coordinator eliminates eleven driver/monitor positions.	September 2001

FISCAL IMPACT

The Transportation coordinator estimates savings from the proposed scheduling changes by the elimination of the 11 driver/monitor positions. The total salary savings of the 11 positions is \$79,827 in wages and payroll benefits per year.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Stagger bell times to improve the performance of SAISD regular bus routes.	\$79,827	\$79,827	\$79,827	\$79,827	\$79,827

FINDING

Transportation's routes and schedules are developed manually even though the department has the Edulog system for automated routing and scheduling. The Transportation coordinator is responsible for regular routing and scheduling, while the special education supervisor is responsible for special education routing and scheduling. The Transportation coordinator said regular routes do not change much from year to year. Neither staff member uses Edulog to plan routes and

schedules. The Transportation coordinator said he has found Edulog useful in analyzing student populations, but does not think the system would be as useful for routing and scheduling.

The special education supervisor has not received training on Edulog. The special education supervisor would like to use Edulog and is aware of its capabilities. He hopes to receive training this summer. The former special education supervisor, now a driver/trainer, instead of an Edulog representative, would conduct the training. Because Edulog is not used for automating routing and scheduling, the driver/trainer's level of knowledge of the program is questionable. In theory, if the driver/trainer had a high level of knowledge of the program, the department would have realized the benefits of the program and started using it to automate routing and scheduling. In addition, because the driver/trainer did not use the routing and scheduling function of the program on a day-to-day basis, she is not likely to be knowledgeable on certain aspects of the program in a real-life setting.

As shown in **Exhibit 10-18**, compared to peer districts, SAISD operates a low number of regular route miles per bus and has fewer regular education students per bus than the peer average. These performance indicators may be a signal that the district is inefficiently using buses and routing.

Exhibit 10-18
Peer Route Miles per Bus

District	Regular Education Route Miles per Bus	Regular Education Riders per Bus	Regular Education Route Miles per Rider
Abilene	5,246	56	0.52
Midland	11,422	47	1.36
Ector County	9,490	72	0.73
Waco	7,787	34	1.28
Peer Average	8,486	52	0.97
San Angelo	4,996	43	0.65

Source: TEA School Transportation Operation Report and School Transportation Route Services Reports 1999-2000.

SAISD also transports a lower percent of regular and special education riders compared to total enrollment than all of the peers except Waco ISD. In 1999-2000, SAISD's rider capture rate, or percent of students bused compared to number of students enrolled, was 33 percent different than the peer average (**Exhibit 10-19**).

**Exhibit 10-19
Ridership Capture Rate
1999-2000**

District	Total Enrollment	Total Ridership	Capture Rate
Abilene	18,916	4,019	21%
Midland	21,215	7,039	33%
Ector County	27,294	9,278	34%
Waco	15,608	2,135	14%
Peer Average	20,758	5,618	26%
San Angelo	16,405	2,824	17%
Percent Different from Peers	-21%	-50%	-33%

Source: TEA School Transportation Route Services Reports 1999-2000, TEA AEIS Report, 1999-2000.

A low rider capture rate may be indicative of poor route coverage. Edulog can combine pickup locations in a way that reduces miles and buses and can examine more combinations in less time than is possible through manual routing and scheduling.

Recommendation 96:

Automate Transportation routing and scheduling.

Through automated routing and scheduling, the Transportation Department can improve the performance of its regular routes. The Transportation Department should begin using Edulog to plan and schedule its routes. While large savings in a system the size of SAISD are not always possible, many small efficiencies can be found that can increase the overall effectiveness of the system. Edulog can also be used to reroute buses when staggered bell times go into effect.

The Transportation coordinator and special education supervisor should receive training in Edulog and use the system to regularly evaluate routes for efficiencies and improved route coverage. An Edulog staff member should conduct the training. Edulog staff know the program and the experiences of other districts.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation coordinator contacts Edulog for training opportunities.	September 2001
2.	The Transportation coordinator and special education supervisor receive training on Edulog.	Ongoing
3.	Transportation coordinator and special education supervisor evaluate routes for efficiencies.	September 2001
4.	The Transportation coordinator presents the proposed changes to the executive director of Support Staff Services and the associate superintendent of Personnel.	September 2001
5.	The associate superintendent of Personnel presents the proposed changes to the superintendent.	September 2001
6.	The superintendent presents the proposed changes to the school board for approval.	October 2001
7.	The school board approves the proposed changes.	October 2001
8.	The Transportation coordinator and special education supervisor begin designing new routes and schedules based on the proposed changes.	November 2001
9.	Schools are informed of the bus route changes.	November 2001
10.	Parents are informed of the bus route changes.	November 2001

FISCAL IMPACT

On-site Edulog training costs \$600 per day, plus travel expenses for the trainer. A three-day training session for the special education supervisor and Transportation coordinator will cost \$1,800 for training and approximately \$1,645 for travel expenses, or a one-time cost of \$3,445 in 2001-02. When Edulog trainers conduct training sessions, they do not charge extra to train additional staff.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Stagger bell times and automate routing and scheduling	(\$3,445)	\$0	\$0	\$0	\$0

FINDING

SAISD does not have any management controls in place to manage extracurricular trips. Based on TEA data, in 1999-2000 SAISD operated 447,281 regular and special extracurricular miles at a combined cost of \$1.74 per mile. Forty-eight percent of all odometer miles operated by SAISD in 1999-2000 were extracurricular miles, compared to a peer average of 24 percent. Excessive extracurricular trips can strain staff and vehicle resources, which causes overtime and requires administrative and maintenance staff to drive. According to district policy:

"The Board may approve use of District funds for school bus transportation of students and necessary personnel on extracurricular activities and field trips sponsored by the District. With the prior approval of the Superintendent or designee, school organizations may use school buses beyond the funds provided by the Board. The organization shall reimburse the transportation fund at a rate equal to the average operational cost per mile."

According to policy, the number of extracurricular trips any organization can have is unlimited, as long as the organization, with the superintendent's permission, reimburses its transportation fund for the cost of trips that exceed the allocated budget. With the superintendent's approval, trips are limited only by the amount of money organizations are willing to spend. The district's commitment to extracurricular trips is also demonstrated by its six motor coaches, which are dedicated to out-of-town extracurricular trips.

The Transportation coordinator and special education supervisor said extracurricular trips put the greatest strain on the department when it comes to staff and vehicle resources. As seen in **Exhibit 10-20**, SAISD provides more extracurricular trip miles per bus than peer districts and is the only district of the peers whose regular extracurricular miles actually exceed regular route miles. SAISD provided almost 50 percent more regular extracurricular miles per bus than regular route miles in 1999-2000. Extracurricular miles increased dramatically from 1998-99 to 1999-2000, rising 86 percent from 239,909 miles to 447,281 miles.

Exhibit 10-20
Peer and SAISD Route Miles per Bus
1999-2000

District	Regular Education		Special Education	
	Route Miles per Bus	Extracurricular Miles per Bus	Route Miles per Bus	Extracurricular Miles per Bus
Abilene	5,246	3,312	10,828	180
Midland	11,422	2,559	9,448	1,050
Ector County	9,490	6,108	21,871	792
Waco	7,787	2,881	10,885	174
Peer Average	8,486	3,715	13,258	549
San Angelo	4,996	7,532	7,213	2,106

Source: TEA School Transportation Operation Report and School Transportation Route Services Reports 1999-2000.

The extracurricular trips not only strain resources, but they also contribute to overtime problems. The department tries to use its on-call drivers as much as possible for extracurricular activities to avoid overtime. In addition to overtime hours worked, many staff, such as mechanics, will drive during their usual eight-hour day. These additional hours are not tracked, so the amount of administrative and maintenance time lost to driving is unknown. However, any time in these areas lost to driving is problematic because employees in these areas are prevented from focusing on their main duties and responsibilities.

Principals or the Athletic director and the Business Office approve extracurricular trips, but principals are not aware of the Transportation Department's staff availability or vehicle resources on any given day. The Transportation coordinator does not have the authority to limit extracurricular trips; therefore, all trip requests are honored, including last minute changes. He does, however, try to work with sponsors to reschedule trips. Trips can be scheduled at any time of day, and they sometimes can overlap with route times. According to several Transportation staff members, during one day in March, the department operated more than 80 extracurricular trips.

Different districts take different approaches to operating extracurricular trips. Some districts, such as Killeen ISD, strongly support extracurricular trips and have dedicated trip bus fleets and trip drivers. However, during a review of Killeen ISD in 1999, TSPR found that route service quality suffers as a result of unlimited extracurricular trips. Other districts, such as Fort Worth ISD, set up policies to restrict trips. To avoid conflict with scheduled routes, Fort Worth ISD limits extracurricular trips to the time periods when scheduled routes are not driven, such as midday and after 5:00 p.m. However, the FWISD Transportation Department has difficulty enforcing the restrictive scheduling policy because many exceptions are allowed.

Recommendation 97:

Implement an extracurricular trip policy to manage extracurricular resources effectively.

SAISD should strive to reach a middle ground between allowing unlimited extracurricular trips and restricting extracurricular trips. As with Killeen ISD, SAISD should dedicate resources to providing extracurricular trips, but should also manage the resources effectively by establishing reasonable boundaries. For such an approach to work, several elements must be in place: empowerment, resources and boundaries. This idea represents a private sector approach to managing resources.

First, the Transportation coordinator must have the authority to negotiate moving the day or time of trips, but should also have the authority to refuse transportation for extracurricular trips. The Transportation coordinator is the individual most familiar with the resources of the Transportation Department and the staff and vehicles available for extracurricular trips. Allowing the Transportation coordinator to refuse or negotiate the time or day of trips based on available resources will help avoid overtime and the strain on department's resources.

Second, to demonstrate the district's commitment to providing extracurricular trips, the district should dedicate adequate resources to those trips. The district already has six motor coaches dedicated to this purpose. Twelve of the district's yellow school buses should also be dedicated to extracurricular trips. A dedicated fleet will help set boundaries on the number of extracurricular trips offered.

Third, SAISD should set boundaries that reasonably limit extracurricular trips. Boundaries should be set in four areas: timely scheduling of extracurricular trips, peak hour trips, non-peak hour trips and out-of-town trips.

- **Timely scheduling of extracurricular trips.** SAISD should set a policy requiring all trips to be scheduled at least one week in advance. Sponsors that schedule trips less than one week in advance or make changes to the schedule less than one week in advance should be charged a fee. The department should calculate the average cost of these changes and overtime each year to determine an appropriate fee. Some last-minute field trips are unavoidable, such as when an athletic team advances to the next level of a competition. The district could consider waiving the fee for these exceptions.
- **Peak hour trips.** SAISD should set a policy to discourage local extracurricular trips during peak hours, which generally run from 6:00 a.m. to 9:00 a.m. and 2:00 p.m. to 5:00 p.m. Local trips should be scheduled between 9:00 a.m. and 2:00 p.m. and after 5:00 p.m. To discourage local trips that overlap with peak times, a fee should be charged for trips scheduled in peak times. The department should calculate the average cost of overtime caused by overlapping trips each year to determine an appropriate fee. No more than three overlapping trips, or six trip buses, should be allowed per day. Once this limit is reached, the Transportation coordinator should begin denying peak hour trips.
- **Non-peak hour trips.** The Transportation coordinator should limit non-peak hour trips to 23 trips, or 46 buses. This number reflects the number of route buses needed each day for the peak, which can then be used for extracurricular trips during off-peak hours. Once this limit is reached, the Transportation coordinator should begin denying or negotiating to move non-peak trips to new times.
- **Out-of-town trips.** Many SAISD schools compete with schools in other cities that are hundreds of miles away, so it will be necessary for some out-of-town trips to leave during peak hours to arrive at their destination on time. However, the number of out-of-town trips operated per day should be limited. Out-of-town trips should be limited to either six trips per day, or to six motor coaches and six trip buses.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation coordinator develops policies for managing extracurricular trips.	January 2002
2.	The Transportation coordinator presents his proposed policies to the executive director of Support Staff Services and the associate superintendent of Personnel.	February 2002

3.	The associate superintendent of Personnel presents the extracurricular trip management policy to the superintendent.	March 2002
4.	The superintendent presents the extracurricular trip management policy to the school board.	April 2002
5.	The school board adopts the extracurricular trip management policy.	April 2002
6.	The Transportation coordinator informs extracurricular sponsors of the change in extracurricular management policy.	May 2002
7.	The Transportation coordinator initiates the new policy.	June 2002

FISCAL IMPACT

Placing restrictions on extracurricular trips will encourage more local trips since local trips are less likely to overlap peak hours. It will also limit the number of high-mileage, out-of-town trips. As a result, the number of extracurricular trip miles operated each year should decrease. This recommendation should help the department target reductions in extracurricular mileage.

SAISD operated 239,909 trip miles in 1998-99. The department should target a one-fifth reduction in extracurricular trip miles over four years, or a cumulative 5-percent reduction per year. This change will reduce extracurricular mileage to 364,313 miles per year by 2005-06.

Exhibit 10-21 below demonstrates the cumulative 5-percent reduction in miles each year and the estimated savings based on the cost of \$1.74 per mile.

**Exhibit 10-21
Reduction in Extracurricular Miles**

	2001-02	2002-03	2003-04	2004-05	2005-06
Miles Operated	447,281	424,917	403,671	383,488	364,313
Difference from Previous Year	-	22,364	21,246	20,184	19,174
Cumulative Total Miles Saved	-	22,364	43,610	63,793	82,968
Total Savings	-	\$38,913	\$75,881	\$111,001	\$144,364

Source: TEA School Transportation Operation Report, 1999-2000, TSPR.

Developing the authority, policy and goals of this recommendation should begin in January 2002 to prepare for implementation in the next school year. Therefore, there will not be a realized savings until 2002-03. The accumulated savings over the next four years is estimated to be \$370,159 and will reduce extracurricular trip miles by one-fifth. The estimated reduction in miles will reduce the percent of extracurricular miles operated compared to odometer miles to 38 percent.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Implement an extracurricular trip policy to manage extracurricular resources effectively.	\$0	\$38,913	\$75,881	\$111,001	\$144,364

FINDING

The Transportation Department does not track the actual cost of providing extracurricular trips and therefore cannot accurately determine costs.

The staff manually schedules extracurricular trips. Sponsors submit trip requests in writing. The parts manager/trip coordinator enters data from the trip requests into a spreadsheet, which he uses to help make driver and bus assignments. The parts manager/trip coordinator said the most time-consuming part of his job is entering data from trip requests into the spreadsheet he uses to make assignments. He also said trip sponsors frequently do not fill out the forms fully and write in "To be determined" when they are not sure of times or dates. He said this omission complicates scheduling trips.

After the trip, mileage is entered into a program called Trip Tracker, which is part of the district's billing and accounting system. Trip Tracker has fields for individual trip accounts, date of the trip, mileage, length of the trip in hours, destination and the number of vehicles used. For many of the entries, hours are entered as zero because the person (for example, a mechanic) driving was working during their normal work hours. The Transportation coordinator said the department uses this method because Trip Tracker is a billing program and unless the mechanic earns overtime as a result of driving, reimbursement for the mechanic's time is not needed.

In the past, organizations have been charged 80 cents per mile for field trips. This amount does not fully recover actual trip costs, which are \$1.48 for regular education odometer mileage and \$2.54 for special education odometer mileage based on TEA data. In 1995, TSPR reviewed the district and recommended increasing the cost per mile to fully recover costs;

however, according to TSPR's SAISD Progress Report, the recommendation was not implemented. The district provided no reason for not implementing the recommendation.

For 2001-02, the cost per mile will rise to \$1.19, which is an amount determined by the Transportation coordinator and the assistant superintendent of Budget and Finance as adequate to cover actual costs. The Transportation coordinator said his methodology for determining the \$1.19 charge was to divide all expenditures that have a 3600 accounting code in the budget for one year by the total number of extracurricular miles operated that same year. The 3600 accounting code covers extracurricular expenditures. While the methodology for determining the cost per miles is sound, the expenditures under the 3600 accounting code do not reflect all expenditures for extracurricular trips because the time for some employees is not reflected in the 3600 accounting code. TSPR estimates the actual cost per mile is \$1.74, as shown in **Exhibit 10-22** below. Extracurricular miles make up 48 percent of all miles, and are, therefore, assumed to make up 48 percent of the total operating budget.

Exhibit 10-22
Estimated Actual Cost per Extracurricular Mile

Total Miles	926,957
Total Extracurricular Miles	447,281
Percent Extracurricular Miles	48%
Total Operating Budget	\$1,611,937
48 percent of Total Operating Budget	\$777,802
Extracurricular Cost per Mile	\$1.74

Source: TEA School Transportation Operation Report 1999-2000.

Many school districts use trip-scheduling software to schedule their extracurricular trips. Such software can be purchased or can be developed in-house. Fort Worth ISD and Dallas County Schools both designed trip-scheduling programs to manage their extracurricular trips. The programs are linked to each school so teachers can enter a trip request online, which eliminates data entry by the Transportation Department staff. Killeen ISD uses a commercial program called TOM to schedule and track its extracurricular trips. Edulog offers an extracurricular trip-scheduling module than can be purchased. These programs assist with scheduling trips and keep track of extracurricular trip data.

To avoid incomplete trip requests, in-house software can be designed so that certain fields must be entered. For example, if the time and date are required fields, the system will not allow the trip request to be entered unless those fields contain valid dates and times. Some commercial programs may also have this capability.

Recommendation 98:

Develop an extracurricular trip management program to automate trip requests, automate trip scheduling and track the actual costs of extracurricular trips.

The Transportation coordinator should work with the Technology Department to develop and implement field trip scheduling and tracking software system. The Technology Department should contact Fort Worth and Dallas County Schools to gather information on how those districts' systems work.

The system should be linked to each school. Trip sponsors can enter trip requests directly in the system. Certain fields in the program should be designated as required to avoid incomplete trips requests. Once entered, the sponsors' principals can review the trip requests online and forward them to the Transportation Department upon approval.

The system also should be linked to SAISD's accounting system to avoid entering duplicate information. Once a trip is complete, mileage can be entered and the trip record can be forwarded to the Accounting Department for processing. All staff hours should be recorded in the system. A field for "Actual Hours" that is not forwarded to Accounting could be set up for internally tracking actual hours spent driving extracurricular trips. The actual number of hours should be added when calculating the cost per mile of trips.

This system should be capable of producing trip reports to track mileage, costs and labor hours for both the regular bus fleet and the motor coaches. Appropriate cost-per-mile charges should be developed to fully recover costs, including the cost of labor.

System installation should be planned for the end of the 2001-02 school year. The staff of the Technology Department and Transportation Department will then have the summer months to test the program and ensure the system is operating correctly.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation coordinator meets with the Technology	November
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	Department to plan development of an extracurricular trip scheduling system.	2001
2.	The Technology Department develops and installs the system.	May 2002
3.	The Transportation coordinator and Technology Department staff develop instructions on how the system operates and guidelines for using the system to schedule trips. An instructional handbook is provided to all schools and potential trip sponsors.	May 2002
4.	The Transportation Department begins using the trip-scheduling program to schedule and track extracurricular trips.	June 2002
5.	The Transportation coordinator evaluates the actual cost of providing extracurricular trips and uses these data to adjust the cost-per-mile statistics of extracurricular trips each year.	Annually

FISCAL IMPACT

This recommendation can be implemented within existing resources. Although the cost per mile of extracurricular trips will increase for sponsors, SAISD will not experience any cost impact because funds will merely be moving from one account to another within the district.

Chapter 10

TRANSPORTATION

C. FLEET MAINTENANCE

The Transportation Department's maintenance operations employees are responsible for maintaining the school transportation fleet and the general service fleet. The school transportation fleet consists of 80 buses, six motor coaches and eight trip vans. The general service fleet consists of 124 cars, trucks, vans, tractors and other equipment.

Exhibits 10-23 and **10-24** compare the relative age for the regular education and special education fleets of SAISD with peer districts.

Exhibit 10-23
SAISD and Peer School District Regular Education Bus Fleet Age Distribution
1999-2000

District	Percent of Regular Education Bus Fleet in Age Category		
	1 to 5 Years	5 to 10 Years	More Than 10 Years
Abilene ISD	34%	27%	39%
Ector County ISD	52%	29%	19%
Midland ISD	8%	43%	49%
Waco ISD	33%	51%	16%
Peer Average	32%	38%	31%
San Angelo	39%	22%	39%

Source: TEA School Transportation Route Services Report 1999-2000.

Exhibit 10-24
SAISD and Peer School District Special Education Bus Fleet Age Distribution
1999-2000

District	Percent of Special Education Bus Fleet in Age Category		
	1 to 5 Years	5 to 10 Years	More Than 10 Years

Abilene ISD	39%	14%	46%
Ector County ISD	60%	23%	18%
Midland ISD	100%	0%	0%
Waco ISD	63%	21%	16%
Peer Average	66%	15%	20%
San Angelo	23%	47%	30%

Source: TEA School Transportation Route Services Report 1999-2000.

Vehicles are maintained in a facility shared with the City of San Angelo. SAISD has five bays, including one pit bay for oil changes. Parking at the facility is limited. Analysis of maintenance data, including the number hours worked annually, the annual number of maintenance hours required for SAISD's fleet mix and the maintenance bay capacity in annual hours, shows that the maintenance staffing and number of bays are adequate; the scheduled hours of mechanics are adequate to provide the annual number of required maintenance hours for SAISD's particular fleet mix based on fleet maintenance industry standards.

FINDING

The Transportation Department's preventive maintenance program is limited. Drivers conduct pre-trip inspections each time they drive a bus. The service manager and a focus group of mechanics said buses receive oil changes every 4,000 miles. All buses receive a full inspection and preventive maintenance once a year, and tires are examined two or three times per year.

In general, basic vehicle preventive maintenance should be performed every 3,000 (PM-A inspection) and 6,000 miles (PM-B inspections). The district's annual full inspection contains all of the basic preventive maintenance elements, but the average SAISD bus drives over 11,000 miles per year.

The Transportation Department is responsible for the general services fleet, but because these vehicles belong to other departments, the Transportation Department has less control over the vehicles. The mechanics said some departments are good about bringing in vehicles for regular maintenance, but others are not. The service manager said once he sent a list to all departments of each department's vehicles, the last time the vehicles were serviced, and the mileage at the time of the service to demonstrate that vehicles were overdue for service. He said many departments responded and sent their vehicles in to be serviced. The

mechanics said the general services fleet is old and has many maintenance problems.

The department has a simple vehicle maintenance information system (VMIS) that tracks work orders by vehicle. However, the system does not track costs, and the service manager does not track labor hours spent per vehicle. The Transportation coordinator would like to have the Technology Department build a system that will allow him to track costs by vehicles and flag vehicles that are becoming costly to maintain and that are due for preventive maintenance service.

In Fort Worth ISD, school buses are scheduled for a preventive maintenance inspection every 45 days. At Martin County School District in Florida, school bus inspections are performed every 20 workdays per state law and district policies.

Aggressive preventive maintenance programs help agencies avoid serious maintenance problems and breakdowns.

Recommendation 99:

Develop a more aggressive preventive maintenance program that includes the general service fleet.

The Transportation Department should develop a preventive maintenance program that involves performing 3,000-mile inspections every 90 days in addition to the annual inspection on all vehicles in the bus and general service fleet. The quarterly inspections should contain all of the basic elements of a "PM-A" preventive maintenance program.

The Transportation coordinator should meet with the Technology Department to plan modifications to the existing VMIS to assist with tracking and scheduling preventive maintenance on vehicles, and tracking the cost of maintenance for each vehicle. The existing VMIS should be modified to flag vehicles due for inspection, as well as flag vehicles that are becoming costly to maintain. The VMIS should also be modified to track labor hours. Labor hours are a part of the cost of maintaining vehicles and should be included in any cost analysis.

The service manager and Transportation coordinator should evaluate costs each month to look for trends and to identify buses that are becoming too costly to maintain.

The VMIS system should be used to remind other departments to bring their vehicles in for inspections. Every quarter, the service manager should

produce a report for each department reminding them which vehicles are due for inspection.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The service manager develops a 90-day preventive maintenance inspection plan based on the basic elements of a PM-A preventive maintenance program.	September 2001
2.	The Transportation coordinator meets with the Technology Department to plan modifications to the VMIS.	September 2001
3.	The Technology Department modifies the VMIS.	October 2001
4.	The service manager evaluates maintenance costs to identify trends and vehicles that are becoming costly to maintain.	Monthly
5.	The service manager provides preventive maintenance schedules to each department that owns vehicles in the general service fleet.	Quarterly

FISCAL IMPACT

This recommendation can be implemented within existing resources. A more aggressive preventive maintenance program may result in cost savings because the program will help avoid serious maintenance problems and breakdowns. No additional mechanics are needed to implement this recommendation.

FINDING

The Transportation coordinator developed a bus replacement plan to replace buses after 17 years, but the school board has not adopted the plan. Funds to support the plan are therefore not guaranteed. The plan would sell up to seven buses per year and purchase four to five vehicles per year. **Exhibit 10-25** provides a summary of the proposed replacement plan.

**Exhibit 10-25
Proposed Replacement Schedule**

Replacement Year	Buses Sold	Vehicle Purchases
1998-99	4	4
1999-00	3	7
2000-01	0	4

2001-02	7	5
2002-03	3	5
2003-04	4	5
2004-05	4	4
2005-06	0	4
2006-07	5	4
2007-08	4	4
2008-09	4	4
2009-10	7	4
2010-11	6	4
2011-12	3	4
2012-13	6	4
2013-14	6	4
2014-15	4	4
2015-16	7	4
2016-17	4	4
2017-18	5	4
Total Buses	86*	86*

Source: SAISD Transportation Department Leveled Purchasing Replacement Schedule, revised 01/01

**Includes six motor coaches*

The district has a very high spare ratio. The spare ratio is the percent of buses an organization has over and above the number of buses needed for peak service. Spare buses are used when peak buses are out of service due to preventive maintenance servicing, breakdowns, or other circumstances. In the transit industry, typical spare ratios are around 20 percent. With 80 buses and a peak bus requirement of 57, SAISD has 23 more buses than needed for the peak requirement, or a spare ratio of 40 percent.

Exhibit 10-26 show SAISD's fleet age. The average bus is eight years old. The age of the fleet is evenly spread, with three to seven buses purchased every year.

Exhibit 10-26
SAISD Active Fleet Inventory By Model Year
2000-01

Year Purchased	Number of buses
1985	7
1986	3
1987	4
1988	4
1990	5
1991	6
1992	4
1993	7
1994	6
1995	3
1996	6
1997	6
1998	4
1999	7
2000	4
2001	5
Total Fleet	81
Average Age in Years	8

Source: SAISD Transportation Department Leveled Purchasing Replacement Schedule, revised January 2001.

In the past five years, SAISD purchased an average of five to six buses per year. The buses cost an average of \$43,914 for an average annual total of \$228,351. The proposed vehicle replacement plan would level vehicle purchases to four per year by 2004-05.

The life of a school bus is generally accepted to be 10 years of service or 200,000 service miles. If the years of service were the only criterion for replacing buses, a bus would be replaced every 10 years. An average bus in the SAISD fleet operates 11,400 miles per year. The proposed 17-year replacement schedule is, therefore appropriate for SAISD.

The vehicle replacement plan includes provisions for replacing the motor coach fleet every 17 years. The replacement cycle of the motor coach fleet is covered later in this chapter.

Recommendation 100:

Adopt a vehicle replacement plan that reduces the spare ratio and commits funds to the plan annually.

The vehicle replacement plan proposed by the Transportation coordinator maintains a spare ratio of 40 percent. The replacement plan should be modified to reduce the spare ratio to the transit industry standard of 20 percent. If staggered bell times are implemented and nine routes are eliminated, the peak bus requirement will decrease to 48. A 20-percent spare ratio for 48 buses is 10 buses, for a total of 58 buses to cover service. An additional 12 buses should be set aside for extracurricular trips, for a total of 70 buses for peak and extracurricular service. The district, therefore, can reduce its bus fleet size by 10 buses.

To reduce the size of the fleet by 10 buses, the Transportation Department can purchase two fewer buses per year than outlined in the Transportation coordinator's proposed replacement plan for five years. The replacement plan shown in **Exhibit 10-27** will reduce the average number of buses purchased per year by one starting in 2006-07.

**Exhibit 10-27
Modified Replacement Schedule**

Replacement Year	Buses Sold	Buses Purchased
2001-02	7	3
2002-03	3	3
2003-04	4	3
2004-05	4	2
2005-06	0	2
2006-07	5	4
2007-08	4	4

2008-09	4	4
2009-10	7	4
2010-11	6	4
2011-12	3	4
2012-13	6	4
2013-14	6	4
2014-15	4	4
2015-16	7	4
2016-17	4	4
2017-18	5	4
2018-19	4	5
2019-20	3	5
2020-21	0	5
Total Buses	86	76

Source: SAISD Transportation Department Leveled Purchasing Replacement Schedule, revised 01/01, TSPR

For a vehicle replacement plan to be effective it must be followed and funds must be dedicated to support it. By adopting the vehicle replacement plan and making it district policy, the school board could demonstrate its support of and dedication to maintaining an up-to-date fleet.

While buses represent a large capital investment for districts, there are many benefits to replacement plans. Replacement plans regularly introduce new buses into the fleet. The buses with the highest cost of maintenance can be replaced. Regular purchase of buses can prevent the purchase of large numbers of buses in any one year.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation coordinator modifies his plan for vehicle replacement and presents the plan to the executive director of Support Staff Services and the associate superintendent of Personnel.	September 2001
2.	The associate superintendent of Personnel presents the plan for	October

	vehicle replacement to the superintendent.	2001
3.	The superintendent presents the plan for vehicle replacement to the school board.	October 2001
4.	The school board adopts the vehicle replacement plan into policy.	November 2001
5.	The school board budgets funds to support the vehicle replacement plan.	Annually

FISCAL IMPACT

To reduce the size of the bus fleet by 10, the Transportation Department can purchase two fewer buses per year than outlined in the Transportation coordinator's proposed replacement plan for 2001-02 to 2005-06. The district currently purchases an average of 5.2 buses every year at an average annual cost of \$228,351. Assuming the average bus costs \$43,914 ($\$228,351 / 5.2 \text{ buses} = \$43,914$ average cost) and reducing purchases by 2 every year, the district will save \$87,828 per year from 2001-02 to 2005-06 ($\$43,914 \times 2 = \$87,828$).

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Adopt a vehicle replacement plan that reduces the spares ratio and commit funds to the plan annually.	\$87,828	\$87,828	\$87,828	\$87,828	\$87,828

FINDING

The Transportation Department owns six motor coaches that are used for extracurricular trips, but does not charge a premium to use the coaches. The coaches are very popular with sponsors, and are used primarily for long, out-of-town trips. The coaches are air-conditioned, have luggage space underneath, have bathrooms and televisions and are decorated on the exterior with school mascots. Comments received about the coaches during the public forum were positive.

The coaches used to be for competitions only, such as varsity and junior varsity teams and UIL competitions, but now are available to all extracurricular trip sponsors. However, the coaches are assigned on a priority basis so they are used for the most appropriate purpose. The prioritization reduces complaints.

The Transportation coordinator said the coaches average 25,000 miles per year each. He considers the coaches a good investment because otherwise

the school bus fleet would incur this mileage. The mechanics said one of the coaches' main advantages is that they are built for heavy highway use, while school buses are not. The main disadvantage of the coaches is their high initial cost. All of the coaches were purchased used and cost the district between \$50,000 and \$215,000. Over the past five years, SAISD has spent an average of about \$99,600 per year to purchase the three newest coaches. Motor coaches generally have a life of 15 years or 500,000 miles, and these coaches accrue about 25,000 miles per year. Two of the coaches are 20 years old.

The cost of new coaches varies. Assuming a new coach costs \$300,000, the coach will depreciate \$15,000 per year.

Two local charter companies were contacted to get estimates on trips. The charter companies said they charge between \$80 and \$120 an hour per trip, with a four-hour minimum for out-of-town trips.

Private businesses consider the cost of capital when setting prices for their services or products and pass the cost of capital on to the consumer. For example, when renting an automobile, the consumer expects to pay a higher rate for a luxury car than compact car. Schools can emulate private business by passing the cost of coaches on to the primary consumers. School can charge a premium to use the coaches, then put that money aside in a revolving capital account to fund the purchase of new coaches over time. Charging a premium per mile charge to fund the account has many benefits. First, the charge requires sponsoring organizations that use the coaches to assist with their replacement. Second, only the organizations that use the coaches are responsible for contributing to their replacement. Third, since many activity funds have third party contributors, such as booster clubs, the cost of newer vehicles can be partially offset by private contributors rather than taxpayer dollars.

Used coaches, particularly newer used coaches, provide an alternative to purchasing new, expensive coaches. Newer used coaches have many benefits. First, newer coaches are more road-worthy than older coaches, have fewer maintenance problems, and have safety features that older model coaches may not have.

Recommendation 101:

Modify the motor coach vehicle replacement schedule and implement a capital revolving account to replace the motor coaches every 15 years.

SAISD should modify the replacement cycle for the motor coach fleet and make plans to replace the fleet every 15 years using a capital revolving

account. A capital revolving account will allow the district to set aside funds specifically for purchasing replacement motor coaches. The capital revolving account will be funded with a per-mile charge of 56 cents per mile for all extracurricular trips using the motor coaches in addition to the regular per mile charge for trips. With six coaches operating 25,000 miles per year, the account should accrue \$84,000 per year, plus interest.

The 56-cent per mile charge allows for a 15-year replacement cycle for the motor coaches. For six coaches, this replacement cycle requires purchasing a new used coach every two and a half years. When purchasing replacement vehicles, the Transportation Department should purchase newer used coaches that have approximately 15 years worth of life left. Coaches that are six or seven years old and have been well maintained should be targeted for purchase. Assuming \$15,000 per year depreciation, coaches of this age will cost between \$200,000 and \$215,000. The replacement cycle assumes an average coach price of \$210,000 each.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation coordinator presents his plan for coach replacement to the executive director of Support Staff Services and the associate superintendent of Personnel.	February 2002
2.	The associate superintendent of Personnel presents the plan for coach replacement to the superintendent.	March 2002
3.	The superintendent presents the plan for coach replacement to the school board.	April 2002
4.	The school board adopts the coach replacement plan into policy.	April 2002
5.	The Accounting Department sets up a revolving capital account to fund the coach replacement plan.	May 2002
6.	The Transportation coordinator informs extracurricular trips sponsors of the additional per mile charge for the coaches.	June 2002

FISCAL IMPACT

For the past five years, SAISD has spent an average of \$99,600 per year to purchase used motor coaches while a 15-year replacement cycle will cost only \$84,000 per year. The 15-year replacement cycle will save SAISD approximately \$15,600 per year starting in 2002-03.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Modify the motor coach vehicle replacement schedule and	\$0	\$15,600	\$15,600	\$15,600	\$15,600

implement a capital revolving account to replace the motor coaches every 15 years.					
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Chapter 10

TRANSPORTATION

D. SHARED SERVICES

FINDING

SAISD and the City of San Angelo have a cooperative relationship, which began in the 1970s when the city and district decided to build a shared vehicle maintenance facility. The city donated the land, and the city and the district split the construction costs. This facility is still in use today. Although they share a facility, the maintenance functions of SAISD and the city are separate. The SAISD work area is separated from the city's work area by a wall. SAISD has its own maintenance staff, parts room, supplies and parking. SAISD maintains and makes improvements its own maintenance bays.

In addition to the shared facility, SAISD and the city also share a vehicle wash system, fueling system and oil storage facility. The fueling system and vehicle wash systems were joint purchases, with each entity contributing half of the cost. The city maintains the fueling system and bills the district, and the district maintains the washing system and bills the city. The city and district also share office space on the site of the maintenance complex. The Transportation coordinator performed an analysis in which he estimated the shared diesel fuel purchases saved the district \$9,000 annually.

The Transportation coordinator, service manager and mechanics said in addition to shared facilities, they have the opportunity to share knowledge and some tools with city mechanics.

The Transportation coordinator said he is not aware of any problems with the shared services with the city. The arrangement has allowed the two entities to save money by sharing costs, space and equipment.

COMMENDATION

SAISD and the City of San Angelo successfully share a maintenance facility, fueling, and washing systems.

FINDING

The Transportation Department does not pursue opportunities for coordination with other school districts in the area. Coordination allows agencies or organizations to share services and pool resources, which can

result in cost savings or in providing services that would otherwise not be available.

The Transportation Department provides driver training and retraining, has plans to expand its driver training curriculum, has a training staff and is interested in starting an annual bus ROAD-EO. At SAISD, inexperienced drivers receive 20 hours of training, 10 of which is dedicated to qualifying for a commercial driver license (CDL). Experienced bus drivers with a CDL receive four hours of training. As required by state law, all drivers must pass the 20-hour School Bus Driver Safety Training Certification Course, which is taught by the state's Regional Education Service Centers and take the eight-hour School Bus Driver Safety Training Recertification Course when their certification expires.

The special education supervisor is one of Regional Education Service Center XV's (Region 15) instructors for these classes. He designed a small obstacle course in the parking lot of the maintenance facility for driver training and practice. The course includes railroad tracks, stop signs and a window box to check window positions.

The department began a retraining initiative in 2000 and plans to provide eight hours of retraining to all drivers each summer. The retraining will focus on safety issues and stress management. Drivers are also retrained if they are involved in accidents. They are not paid for the four hours of mandatory retraining, which is an incentive to avoid preventable accidents.

The department created three driver/trainer positions in 2000. The driver/trainers provide the retraining. The driver/trainers would like to expand the training to include hands-on training for emergency situations. The driver/trainers, special education supervisor and Transportation coordinator plan to develop an expanded training curriculum this summer. The Transportation coordinator and special education supervisor said they would also like to set up a bus ROAD-EO program at their district.

Most of the small districts in Tom Green County provide a minimum level of driver training. Providing additional training or annual retraining in small districts is difficult due to limited resources. Grape Creek ISD Transportation Department recently contracted with the SAISD Transportation Department to provide two four-hour courses on driver safety training to 32 drivers. The training covered Texas laws on bus pre-trip inspections, emergency evacuations, bus loading and unloading, bus stops, railroad crossing hazards, stop signs, backing up a bus and bus mirror adjustment. SAISD charged Grape Creek ISD \$15.00 per hour for the courses, for a total of \$120.

In the transit industry, training is one of the simplest ways to coordinate agency resources. The Gulf Coast Coordinating Council in Galveston and Brazoria counties developed a safety committee dedicated to promoting safety regulations for operating passenger and cargo vehicles in the community. The committee developed driver safety standards and works to coordinate training efforts among agencies to maximize their resources. Examples of coordinated training provided include computer training for member agency administrative staff; passenger assistance training and driver safety training for 14 drivers of member agencies, and transit bus emergency evacuation training for 32 drivers, operators and supervisors of member agencies.

Recommendation 102:

Investigate coordinating with other districts in Tom Green County to provide expanded driver training and retraining.

SAISD should investigate opening expanded training to other districts in the area or providing training services to other districts on a contractual basis. The SAISD Transportation Department has certified trainers on staff, has a training curriculum in place, is planning expansion of that curriculum, and is investigating implementing a bus ROAD-EO. SAISD could assist other districts by offering training resources for a reasonable fee.

If agreeable, SAISD should meet with the transportation directors of the other districts in Tom Green County to discuss interest in and options for coordinated driver training. Some districts may be interested in contracting with SAISD, as Grape Creek ISD did, to provide specialized training as needed. Some districts may be interested in sending drivers to SAISD for initial driver training or annual retraining. SAISD could charge for the trainer's time and materials to cover the cost of providing the training.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Transportation coordinator, special education supervisor, and driver/trainers complete the expanded driver training curriculum.	September 2001
2.	The Transportation coordinator develops a list of training services that could be provided to other local districts.	September 2001
3.	The Transportation coordinator meets with transportation directors and superintendents of other school districts to discuss options and interest in coordinated driver training with SAISD.	October 2001

FISCAL IMPACT

This recommendation can be implemented within existing resources. The Transportation Department could charge back the cost of training to the districts receiving the training.

Chapter 11

FOOD SERVICES

This chapter examines the San Angelo Independent School District's (SAISD's) Food Services operations in three sections:

- A. Organization and Management
- B. Meal Participation
- C. Financial Management

School Food Services operations are responsible for providing students and staff with an appealing and nutritious breakfast and lunch at a reasonable cost in an environment that is safe, clean and accessible. Each of these responsibilities must be accomplished in compliance with applicable federal and state regulations as well as local board policy.

BACKGROUND

Food Services operations at SAISD are organized under the Food Services Department. The SAISD Food Services Department has operated profitably in each of the last six years and has an accumulated fund balance of more than \$2.2 million for the period ended August 31, 2000, as shown in **Exhibit 11-1**. The 2000-01 budgeted expenditures are \$5,051,160.

Exhibit 11-1
SAISD Food Services Revenue and Expenditures
1998-99 through 2000-01

	1998-99 Actual	1999-2000 Actual	2000-01 Budget	Percent Change
Revenues				
Local	\$1,450,436	\$1,454,996	\$1,632,899	12.6%
State	\$177,148	\$147,775	\$181,500	2.5%
Federal	\$2,978,175	\$2,948,511	\$3,042,440	2.2%
Total Revenue	\$4,605,759	\$4,551,282	\$4,856,839	5.5%
Expenditures				
Payroll	\$2,293,367	\$2,383,468	\$2,515,555	9.7%
Contracted Services	\$33,723	\$58,261	\$50,400	49.5%
Food and Supplies	\$2,032,117	\$1,622,539	\$2,067,750	1.8%

Other Operating Expenditures	\$6,815	\$13,589	\$11,800	73.1%
Capital Outlay	\$155,198	\$285,111	\$405,655	161.4%
Total Expenditures	\$4,521,220	\$4,362,968	\$5,051,160	11.7%
Net Profit (Loss)	\$84,539	\$188,314	\$(194,321)	N/A
Fund Balance (Beginning)	\$2,015,907	\$2,100,447	\$2,288,762	N/A
Fund Balance (Ending)	\$2,100,447	\$2,288,762	\$2,094,441	(.29%)

Source: SAISD Annual Financial Reports for 1998 through 2001.

The district has experienced a loss of enrollment of 1,386 students in the last five years, which is an overall decline of 8 percent of the Food Services Department sales base. In 2000-01, enrollment declined by 304 students. The majority of the enrollment decline occurred in the elementary schools. Nineteen campuses experienced a decline in enrollment from the previous year. Even with declining enrollment, the Food Services Department has increased student meal participation since 1997-98.

Chapter 11

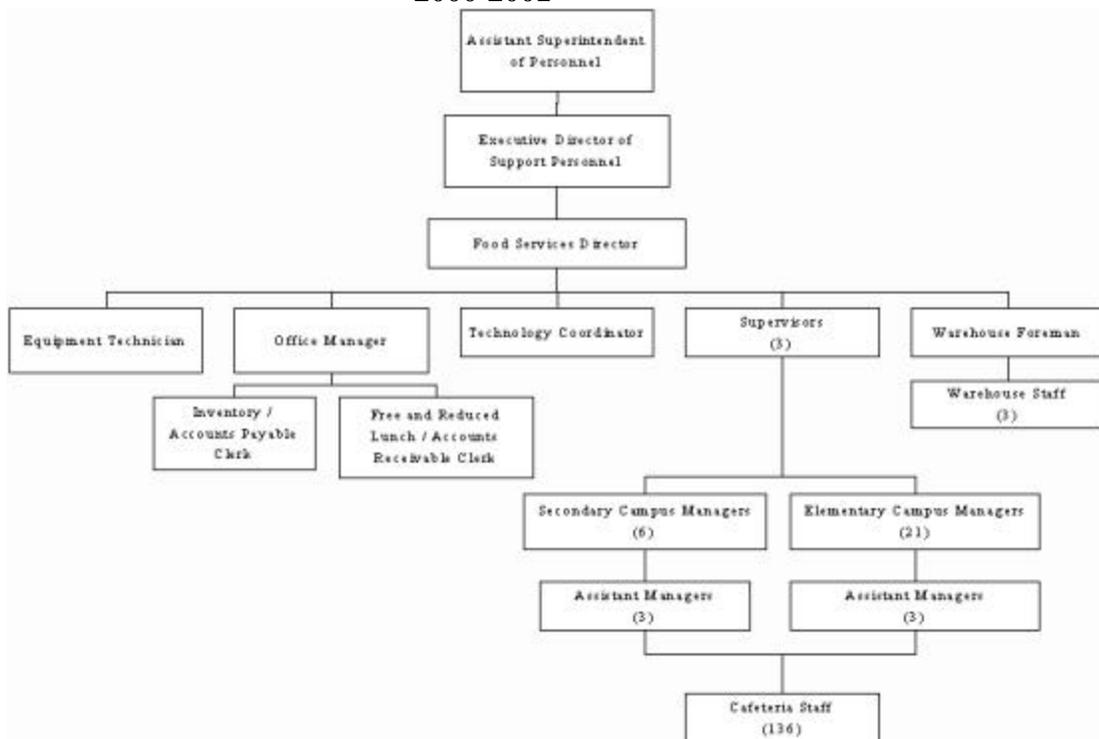
FOOD SERVICES

A. ORGANIZATION AND MANAGEMENT

SAISD's Food Services Department has 182 employees. The central administration office for Food Services consists of one director, three supervisors, a technology coordinator, one office manager and two clerical staff, four warehouse staff, an equipment technician and one maintenance employee. For cafeteria operations, the district employs 27 managers, 6 assistant managers, and 136 cafeteria workers as shown in **Exhibit 11-2**.

Exhibit 11-2

**AISD Food Services Department
Organizational Chart
2000-2001**



Source: SAISD Food Services Department, April 2001.

The SAISD Food Services Department participates in the following activities and operations:

- National School Lunch Program;
- School Breakfast Program;

- Summer Meal program;
- Free and Reduced-Price Lunch Applications;
- Commodity program;
- A la carte program;
- Concessions and catering;
- Special programs including Texas Assessment of Academic Skills (TAAS) breakfast, carnivals, Even Start and United Way;
- Snack program; and
- Warehouse operations.

The SAISD Food Services Department adopted the following mission statement as a reflection of its purpose and goals:

To assist the education process of the students of San Angelo Independent School District by providing excellent Food Services programs that meet the nutritional needs of the students, promote customer service, and maintain financial responsibility to the public sector.

The mission statement embodies three goals that further define daily operations:

1. **Providing nutritious meals to students.** The Food Services Department has implemented the "Food-based menu option" established by the United States Department of Agriculture (USDA). The menu program increases the number of grain products and vegetable or fruit servings required for a reimbursable meal. By adding these additional servings, the students are provided meals that contain less fat and more essential vitamins. The Food Services Department also provides classroom instruction in the area of nutrition to help students make healthy food choices.
2. **Providing a positive experience for students.** Menus are monitored for student acceptance, and new programs are implemented to meet customer needs. Each campus staff is responsible for developing a campus plan that addresses the needs and concerns of their operation.
3. **Having a financial responsibility to the public sector.** The Food Services Department has generated a profit for the last 6 years and has more than \$2.2 million in its fund balance.

The Food Services Department participates in the National School Lunch Program and School Breakfast Program and operates a summer meal program. It has also developed the TAAS Project, which assists teaching staff and students during the TAAS by providing free breakfasts to all students and faculty members involved in the two test dates. The Food

Services Department makes this project available to all elementary campuses and to secondary school campuses as requested.

The Food Services Department is also responsible for providing concessions for various functions held throughout the district. All net proceeds generated from concession services benefit the district's athletic programs. The department received the Texas School Food Services Association's Gold Award in June 1997 for the programs and processes it has implemented.

Exhibit 11-3 shows the cafeteria workers that perform Food Services operations at the campus level.

Exhibit 11-3
SAISD Cafeteria Staffing at Campus Level
2000-01

School	Full-time Employees	Part-time Employees	Total Staff
Central High School	9	2	11
Lakeview	6	3	9
Edison	9	3	12
Glenn	9	4	13
Lee	9	3	12
Lincoln	9	4	13
Secondary Subtotal	51	19	70
Alta Loma	5	0	5
Austin	6	0	6
Belaire	5	0	5
Blackshear	3	0	3
Bonham	4	0	4
Bowie	3	1	4
Bradford	6	0	6
Carver	2	1	3
Crockett	5	0	5
Day	5	0	5

Fannin	4	0	4
Fort Concho	4	0	4
Glenmore	5	0	5
Goliad	5	1	6
Holiman	4	0	4
McGill	5	0	5
Reagan	6	0	6
Rio Vista	4	0	4
San Jacinto	6	0	6
Santa Rita	4	0	4
Travis	5	0	5
Elementary Subtotal	96	3	99
District Total	147	22	169

Source: SAISD Food Services Department, April 2001.

The director of Food Services has more than 13 years of experience in food service programs at various levels of administration. She has been employed by SAISD since July 1994 and was also employed by the Texas Education Agency's (TEA) Regional Education Service Center XV (Region 15) as a child nutrition specialist. Prior to joining SAISD, she served 6 years as the Food Services director for Breckenridge ISD.

FINDING

The district's Food Services Department has established staffing levels for all its cafeteria sites based on established industry standard meal production requirements.

Exhibit 11-4 compares 1994-95 Food Services Department staffing to staffing levels present for 2000-01.

Exhibit 11-4
SAISD Food Services Staffing Table

Position	1994-95	2000-01	Change
Cafeteria Workers	181	169	(12)

Warehouse staff	4	4	0
Supervisors	2	3	1
Equipment technician	1	1	0
Clerical staff	4	3	(1)
Director	1	1	0
Technology Technician	0	1	1
Total	193	182	(11)

Source: SAISD Food Services Department, April 2001.

Production reports and meals per labor hour statistics are evaluated monthly for each campus and necessary adjustments are made to align production requirements with staff resources.

Meals Per Labor Hour (MPLH) is a standard performance measure of efficiency for school districts, hospitals, restaurants and other Food Services operations. MPLH is the number of meal equivalents served in a given period of time divided by the total hours worked during that period. Meal equivalents are lunches plus an equivalent number of breakfast and a la carte sales. SAISD uses the following conversion rates for meal equivalents:

- A la carte Elementary schools \$1.25 in sales = one meal equivalent
- A la carte Secondary schools \$1.35 in sales = one meal equivalent
- Breakfast All locations One breakfast = one meal equivalent

TEA does not set standards for meal equivalents for school districts or pre-approve meal equivalent rates. School districts set their own meal equivalent rates. Usually the meal equivalents are approximately equal to the dollar value of a complete reimbursable meal.

TSPR used industry-established guidelines to evaluate SAISD's staffing structure. These guidelines were developed by Dorothy Pannell-Martin in her book *School Food Service Management for the 21st Century*. SAISD uses the standards in these guidelines for staffing its elementary school cafeterias, but uses the staffing guidelines in **Exhibit 11-6** to staff its secondary school cafeterias.

Exhibit 11-5 illustrates SAISD's MPLH for each campus kitchen compared to the industry standard.

**Exhibit 11-5
Recommended Meals Per Labor Hour (MPLH)
April 2000**

Number of Meal Equivalents	Meals Per Labor Hour (MPLH)	
	Conventional System	Convenience System
	Low/High	Low/High
Up to 100	8/10	10/12
101-150	9/11	11/13
151-200	10-11/12	12/14
201-300	13/15	15/16
301-400	14/16	16/18
401-500	14/17	18/19
501-600	15/17	18/19
601-700	16/18	19/20
701-800	17/19	20/22
801-900	18/20	21/23
901+	19/21	22/23

Source: School Food Service Management for 21st Century, 5th Edition, Dorothy Pannell-Martin.

The conventional system includes the preparation of food from raw vegetables and from scratch while using some bakery bread and prepared pizza and also washing dishes. The convenience system uses the maximum amount of processed food and disposable items. TSPR used the conventional system to evaluate Food Services productivity since it is a more conservative approach than the convenience system. SAISD also uses the conventional system staffing guidelines.

**Exhibit 11-6
SAISD Secondary School Staffing Guidelines
2000-01**

Meal Equivalents	Conventional System Low	Conventional System High
------------------	-------------------------	--------------------------

501-600	12	14
601-700	13	15
701-800	13	15
801-900	14	16
901 up	15	17
District Goal	13	15

Source: SAISD Food Services Department.

If the MPLH rate is lower than the recommended rate, either the number of meals served is low or the number of hours worked is high. The number of hours worked is a function of two variables: the number of staff employed and the hours per worker. Both variables can be controlled.

Exhibit 11-7 shows the district's MPLH for each campus as compared to the industry standard using the convenience system.

Exhibit 11-7
SAISD Meals per Labor Hour
October 2000

School	Average Daily Meals Served	Daily Hours Worked	SAISD Reported MPLH	Industry Standard MPLH	MPLH Variance +/-
Central High School	823	64.5	12.8	13	(0.2)
Lakeview High School	536	48.0	11.2	12	(0.8)
Edison Junior High	817	64.0	12.8	13	(0.2)
Glenn Junior High	878	66.5	13.2	13	0.2
Lee Junior High	778	64.0	12.2	13	(0.8)
Lincoln Junior High	1,047	69.0	15.2	15	0.2
Alta Loma Elementary	495	34.0	14.6	15	(0.4)
Austin Elementary	646	38.5	16.8	16	0.8
Belaire Elementary	485	32.5	14.9	14	0.9
Blackshear	242	21.0	11.5	12	(0.5)

Elementary					
Bonham Elementary	473	26.5	17.9	16	1.9
Bowie Elementary	371	24.0	15.5	15	0.5
Bradford Elementary	620	40.5	15.3	15	0.3
Crockett Elementary	545	33.0	16.5	15	1.5
Day Elementary	512	32.0	16.0	16	0.0
Fannin Elementary	428	27.0	15.9	14	1.9
Fort Concho Elementary	381	26.0	14.7	14	0.7
Glenmore Elementary	463	33.0	14.0	15	(1)
Goliad Elementary	550	35.5	15.5	15	0.5
Holiman Elementary	362	25.5	14.2	14	0.2
McGill Elementary	477	33.0	14.5	15	(0.5)
Reagan Elementary	704	40.5	17.3	17	0.3
Rio Vista Elementary	447	27.0	16.6	14	2.6
San Jacinto Elementary	701	40.5	17.3	17	0.3
Santa Rita Elementary	361	25.5	14.2	14	0.2
Travis Elementary	488	31.5	15.5	15	0.5
Carver Alternative	163	16.5	9.9	10	(0.1)
District Total	14,793	1,019.50	14.51	N/A	

Source: SAISD Food Services Department, April 2001 and Dorothy V. Pannell, Controlling Costs in the Foodservice Industry.

The State Comptroller's School Performance Review report issued in June 1995 recommended that SAISD establish employee productivity standards and reduce staffing levels through hiring freezes and attrition.

By reducing 11 part-time positions by approximately four hours each since 1994-95, the district has saved more than \$41,000 annually in salary costs.

COMMENDATION

The Food Services Department has established staffing and labor hour standards for all its cafeteria sites based on meal production requirements.

FINDING

The Food Services Department provides monetary incentive to Food Services workers who complete certification classes.

The Texas School Food Services Association developed a certification program to train Food Services workers. Certification courses are offered for the following levels:

- Level 1 Apprentice
- Level 2 Technician
- Level 3 Specialist
- Level 4 Manager
- Level 5 Supervisor
- Level 6 Coordinator
- Level 7 Administrator

The SAISD board of trustees adopted the following one-time incentive pay scale in August 1996:

- Level 1 \$ 50
- Level 2 \$100
- Level 3 \$150
- Level 4 \$200
- Level 5 and above \$250

Employees who provide a copy of their certificate to the Food Services office receive certification pay. The Food Services office distributes payments once per semester.

In addition to monetary incentives, the Food Services Department periodically conducts Texas School Food Services Association certification classes and has developed and conducted an Assistant Manager's training program. As a result of monetary incentives and training, 52 out of 136 Food Service workers have obtained advanced certification and have increased their knowledge and skills in food preparation, menu development, kitchen sanitation and cafeteria management.

COMMENDATION

The Food Services Department provides incentives to employees to obtain advanced skills.

FINDING

The Food Services Department has developed an effective marketing program focusing on customer service through staff training, menu enhancements and promotions.

As seen in **Exhibit 11-8**, in a survey of principals and assistant principals, teachers, parents and students about Food Services operations, respondents said that the cafeteria food looks and tastes good. Principals and teachers agreed that students have enough time to eat, although students disagreed.

**Exhibit 11-8
TSPR Food Services Survey Results
March 2001**

Survey Question	Strongly Agree/Agree	No Opinion	Disagree/Strongly Disagree
<i>The cafeteria's food looks and tastes good.</i>			
Principals and Assistant Principals	92.3%	3.8%	3.8%
Teachers	54.4%	18.8%	26.7%
Students	24.6%	41.5%	33.9%
<i>Students have enough time to eat.*</i>			
Principals and Assistant Principals	100.0%	0.0%	0.0%
Students	26.9%	12.9%	60.3%
<i>Students wait in food lines no longer than 10 minutes.</i>			
Principals and Assistant Principals	100.0%	0.0%	0.0%
Teachers	70.3%	15.9%	12.9%
Students	30.4%	26.9%	42.7%

Source: TSPR Survey, March 2001.

**This question was not posed to teachers.*

It should be noted that there were only five principals and administrators who responded to the survey. Survey results also indicated that cafeteria staff is helpful and friendly, cafeteria facilities are sanitary and neat and the food is served warm.

COMMENDATION

The Food Services Department marketing program has led to increased overall lunch participation.

Chapter 11

FOOD SERVICES

B. MEAL PARTICIPATION

Various factors have had an impact on lunch and breakfast participation, including open campuses at the high schools, block scheduling at high schools and junior high schools and control by campus principals regarding certain meal programs such as a la carte pizza and ice cream sales. A fire at Lakeview High School in May 1998 also affected lunch participation significantly.

Food Services revenue comes largely from student enrollment. SAISD student enrollment has been declining since 1995-96. The majority of the enrollment decline has occurred at the elementary level. Despite the enrollment decline and other factors detrimental to participation, SAISD lunch participation rates have increased since 1995-96.

In contrast to increased lunch participation, breakfast participation has decreased from the 1996-97 level and is significantly lower than lunch participation. **Exhibit 11-9** provides the enrollment and participation rates for lunch and breakfast from 1995-96 through 1999-2000.

Exhibit 11-9
SAISD Food Services Department
Meal Participation Summary
1995-96 through 2000-01

	1995-96	1996-97	1997-98	1998-99	1999-2000
Enrollment	17,489	17,354	17,240	16,730	16,406
Lunch Participation Rate*	70.4%	70.3%	71.1%	69.0%	69.4%
Breakfast Participation Rate*	12.9%	14.2%	14.6%	14.4%	14.8%

Source: TEA PEIMS for 1995 through 2000.

**SAISD Food Services Department.*

In October 2001, the district approved 50.2 percent of its students for free or reduced-price meals through the National School Lunch Program and the School Breakfast Program. In these programs, students who live in households where the household income is less than 185 percent of the

federal poverty level receive a reduced-price meal. Students receive a free meal if the household income is less than 130 percent of the federal poverty level.

SAISD receives reimbursements through the National School Lunch Program and School Breakfast Program for student lunch and breakfast costs. Twenty-three campuses were considered severe need schools, making them eligible for severe need breakfast reimbursement. Severe need is defined as any school serving at least 40 percent of meals to children eligible for free or reduced-price meals.

Exhibit 11-10 gives the federal reimbursement rates to the Food Services Department for 2000-01.

Exhibit 11-10
Reimbursement Rates
2000-01

Reimbursement Rates
Reimbursable Lunches: <ul style="list-style-type: none">• Full price: \$0.21• Reduced-Price: \$1.64• Free: \$2.04
Reimbursable Breakfasts: <ul style="list-style-type: none">• Full price: \$0.21• Reduced-Price: \$0.82• Free: \$1.12
Breakfast-Severe Needs Schools: <ul style="list-style-type: none">• Reduced-Price (Additional) \$0.21• Free (Additional) \$0.21

Source: TEA Memorandum, 2000-01.

Nearly 61 percent of SAISD students regularly eat lunch in the cafeteria, which exceeds the participation rates of all but two of SAISD's peer districts (**Exhibit 11-11**).

Exhibit 11-11
SAISD's Peer District Comparison-Lunch
2000-01

District	Enrollment	Overall Average Daily Participation (ADP)	ADP Percent of Enrollment
Abilene	17,789	12,383	69.6%
Ector	26,466	13,429	50.7%
Midland	20,507	10,780	52.6%
Waco	14,978	13,240	88.4%
San Angelo	16,101	9,745	60.5%

Source: Survey of Peer Districts and SAISD Food Services Department.

School Food Services Management, lists the expected participation rates for lunch by grade level. SAISD's participation rates in elementary and middle schools are greater than the levels expected, and the high schools are less than the expected participation rate (**Exhibit 11-12**).

Exhibit 11-12
Expected and Actual SAISD Lunch Participation Rates
By Grade Level
October 2000

Grade Level	Expected Participation Rate*	Actual Participation Rate**	Percent Difference: Expected vs. Actual
Elementary School	70.0%	79.7%	9.7%
Junior High Schools	60.0%	52.6%	(7.4%)
High Schools	50.0%	21.0%	(29.0%)

**Source: Pannell-Martin, School Foodservice Management, 4th Ed,*

SAISD Food Services Department.

**Source: SAISD Food Services Department.

Participation rates for the Free and Reduced-Price Lunch Program also reflect this pattern of participation by grade (**Exhibit 11-13**).

**Exhibit 11-13
Participation by School Type in Free and
Reduced-Price Lunch Programs
Month of October 2000**

	Eligible	Participation	Percent Participation
Elementary Schools	5,143	4,643	90.3%
Junior High Schools	1,618	1,179	72.9%
High School	920	428	46.5%
District wide	7,681	6,250	81.4%

Source: SAISD Food Services Department, October 2000.

Participation rates in the Free and Reduced-Price Lunch Program vary from 46.9 percent to 75.1 percent among the six SAISD secondary schools, as shown in **Exhibit 11-14**. Carver Learning Center does not have a cafeteria.

**Exhibit 11-14
Free and Reduced-Price Lunch
Participation Rates at SAISD Secondary Schools
October 2000**

Secondary School	Eligible	Average Daily Participation (ADP)	Percent ADP of Eligible Students
Central High School	486	228	46.9%
Lakeview High School	393	200	50.9%
Edison Junior High	540	401	74.3%
Glenn Junior High	206	140	68.0%
Lee Junior High	259	185	71.4%
Lincoln Junior High	603	453	75.1%
Total Secondary Schools	2,487	1,607	64.6%

Source: SAISD Food Services Department October 2000.

According to Pannell-Martin, several factors influence students regarding food at school, including the following:

- Menu-the single most important variable;
- Price-no longer the most important variable;
- Quality of food;
- Image of the Food Services program held by students, especially by high school students;
- Value parents place on nutrition, and their perception of how nutritious the meals are at school;
- Ages of students-older students participate in school lunch programs less frequently than younger ones;
- Gender of students-male students participate more frequently than females;
- Location, urban or city-students from rural areas participate more often than students from urban areas; and
- Attitudes of the Food Services employees.

Additional factors are associated with nonparticipation. For example, for students concerned with losing weight, a salad bar is effective and is often promoted with a sign saying, "Make it your way" or "You decide how many calories you eat." The Food Services manager always has to consider the competition. In closed campuses the competition is limited but still exists from lunches brought from home, vending machines or not eating at all.

To increase participation and serve all students in less time, the cafeteria manager needs to know what the customer wants. The cafeteria manager can determine customer's preferences through surveys and ongoing discussions with customers. Students need to know that Food Services is delivering high-quality, nutritious lunches at the best price. One way for Food Services to demonstrate the low prices of its products is to display posters comparing the prices of key menu items with prices that popular fast-food restaurants charge for similar items.

To maintain customer interest and increase participation and customer satisfaction, Food Services should provide a variety of menu items, and high-quality food and service. In addition, Food Services should train all employees to be salespersons and to act as if the Food Services were their own business.

FINDING

Beginning with the 1994-95 school year, the district implemented a computer program to centralize the application process for free and reduced-price lunches and breakfasts. Previously, 28 principals and four Food Services Department staff members handled the application process at the beginning of the school year. With centralization, the district reduced the number of computer errors significantly. The new computer system also saved approximately 400 labor hours in the Food Services Department. The district realized a 5.5 percent increase in students eligible to receive benefits from the secondary schools since implementing the computer process.

The district also accepts group applications for families with children in more than one district school, which reduces paperwork. Parents complete one application per household, instead of filling out paperwork at each campus where they have students attending school. Family applications also help relieve the stigma of applying for benefits for junior high and high school students. With a technology upgrade in 1999-2000, the district was able to directly link its student database to the free and reduced-price application program using social security numbers.

COMMENDATION

SAISD's Food Services Department combined technology with centralization to increase the number of students identified for free and reduced-price lunches.

FINDING

SAISD's Food Services Department operates a summer meal program that provides meals to children during summer months. This program provides meals for summer school students, needy children in the community and community organizations that offer children's programs.

The summer meal program also employs 50 regular district food service employees. By having these jobs available in the summer, the district can maintain trained employees for the regular school year. In addition, the revenue generated from the program provides additional funding for the district.

In the summer of 1995, the district expanded the program to include 13 breakfast sites and increased transportation services to accommodate the additional locations. To ensure the success of the program, the district incorporated breakfast into the regular class schedule by providing a bag breakfast that allows students to be served in the least amount of time possible.

COMMENDATION

SAISD provides summer meals to children in the community and generates additional funds for the district.

FINDING

By failing to identify all students eligible for the free and reduced-price meal benefits through the National School Lunch Program and School Breakfast Program, SAISD is losing federal Compensatory and Title I funds.

School districts receive compensatory education funds based on the number of students who qualify for free and reduced-price lunches and breakfasts. SAISD receives an increased compensatory educational allotment of an additional \$484 for each student identified as eligible to participate in the free and reduced-price lunch and breakfast programs. Failing to identify these students keeps the district from accessing additional funds.

Identifying students who are eligible for free and reduced-price lunches and breakfasts is a difficult process. Parents are sometimes reluctant to complete program applications because of pride, or they may not understand the forms. Also, students may not want to be identified as economically disadvantaged and request that parents leave them off the applications.

Some successful programs have adopted the following techniques:

- Direct certification-Not requiring families to complete an application for the federal free and reduced-price lunch and breakfast programs if the students are pre-certified as eligible by the Texas Department of Human Services through the Temporary Assistance for Needy Families (TANF) program.
- Incentive awards-Giving prizes to students and parents for completing an eligibility application. The contest is open to all students regardless of family economic status. There is no stigma attached to the application process since all students could complete an application and be eligible for the prizes, which have included televisions and bicycles in various districts.
- Advertising campaigns-Using billboards, posters, and flyers to disseminate information about the program in a positive manner.
- Parental assistance-Providing parents with assistance in completing applications. This technique is critical for non-English speaking or illiterate parents. El Paso ISD provides applications in both English and Spanish. Other districts have staff available during registration

and the first days of school to help parents read and complete the applications.

Compensatory and Title I funds flow to a school district based on the number of students approved for the National School Lunch Program and School Breakfast Program. Failure to identify all the students eligible for free and reduced-price meals keeps the district from obtaining the maximum amount of funds available.

Recommendation 103:

Develop strategies to increase the identification of students eligible for free and reduced-price meal benefits.

If the district were to implement strategies such as incentive awards and an aggressive advertising campaign to increase identification by 5 percent SAISD could receive an additional \$185,856. The district could set aside approximately 5 percent or \$10,000 of their potential Compensatory and Title I funds to purchase prizes to serve as incentive awards and mount an advertising campaign while still realizing a potential profit of \$175,856.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent, principals and Food Services director establish a marketing program to increase awareness of the National School Lunch Program and School Breakfast Program through media available to the district that encourages completing the application for free and reduced-price meal benefits.	November 2001 - March 2002
2.	The Food Services director selects prizes to serve as incentive awards to students.	April 2002 - May 2002
3.	The superintendent, principals and Food Services director provide staff to assist parents in completing applications during registration and to answer questions in person and by telephone in both English and Spanish.	July 2002 - August 2002
4.	The superintendent, principals and Food Services director initiate a contest to award prizes for students submitting completed applications.	August 2002
5.	The superintendent, principals and Food Services director evaluate the success of each years campaign and revise as needed.	Ongoing

FISCAL IMPACT

The district could receive \$175,856 in additional federal revenues by increasing identification of students for free and reduced-price benefits (.05 increase x 7,681 student currently identified = 384 additional students x \$484 in additional state Compensatory Education funds = \$185,856 - \$10,000 incentive award and advertising campaign = \$175,856 in additional revenues. However, compensatory enrollment is based on the prior year's best six-month average of eligible students, so the district would not financially benefit from increased enrollment until 2002-03.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Develop strategies to increase the identification of students eligible for free and reduced-price meal benefits.	\$0	\$175,856	\$175,856	\$175,856	\$175,856

FINDING

SAISD's Food Services Department has a low participation rate in the district's breakfast program. Only 13 percent of all district students purchase their breakfast on campus.

The participation rates for SAISD's breakfast program are considerably lower than the lunch program and well below the rates of their peer districts. Ninety percent of the students who purchase breakfast at campus are eligible for free and reduced-price meals (**Exhibit 11-15**). Conversely, only 10 percent of students who pay full price for their meals eat breakfast on campus.

**Exhibit 11-15
Breakfast Participation
October 2000**

School	Enrollment*	Participation	Percent Breakfast Participation	Percent Breakfast Meals Paid	Percent Breakfast Meals From Free & Reduced-Price
Central High School	2,438	60	2.5%	15%	85%

Lakeview	954	62	6.5%	8%	92%
Edison	826	59	7.1%	7%	93%
Glenn	895	37	4.1%	14%	86%
Lee	949	47	4.9%	19%	81%
Lincoln	1,036	80	7.7%	6%	94%
Pays	109	N/A	N/A	N/A	N/A
Total Secondary Schools	7,207	345	4.8%	11.0%	89.0%
Alta Loma	409	116	28.4%	4%	96%
Austin	584	95	16.3%	5%	95%
Belaire	386	100	25.9%	10%	90%
Blackshear	157	71	45.2%	0%	100%
Bonham	686	26	3.8%	65%	35%
Bowie	472	34	7.2%	44%	56%
Bradford	473	138	29.2%	8%	92%
Carver	82	41	50.0%	12%	88%
Crockett	572	72	12.6%	11%	89%
Day	384	100	26.0%	5%	95%
Fannin	323	107	33.1%	13%	87%
Fort Concho	274	81	30.0%	5%	95%
Glenmore	528	54	10.2%	17%	83%
Goliad	512	89	17.4%	9%	91%
Holiman	308	69	22.4%	7%	93%
McGill	468	76	16.2%	14%	86%
Reagan	477	139	29.1%	1%	99%
Rio Vista	306	105	34.3%	3%	97%
San Jacinto	535	164	31.0%	3%	97%
Santa Rita	406	31	7.7%	35%	65%
Travis	552	50	9.0%	26%	74%

Total Elementary Schools	8,894	1758	19.8%	9.0%	91.0%
District Total	16,101	2,103	13.1%	10.0%	90.0%

Source: SAISD Food Services Department, October 2000.

**TEA PEIMS, 2000.*

SAISD ranks last among selected peer districts in breakfast participation as shown in **Exhibit 11-16**.

Exhibit 11-16
Peer Districts
Average Breakfast Participation
2000-01

District	Average Breakfast Participation
Ector	42.6%
Waco	42.5%
Midland	41.6%
Abilene	23.9%
San Angelo	13.1%

Source: TSPR. Survey, March 2001.

Waco ISD implemented a breakfast program that allows elementary students to eat in their classrooms. The district is experiencing a 42.5 percent participation breakfast rate using this program.

Aldine ISD implemented an innovative breakfast express program at two high schools. In the breakfast express program, breakfast bags are prepared daily from eight to ten breakfast foods such as breakfast tacos, pigs-in-a-blanket, eggs and sausage. Students can pick the express bags up after the first block period and eat breakfast during the first minutes of the second block period, which is reserved for announcements and administrative tasks. The Food Services director feels that this program significantly increased breakfast participation in these two schools.

Cypress-Fairbanks ISD uses a grab-and-go approach to provide students breakfast in a very short time. Cypress-Fairbanks students have only ten minutes from the time they arrive at campus until classes begin. Pre-packaged breakfast bags are available to students as soon as the students arrive at campus.

Mount Pleasant ISD, a district with more than 4,000 students, offers a second breakfast program during the activity period at Mount Pleasant High School. This program increased revenue by \$1,371 per month during the first year of operation. The program sells reimbursable food items such as juice, milk, baked items and cereal to students and teachers. Students are allowed to eat at the first breakfast serving, the second breakfast serving or both.

Even some school districts that do not provide a daily breakfast program provide breakfast to all students on days when the TAAS is given.

School districts consistently use innovative strategies to increase their breakfast participation rates.

Recommendation 104:

Increase overall breakfast participation at all campuses through implementation of innovative strategies.

By incorporating innovative strategies, the district's participation level could be raised. If the Food Services Department were to raise breakfast participation by 7 percent to reach a participation rate of 20 percent SAISD could generate \$10,456 in additional revenues.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Food Services and cafeteria managers meet with school principals and teachers to develop strategies to increase overall breakfast participation.	September 2001
2.	The principals distribute notices to parents and students regarding the new breakfast program options that will be available to students upon their return in January.	November 2001
3.	The principals announce the new breakfast program options to all students and encourage them to participate.	December 2001
4.	The Food Services director monitors the success of various options within the program and makes adjustments as needed.	January 2002 - Ongoing

FISCAL IMPACT

By implementing innovative strategies, overall breakfast participation is estimated to increase by at least 7 percent of total breakfast sales (\$249,365), or \$17,456. SAISD calculated its food costs including commodities as 40 percent of revenue for 2000-01, or \$6,984. After subtracting \$6,984 in food costs from additional food sales, the Food Services Department could generate an additional \$10,472. Developing and implementing strategies may not be possible until the second semester of the school year, therefore additional revenues are reduced by 50 percent for the first year.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Increase overall breakfast participation at all campuses through implementation of innovative strategies.	\$5,236	\$10,472	\$10,472	\$10,472	\$10,472

FINDING

SAISD's Food Services Department does not offer nutrition education to students on a regular basis. The district's health and science curriculum offers some information, but extensive efforts are not in place.

SAISD recognizes the positive impact of nutritious food on student performance and well-being and has employed a registered dietician to assist with menu planning. Putting nutritious food on the menu, however, does not mean that students will eat it. Students prefer to eat less nutritional foods such as french fries, hot dogs, hamburgers, pizza and macaroni and cheese instead of nutritional foods such as fruit, vegetables, poultry and fish.

Austin ISD implemented an innovative and comprehensive nutrition program. Austin ISD works closely with the American Heart Association, the University of Texas Extension Center and the Associated Milk Producers to inform teachers and parents of the latest research. Austin ISD provides information to students and encourages them to improve their diets. Austin ISD also sends information to cafeteria managers and principals about the positive effects of good nutrition and emphasizes the need for a quality, affordable breakfast program. Austin ISD participates in an elementary school-based intervention program designed to promote non-smoking, increased physical activity and consumption of food that is low in sodium and saturated fat.

Recommendation 105:

Develop and implement a comprehensive nutrition program for SAISD students.

A comprehensive program would include education on the benefits of good nutrition as well as how to eat healthy. Pamphlets and brochures could be distributed to students and conspicuously displayed in the cafeterias.

SAISD should seek local affiliation with agencies such as the American Heart Association and other organizations promoting health and nutrition. SAISD could team with these agencies to provide educational programs similar to the programs available at Austin ISD.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Services director seeks private industry and nonprofit partners to develop instructional programs and literature.	October 2001 - Ongoing
2.	The Food Services director and principals schedule and conduct annual nutritional awareness programs at each campus at the beginning of each school year.	September of each year
3.	The Food Services director works with principals and cafeteria managers to develop educational material to be distributed to students, parents and staff.	October 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 11

FOOD SERVICES

C. FINANCIAL MANAGEMENT

The Food Services Department has an annual operating budget of more than \$5 million for 2000-01. Revenue to support the Food Services operations comes from three main sources, federal, state and local monies (**Exhibit 11-1**).

As shown in **Exhibit 11-17**, expenditures have increased 4.7 percent since 1996-97. The greatest increase in Food Services expenditures, excluding capital outlay, from 1996-97 to 1999-2000 was for salaries. This was due to retirement incentives and general salary increases. The large decrease in supplies expense from 1998-99 to 1999-2000 was due to an accounting change in the way expenses are accrued at the end of the fiscal year.

Exhibit 11-17
SAISD Food Services Expenditures
1996-97 through 1999-2000

	1996-97	1997-98	1998-99	1999-2000	Percent Change
Payroll	\$2,131,246	\$2,194,994	\$2,293,367	\$2,383,468	11.8%
Professional and Contracted Services	\$63,611	\$35,886	\$33,723	\$58,261	(8.4%)
Supplies	\$1,906,602	\$1,740,940	\$2,032,117	\$1,622,539	(14.9%)
Other Operating Expenditures	\$4,842	\$6,312	\$6,815	\$13,589	180.7%
Capital Outlay	\$59,403	\$81,790	\$155,198	\$285,111	380.0%
Total	\$4,165,704	\$4,059,922	\$4,521,220	\$4,362,968	4.7%

Source: SAISD Food Services Department.

Non-capital expenditures for the four-year period actually decreased 0.7 percent. Although enrollment decreased, the number of meals served actually increased due to the innovative and aggressive marketing techniques the Food Services Department implemented. Food Services revenue and fund balances have paid for increases in the Food Services capital outlay budget.

FINDING

The Food Services Department operates profitably and is able to contribute financially to the general operating fund.

Since 1994-95, the Food Services Department has made significant financial gains by implementing strategies to increase revenue and reduce cost. The financial strategy also included building the department financial reserves to provide necessary funding to expand services to children, upgrading technology and addressing facility and equipment needs. The district projects a fund balance for August 31, 2001 of more than \$2 million, despite capital expenditures of more than \$400,000.

Several strategies have contributed to the increase in reserve funds, including:

- Marketing strategies such as more menu options, increased serving sizes of fruits and vegetables and more a la carte items;
- Expanding the use of commodities;
- Increasing meal prices in 1994-95; and
- Increasing a la carte sales.

The Food Services Department has controlled expenditures through the following strategies:

- Monitoring profit and loss statements to identify potential excessive expenditures by site;
- Reviewing campus purchase requisitions to ensure it orders appropriate products and quantity levels;
- Using commodities in menus to the fullest extent;
- Establishing meals per labor hour standards for staffing campus cafeterias;
- Implementing training programs on ways to reduce cost; and
- Sharing financial information with managers.

COMMENDATION

SAISD has developed strategies to increase profits since 1994-95.

FINDING

SAISD Food Services has not implemented its computerized point-of-sale cash receipts system.

A point-of-sale system automatically records the following information:

- Student free and reduced-price lunch participation and sales;
- All other meal and snack sales by purchaser category;
- Cash receipts;
- Meal ticket payments;
- Charges; and
- Snack sales.

The Food Services Department purchased Fastlane point-of-sale software for campus food service operations in September 1999 but has not implemented the system. This system would provide immediate information regarding student participation in each cafeteria while ensuring confidentiality for students participating in the free and reduced-price meal programs.

The district plans to conduct pilot installations of the point-of-sale system during the fall 2001. The district has not yet determined the pilot sites or the method of student identification. The district is considering identifying students through fingerprints, keypad entry and encoded cards. The district

prepared bid specifications for a Request for Proposals (RFP) but has not selected a vendor. The Food Services Department technology coordinator estimates that additional costs to implement the system at \$144,625:

25 office computer enhancements	\$40,000
14 Point-of-sale units	37,730
59 Finger Image Input Devices	64,605
10 Cash drawers	<u>2,290</u>
Total estimated cost	\$144,625

The Food Services Department fund balance is sufficient to cover the necessary installation and training costs.

SAISD cafeteria staff extract financial and participation information from cash register tapes for manual entry into the V-B.O.S.S. system. This manual transfer of data from one system to another makes district data susceptible to errors that could result in erroneous financial and participation information reported to federal and state agencies. For example, during 1999-2000 errors were discovered in financial information transcribed from cash register tapes to V-B.O.S.S.

The Fastlane point-of-sale system will also provide financial information such as sales by menu item, sales by campus, volume of cash sales, prepaid sales and sales to students versus sales to adults. This system is critical to the Food Services Department as a management tool in

analyzing the financial operations of each cafeteria as well as providing information regarding the popularity of menu items. The point-of-sale system is not currently configured to provide expenditure data, such as inventory usage and salary costs.

Recommendation 106:

Install the point-of-sale cash register system and provide training to cafeteria staff.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Services director meets with the budget officer and the director of Technology to determine a compatible keyless student identification system.	October 2001
2.	The Food Services director and the director of Technology prepare a request for quotes (RFQ) to submit to prospective vendors.	November 2001
3.	The Food Services director and the director of Technology evaluate the quotes and make a recommendation to the superintendent and board.	December 2001
4.	The Technology director, in coordination with the director of Food Services, installs the student identification system.	January 2002
5.	The Technology director and the director of Food Services conduct training classes for campus operators and Food Services administrative staff.	January 2002

FISCAL IMPACT

As shown, the one-time cost estimate received by the Food Service Technology coordinator is \$144,625.

Recommendation	2001-02	2002-03	2003-04	2004-05	2005-06
Install the point-of-sale cash register system and provide training to cafeteria staff.	(\$144,625)	\$0	\$0	\$0	\$0

FINDING

Profit and loss statements prepared by the Food Services Department are not consistent with actual accounting records. As a result, campus

cafeteria managers do not have an accurate picture of their financial operations.

The Food Services Department typically reports a profit from food services operations annually. However, individual cafeteria managers are not held accountable for the financial operations of food services operations at their campus. The cafeteria managers are held accountable for monitoring inventory levels, production and for the overall revenues of their cafeterias. Campuses compile revenue information through the district's point-of-sale system, but expenditure information is not available for each campus because the point-of-sale system is not linked with inventory, payroll and the purchase order system.

Reports used by the Food Services Department to monitor campus performance include:

- Profit and loss statements;
- Average plate cost;
- Statement of Direct Revenue and Expenditures;
- Total lunches/breakfasts served schedule;
- Labor cost reports;
- Revenue comparisons by campus for local, state and federal revenue sources;
- A la carte revenue;
- Bank deposits; and
- Commodity allocations.

These reports provide fragmented financial performance information but do not provide an accurate account of profit and loss by campus. Districts must take action to replicate good performances and improve those that are performing poorly, but without campus-specific information, individual campus deficiencies are not conspicuous. Timely, accurate, useful financial reports are critical to the continued profitability of the SAISD Food Services operation, especially if the district continues its policy of not increasing meal prices.

In *Controlling Costs in the Food Services Industry, 1998*, Dorothy Pannell-Martin recommends that districts distribute five financial and operating reports to cafeteria managers to enable them to monitor, evaluate and take corrective action when appropriate. These five reports are:

- Budget-Explains management's ideals, goals and objectives in financial terms;
- Profit and loss statement-Indicates how the operation has been doing financially over a period of time;

- Balance sheet-Provides a snapshot of how the operation is doing at a point in time. It tells the operation's worth and describes the assets, including facilities and equipment, of the operation;
- Cash flow statement-Shows the cash inflow and outflow for a period of time; and
- Performance ratios and trends-provides information on, including:
 - Food cost as percent of sales
 - Labor cost as percent of sales
 - Break-even point
 - Inventory turnover
 - Participation rates
 - Average daily labor costs
 - Average daily food costs.

The key to operating profitably in the Food Services market is to control costs. To control costs, managers need to know what their costs are, what their costs should be and how to keep their prices low.

Recommendation 107:

Compile and distribute accurate and detailed campus-specific financial and performance reports to cafeteria managers on a quarterly basis that agree with actual accounting records.

Cafeteria managers should be held accountable for the financial operations of their respective campuses. Area field specialists, cafeteria managers and staff should use these reports to monitor, evaluate and take corrective action as needed to address deficiencies and share best practices.

The point-of-sale system should be enhanced to include information about the cost of goods sold, such as inventory and purchases.

Annual performance goals should be set for each campus cafeteria and should focus on improvement.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Services director meets with the budget officer and the controller to develop detailed budgets and financial reports for each campus that incorporate all the expenditures charged to the Food Services operation by campus.	October 2001
2.	The Food Services director and the budget officer meet with cafeteria managers to explain the budgets and financial reports that will be provided, and to solicit feedback regarding other useful managerial reports.	November 2001

3.	The Food Services director, supervisors and cafeteria managers hold quarterly meetings to review performance, discuss needed corrective actions and share best practices.	December 2001
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FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

The district has used general operating funds to support Food Services operations.

Operating costs, including electricity, water, gas, trash service and telephone services, have not been allocated to the Food Services Department. Instead, these costs have been absorbed by the general operating fund, which is the funding source for supporting classroom instruction and activities.

Profits derived from Food Services operations can only be used for Food Services operations. By not allocating operations costs such as maintenance, utilities and janitorial services to the Food Services operations, the department's profit and fund balances are overstated. Since the general fund has been used to pay for these costs, general fund expenditures have been overstated, and fewer funds have been available for classroom use.

The Food Services Department occupies 145,196 square feet of facilities space out of the district total of 2,486,270 square feet. This is 5.8 percent of the total facilities space. The district incurred the following costs for the six months ended December 31, 2000:

Water, gas and electricity	\$ 958,359
Trash removal	\$81,816
Telephone Services	<u>\$102,879</u>
Total	\$1,143,054

The above listed costs are for a six-month period. Annual estimated utilities, trash and telephone costs are \$2,286,109.

Generally accepted accounting principals require revenue to be matched with the costs of generating that revenue. Part of the expenses of

generating Food Services revenue is the utility and other overhead costs currently paid from the general operating fund.

In June 2001, the Food Services Department made a one-time transfer of \$136,000 to the district maintenance utility account to offset cost increases in electricity. The department may transfer additional funds at the beginning of the next school year.

Recommendation 108:

Allocate an equitable share of building utilities and maintenance to Food Services operations each month.

By relieving the general operating fund from the burden of all Food Services utility costs, more general funds will be available for the classroom.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Services director, budget officer and controller determine the portion of utilities and maintenance attributable to Food Services operations.	October 2001
2.	The Food Services director, budget officer and controller develop a cost allocation methodology to identify, collect and transfer an equitable portion of utilities and maintenance attributable to Food Services operations.	November - December 2001
3.	The budget officer and the Food Services director develop detailed line-item budgets for maintenance and utilities.	January 2002
4.	The business office allocates applicable charges to Food Services operations each month, and provides reports of the allocations to the Food Services director.	February 2002

FISCAL IMPACT

The Food Services Department has a fund balance of more than \$2.2 million for the period ended August 31, 2000, and could fund the building utilities, trash removal and telephone costs for its operation. This change would result in additional money for the general fund that could be spent on classroom needs. Allocating utilities cost based on percent of square footage of facilities space, would provide \$132,594 in additional general fund revenue annually (.058 x \$2,286,109 = \$132,594).

Recommendation	2000-01	2001-02	2002-03	2003-04	2004-05
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Allocate an equitable share of building utilities and maintenance to Food Services operations each month.	\$132,594	\$132,594	\$132,594	\$132,594	\$132,594
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FINDING

SAISD has not implemented its capital equipment replacement plan.

Some of the equipment such as the dishwasher and the steam cabinet no longer work and parts cannot be purchased due to the age of the equipment. Most of the equipment in the Central High School cafeteria was installed when the cafeteria was constructed almost 30 years ago. Cafeteria equipment at other campuses is also in need of replacement or repair.

The Food Services Department prioritized the replacement of cafeteria equipment in April 1999 (**Exhibit 11-18**).

**Exhibit 11-18
Food Services Department
Capital Outlay Plan
April 15, 1999**

Campus	Description	Estimated Replacement Cost	Priority
Austin	Steamer	\$8,500	1
Bowie	Dishwasher	\$7,000	1
Bradford	Dishwasher	\$7,000	1
Bradford	Convection oven	\$5,500	1
Carver	Dishwasher	\$7,000	1
Crockett	Steamer	\$8,500	1
Day	Dishwasher	\$7,000	1
Fannin	Dishwasher	\$7,000	1
Fannin	Steamer	\$8,500	1
Goliad	Steamer	\$8,500	1
Holiman	Convection oven	\$5,500	1

Lee	Mixer-60 quart	\$12,000	1
Rio Vista	Dishwasher	\$7,000	1
San Rita	Steamer	\$8,500	1
Travis	Dishwasher	\$7,000	1
Austin	Tilt skillet	\$8,000	2
Bradford	Mixer 60-quart	\$12,000	2
Crockett	Tilt skillet	\$8,000	2
Day	Mixer 60-quart	\$12,000	2
Glenmore	Mixer 60-quart	\$12,000	2
Goliad	Mixer 60-quart	\$12,000	2
Rio Vista	Mixer 60-quart	\$12,000	2
Reagan	Mixer 30-quart	\$7,000	2
Austin	Dishwasher	\$7,000	2
Day	Tilt skillet	\$8,500	2
Day	Steamer	\$7,000	2
Central	Convection oven	\$5,500	2
Total		\$225,500	

Source: SAISD Food Services Department, April 1999.

Newer, more efficient equipment could increase the productivity of cafeteria operations, reduce operating costs and enable cafeterias to prepare menu items that present equipment does not accommodate. For example, ranges that have only surface heat cannot be used to prepare baked items. Also, small mixers increase the labor hours needed to prepare large quantities of menu items.

Recommendation 109:

Update the equipment replacement plan based on priority and Food Services funds availability.

The Food Services Department projects a fund balance of more than \$2 million for the period ending August 31, 2001. This amount represents five months of operating costs for the department (\$5,051,160 annual operating budget divided by 12 months = \$420,930 monthly operating costs). Federal regulations impose a 3-month operating cost fund balance

on schools participating in the National School Lunch Program. SAISD could comply with this regulation and meet the equipment needs of its campuses within its projected fund balance.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Food Services director, supervisors and managers conduct a physical inventory of cafeteria equipment to determine the condition and location of existing inventory.	October 2001
2.	The cafeteria managers prepare a list of equipment that would increase efficiency, reduce cost or expand the capabilities for food production.	October 2001
3.	The Food Services director and the Purchasing director determine the cost of the listed inventory.	November 2001
4.	The Food Services director, supervisors and managers prioritize the list.	November 2001
5.	The Food Services director and the Purchasing director prepare invitations to bid (ITB) and follow bid guidelines for procurement of the identified items.	December 2001

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 12

SAFETY AND SECURITY

This chapter examines San Angelo Independent School District's (SAISD's) safety and security operations in two sections:

- A. Discipline Management
- B. Security and Safety

Creating and maintaining a safe and secure environment for students, teachers and other school district employees is critical to ensuring a comfortable learning environment. Recent occurrences of school violence in several states have caused parents, educators, taxpayers, communities and lawmakers to pay more attention to safety and security concerns than ever before.

BACKGROUND

Increasingly, authorities on the local and national level are focusing attention on violence and safety in our schools.

In *Keeping Texas Children Safe in School*, based on the results of its school performance reviews, the Texas School Performance Review (TSPR) describes a model safety plan that includes prevention, intervention and enforcement strategies. **Exhibit 12-1** lays out the plan's ten steps. When districts have implemented these steps in a comprehensive system, the results have been significant.

Exhibit 12-1 **Keeping Texas Children Safe in School** **January 2000**

Strategy	Steps to be Taken
Prevention	Know your goals and objectives: where your district is going, and what you want to accomplish.
	Establish clear expectations for students, parents, teachers, and administrators.
	Address warning signs before they turn into trouble.
Intervention	Look for trouble before it finds you.
	Recognize trouble when you see it.

	Have individuals in the right place and at the right time to intervene.
	Have a plan of action appropriate for the occasion and practice it.
Enforcement	Leave no room for double standards.
	Ensure that discipline management extends inside and outside the classroom.
	Alternative programs are not just a matter of compliance with the law; they are many students' last chance at success.

Source: Texas School Performance Review (TSPR), "Keeping Texas Children Safe in Schools," January 2000.

Communication and cooperation with municipal and county governments, discipline management and alternative education programs are also critical factors in creating a safe and secure learning environment. All aspects of a community-law enforcement, business, civic organizations, health care practitioners and faith-based organizations- must work together as partners to combat violence in our schools.

In the summer of 2000, the Federal Bureau of Investigation organized a group of more than 100 educators, law enforcement officials, victim assistance advocates and mental health professionals for a discussion "summit" on school violence. The group determined that to address school violence and prevent its occurrence, school leaders should:

- Work together as a community to keep children safe, formalizing agreements and sharing information with law enforcement such as floor plans, persistent absenteeism and class schedules;
- Create a visible law enforcement presence in schools so students develop trust and feel more comfortable talking with officers;
- Create a communications link to receive information from students, like a "Crime Stoppers" anonymous tip line; and
- Adopt a reasonable zero-tolerance policy that sends a clear and consistent message that violent threats will not be tolerated.

In recent years, Texas has enacted important legislation to make the public and school officials increasingly aware of the problems within our schools. **Exhibit 12-2** below outlines the key points of several bills and resolutions that have brought school safety to the forefront of public consciousness.

Exhibit 12-2
Major School Safety Initiatives of the Texas Legislature
1993 through 2001

Legislation	Summary
1993 Legislature	
House Bill 23	Requires information sharing between law enforcement and schools on student arrests for serious offenses; requires school principals to notify law enforcement if criminal activity occurs or is suspected of occurring on school property.
Senate Resolution 879	Encourages collaboration between the Texas Education Agency and Department of Public Safety in recording criminal incidents in the schools.
House Bills 633 and 634	Outlines the commissioning and jurisdiction of peace officers for school districts.
House Bill 2332	Authorizes the State Board of Education to establish special-purpose schools or districts for students whose needs are not met through regular schools.
Senate Bill 16	Defines drug-free zones for schools.
Senate Bill 213	Creates the safe schools checklist.
Senate Bill 155	Creates the Texas Commission on Children and Youth.
1995 Legislature	
Senate Bill 1	Revamps the Education Code and laws on safety and security in schools, including the requirement for districts to establish alternative education programs and, in counties with populations above 125,000, to establish juvenile justice alternative education programs.
1997 Legislature	
Senate Bill 133	Rewrites the safe schools provision of the Education Code.
1999 Legislature	
Senate Bill 260	Allows the expulsion of a student who assaults a school district employee.
Senate Bill 1580	Creates the Texas Violent Gang Task Force.

Senate Bill 1724	Requires each school district to annually report, beginning with 1999-2000, the number, rate and type of violent and criminal incidents occurring at each school and allows them the option of including a violence prevention and intervention component in their annual school improvement plans.
Senate Bill 1784	Allows school districts to use private or public community-based dropout recovery education programs to provide alternative education programs.
House Bill 152	Makes placing graffiti on school property a state jail felony.
House Bill 1749	Encourages school districts and juvenile probation departments to share information on juvenile offenders.
2001 Legislature	
House Bill 688	Prohibits possession of an open container or consumption of an alcoholic beverage within 1,000 feet of a public or private school.
House Bill 1088	Requires that a student be removed from class and placed in an alternative education program if that student engages in the offense of making a false alarm or makes a terrorist threat.

Source: TSPR, 2001.

In *Challenging the Status Quo: Toward Smaller, Smarter Government*, the Texas Comptroller reports violence is the second leading cause of death for Americans aged 15 to 24. In just eight months in 1997, six students killed a total of 11 students and two teachers and injured another 44 students. At the Comptroller's suggestion, lawmakers amended the law requiring district-level safety planning to require each campus to develop a school violence plan tailored to meet individual schools' needs.

Chapter 12

SAFETY AND SECURITY

A. DISCIPLINE MANAGEMENT

Safe schools foster socially acceptable behavior that promotes learning. They focus on and reward academic achievement, identify and articulate expected requirements, encourage positive social relationships and promote community involvement. Good discipline management programs set clear expectations, define penalties for misconduct and administer discipline consistently.

Chapter 37 of the Texas Education Code requires school districts to adopt a discipline plan and a student code of conduct. Specifically, the law requires a school district to set standards for acceptable student conduct and identify the reasons a student may be removed or transferred from a classroom, campus or alternative education program.

The law also requires counties with populations of more than 125,000 to create a Juvenile Justice Alternative Education Program (JJAEP) to provide an educational setting for expelled students so they can continue their education and turn their lives around.

FINDING

SAISD has several alternative campuses and programs, each created for students with different kinds of special needs:

- Preparing Area Youth for Success (PAYS) is designed to meet the needs of at-risk students who have dropped out of school or are in danger of doing so and to provide an opportunity for students to earn a high school diploma. Students must have a critical need that is not being met in a more traditional setting. Programs are individualized and self-paced as long as students make suitable progress. PAYS has been recognized nationally and on the state level for its innovative teaching strategies. PAYS' first graduate received a Presidential Award at the White House and SAISD also received a Governor's Excellence Award. Due to the district's financial crisis in 2000-01, the district has decided to relocate the PAYS program to other space that will not be as costly. Students will still be accommodated but in a school-with-in-a-school, rather than a separate "facility."
- Several programs have been established to help students who violate the district's code of conduct. Students may be assigned to

On-Campus Suspension (OCS) for certain violations or to the Student Adjustment Center (SAC), located at the Carver Learning Center (CLC), for more serious offenses. The Carver Learning Center is also the location for the SAISD's Discipline Alternative Education Program (DAEP) for students who are academically behind and behaviorally challenging. Initially established in 1993 for grades 7 through 12, the elementary grades were added in 1995. In 2000-2001, the total population at the CLC varied from more than 40 at the beginning of the year to 117 on the last day of class in long-term programs and 40 to 70-plus students in the short-term SACS program.

- Alternative Classroom for Expelled Students (ACES) addresses the needs of middle school and high school students who have been expelled because they have committed unlawful acts and/or have failed to comply with the rules of traditional or other alternative campuses. Although SAISD is not required to have a Juvenile Justice Alternative Education Program (JJAEP) because the city's population is less than 125,000, the ACES program is designed to meet the needs of expelled students. The program is designed to instill self-discipline and offers intensive instruction, counseling and supervision in a military-like environment. It is a last-chance option for students who need a tightly structured learning environment.

Exhibit 12-3 presents the total enrollment in SAISD alternative education programs for the past two years.

Exhibit 12-3
SAISD Discipline Placements in Alternative Education Programs
1999-2000 through 2000-01

School	1999-2000	2000-01
PAYS	245	294
SAC at Carver	847	756
DAEP at Carver	184	272
ACES	28	22
Total	1304	1344

Source: SAISD director of Pupil Services, May 2001.

COMMENDATION

SAISD's alternative education program is comprehensive and addresses the broad range of needs of at-risk students.

FINDING

SAISD's student code of conduct is well organized, thorough and covers the district's expectations for behavior and the district's authority to impose discipline. It also describes prohibited conduct and the disciplinary consequences for anyone over age six. Procedures for appeal and due process also are included. The code is multi-layered and comprehensive, and the discipline administered depends upon the seriousness of the infraction. Students may be subject to any of the following:

- Corporal punishment;
- Detention;
- In-school suspension including On-campus Suspension (OCS) and Student Adjustment Center (SAC);
- Suspension from school, not to exceed three school days at a time;
- Removal to a Discipline Alternative Education Program (DAEP), except for children under age six;
- Extension of a DAEP removal term;
- Expulsion; and
- Placement at the Alternative Campus for Expelled Students (ACES).

In addition to being well designed, the student code of conduct uses questions to foster discussion and clearly spells out the kinds of discipline that can be imposed for each offense. **Exhibit 12-4** lists the consequences of some of the misbehaviors listed in the code.

Exhibit 12-4
SAISD Student Code of Conduct
2000-01

Disciplinary Consequences	Prohibited Conduct
Corporal Punishment	At the discretion of the campus administrator
Detention	Two or more classroom rule violations
	Cutting class; leaving school without permission
	Truancy; loitering
	Cheating; copying another student's work
	Dress code violation

In-School Suspension (OCS - On-Campus)	Repeated behavior warranting detention; failure to attend detention or comply with rules
	Use of offensive language or physical gestures
	Possession of tobacco products
	Fighting
	Gang-related behavior (including membership)
	Accessing prohibited Internet sites on a school computer
	Using any school supplies to threaten harm
Suspension (SAC - Student Adjustment Center)	Repeated conduct warranting OCS placement; failure to attend OCS or comply with rules
	Threatening to harm another person
	Possession, use or distribution of drugs or alcohol; use of tobacco products
	Sexual misconduct or harassment
	Stealing, theft
	Possessing knives, razors, chains, or other objects that can be used to threaten or harm
Discipline Alternative Education Program (DAEP)	Conduct punishable as a felony
	Assault that results in bodily injury
	Terrorist or bomb threat
	First offenses (marijuana, drugs, alcohol, glue, volatile chemicals, or aerosol paint)
	Indecent exposure; public lewdness
	Robbery or extortion
	Graffiti
	Off-campus commission of Title 5 Offenses (e.g., murder, manslaughter, kidnapping, sexual assault)
Alternative Classroom for Expelled Students (ACES)	Use or possession of a prohibited weapon
	Aggravated sexual assault, arson, murder, kidnapping

	Felony-punishable use, possession or sale of prohibited substances
	Serious or persistent misbehavior in DAEP
	Commission of an unlawful act and non-compliance in traditional or alternative school settings

Source: SAISD Student Code of Conduct 2000-01.

SAISD's student code of conduct has been published in both English and Spanish, which enables parents and students to read and understand its contents. The code also includes a "definitions" section, which describes each type of violation in detail. Both parents and students must sign and return the "acknowledgement" page, indicating their responsibility for ensuring that the code is understood and followed.

COMMENDATION

SAISD provides students and parents a comprehensive, well-organized student code of conduct in both English and Spanish.

FINDING

To respond to student and parental comments that discipline is not consistently administered throughout the district, the director of Pupil Services and several school principals have developed the *SAISD Student Code of Conduct Reference Chart*, a matrix that is designed to visually depict the consequences of nearly 100 inappropriate behaviors. The matrix lists the consequences across the top of the chart and the violations alphabetically down the left side as shown in **Exhibit 12-5**. Principals have a copy of the chart in their offices and go over it with students and parents when an infraction has occurred. Each violation refers to the page number in the code of conduct where the violation and punishment are described and, in some cases, specific statutes and penal codes are also designated. All principals have been trained in using the chart.

**Exhibit 12-5
Excerpts of Student Code of Conduct
Reference Chart**

VIOLATIONS	Detention	OCS	SAC	CLC	Expulsion	ACES	Page #	Statute	Notes
Arson					X	X	19	37.007	Penal

									Code 20.02
Blackmail				X			15		
Bus Violations	X						9		
Cheating	X						8		
Criminal mischief				X				37.007	Graffiti
Firearms					X	X	19	37.007	
Indecent Exposure					X	X	14	37.006	Felony: Penal Code 21.08
Stealing; theft			X				11		
Vandalism			X				11		Includes employee property

Source: SAISD director of Pupil Services, April 2001. Copyrighted by SAISD.

To be effective, discipline must be consistently applied. Although administrators can exercise discretion to ensure consequences are appropriate to the circumstances, there should not be wide disparities between consequences for similar fact situations.

COMMENDATION

SAISD has developed a student code of conduct reference chart to help ensure discipline is administered fairly and consistently and that students and parents understand the consequences of misbehavior.

FINDING

SAISD offers several programs to help prevent disciplinary problems, including drug and gang resistance programs.

The federal Title IV Safe and Drug Free Schools and Communities Act provides state and local education agencies funds to develop educational programs to combat violence and prevent drug abuse. Daily programs at SAISD focus on prevention, intervention and rehabilitation. The act's

funding pays for a substance abuse counselor as well as several educational programs designed to deter violence and drug use.

All counselors and school service workers are involved in educational programs to prevent drug abuse and violence from kindergarten through grade 12. SAISD currently drug tests 3,000 students per year, with parental permission, and counseling is provided for those who test positive.

The district also supports Positive Role Models in Drug Education (PRIDE), for students in grades six through 12. This program sponsors schoolwide events that showcase role models. Volunteer teachers serve as PRIDE sponsors, and a substance abuse counselor is involved in training peer mediators on elementary and junior high campuses.

"Practical Parent Education," which is available at the elementary school level, and "Positive Steps" for parents at Edison Junior High, are programs that help parents understand drug education, prevention and intervention. SAISD also has an active volunteer program called Volunteers in Public Schools (VIPS). A group of 26 volunteers serve as campus coordinators who encourage parents and the community to become involved in their schools. Coordinators are trained and meet monthly. They may work in the classroom or library, assist office staff, facilitate field trips, work with children, greet new families or help in other ways as needed. In 2000-01, more than 1,250 volunteers provided nearly 50,000 hours of service to the district.

Red Ribbon week is celebrated each year in October on all campuses. Several organizations sponsor activities, guest speakers and a districtwide PRIDE rally during the week in support of safe and drug free schools. As appropriate, teachers also work substance abuse prevention into their curricula during the week. Wednesday is "red day," and students across the district wear red in addition to special wristbands declaring themselves drug-free. On Friday, students have an opportunity to listen to a motivational speaker, whose presentation is co-sponsored by a local hospital.

SAISD fifth graders also participate in the Drug Abuse and Resistance Education Program (DARE) in partnership with area law enforcement. The curriculum, presented by two San Angelo police officers and one Department of Public Safety officer, is a full semester in length. The Drug Abuse and Violence Education (DAVE) of Texas curriculum has been implemented districtwide in elementary through high school.

All programs are evaluated regularly, and information is shared with key personnel who monitor incident data. In addition, in the spring, 2001, the

districts surveyed students in grades four through 12 on substance abuse and violence, using the Texas Schools Survey offered through Texas A & M University. Results, which should be available in August, will be used to help evaluate program effectiveness.

COMMENDATION

SAISD targets problem discipline areas with innovative prevention, intervention and communications programs.

FINDING

In spite of SAISD's efforts to combat violence, substance abuse and misbehavior, reports show that certain kinds of incidents are increasing, particularly those related to substance abuse, gang violence, student assaults, vandalism and weapons possession. Unfortunately, this increase is not uncommon in Texas. According to the Texas Education Agency (TEA) and the Texas School Safety Center, there have been alarming increases in these kinds of violations statewide.

Exhibit 12-6 lists the types and number of incidents reported by SAISD to TEA for a three-year period from 1996 through 1999. Review of the data reveals that the number of out-of-school suspensions appears to have increased seven-fold in one year, and that the number of students referred for disciplinary action related to substance abuse and assaults against students has doubled. Reports also appear to show that incidents of violence increased over a three-year period, and that vandalism rose dramatically in 1998-99 over the previous year.

**Exhibit 12-6
SAISD Incidents of Violence or Drug Activity**

Type of Incident	1996-97	1997-98	1998-99
Students referred for disciplinary action related to possession, sale or use of tobacco, alcohol or other drugs	83	102	200
Student arrests for offenses related to possession, sale or use of tobacco, alcohol, or other drugs	0	197	133
Incidents of school-related gang violence	11	20	36
Students placed in alternative education due to possession, sale or use of tobacco, alcohol or other drugs	83	4	3
Other students placed in AEP (other than above)	513	78	186

Out-of-school suspensions related to possession, sale or use of tobacco, alcohol or other drugs	10	3	21
Other out-of-school suspensions (excluding line 6 above)	101	95	738
Expulsions related to possession, sale or use of tobacco, alcohol or other drugs (excluding those in an alternative to expulsion)	0	0	0
Other expulsions	19	33	17
Assaults against students	67	77	149
Assaults against teacher/staff	0	15	4
Acts of vandalism/criminal mischief against school property	47	100	72
Acts of vandalism/criminal mischief against student property	94	5	79
Acts of vandalism/criminal mischief against teacher/staff property	0	2	0
Number of firearms confiscated	1	2	0
Number of other weapons confiscated	28	33	43
Total Number of Incidents	1,057	766	1,681

Source: TEA, 1996-97 through 1998-99, Student Support Programs.

SAISD officials said several factors explain the apparent dramatic increases:

- As recording procedures have been refined, more incident data are captured and reported;
- As staff and students have become more aware of potential safety and security dangers, they more readily report incidents, which has resulted in more disciplinary actions; and
- Increased incidents are, unfortunately, a sign of the times, in spite of substance abuse and anti-violence programs. Reversing this trend will take collaboration among agencies and more general acceptance of zero tolerance policies.

Principals receive data reports every six weeks and forward them to the director of Pupil Services. Reports are checked for critical needs and trends, and information is used to revise practices as appropriate. However, the incidents continue to grow in number, indicating a more pervasive problem that needs aggressive action.

Recommendation 110:

Establish a discipline management committee to review incident data routinely and develop a strategic plan to combat escalating occurrences.

Although SAISD officials have explained why incident data appear to be increasing in key areas, data are still erratic. Principals, key counselors and others concerned with discipline management should work together to combat the problem, reviewing incident data regularly, sharing ideas about influences and practices that could make a difference and developing a long-range plan to reduce the number of occurrences.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent appoints a discipline management committee, which is chaired by the director of Pupil Services and includes several principals, counselors, service workers, the truant officer, a member of law enforcement, a health official and parents.	September 2001
2.	The committee begins meeting each month to review incident data, assess trends and brainstorm solutions.	October - December 2001
3.	The committee develops a strategic plan to reduce the number of incidents, complete with goals, objectives, activities, assignments and costs.	January 2002
4.	The committee shares the plan with the superintendent, who makes recommendations for revision.	February 2002
5.	The plan is revised, and the superintendent, along with committee members, discusses it with staff.	March 2002
6.	Portions of the plan are implemented as appropriate and affordable.	April 2002 - Ongoing
7.	Committee members evaluate the discipline management plan at least twice a year, reviewing it in light of changing data.	Ongoing
8.	Committee members continue to meet every six weeks when incident data are available to assess if the plan is making a difference and to make adjustments when needed.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 12

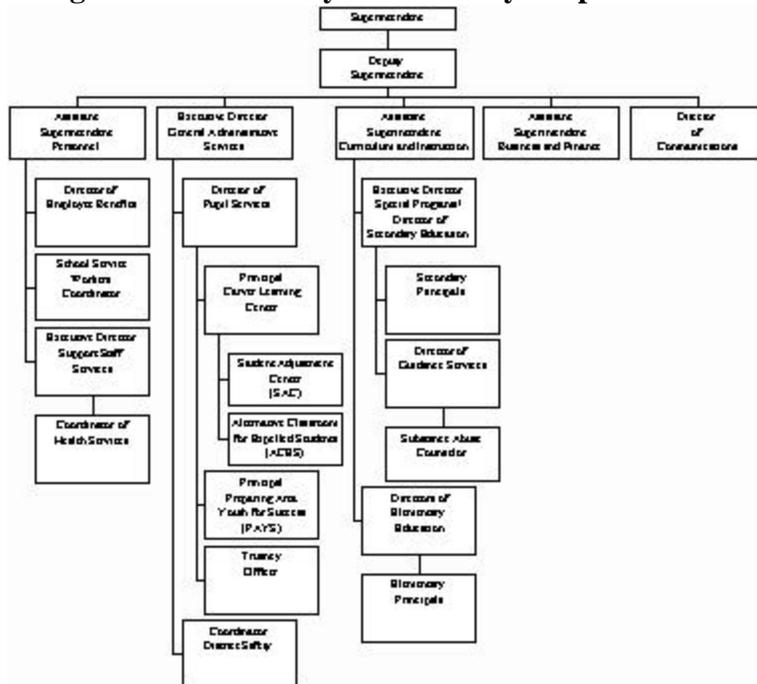
SAFETY AND SECURITY

B. SAFETY AND SECURITY

One of the most critical issues facing any school district today is the safety and security of the adults and children within its charge. As more schools are learning that "it can happen here," educators, businesses and parents alike are struggling to amass the resources needed to review potential problems and implement solutions before a crisis occurs. Uniting a community behind a cause all members can believe in-keeping our schools safe-can have a profound effect both inside and outside our schools.

School safety is everyone's responsibility, and at SAISD, accountability is spread throughout the organization with the executive director of General Administrative Services, who reports to the superintendent, coordinating the effort. **Exhibit 12-7** shows the wide distribution of safety and security responsibilities throughout the organization. The executive director of General Administrative Services ensures these safety and/or security duties are carried out satisfactorily and evaluated and revised regularly.

Exhibit 12-7
Organization of Safety and Security Responsibilities



Source: SAISD General Administrative Services, April 2001.

FINDING

SAISD has developed numerous programs to improve the safety and security of its staff and students. In 1998, the superintendent, concerned about district vulnerability, asked the executive director of General Administrative Services to establish and chair a communitywide safety committee to study and recommend district safety improvements. The committee is made up of representatives from the community, district administration, board, area emergency services, social services professionals, the clergy and students.

The committee is large, with nearly 50 members, to ensure that there will always be a sizeable number of members present at meetings. The group meets at least once a month to exchange ideas about how to increase protection and expand safety awareness within the school. Such sharing not only provides the school district the opportunity to tap its community resources for advice and assistance, but it exposes the community to needs that emerge within the school, as they surface, rather than after it is too late. The intention is prevention, based on the conviction that sharing information among stakeholders and tackling potential problems as a group will unite the school and community in a common mission.

COMMENDATION

The SAISD has demonstrated concern for the safety and security of its schools by creating a diverse, communitywide safety committee to share information, brainstorm ideas and consider initiatives districtwide.

FINDING

SAISD has developed a comprehensive district crisis management plan that serves as the starting point for individual campus management plans. The communitywide safety committee is reviewing each campus-based crisis management plan, which covers numerous possible scenarios, including campus evacuation procedures. The plans provide instructions on how to manage an animal attack, bomb threat, bus accident, food poisoning, kidnapping, fire, assault, weather alert and sudden illness or death among other emergencies. The district plan also calls for safety audits, inventories of safety equipment and distribution of campus maps to law enforcement and other key emergency personnel.

At SAISD, the safety committee, with its wide range of expertise, brainstormed about potential crises and accidents and created the district plan. Once this plan was put together, the committee made assignments, so that roles and responsibilities were clear. Each school then adapted the district plan to the local campus, maintaining a uniform policy where practical. For example, all campus plans cover locking windows and

doors, what to grab in an emergency and how to contain and protect students, but they are individualized as needed. As each campus plan is approved, practice drills will be implemented, evaluated and revised as appropriate.

Good safety practices in today's environment call for each school district and its campuses to develop crisis management plans with the help of a team of specialists who represent a broad spectrum of the school community. According to the Texas Association of School Boards (TASB) in *Playing It Safe: Pathways for Improving School Safety (2000)*, a good plan results from careful planning, implementation and evaluation.

COMMENDATION

SAISD has created a procedure for developing, reviewing and revising crisis management plans and is implementing this districtwide.

FINDING

SAISD places considerable resources into its staff development programs covering safety and security matters. District and school safety plans and programs are only as good as the people who understand and implement them. In the past two years alone, staff development programs have covered substance abuse, anger management and conflict resolution, peer mediation, gang violence prevention, discipline management, crisis preparedness and dealing with parents in a crisis situation, gangs and violence, lab safety, vehicle safety, hazardous chemicals, lifting hazards, electrical and fire safety, CPR and various health-related issues including blood-borne pathogens. Attendance at most programs averaged 20 to 25 staff and teachers per session.

COMMENDATION

SAISD has put substantial resources into safety-related staff development to ensure staff and students have the knowledge and skills necessary in crises.

FINDING

As the safety program has evolved over the past two years, SAISD staff members have developed several "best practices" other schools may find useful:

- The district purchased a "photo ID badge" system, and all employees are required to wear badges while on duty. Badges are

also issued to substitute teachers, student teachers, volunteers and visitors.

- All teachers prepare "got-to-go" buckets, or classroom emergency kits in the form of washtubs, for their classrooms. Buckets might include such things as class rolls, emergency phone cards, laminated copies of response plans and campus maps; a notebook to record events; waterless soap; duct tape; scissors, tweezers; laminated student nametags; a water bucket; games and cards; first-aid kit; markers and crayons; hard candy; latex gloves; a white handkerchief; toilet paper and a mirror, among other items.
- The executive director of General Administrative Services, who is the district coordinator for safety programs, has a cell phone with him at all times. Staff knows to call him in case of an emergency, and he assesses the need for services and his immediate presence at the site.

COMMENDATION

SAISD schools have developed or adopted several innovative safety-related projects and programs.

FINDING

In its 1995 review, TSPR recommended SAISD develop "written contracts" that specify the duties expected of police officers who provide safety and security services to area schools. There is no evidence that this recommendation has been implemented with the exception of the DARE officer, whose duties are specified in a contract with the San Angelo Police Department (SAPD).

SAISD does not have its own police force and depends on area law enforcement to provide security service and protection in its schools. Although the relationship with the San Angelo Police Department is a good one, it has not been formalized. There is nothing in writing that specifically describes what duties officers are expected to perform in the routine course of their work. Nor is there evidence that off-duty officers who "moonlight" at the junior and senior high schools have signed contracts that describe the duties they are expected to perform in exchange for their salary. However, the Personnel Department does ensure that all employee forms, including W2s and I9s, are properly completed.

Secondary school principals budget and hire off-duty SAPD officers at the rate of \$15 per hour and may request additional security when needed. Currently, four full-time and three part-time equivalent positions are allocated among the two high schools, three junior highs and the alternative education facility. Individual schools, however, may have five

or six officers who rotate shifts, and there may be as many as 25 to 30 officers on the payroll at a given time. Elementary school principals request security as needed, and the SAPD will assign an officer anywhere in the district in case of an imminent threat.

SAISD may want to examine how the Ysleta ISD collaborates with the El Paso Police Department (EPPD) on a variety of initiatives. For example, its School Resource Officer (SRO) program uses police officers to assist selected schools in addressing student problems that go beyond traditional policing, showing them how to deal with conflict, resolve problems, face peer pressure and avoid criminal activity. The EPPD also established an office at one of the local high schools to maintain an on-site presence and interview witnesses as needed.

Recommendation 111:

Formalize the relationship with area law enforcement by developing memoranda of understanding (MOU) with the police department and written contracts specifying police officers' duties.

Expectations for security service should be clearly spelled out and signed by all parties to the agreement. Furthermore, principals should provide the police department a list of off-duty officers' schedules and duties. Sharing information is key to ensuring school safety is enforced.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The executive director of General Administrative Services sets up a meeting with school principals and the SAPD chief, or designee, to identify the services currently provided and any additional services needed.	October 2001
2.	The executive director of General Administrative Services charts services provided and services needed per school, along with the persons responsible.	November 2001
3.	The executive director of General Administrative Services drafts a memorandum of understanding (MOU) for each school and solicits signatures of the appropriate principals and the police chief.	December 2001
4.	Principals hire off-duty officers as needed, and officers sign a contract that specifies the tasks and services to be performed in exchange for their salary.	January 2002

FISCAL IMPACT

This recommendation could be implemented using existing resources.

FINDING

The age and/or layout of several San Angelo schools have caused concerns about safety and security among parents, teachers, staff and students. Information obtained during personal interviews, surveys and public forums revealed certain conditions that need attention. For example, several individuals commented about the vulnerability of Central High School to various kinds of safety problems such as unwanted intruders, fire, explosions or violent attacks due to the nature of the campus plan.

Others remarked on the hazards of traffic congestion during drop-off and pick-up times at certain schools. Still others claimed that they had a hard time finding a building entrance, not to mention the main office. Some campuses need substantial remodeling to ensure risks to children and staff is minimized. Other schools could benefit from the addition of telephones in portable buildings or surveillance cameras in the parking lots.

Recommendation 112:

Instruct the Building Maintenance Department to conduct a facilities audit to determine safety and security weaknesses and prepare a long-range plan to eliminate unsafe conditions.

Good facilities planning for school safety is comprehensive, well organized and prioritizes safety issues and solutions. Safe schools have secure buildings, sidewalks that are protected from the elements, obstacle-free hallways, good lighting, clear signage and other safety features. Safety audits should be a regular feature of facilities planning. Once the audit is performed, SAISD should review possible grant opportunities that could offset costs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The superintendent, and the executive directors of General Administrative Services and Support Staff Services create a sub-committee of the safety committee to develop a plan for performing a comprehensive safety audit of all district facilities.	September 2001
2.	The sub-committee works with the director of Building Maintenance to develop an audit instrument.	October 2001
3.	The sub-committee and director of Building Maintenance perform the audit and analyze results.	November - December

		2001
4.	The sub-committee takes recommendations back to the safety committee, which reviews suggestions and confers with the superintendent about a long-range plan, specific strategies and budget implications.	January 2002
5.	The director of General Administrative Services, or designee, works to identify any possible funding sources for prioritized safety improvements.	February 2002
6.	The superintendent takes recommendations to the Board of Trustees for approval and direction about related budget matters.	March 2002
7.	If the slate of improvements is approved, the superintendent works with the director of Building Maintenance to develop a specific annual plan and budget.	April 2002

FISCAL IMPACT

This recommendation can be implemented within existing resources.

Appendix A

PUBLIC FORUM AND FOCUS GROUP COMMENTS

As part of the review process, the review team held public forums and focus groups to obtain input. During three public forums, parents, teachers, administrators, and community members participated by writing personal comments about the major topics of review, and in some cases talking in person to review team members. Parents, teachers, principals and assistant principals also participated in small focus groups that discussed the topics under review.

The comments below illustrate community perceptions of SAISD and do not reflect the findings and opinions of the Texas Comptroller of Public Accounts or the review team. The following contains comments received by focus area.

A. DISTRICT ORGANIZATION AND MANAGEMENT

Part 1

Part 2

B. EDUCATIONAL SERVICE DELIVERY

C. COMMUNITY INVOLVEMENT

D. HUMAN RESOURCES

E. FACILITIES USE AND MANAGEMENT

F. ASSET AND RISK MANAGEMENT

G. FINANCIAL MANAGEMENT

H. PURCHASING AND WAREHOUSING

I. COMPUTERS AND TECHNOLOGY

J. TRANSPORTATION

K. FOOD SERVICES

L. SAFETY AND SECURITY

DISTRICT ORGANIZATION AND MANAGEMENT (Part 1)

- Communication - not clear whether input is [heard].
- District plan is much better than most.
- District managed well.
- Academically, district has improved.
- Supportive of school administration.
- Receptive to issues facing administrators.
- School board is accessible - superintendent as well.
- Superintendent returns phone calls.
- Board does not administer policy.
- Too much micro-management on part of board.

- Upper level admin[istrators] constantly change positions. [We] don't always know about changes.
- District objectives not clearly understood.
- SBDM & improvement plans. Good communication between admin. & faculty at campus level.
- Communication issues between campus staff & central admin[istrators].
- Is input heard/considered? District run more like business & not like school.
- Poor communication on part of [school board]. Principal has to spend too much time off campus.
- Re: athletics - good communication between campus & central.
- More resources for central [administration] than for campus.
- Public input at [board] meetings not considered. Lots of paperwork.
- Commentary at [board] mtgs. limited/hindered.
- Lack of support for faculty & campus staff.
- Management too top-heavy.
- Too many administrators equals too much money.
- Superintendent is more visible than supervisors.
- A strategic plan was adopted and our [superintendent] and board are carrying out that plan. Administration has done a great job coordinating a multi-faceted district with a number of new and innovative programs. We were dead in the water before [the superintendent].
- Along with hundreds of others, I participated in the Systemic Map process whereby the citizens told the board and administration what we wanted when [the superintendent] first got here. Those requests were distilled and prioritized by elements of all those committees. The board and administration then took the \$15 million glut (\$22 to \$7 recommended) and made those things happen.
- They [school board] should ask the students their opinions.
- The school board needs to be more aware of things put before them. And be more available to the public. After all, they are elected!!
- Systemic Map provides the vision of the community.
- Better than it's ever been. [The superintendent] is the leader San Angelo has needed!
- Board members should be more involved in the nuts and-bolts issues of running the business This is in spite of the "hands off" training they get from the TASB.
- I have waited a long time for fairness in our district. [the superintendent] has provided this. There are still improvements to be made and if the board and community would let them work, they would. The problems in the community are SAPRO and

trustees. They micro-manage too much! Citizens complain about finances and taxes, but fail to realize the district has not raised taxes in two years. Also, I understand that the bond projects since [the superintendent] have come in under budget.

- Need more technology. The administration has tried to educate the board about the importance and the investment, but some board members just don't get it. This administration believes strongly in refurbishing the buses and equipment. Some board members want to save \$ at the expense of safety. Prior to [the superintendent], no plan existed and buses broke down and were old. We now have a plan.
- [The superintendent] changed the direction of our district. A brilliant visionary and leader.
- [The superintendent] has made a positive impact with our school district standards, curriculum, communication and added programs have had an impact on all students.
- [The superintendent] rules.
- [The superintendent] has done great things with our school district. We are achieving high standards and children are enjoying learning.
- [The superintendent], despite some very vocal opposition, has done a rather respectable job in this district. We had a problem with my son's school and...the student release policy and when I brought it to his attention, he made efforts to correct the problem, [and asked] for our input to alleviate and eliminate any further breach of policy. [T]hey are currently reworking some for the district's policies but when a promise is made to keep parents involved in the process, the promise should be kept.
- Education is a business and SAISD, led by [the superintendent], is bankrupt. If there's a stupid decision made, look no further than the administration and the board of directors.
- I think the Board of Trustees should be able to make decisions and stick to them and not ... beat around the bush so much. i.e.; Shutting down schools, transferring teachers, etc. Do what needs to be done.
- The central office administrators lead the campus administrators and...both work well together as they aid each other. I fear any more cuts at central office will damage the progress of programs.
- The San Angelo Independent School District has come a long way in achieving the goal the politicians talk about - Leave No Child Behind!! There is more equity in our district - classrooms on both sides of town are much more equal - facilities, money, etc. - than they were when my children attended the schools. Not so many years ago the [1996] TAAS scores were 40 points below the state average. In 2000, we were almost a recognized district. That is because of our quality teachers, of course, but much of the credit

goes to our board, or at least the majority of them, for bringing [the superintendent] to our town. His vision and leadership has encouraged and bought the equity that makes the motto - Leave No Child Behind- WORK!! And possible. A leader is not always liked and certainly I've lived in this town long enough to know that the "important people" don't like someone who stands up for what is right and equal. Employees, students and businesses have been treated to equality during his tenure.

- Our board and [the superintendent] [have] torn our town apart and broke us. We will be out of money before long. How does that help the children? Maybe [the superintendent] doesn't need all the fancy stuff we keep paying for him. And why do they stay at the most expensive places when they go out of town? Our school system is a joke.
- Site-base is a joke - predetermined before meeting - teachers go unheard.
- Site-based decisions with teacher and parent input seems to be the best option to ensure correct solutions at the campus level.
- Site-based is great when it is actually done.
- Strategic planning process has been excellent. The Systemic Map developed by the community has been great.
- Superintendent and school board need to provide leadership on the big issues while encouraging public input.
- Thank you [the superintendent]. You have brought change to a community that needed change.
- Thanks [the superintendent] for providing the leadership that was needed during a difficult time.
- The days of community school are obviously long gone in San Angelo. There are far too many special interest groups (representing too few people) that affect policy. NO district should have such a large disparity between the "haves" and the "have nots!"
- This school district has been turned upside down. Our superintendents and the other administrators downtown are thinking only of themselves and not...anybody else.
- A lot of the teachers give up a large portion of their after-school day for different committees. It seems to be the same teachers over and over again. It is because they are truly dedicated to the art of teaching, and the belief that good things don't just happen. I am not saying to stipend these committee involvement [activities] for teachers, because that is not easy to do, but maybe...higher pay or benefits could be in order. Please take care of the ones who choose to go above and beyond the call of duty.
- A lot of work has gone into the reorganization effort.
- As a campus principal I feel supported, listened to and respected. My needs and those of our campus are met and listened to. I work

closely with all facets of Central Office and feel as though I communicate with them effectively, and they with me. I believe my communication with my staff and the way we are organized provides my staff with all that is needed.

- As far as the superintendent goes he is doing a great job in spite of all the negative criticism he has gotten. Attempts are made to allow public input at all levels.
- Board does not administer policy - too much micro-management on part of the board - business focus of schools nation-wide w/out preparation of staff.
- Bottom line we are better off now than we have ever been before. It is that simple.
- Cabinet method allows little communication from campuses to superintendent.
- Communication is good among employees. Line of staff is clear and support from administration is good.
- Decision-making - there is some question in my mind that the board and administration has been efficient in their decision making. I do not believe that the School district should be facing the budget problems that we now have.
- District does not follow its own policies and procedures on a district or campus level. SBDM is never allowed to have a true voice at the campus level. Too much of board business is handled in private.
- District has done a good job putting in place systemic mapping. This provides a road map for our school.
- District is experiencing the highest level of success ever under [the superintendent]'s leadership - Systemic Map, District level planning have given us a focus and has made it possible to maximize our services for all students.
- [The superintendent] has an open door/phone policy for all students, parents, and employees. Always returns calls.
- [The superintendent] requires a lot from his administrators, but no more than he gives, times 2.
- [The superintendent] has stayed focused on the direction the board gives him and doesn't bow to political pressure.
- District managed well - academically, district has improved - supportive of school admin. - receptive to issues facing administrators.
- Board is doing all they can to promote education.
- [It's] disturbing when one or two board members use innuendo and partial info rather than gain factual info. For the most part, our board is hard-working and work to serve children first rather than political interest. Superintendent: strong, innovative leadership. Dynamic - constantly changing in accordance with student needs. The man must never sleep, and is very accessible to the community

and school personnel. School management: constantly changing - always movement to improve. Cost effective approaches - innovative leadership (clusters, etc.). Strategic Planning: Systemic Map - incredible experience to me, a community member on this group, [to] see it evolve directly into the District Improvement Plan. Actual systemic map elements evident in plan. District has real direction - not a plan written and put on the shelf. Site-based decision-making active and with direction of overall plan. Community is much more active than was before. I have been an active parent in schools in SAISD for 19 years - only in last four years have we had solid direction, goals.

- [The superintendent] and staff are professional and do an outstanding job.
- [The superintendent] and the school system have done an exceptional job in all areas since he assumed leadership in San Angelo. Compared to the dismal situation that existed prior to his arrival, things...are light years ahead of where they were. That's especially true for minority areas..... Kudos to [the superintendent].
- [The superintendent] has brought many new and wonderful ideas to SAISD. The school district is run very well.
- [The superintendent] has brought many positive changes to our district.
- [The superintendent] has brought many programs to SAISD and he has the students' best interest in mind at all times.
- [The superintendent] has cultivated a very vocal group of "cheerleaders," as they have been referred to by many people I have talked to. He does not tolerate any form of criticism and is vindictive to those who criticize him even when there [are] well-founded reason[s] for questioning some of his actions.
- [The superintendent] has provided exemplary leadership in all areas. The Systemic Map was developed with support from school employees, community and business. The plan has been followed with major completion in 3-1/2 years. The Site-based process is utilized at the district and campus level with coordination between the two.
- [The superintendent] has moved our district forward [by] leaps and bounds the past three years. His exceptional leadership has brought innovative programs and strategies that will benefit our students for years to come!
- Due to the board and superintendent, the district is financially in a mess. The superintendent and his people are living the country club life, courtesy of the school funds. Everyone in the community knows this, but the board does nothing.
- Financial management has been under a great deal of scrutiny. When followed through, it comes down to different interpretations of laws and rules by the individual managers. All have expressed

their intent to follow guidelines and abide by the laws governing these issues.

- First of all, I must tell you that I am a student and may have a different perspective than most of the other people you hear from. My Jr. High is very safe & we love police, they are always fair. I can't say much about the old broken down buses.... Since I was in 6th grade we've been told, "by the end of the year there will be a computer in every classroom." But that isn't so and the rooms with computers can't use them for various reasons. The cafeteria food sucks just as much here as everywhere else. Some of our science books are so outdated the teachers never use them. We only have a nurse certain hours of the day on one day a week.
- Hello! Try scaling down the salaries of some administrators! The school board approves all these administrative pay raises and the rest of the SAISD employees get way too little.
- I am so very, very disappointed in our school board and [the superintendent]. They have managed to tear our town apart and also spend all of our money. I don't feel [that], when the superintendent goes on trips, that he needs to stay in the most expensive places and take 30 people with him. I don't feel we should pay for his cars, his mobile phones, his country club membership and everything else he charges to the district.
- I am very proud of the SAISD district. I think it is very well organized. Coming from other districts, this is the most put together one I've been in.
- I appreciate that input from employees is taken. It is important to continue this practice. Teachers' salaries should be raised, not just administrative salaries.
- I believe our superintendent works very hard to help our district flourish and grow. He encourages Staff Development and accountability. He recognizes that growth and change are necessary to provide an effective educational environment that will equip our children to go out into this ever-changing world. He also recognizes the importance of aesthetics. Since he has come, all of our campuses have improved drastically.
- I believe that the school district is well organized and is better run than ever before. [The superintendent] and his admin. are well-prepared and work long hours to make sure things are taken care of. The central admin[istration] is better organized and has produced more good things for the district than ever before.
- I feel our district is an up and coming district. There are several areas we have been improving on over the years. There is still more to conquer and improve on. Seeking out and hiring top-notch teachers and providing incentives for increased performance could be improved on.... Many campus principals find and hire the best, and this is what our kids need. I would like to see the community

and the district work together to support the needs of all the schools. Some schools need to be looked at more closely if they are under performing. And instead of negative criticism and finger-pointing, we need to offer help and constructive criticism. Our goal should be equality in the system, to allow all students the opportunity at a quality education. There are simply some campuses (as sad as it is) that are better off, and more productive than others.

- I feel that it's the best it has ever been.
- I feel that the district administrators have done an outstanding job of moving the school district in the right direction. Several board members appear to be representing the interests of their side of town and do not care about the children of the entire city. [The superintendent] cares for the children first and that upsets certain adults in the community that have had certain advantages in the past.
- I feel the district has some policies that are inconsistent.... I have listened to some tear-jerking issues involving students, bullies and discipline issued by administration. In some cases issues are handled very unfairly.
- There are many rules for students, but administration, I feel, often times take sides and protects each other. I just feel everyone should keep open minds and I'm disturbed when I see administration bully our kids.
- I feel the district management and organization is in poor shape. Morale is very, very low.
- I feel the superintendent, site based committees, etc. all work for the best interest of the teachers as well as the students.
- I have had several children go through SAISD Central. It is too large but the community wouldn't hear of making it smaller. John Glenn is a wonderful school & [a teacher] is doing great job at making all children feel special and successful.
- I have never seen a district as this one which allows such going ons with the way money is spent, all in the name of "for the good of the kids" when, in fact, the monies being spent benefit certain personnel [in] administration. I, for one, will be glad when my child is through with SAISD.
- I have no personal complaints with our superintendent or school board. In general, they seem to be working well together in the best interest of our school system. I feel that our principals here at Edison...have done a good job with our school.
- I just want to comment on our superintendent. [The superintendent] is Heaven-sent. He has done so much for our district. I pray that no other school district notices how well he has managed this district and...offer[s] him a job elsewhere.

- I think a major problem...between the admin[istration] and a small vocal group from the community is due to that small [group] used to control the district and the spending. However, the district has changed in size and diversity and they are not willing to change. For example, it is bad that most major school board votes are 4/3. [T]he control...on the board [is] from that small group, but as things change and grow in the future, I see that group having less control.
- Why was a shredding truck in the parking lot of the administration building on a Sunday afternoon several weeks ago?
- I think our San Angelo schools are in excellent hands with [the superintendent] at the helm. [The superintendent]. Has...made many, many improvements and created a positive attitude and "want to" attitude as far as personnel is concerned. I am proud to have [the superintendent] as my superior, to have my children in such an excellent district, and to be employed by such a learner-centered district.
- I think our superintendent is doing a great job. Our school has a strong site-based decision making team. I feel the superintendent listens to us and addresses our concerns. He is very active in all departments of our district.
- I think that a great deal has been accomplished in the last three years. The district is going in the right direction with this superintendent's direction and leadership.
- I think too much money is being wasted on people who really don't earn it.
- I'm very disturbed about the treatment of teachers and staff who seem to go against the grain. If they speak out or question anything they are threatened. This should not be tolerated. Many have been told, "Remember who signs your check." Well, in truth, I do and I say let them speak & voice their concerns without fear of retaliation. Site-based decision making is a good concept but most of the time it is used as a rubber stamp for the principal to get his/her way. We need definite guidelines here.
- In many situations, site-based committees are meeting about trivial matters & are not involved in major decisions involving campuses. Those decisions are already made before they are presented.
- In my opinion, I believe that our superintendent is doing an awesome job. He is truly looking out for the needs of our children.
- In the last three years under [the superintendent], we have seen tremendous changes for the best interest of ALL kids. From campus beautification, to high standards, to equity for all, to teacher and administrator raises, to better communication and better services.
- In the last four years, the district has had many faces and the next school year will bring an almost totally new staff, so who knows.

- Information from admin[istration] should be more available to the public.
- It appears that SAISD is top-heavy with way too many administrators paid at high salaries.
- The superintendent does not like any form of criticism. This hurts our district. One person is not always right about everything.
- The District Site Based Committee is not allowed to make any decisions. Everything is already decided before the committee ever meets. The [committee] has discussed for three years [the fact] that staff development taken by teachers during the summer should be able to be traded for at least some of the [training] the district offers. Teachers are still not allowed to do this.
- Lack of organization and internal communication from Central Administration. Memos are confusing [and] change what [was] planned earlier. Teachers are intimidated - cannot talk - are treated with disrespect by the administration.
- Management = Dictatorship.
- Site-Based [is followed] only when it suits [the administration's] purpose. Executive sessions need to happen prior to beginning of public session of board meetings, not during the middle. Superintendent should follow rules others are expected to follow. Superintendent should accept responsibility for his actions and consequences there of.
- [A]s a parent, I'm very thankful and impressed with [the superintendent]. He has made a lot of good changes in the San Angelo schools, in technology-the schools are better equipped for the future (all schools). In food service now, the students have choices. Financial management: I think the budgeting has been done right. As a parent and schoolteacher the supplies are there when...needed. The participation of our administration in my campus has been great. Our school facilities are great too. Overall as a parent and educator, I'm very pleased with our school administration.

Appendix A

DISTRICT ORGANIZATION AND MANAGEMENT (Part 2)

- [The superintendent], you're super, great, fantastic, and keep it up. I still have three more going through Edison!
- Much has been accomplished in the past 3 -4 years. With a continued effort, much more progress can be made.
- My feelings about the superintendent are not all bad, but I feel he has abused his powers. Many things in the district are better since he arrived, but the administration has grown tremendously and now they are talking about cutting teachers & overcrowding classrooms. Please stop! The children are getting the raw end of the deal because of overspending by the administration from new office furniture to other fluff. Staff development is fine, but the children are paying the price for fiscal mismanagement. Please don't lose focus!
- My primary concern is the performance of our school board and the superintendent. I feel they are both reprehensible! Very poor stewardship of our public funds and feel that the superintendent runs the board rather than the reverse. A sense of fear pervades all the school district and that's bad. [The superintendent] spends far too much time out of the city and [I] think all his expenses should be audited.
- Need more input from teachers and need experienced teachers more involved in decisions.
- Needs help! Community not given many chances for input.
- Nepotism by the superintendent has hurt the district. The school board should not have approved this serious conflict of interest. Combative attitude of superintendent is detrimental to SAISD.
- Our administrative staff is too top-heavy. We are paying high salaries on the top level, but losing teachers. Yes, the administration works long hours, but so do the teachers. When you lose teachers, class loads go up and the students are the ones who lose. Also, the district is not hiring (replacing) supervisors - this also will hurt the school. As teachers, we need supervisors to help us with curriculum and alignment.
- Our board is diligent with its enormous responsibility of the district. Superintendent is incredible in dealing with the governance of the district.
- Our board...[has] failed us. They have given the present [administration] a signed, blank check. They have allowed the superintendent to be totally irresponsible with public funds. The superintendent suffers from "small man" syndrome and tries to compensate by self-aggrandizement, speaking of his "cabinet," his

"state of the district" address, and his "cabinet-level directors." He rules by intimidation and manipulation, and hiring his wife in her current position is nepotism. Site-based decision-making is effective only if the teachers who do it are supported by the administration. Our teachers are not - we have "top-down" governance.

- Our district has vastly improved in aligning our community, school board and campuses with a unified focus. This was initiated and made possible only as a direct result of the strategic planning process.... Without this...effort, our district/community would undoubtedly be less than average. We're not average - we're on the move toward excellence!
- Our district superintendent is the main problem with our school district. He is out to use this community in any way possible. Our school board doesn't seem to have a clue!
- Our school board is killing us with poor decisions about administration and budget. Schools are in horrible condition and overcrowded. Teachers are afraid to speak out about their needs. I'll be very surprised to see any good come of this as I see only school administration people at this meeting. What a joke. Teachers are leaving left and right.
- Our superintendent is a highly effective leader of our district. He works diligently to see our school system runs as smoothly as possible. Our school board, for the most part, works collaboratively with [the superintendent] to help ensure our kids are our focal point. However, at times it seems one of the members has a hidden agenda and constantly tries to stop positive steps towards goals we are striving to achieve by focusing on the negative. She constantly states inaccurate facts and is often confused about the real issues.
- Overall, I don't see a lot of problems [other than] a lack in freedom from administration for opinions different than management. However, overall the management has made many improvements over the past administration.
- Overall, I believe the district is doing great. There's been a lot of criticism about the budget and the money that's being spent! Well, my thoughts are that if you want a stalemate district, then you will have money. But changes cost money! We all want what's best for our kids - this means change and spending money!
- Overall, this has been a tough place to manage. A more well-thought-through budget plan should have taken place. We need administrators and directors and those positions should not be eliminated.
- Power too centralized.
- School board is not taking care of the district first.

- Quality of education in district has improved tremendously in the last four years due to all the things listed.
- The district needs to, or rather the leadership needs to, start making the tough decisions that are best for the entire district, not just a certain area or school. We need to be looking 20 and 30 years down the road, not just at tomorrow. We sure need at least three high schools and six junior highs!
- Salaries are totally out of balance. Why is a large public relations dept. more important than a supervisor for Language Arts & Social Studies? The paper announced that there would be no replacements for those positions.
- No matter how many hours, staff must complete given task. [The superintendent]'s use of funds leaves an appearance & feeling of lack of honesty for community and staff. There have been many occasions when he has given his word to a professional only to have that change for political reasons. Again, [this creates] the feeling & appearance of [a] lack of honesty. This puts educators in a position that requires [them to] follow his standard of politically correct behavior - thus the...many letters to editor that far overstate the positive of [the superintendent]. The school board appears to lack information related to budget & curriculum.
- There is a lack of broad-based input from teacher and building staff to the board members. Teachers are instructed not to contact board members. There seems to be very limited opportunity to contact board members for general sharing of information. The school board appears to lack information related to budget & curriculum.
- San Angelo ISD has an organization that is responsive to the needs of parents and students. The district is right sized for its mission.
- SBDM - working well, giving parents and community opportunity to participate. DSBDMC -greatly improved over initially formed committees...truly working on issues of importance. Depts. provide close oversight of areas of school. Administrators are given latitude to truly administer their programs. Numerous school board meetings [are held] at which public input is solicited. Executive sessions are long and sometimes [held] in the middle of meeting - [it would be] better for [the] audience if [these were] placed before or at end of meetings. Some board meddling in areas NOT pertaining to their areas of oversight [such as the] selection of mid-level managers. Superintendent works long hours and very hard to cover all areas of ISD.
- School board and superintendent - an embarrassment. Needs complete overhaul.
- Strategic planning - nonfunctional.
- Site-based decision making - inconsistent and not acted on.

- School board does not seem to realize that more money needs to be in the classrooms and not in large administration salaries.
- School board has lost [its] focus regarding the example they must present to general public/children of district. Superintendent has led district to equality for all schools/pupils. School management could use improvement at [the] campus level - administrative staff top-heavy. Site base[d committees] should include parents and they are, but most feel inadequate, uneducated and not welcome.
- School board is accessible [and the] superintendent] as well - Superintendent returns phone calls.
- School board needs to take control of issues with the superintendent and public. The superintendent [is a] bad influence on SAISD [and has] lowered employee moral. Personnel fear job loss if they voice their concerns or opinions.
- Should let children have a voice.
- Site based [decision-making] is just a formality. Teacher input...goes unheard.
- Site based [decision-making] is a joke unless the principal [agrees]. Superintendent seems to micro-manage. School board is not responsive to citizen concerns.
- Site-base decision-making is different on each campus [with] varying levels of input and control [and] little to no interaction with board and superintendent.
- Site-based decision-making excellent.
- So many areas have been addressed since [the superintendent] came. We feel quite competitive and thorough with our district approach.
- Social Service workers need to be retained.
- Some of the board members do not care about the general welfare of the children. They are only concerned with the side of town they represent. This is made obvious repeatedly throughout the school year. [The superintendent] has fought tirelessly to bring equality to the district. He has done an excellent job! In working for children and what is best for children, [the superintendent] has made it difficult for certain board members to have it their way and as a result has received unfair criticism from the press. Certain board members continue to "bully" their way to get what they want, regardless of [whether it is] in the best interest of all children or not.
- Staff Development - need more helpful hints, things that pertain to our jobs. Let staff [decide] where help is needed.
- Strong, involved leadership.
- Structure is good. Ideally works well. Superintendent is attentive to matters concerning parental problems.
- [The superintendent] has made some wonderful changes for our district: The campus beautifications, school service workers,

upgraded the technology throughout the entire district, has brought the schools to the same level. (He has tried to make all schools equal.)

- The school board has directed [the superintendent] to make changes. He has! With change you always have some in the community that don't like [it].
- Superintendent has helped lead our district to be on the cutting edge of staff development for our teachers, curriculum development, and organization. More innovations and improvements have been done in our district under the superintendent's leadership in the past four years than I have ever seen in other districts. Raises have been received for all personnel ever year under his leadership.
- Superintendent is doing a very good job. School Management seems to be improving all the time. The best strategic planning that I have known in any school district. Good site-based decision-making teams all over the district.
- Superintendent is wonderful.
- Superintendent need to be ousted ASAP. Our finances are in deplorable condition.
- Superintendent provides effective leadership.
- Superintendent provides superior leadership.
- Clear lines of authority. Teacher Communication Team is active. SBDM encouraged in all sites. Greet meets with all teacher groups. Excellent organization.
- The administration is too top-heavy. Their pay scale is astronomical compared to the average teacher.
- The best it has ever been. I have confidence in the administrators and board to continue to provide for our students. [the superintendent] is always open and receptive of any concerns, ideas) I have for my school. He does not hide in his office like previous administrators. He believes and trusts his administration. He and administration encourage community and parent involvement at board meetings, committees - they developed a road map three years ago and it has not been shelved, never to be seen again. It is constantly reviewed and if something does not fit, it does not happen. These were needs everyone felt were important. I appreciate and applaud the efforts of [the superintendent], administrators and principals for making SAISD what it is today - leaps and bounds better than it has ever been!
- The school board should cease micro-managing and trust [the superintendent] and his administrators - they are only doing what the board directed!!
- The board (majority) has been supportive of the superintendent & the needs of the district. DLPC (SBDM) for the first time this year

has completed the year of 2001-2002 in early April. This will allow the campus to start earlier on their campus plans.

- The board appears to be led around by the nose by the superintendent.
- The district has a very able management team that requests input from the community and campuses, and incorporates all the input into the decisions.
- The district has strong leadership. The staff supports the goals and mission of the district.
- The district is much too top-heavy. A lot of the district's time, money and expertise are not used on kids, but on administrators and on administrative tasks and expenditures
- The idea of systemic planning is great. However, much time was spent planning and very little has been put into practice. It is mostly lip-service to let things look good. The school board and superintendent have implemented only what the superintendent has wanted done. This includes hiring more & more administrators, cutting teachers, cutting the supply budget for schools and teachers, but yet they can hire a person part-time & pay an exorbitant amount for overtime.
- [Concerning] the intimidation practices of our current administration: Handwriting samples have been matched from unfavorable staff development evaluations and the principal was called in and told to speak to the teachers. [Also,] when parents spoke to the school board about a specific program and teachers attended because it was on the school board agenda, two supervisors were called in and reprimanded strongly for "letting that happen."
- The leadership at Bowie is not good. Bowie has had a reputation of being one the best. It is not where it should be. Someone at administration should listen to the teachers w/o the fear of reprimand.
- The organization at Fannin is wonderful. We are told about things well in advance. The staff is wonderful and works well with one another.
- The principal at Lake View is a good example of a strong leader. As a parent, he supports all the kids.... SAISD made a very smart move when [he] took over. Our children need someone to look up to. He qualifies in a lot of ways. He demonstrates genuine concern for all of his students, not just the athletes or popular students.
- The school board (some members) want to micro-manage sometimes. Administrators at all levels are committed to district goals as set forth in district plan.
- The school board has done a very good job in planning for all schools. Most board members visit all campuses and are aware of the needs of all schools. Since [the superintendent] took over...the

schools have improved, especially the elementary schools. He is such a hard worker [that] he brings out the best in the people that work under him.

- The school board has made itself very inaccessible to the public. Closed sessions for hours within a meeting forcing the public to wait for hours to be heard.
- Entirely too many administrators. I have been a teacher in SAISD for 15 years and I do not know who half the administrators are or what they do.
- Administrator salaries are huge.
- Expenditures by the superintendent are excessive and ridiculous.
- The superintendent's wife's part-time salary of \$92,000 is ludicrous. I work full-time and make less than half of that.
- The board refuses to listen to public sentiment about the superintendent. They appear to be brainwashed.
- The school board has not done a very good job where our budget is concerned. I believe they just didn't realize what was happening until it was too late. Our superintendent has done some good things for our district. Parental involvement is good, campuses are more "equal" as far as facilities and programs are concerned, and he does seem to listen to teachers. I am concerned about the budget and the appearance of funds being misused. I hope everything is resolved in a fair way. He does seem to genuinely care about our students. Site-based decision-making is in place but I cannot honestly say it is very effective.
- The school board is run well in my opinion. They...inform the public of what's going on in our district. I feel that our superintendent does a good job for the kind of work that he has to do. People should appreciate that their kids are being cared for. Everyone has an opinion on how the school district is run, but I think that no matter what happens you will have people that are unhappy.
- The school board obviously has not done a good job over the past several years in the management area. As an old saying goes, "If there is that much smoke, there must be a fire somewhere!" [The superintendent] will leave here someday and tell others that "Those hicks in San Angelo will believe anything." Our superintendent is highly overpaid. He is accountable for all the financial problems we have.
- The school board of SAISD has become totally ineffective.... TASB needs to come in and do some extensive staff development on the role of school board members. The superintendent has made equality for all children his number one priority and that has [angered] a lot of people....

- The school board's conduct over the last two years has been completely unsatisfactory. They're not there to just "rubber-stamp" the superintendent's decisions!
- The school system is too top-heavy with administration. We need more workers that work with kids-school service workers, technology people, teachers, aides, etc.-and fewer in the administration building.
- The superintendent has changed the way the district is run. Before [the superintendent]. arrived...there was no set curriculum that everyone followed. His decisions have brought together this district and I feel that, because of him, the district has become successful. I feel that the district improvement plan has been a great contribution to this district. I also feel that some of the school board members do not want this district to be successful.
- The superintendent has had the vision to bring in innovative programs that benefit all schools. He has brought equity to all schools. The board has also been very accepting of [his] ideas (at times). The district, under the leadership of [the superintendent], has begun a systemic map and this has had our district...working toward equal goals and expectations. I for one am extremely pleased with the work [the superintendent] has done and the programs he has brought to our district.
- The superintendent is always in the paper and TV - in trouble.
- The superintendent is the worst. He needs to go. No one with over four years' experience gets hired by this administrator. Therefore we get a lot of new teachers teaching our children.
- The superintendent of SAISD is a very knowledgeable individual, very fair, [and] wants every child to be successful. Site-based decision-making is effective at all campuses.
- The systemic map and campus improvement plans drive decisions and planning. Central office administrators are knowledgeable about issues and available to stakeholders.
- The teachers should be kept [better] informed...as to what is happening in the district that has a bearing on them....
- The town needs more information about...how [district revenue] is handled/used. Board members need to be more aware of information pertaining to employees.
- There appears to be too much "secrecy" involved with issues. Board [questions] little. Schools are managed well.
- There are too many administrators in the district.
- There are too many high-salaried people working in management positions whether in the Administration Building or in those satellite buildings.... Central Administration spends far too much time telling the public how wonderful things are.

- There is clear district organization. I know who to speak with when I have a problem. Problems are addressed quickly. The map of responsibility has been cleaned up.
- Get a clue [the superintendent]. Go away! Far, far away to some district that doesn't mind throwing their money into the wind.
- There is a total lack of integrity in the administration.
- School board does not understand what the purpose of an audit is or how to respond to audit findings.
- District employees were encouraged by the administration to attend these public sessions at all three campuses to make positive comments.
- There was a time when the school district provided a wonderful motivational speaker to get the year started. Now we have so-called pep rallies to "scold the employees" for various things. We could use some unnecessary administrative salaries to fund those.
- This district has come so far since [the superintendent] came [and] despite what a few people choose to say, we are better than ever. Money has been spent on the kids and teachers that before was "stockpiled" - at last San Angelo got a leader, a visionary, a superintendent that did what it took to get us (our kids) where they need to be. If he goes, I feel [sorry] for SAISD. It was the whole community, including the few naysayers, that developed the vision. Now that all of SA is aligned & equitable, they can't stand it. I applaud [the superintendent] & his outstanding administration for doing what it takes...when everyday it's a battle for them. Don't believe our newspaper, & SAPRO - they have one agenda - get rid of the one person that has truly made a difference!
- This system has done more in three years than the previous superintendent did in 14. However, the board is spoiled and has forgotten this....
- This superintendent has managed to distribute the district's assets evenly. As a result, this has made some residents angry and they have launched personal attacks on [the superintendent].
- Some members of the board are now trying to micro-manage.
- Through the Systemic Map, the community has developed goals and objectives that the board has adopted. It is followed and reviewed by the district periodically. The Superintendent is a visionary...who leads this district through research based [on] best practices. The administration is freely focused and communicates well with principals, directors, etc. who in turn communicate with their staff.
- Too many administrators getting paid too much money. Site-based decision-making good.
- Too much micro-management - Can anyone make a decision?
- Top-heavy administration. Some good programs have been implemented [but I am]concerned that some will be dropped [due

to a] lack of funds (like HOST, which is a successful reading program). School board - some are beginning to look more closely before acting instead of giving carte blanche. SAISD has excellent teaching staff. Too much pressure is being put on them. TAAS should be a measure of each child's academic growth instead of a punishment for teacher and child[ren]. I'm still not sure our monies have been handled properly. Enrollment declining, taxes will probably go up again - schools closed - but no big changes at the top.

- Very pleased with [the superintendent] - he has brought many needed changes to our district. He brought the district together - aligned all areas and brought the community into those decisions (mapping). He is supportive and innovative. Thanks to him.
- [The superintendent] has organized a Kingdom of "Ruler" and "Subjects." He dictates to his administrators and teachers and has actually harassed and used "scare" tactics [against] employees who talk negatively about SAISD.
- We are extremely fortunate to have [this] superintendent.... We appreciate his leadership and "spitfire" tenacity. He has a great organization and management team he calls his "cabinet." As a parent and member of the community, I am proud to see a Hispanic role model for our children. He exemplifies what I hope my son will aspire to become - a passionate professional - an educator with a burning desire to succeed and lead to a multitude of achievements. Our administrator is more open to criticism and suggestions. The administration of this district is more proactive than reactive. I am a member of my junior high site based decision making committee and [the] District Site-Based Decision Making Committee. We do get a lot done. As a parent, I feel my children and spouse have a voice and say in our district. Everything that has been brought to the attention of the taxpaying public in this community is being acted upon.
- We have a competent board and superintendent. Very good experience at these levels.
- We have a wonderful plan in place. Planning is going well. There is a diverse committee.
- We need a new superintendent!
- We need fewer administrators. The superintendent & appointed personnel under him need to stop the intimidation of lower personnel.
- Why can't you operate the district with the monies? Why is super getting \$200,000 plus perks? Where does nepotism start in the school district.
- Why have teachers (maybe not all) been prompted w/ memos to only submit positive comments at the forum?

- Why was our superintendent out of district 99 days of his 260-day contract? That is a 38% absence.
- Why was our superintendent's average cell phone bill \$792.95/month during the 99-00 year?
- Why did the board not rein in the districts spending when there was not a firm budget?
- Would like to see taxpayers and parents more aware of administration and school board pay. I feel administrators are getting paid too much.

Appendix A

PUBLIC FORUM AND FOCUS GROUP COMMENTS

EDUCATIONAL SERVICE DELIVERY

- Follow-up parent-teacher interaction notes home for good positive reinforcement-teacher.
- Social service workers do a good job & are very needed.
- Programs not always followed through with.
- Not enough time to teach.
- Small group involved in curriculum alignment.
- Good support from campus administration.
- Special Education programs not aligned between campuses. Regular programs are aligned.
- Alignment process lengthy process.
- Curriculum supervisors cut through attrition.
- No system in place to take new students. No pre-planning takes place.
- No new student packet or student orientation.
- Need to follow up [to ensure] that info is getting to the parents; don't count on the kids.
- Poor communication. Better communication between parents & administrators.
- Complicated registration package for high school - too much info.
- Not enough guidance from counselor. Not consistent between campuses.
- Student teachers not always being supervised by certified teacher.
- EDS works well w/students...good curriculum - good grades.
- Glenn - no notification on progress prior to progress reports.
- Teachers don't call - the parents have to call teacher.
- Special needs [students] [such as] diabetic students - [are] followed closely. Vice principal [has] educated the staff about his needs.
- [Teaching] TAAS [is] repetitive [and] leads to boredom - creativity can suffer.
- Mentor program needs to be increased.
- Increased equality across education facilities statewide.
- [SAISD has] come a long way in curriculum alignment.
- [The district] identifies and provides for special needs kids.
- Teachers are taken away from class for curriculum writing.
- Better utilization of Region XV Service Center is needed.
- Lack of R & T at Service Center.
- Alignment of curriculum was needed and is successful.

- Borderline students who do not qualify for special education need some kind of program.
- "Character-first" curriculum sounds great.
- Curriculum in all areas has vastly improved. Curriculum guides are being revised for the first time for the elementary guides in many years.
- Cutting back on teachers and forcing multiage classrooms is not beneficial to our children's educational needs.
- Deaf Education programs need to be revised.
- [The superintendent] has improved and made possible curriculum alignment.
- GT program is awesome - we just don't have enough space for all the kids who need to be there.
- I think SAISD is on a positive track, good programs, teachers and administrators. I am particular[ly] impressed with up-and-coming school programs.
- I am a student here at Lincoln Jr. High. Well, anyway, I know I'm only 15 and my opinion probably really doesn't matter. But to me it does. I also think teachers need to take in to consideration that we as students want to be treated with a little RESPECT!!
- Parents need to be willing to come down to talk about the issues, little or big. Their opinion does count. Our future needs better taking care of. Right now our kids feel discriminated against. They also feel they don't have rights. Our children need to be seen and heard. Teachers need to take time to listen to students. Students are not always wrong. Nor are they stupid, dumb, or ignorant. If they are, then guess what - your teachers are failing at their job!!!
- Every child needs an education. Our students have gone without long enough. Let the children speak.
- Once upon a time we had a user-friendly curriculum, no more.
- Standards are a joke.
- The programs provided for TAAS success are excellent.
- We have made great strides in curriculum program changes and curriculum delivery in the last four years.
- Wide range of programs provided - hosts, 9th grad initiative, after-school tutorials, etc.
- I feel that more money and resources should be placed in the GT program.
- My son is in his first year of school in SAISD. His teacher has brought him...to a level of success in reading and writing - though she has stated that the program they are utilizing is not the best one offered. Her support and dedication to her profession has allowed the students in her class to excel. I believe the curriculum should be targeted at the overall success of the students, not just the district.

- SAISD has been developing standards for all core areas that will [affect] student success and success for all. In addition, the curriculum has been aligned under [the superintendent]'s administration. The curriculum and instructional delivery [have] improved over the last several years.
- SAISD has excellent alternative programs such as PAYS.
- Standards are being utilized and teachers and administrators are writing more. We are reaching for the stars and we are far ahead of many districts. We need to keep on going in the same direction.
- Students should not have to choose between GT classes and music, band, art and drama - at secondary levels. Every effort seems to be made to find an appropriate class for all students.
- Students still have to do the same thing several years in a row because teachers don't know if the material has already been taught.
- We have a great Special Education staff.
- We have made huge strides in developing and aligning curriculum across grade levels and subjects - all special programs have been included in this process.
- According to [a] new policy for next year, many of our elementary school children will be forced into multi-age classrooms. This is a direct result of budget problems and is not in the best interest of children or the teachers being asked to teach in this environment.
- According to the TAAS results I've seen recently, not a whole lot has changed since [the superintendent] came to town. Most of the elementary schools are acceptable with a few recognized and fewer still exemplary. In his "state of the district address" (I think he feels he is President of the U.S.!), [the superintendent] did not mention academics once. Hmmm. I wonder where the districts' priorities are? In regard to special programs, I feel that we have sliced the pie so thin that every student is labeled and strictly channeled down that particular path.
- Aligned curriculum was badly needed! Students moving from school to school was quite a problem. Everyone being in the same, or close to same place, is helpful. I really appreciate the efforts of G/T and encourage [the creation of a] G/T magnet.
- All special programs are good and handled very well. We have a very strong curriculum. There are great teachers in this district.
- All students are given the same opportunities in our district. Special education students and special needs students are provided services that are necessary for their education. Gifted students are given opportunities as well.
- AR is doing a great job for our kids.
- Central High School Deaf Ed...had no information for colleges for the deaf. The three graduating deaf seniors needed the same info as

the regular education students and were not provided [with it] even when [they asked].

- Average kids are being left to dry. Too much emphasis on GT and Special Ed Programs.
- Better utilization of Region XV service center is needed.
- Bilingual programs are important. GT is also necessary. Resource/Content Mastery are vital to the school system. More resources should be put into these programs. TAAS is important, but NOT a complete indication of the student's performance or the teacher's performance.
- Board-adopted Phonics and Spelling are no longer available.... [There's a] new program or focus each year with little [accompanying] training and never the materials [needed] to implement [it]. Project-based learning, individualized reading, and the Rigby method are examples. Nothing is done well or has any follow through. The standards are difficult to use and teachers were told they were our curriculum. However, there is not enough material to last a whole school year and there is no scope and sequence. We were told to use Saxon Math for scope and sequence. No one seems to really know what we are supposed to be doing or how.
- [We have] come a long way in curriculum alignment.
- Curriculum alignment is very important. SAISD's was very disorganized before [the superintendent] came to the district. We have curriculum guides and all schools are teaching same curriculum and with same program.
- Curriculum - for the first time ever, the curriculum is being aligned, both vertically and horizontally. Also, the Gifted/Talented are finally getting the attention needed.
- Curriculum - has high standards, is innovative with/protect based approach.
- Curriculum - needs to be the same citywide.
- Curriculum alignment is a great idea. There need to be allowances for students falling through the cracks who have gaps because of rushed lessons - those trying to catch up.
- Curriculum and programs are fantastic. No problems from my standpoint.
- Curriculum and student performance is improving!
- Curriculum being developed is helpful to all campuses being on the same track. Too much emphasis on TAAS statewide. All teachers now teach to the TAAS.
- Curriculum guides are almost complete. I am still curious to know if the same curriculum is being taught across the district. TAAS performance has increased. Bilingual [programs are] expanding. We need more magnet programs.

- Curriculum guides are in place. TAAS - need more help with at-risk students. Special Ed - need more communication as a group. Lots of good stuff happening, but need more training.
- Curriculum guides have been developed for Math in Service for the first time since 1989. Currently L.A.C.S. are being developed. The other [guides] are as old as 1985. The [guides] have been developed through the guidance of the superintendent [who is] willing to invest money in the curriculum. TAAS scores have gone up for all districts over the last four years.
- Too much emphasis is now being placed on TAAS.
- Curriculum is above average.... Most programs are available.
- Curriculum is in good shape. Much work has been done to align the curriculum and create standards that we should all be working towards.
- Curriculum is in the process of alignment [but] facilities and equity issues limit its implementation at all campuses; curriculum guides are not user-friendly. Educational programs vary from campus to campus; alternative curriculum is nonexistent; teachers are required to provide lessons (long distance) and yet the facilities are monitored by certified teachers (curriculum alignment problem).
- Curriculum needs to be improved in math.
- Curriculum: Finally! We have been given the opportunity in the last 4-5 years to put curriculum as a priority. Central office resource people have provided the structure needed. [E]ven the organizational structure reflects curriculum as a priority. This district is learner-centered. Special Ed Services are based on curriculum and students need, not the disability. Children are children first here. Administration and teachers are open to planning individually for each child's unique needs.
- Curriculum: TAAS - OK; Special Education programs - No; ESL- No.
- District grading policy and requirements for placement in advanced/honors programs is not in place! (varies campus to campus, teacher to teacher).
- District scores have risen [in the] last four years; curriculum is now aligned across the district.
- Educational delivery is excellent. TAAS scores have increased in the last three years. There are far more programs than ever before. These programs help the parents, students, and teachers. The curriculum department is always on top of things and on its toes.
- Educational Service Delivery - great strides in this area. Better scores, alignment, staff development.
- Elementary schools: looking at cutting funding on mentors for math programs? Special Ed look into self-contained units.
- Everything is TAAS-oriented. Teachers live and die by TAAS.

- Excellent teachers who need to be held accountable for activities in classroom. Many teachers feeling unappreciated.
- Finally, we have recognition of high standards for all students and [an] aligned PK-12 curriculum.
- Funding is not equal on all campuses.... Favored departments benefit from friendships regardless of the curriculum mission.
- GT program is excellent for elementary but lacks something for secondary. Social Studies curriculum and guides are wonderful. TAAS performance is low due to student apathy. Special Ed sometimes takes [precedence] over regular education.
- GT programs tend to get priority (focus, funds, etc.). Bilingual program needs to be overhauled - more could be done for spending money for student needs, school supplies, etc. (the least expensive are bought and do not last through school year). Funds are spent for aides and those aides are utilized for other campus functions and migrant programs.... Alternative campus needs overhaul - you have too many overage 9th graders - until a few weeks ago, no actual teaching took place. Students are spoken about with no regard to them physically being present. The counselor has no active part in guidance - guidance is conducted [by an] aide or teacher.
- Good educational service delivery.
- Great curriculum guide development - expert management thru the process of development. Invaluable tools. Great efforts made to align curriculum horizontally and vertically. Alternative - DAEP- gets students...transitioned back to home campus more expeditiously than before. Percentage of Special Ed students in DAEP has been reduced. PAYS needs to have Special Ed services available. Wonderful GT training provided. There is a need for magnet schools.
- Great curriculum improvements.
- Great for the chosen few.
- Great improvement in TAAS scores districtwide, probably due to equalization of curriculum among all the schools and equal expectations of children. Need improvement in Gifted and Talented. Would think a magnet school would be very beneficial.
- Great strides have been made in much-needed curriculum alignment. Curriculum guides are outstanding; professional development is available for all employees and is relevant to the needs of the employees. Principals are more accountable and are able to be "instructional leaders" on their campuses because of the strong central office team and the support these people give the campuses.
- I am so sorry for all the teachers that I know who would love to write comments, but they are too afraid of their jobs. Teacher intimidation is at the highest level imaginable. If you only knew

the stories! You do realize of course that most of the positive remarks...are from the too-highly paid administrators - [the superintendent]'s cabinet.

- I believe more than ever before that the needs of our children are being met under current administration.
- I believe that SAISD provides a variety of educational programs that are able to meet the wide range of needs that our children exhibit. SAISD is constantly striving to be innovative and cutting-edge in their approach to providing services to the children in our district. I find the magnet program to be particularly interesting and exciting.
- I feel my daughter has been delivered an excellent education. The GT programs, honor courses are top-notch. We have the best teachers in these programs. They are really great.
- I feel our curriculum standards have been set as high as our facilities and staff will allow. Unfortunately, our facilities at Edison are old (1928 and 1978 buildings) [but] the faculty is doing [its] best. I praise our faculty and administration for doing the job with the facilities they have to work with. Our curriculum has been aligned vertically and horizontally to reflect what is being taught at our other junior high schools in the district. Our students are prepared for TAAS exams adequately. We do need a magnet school for our special programs. We also need to step up our Gifted and Talented programs, but again, we need to upgrade our facilities to match.
- I feel we have done a lot to try to and improve our TAAS scores, curriculum and basic classroom performance here at Edison. I think that far too much emphasis is placed on TAAS in general by the state. A test is just not an adequate measure of what a school (or teacher) is truly doing with a child. Other ways of finding accountability should be looked into.
- I feel we need more teachers for those students in ESL. Most of the children that are served in SAISD seem to lose out since we do not have a program on campus any longer and they are supposed to go into a classroom and understand what a teacher is trying to teach them, or get help from another student that is in his or her classroom. I feel like we are cheating those students on an education. At least when there were ESL classes they could have the opportunity to work with someone on a constant basis and be confident that they can succeed not by themselves but with other students that struggle with the same problems they have.
- I have been very pleased in every aspect of the programs offered at Lincoln. One child is in inclusion and modified classes; the other child is in gifted and talented. Both have received excellent schooling. I was also amazed at the great concern Lincoln has for their students entering 9th grade. I feel the band programs need to

be looked at. Kids were sent home schedules for band events; over half have been cancelled. Would like to know why.

- I have strong concerns about the segregation of GT students from the regular school population. [This] leads to problems in the staffing of regular classrooms.
- I see a very large problem with the gifted program. As a former teacher myself, I do see the need for truly gifted children to have a more individualized education, but politics & parental pressure play an even larger role in identifying these "gifted" kids than should be allowed. There should be an equal program for honors kids - some sort of enrichment for smart children who fall through the cracks because they behave themselves in class (are not disruptive like "gifted" children).
- Multi-age classrooms - there is a rumor that Crockett will have multi-age classrooms next year because of budget concerns & that every class will start the year w/ 22 kids. Heaven forbid a new child enrolls after the 1st day of class! I can see how a bright 1st grade student would benefit from a 1st/2nd split class, but what about that bright second grader stuck in the same class? Please think of the children, not just the budget - cut somewhere else!!!
- I think that the majority of the students are being served in the area they need.
- I think there are too many students being put in Special Education so that TAAS scores won't be so low. I think more teaching needs to be done to see that students are given an equal chance.
- I think we have a great curriculum & lots of expert advice in how to deliver the message.
- I think we worry about TAAS too much. San Angelo has more special education students than most.... Overall, there is strong commitment to the students at the school and administration level.
- I work in an elementary school that serves all the bilingual students in the district. Our teachers work so hard in trying to teach those Spanish-speaking students to speak English, etc. in a class of over 20 students, with only one learning assistant (teacher's aide). It would be nice to budget a learning assistant for each bilingual teacher.
- I would like to comment on the Guidance Department for SAISD. The department has an excellent director of Guidance for the district. She works tirelessly to make our district excellent. The counseling staff at all levels is professional and well-trained. The department is student-oriented and strives to help all students achieve their personal and career goals.
- Lack of G&T at Service Center.
- Math curriculum guide hard to follow - especially for newer teachers.

- More district support for TAAS [is needed]. More Spanish classes [should be] provided for all students. Less paperwork for upper-grade G/T students. We must keep our school social workers - they are needed by our children.
- [I would like to see] more H.O.S.T.S. programs on elementary campuses. More math H.O.S.T. programs on elementary and some in junior high! Keep GT and build a magnet school.
- My daughter is in Special Education and has received a very good program. Her needs are placed first. I appreciate this.
- Need more arts programs to meet student needs. Not enough guidelines for GT programming.
- Student performance on TAAS needs to be raised.
- Need more nurses on campuses more often. More students with serious medical problems are attending classes regularly but...need daily nursing assistance. The nurses we have are excellent. There just aren't enough of them. Ultimately they make an impact on attendance and student achievement. Service Worker program is very helpful - especially when a student needs transportation.
- New curriculum guides are great. Curriculum Department has done a great job!
- Our classrooms are too small [and] need to be bigger. [The] boys weight room is very bad. Coaches' offices just as bad. Teachers need more storage space.
- Our community has been involved in a lot of the ground-floor activities that focus on quantifying and improving services for various programs. I know that every district certified staff member [tries] to improve various program deliveries. Special Education programs are the best in the state as far as I have seen and our GT, magnet, ESL programs continue to improve.
- Our Curriculum Department does an unbelievable job of juggling many responsibilities, but is always available to staff.
- Our curriculum is being aligned for the first time, PK-12. This has been a mammoth...undertaking...and we are seeing progress in providing a tip-top curriculum for students.
- Individualizing instruction is a priority. Teachers are trained to identify learning styles and then learn strategies to teach their students.
- Our Curriculum Department is involved in curriculum writing of activities based on state and national standards. Last year we wrote guides for math and science. This year we are working on reading & writing. This process has been well organized and has involved teachers and administrators working together collaboratively. The teachers are using math and science guides and documenting use (TEKS/Standards) in place of books. Principals report progress of implementation during accountability meetings. Principals do walk

through to monitor implementation of guides and quality of instruction.

- Our curriculum is finally...aligned with high standards.
- Our district is working to meet the needs of all students. Teachers work to vary [the] curriculum to address the varied needs of students.
- Our district strives to meet the needs of each student.
- Our TAAS scores are getting better every year. The many innovative programs have helped strengthen our curriculum. Service workers, assistant principals, computer specialist, etc. have been much help.
- Parents of deaf [children] and others [are] concerned with money used in the deaf department compared to other[s]. Others receive more paperwork and college information. Wants to know how much money is received and how it is used. No textbooks have been purchased.... The teacher makes the curriculum. Students feel that they don't know as much as others. The sign language is not the same as others such as ASL. Not enough interpreters in the classrooms - [they are] pulled from one student to another in a separate classroom.
- Peer mediation, beautification of campus, student news (LFCN), Pride, Jump Rope for Heart, Little Olympics, DARE, Student Council. Service workers, nurses, reading specialists are important! Educational service is appropriate for our students at Fannin at all learning abilities.
- Please encourage experienced teachers to stay in place.
- Pool for selecting new teachers includes few experienced teachers.
- Probably one of strongest areas. TAAS scores, attendance, overall AEIS indicators are up. Support services regarding nurses, service workers, computer technicians [are] very good.
- Programs are very good. Need more help doing them.
- Programs like Alternative Education and Resource & CM are NEEDED!!!
- Programs offered students are awesome - however, at times are understaffed.
- Room for improvement in TAAS. Special Education programs - good.
- SAISD has worked hard to bring all curriculum into both horizontal and vertical alignment. Teachers are certified, getting certification, or encouraged to become certified in G/T, ESL, etc.
- SAISD is always looking for new techniques in order to be able to reach all children and all students to be successful. We have programs like Lightspan and A&LS that are targeted for the at-risk population.
- SAISD needs higher expectations from its students and staff with more...gifted/talented [programs] and a magnet school system.

- SAISD Special Programs has proven to be an outstanding group that provides positive situations and learning for all students. Curriculum and Instruction has moved toward improving curriculum through updated curriculum guides and evaluation data based on student needs.
- San Jacinto Elementary [is] doing a great job with bilingual education program.
- Schools focus too much on TAAS and TAAS scores. We have gotten away from teaching kids what they need to learn, like basic spelling and how to put sentences together. There are too many kids falling through the cracks.
- So much emphasis is placed on testing that it leaves precious little time for teachers to "teach." Also, so much paperwork takes away from class preparation. The staff and faculty seem to be getting younger at the expense of quality teachers, no matter how much experience they have or how much salary they earn.
- Some teachers (not all) really need to improve on their professional dress. Teachers spend more time (awake hours) than I do. When they dress in sweats and sloppy jeans, it is not the professional role model I want for my daughter. She hopes to be a teacher someday. My advice to her is to find the most professionally dressed, educated teacher to pattern herself after.
- Sometimes the campus principals are pulled off their...computers so much by upper administration that they really don't have a good handle on what is really happening at home.
- Special Education - many abuse this program [and] use it as a crutch instead of an educational tool.
- Special education is not effective.
- Still waiting for a districtwide curriculum - lots of talk but haven't seen any real changes. Have far too many teachers that seem to feel they don't have to answer to anyone (one is too many!). Also understand that there are teachers who know that nothing will happen to them regardless of how poorly they perform. Seems to be a large rift between teachers and administration - will hear one thing from the teacher and something completely different from the administrators. Keep gifted and talented programs.
- Student performance has increased. My daughter has successfully scored well on the TAAS and had very high marks on the PSAT. She could not have done this without curriculum that is on target.
- Student programs which are very important at Fannin are: PRIDE, Peer Mediation, Live Fannin Charger News, Charger Jobs, Accelerated Reading, Little Olympics, Beautification of Campus, Jump Rope for the Heart, Student Council. Nurses and service workers are very important to our campus. We are a Title I campus and their specialized skills are needed. Educational service is a

priority at Fannin. Special Ed programs are least restrictive environments for the children they serve.

- Student TAAS scores have improved greatly in the past couple of years.
- Students are receiving a better education than ever, up-to-date curriculum, teaching methods, materials - alignment - never in the history of San Angelo educational system has it been this good! I wish my kids could be here now - thank goodness for grandkids. I hope this administration, if they can survive the nay-sayers, can continue doing what they are doing, i.e., putting us on the map!
- Students should not be passed...for TAAS only. Grade on report card should reflect what actually made....
- TAAS - a great idea, but tying it to teacher assessment is not fair. When the administration repeatedly tells you that failure rates are too high, you have little choice but to water down the curriculum to assure students pass. There is very little accountability on the part of the student. I feel that's where the accountability needs to be. We are training our children to blame others and not be responsible for their own learning. Alternative education - not strict enough. Many children have already been subjected to an alternative school before they even reach Junior High. The parents need to be responsible for some of the actions of their children. I do believe that teachers have a responsibility to the student because that is who we serve, but when one student disrupts the learning environment of 20 students because they can't behave, that is not fair. And when the failure of four students can cause the curriculum to be made easier for the other 16 students in a class, that is not fair either. Let those who fail, fail! Let those who wish to excel, excel! The disruptive child who does not want to be at school needs to stay home and turn that world upside down.
- TAAS - more district support for campuses with low-performance test scores. Programs: Spanish classes provided for lower grades for all students. GT classes: less paperwork, junior high and high school. Social workers: keep them, especially [in] schools with low-performance TAAS scores [and] poor attendance ratings.
- TAAS performance has improved steadily over the last year.
- TAAS scores are continuing to improve. Curriculum guides are being developed by teams of teachers and administrators. Clear procedures exist about identification into special programs. Special programs have well-developed curriculums.
- TAAS scores are up - curriculum and the delivery of instruction [are] more innovative. This is a direct reflection of [the superintendent]'s leadership and what he has done for our district.
- TAAS scores are up!! TLI scores are up!! Students are excelling, programs are addressing needs. New innovative programs, i.e., 1) 9th grade initiative, 2) HOSTS. 3) extended day, 4) International

Baccalaureate. More programs that I can't recall by name. But excellent education program is provided.

- TAAS teachers working hard. Program probably would benefit from a magnet program if the \$ were there.
- Alternative programs should be made to be more strict. SAISD needs a boot camp. Students at Carver get too many privileges and rewards.
- TAAS testing should not rule the curriculum.
- TAAS [is seen as] too important. Students need more to help get a job.
- Teachers are out of the classroom too much of the time attending workshops, meeting, etc. Too many substitutes [are] needed.... Curriculum is not always appropriate. Too many programs being used and tried.
- Teachers are taken away from class for curriculum writing. [This] should be [conducted] in summer.
- Teachers try to individualize [the curriculum] as much as possible.
- The automation of the libraries has enabled librarians to have time to teach library skills. The introduction of foreign languages (Spanish) in elementary is a great idea. I hope others are implemented later on.
- The curriculum department stays current with trends and concerns. Good application of curriculum...by teachers.
- The curriculum for TAAS is satisfactory. Student performance is about average. The educational program throughout all is good.
- The curriculum has been aligned horizontally and vertically. Curriculum guides that incorporate TEKS and TAAS are being developed in all areas. TAAS data is disaggregated and target groups are given extra help. Bilingual and ESL programs are closely monitored and the district supports teachers to assist in getting ESL endorsement. Sp. Education provides excellent support to students. The pre-referral process is utilized to make sure students are properly screened and all intervention strategies are used. A cross-section of students make up placements in Gifted and Talented.
- The curriculum has finally been aligned with our work on standards. Education in San Angelo is now consistent and equitable between schools. The GT program is now going toward a magnet approach. I personally would rather see more of an inclusive, campus-based program. Excellent Special Education services.
- The curriculum of SAISD has improved greatly under the supervision of [the superintendent]. The district has new curriculum guides, student performance has improved greatly on the TAAS and all educational programs have improved.

- The district curriculum has been examined and fine-tuned to meet the standards of TEKS. The TAAS scores have risen during the current administration's tenure.
- The entire U.S. school system needs major work. I am a college (ASU) professor and am very disappointed at the general level of education from our high schools. SAISD is certainly not at the top of the educational delusion process.
- The in-service [classes] I have been forced to attend for the most part have been a waste of time. Way too much money is being spent to bring "experts" in to hear what we already know.
- The Learner-Centered [curriculum] delivery is key at my campus. When children get to put their hands on materials, it really helps their learning. Many programs have been started to help children with [special] needs.
- The learning-based projects in theory are good. Too much money was spent on this concept. It applies to only a few and was a waste of time and money. We need that resource to go to early intervention programs. This concept works best in a gifted classroom.
- The overall performance of the schools has been very positive and the new programs seem to really help my children.
- SAISD has worked very hard to develop a good curriculum. The director has brought a lot of expertise in this area to the district. She has developed a great manipulative program for elementary and secondary math - a hard area to get teachers to change how they teach. We also have reading guides and standards now in the district as well as science and plans are to work on the social studies. I don't have a child in the district but if I did, I would feel that...he would have as good a chance as any child anywhere in the U.S. So much depends on the teacher that my concern would be the number of young teachers hired in the district. Of course there are good and bad sides to that issue. Sometimes you need to get rid of the "old wood" in order for the fresh, green ideas to flourish. Teachers are the key. My grandchild is in the gifted program. It is exciting, even exhilarating - the teachers are great, they extend and deepen the studies of these young children. So instead of hating to go to school, they are eager - jumping out of bed, can't wait to get to where the other gifted kids are. They are just amazing mirrors of each other - I wish every gifted child in the world had the experiences of having the chance to interact with mental peers all day, every day, all year long.
- The high school program is also terrific. Specifically, Central High - the kids become a family. I have heard that we have a good special ed program and also bilingual, migrant and Title I. I think all our schools do well on the TAAS, and I'm not sure that that is such a good thing. Since it is a minimal skills test, shouldn't every

school child make a passing score on it, since it's the lowest level of what they should know? Plus, why do we spend so much time and worry so much about passing TAAS - this is a serious [concern] for me. Where is teaching going amiss? The children I know about [get] a lot of use of the computers in the classrooms. In their classrooms they can get on the Internet; I don't know if that is true of all the classrooms or not, but we do well in the magnet program. The facilities are very well-maintained.... Things are green, blooming. All the campuses I've been on are clean, smell good, and are cheerful. Teachers are smiling and cheerful also. Things are good in this district. The usual problems crop up from time to time, but all-in-all [the superintendent] has really been a strong visionary. He's made some mistakes, but, good grief, he's a man - what do you expect. If you don't want any problems, hire a woman!

- The success of all students is at the heart of all decisions made by the administration and school board. The district is almost recognized (by the accountability standards) for the first time in its existence.
- The teachers are top-notch. They do not receive the credit they deserve. It is all given to the administrators.
- The teachers are wonderful! They work very hard with little support from the central office. Things change daily & the teachers must scramble at the last minute while trying to teach class to facilitate the changes.
- I feel that the teachers feel intimidated & under extreme pressure from the top administration to say the "correct thing."
- The teachers do a great job, sometimes under adverse conditions.
- The teachers in SAISD are well-trained, qualified teachers and do a good job for the most part. The alignment of subject matter across the city is a good idea, but can't always be carried out. All teachers can't realistically teach the same information on the same day.
- SAISD doesn't utilize the information and help available from Region XV. They have refused to pay...for [Region XV's] services...and teachers in SAISD don't have access to any of the[m].
- There was a lot of confusion with our recent curriculum changes. The math curriculum in secondary is a mess. They are still working on the science & S.S. There was teacher input but I don't know how much they were listened to.
- They're doing a great job. My kids have made top scores on TAAS, SAT and ACT. At college (a top U.S. university) they are at the top of their class because of the excellent education they received at Lake View and its feeder schools.

- The Special Education Department is top notch - always going the "EXTRA MILE" to help the kids. Money spent in these areas is well spent!
- The curriculum has been totally aligned vertically and horizontally and TAAS scores are up across the board significantly. GT has been increased with a magnet school now. Special Education has always been outstanding. Because of a new BELLO grant (bilingual education) more teachers are getting ESL certified.
- This area is addressed well by the school district. Gifted and Talented Magnet school - can it be moved back to home schools?
- This area is well covered and expertly overseen.
- This is our son's third year to participate in the Magnet program at Crockett Elementary. It has been and continues to be a wonderful learning experience for him. The teachers strive very hard to meet the needs of these children. We appreciate the support given to the Magnet program by [the superintendent] and SAISD.
- This was my first year to teach W. Geog. Special Education bought me a classroom set of books that were on their reading level yet the information was recent and went along with curriculum.
- Too much emphasis on TAAS. Especially in elementary school. Students miss out on things that are not tested. Ex. - Science, History.
- Too much stress is put on the students over the TAAS test. They spend too much time learning the TAAS instead of other curriculum. We could do with more special programs. They are talking about cutting our gifted and talented [program] because of the school district losing all of its money and not having a clue how or where they need to have uniform curriculum throughout the district. This is not done currently.
- Too much time spent on TAAS.
- UIL trips and contests should be funded by SAISD (as in the past), not by garage sales and parent donations. The funds have been [all but] cut from schools.
- Under the leadership of [the superintendent], TAAS scores have improved.... The district is in the process of developing curriculum guides that address TEKS and the changes to TAAS in 2003. Educational programs have been started to address specific needs of students, e.g., Gifted Programs, and the bilingual programs at Reagan and San Jacinto Elementary.
- We are presently engaged in writing curriculum guides for all subject areas. Our student performance is good. On my campus, Fannin, we have a self-contained unit which does an excellent job teaching children with special needs.
- We have great programs. We need more staff. I really don't understand why we have TAAS.

- We have many excellent teachers but many express only privately their frustrations with the administration. They feel they have no voice! I question incentives for early retirement. We are losing all experienced teachers & replacing [them] with inexperienced [ones]. Something must be done to improve teacher morale!
- We have the greatest teachers and ones who are willing to learn new ideas and management ways.
- We need more nurses in the schools. I know of several kids with serious medical problems (diabetes that isn't controlled) that need a nurse quickly when they have a problem.
- The nurses need to do classroom teaching of health. I'd like to see all students certified in CPR.
- We need to make sure funding is adequate for all students to get a fair shot at graduation. For a lot of ESL students, this may not be happening.
- Why did the district argue two years w/ me over my child, who is profoundly hearing impaired, as to whether or not the child needed the AI classification? Why is it so hard to get the pink sheet of the ARD to be followed in this district? Why is it that special ed children so often are viewed as not able to do honors-level work....?
- Why pay a consultant from Michigan to oversee curriculum writing when the writing simply copies TEKS?
- With TAAS we have taken away creativity for the students and its teachers.
- Wonderful job. The Special Education department at my junior high (Lee) is absolutely top notch.
- Would like for Edison to have more slots in the gifted and talented program. Less stress on TAAS and more on curriculum. It seems that teachers spend too much time on getting good scores on TAAS and less time on whether kids are actually...learning.
- Would like to see more nurses. We need them full-time in the schools. Right now they travel between schools.
- AR should either be a reward program or a grade, NOT BOTH!!
- Utilize the books at home and make better use of classroom time (ex., not all homework time or study hall!!)
- Great strides being made to offer new and innovative programs, i.e., HOSTS, 9TH grade initiative, after school tutorials, etc.
- The district has made tremendous strides in curriculum development and alignment. All programs are included and working together!
- Equity and alignment at last!

Appendix A

PUBLIC FORUM AND FOCUS GROUP COMMENTS

COMMUNITY INVOLVEMENT

- CI not consistent districtwide [varies from] campus -to campus.
- Director of Community Education has done a good job in outreach to community.
- [Community involvement] reinforces regular education programs.
- Parents are starting to ask for additional programs.
- Variety of programs is good.
- Partnerships with businesses have been established.
- Texas Scholars Program - completely done w/sponsors.
- Each campus has a couple of businesses that have adopted it.
- Parents & Pizza gives parents opportunity to review and understand curriculum.
- Central needs business partners.
- Community Involvement - Overall pretty good.
- Parental involvement is solicited.
- Career Day - usually successful.
- Health clinics - fully equipped.
- Potential cuts in Social Workers & Health clinics.
- Superintendent better at letting community know what is happening. Newsletter.
- Community ed classes are available - stress mgmt. Advertised on marquee.
- Babysitter - free - dinner - teacher volunteer.
- May not be widely advertised.
- Community involvement has improved.
- Parental involvement has risen - service workers have been a great addition. PTA is awesome!
- The LVHS community says thanks!
- Money given to VIPS should be given to all...not only the ones with the proper amount of hours.
- Schools welcome parents and involvement - open, friendly and asking for input. It's great!
- Communication is open - we know what's going on - TV, radio, open meetings...
- Communication Department has gotten the word out about all the great things happening in our district at the campus level. They have also received many state awards for excellence. The Communication Department has put SAISD on the map around the state with its publications and awards.

- Community education has educated many families in our community. This program has been valuable to the improvement of our city.
- Community involvement is on the rise.
- Community involvement needs to be inclusive and positive.
- [The superintendent] brought the school service worker program - thank you.
- [The superintendent] has brought kids to the forefront.
- Family and parent services have increased dramatically - school service workers are a great addition. Parent involvement activities are going on all the time.
- Good, but we need to get rid of [the superintendent].
- I am one of a select few parents that is actually involved in any of the school functions at Austin Elem. I don't know what the situation at other schools is but if they have a greater percentage of involved parents, I implore you to send those ideas to SF Austin.
- The administrators make a big deal out of how they would like to have more community involvement. Well, if others have experienced what we have, why would they want to be involved?!!!
- This is so painful. I know that my involvement is the greatest factor in my kids' academic success. I just can't stand being around these rude people, however. Instead of all the big ideas and programs, a little courtesy, friendliness and acceptance of differing opinions would be much cheaper and certainly more effective.
- Outstanding. Has been the most inclusive program.
- Parent involvement has more than doubled over the last three years.
- School service workers reach numerous families with [special] needs.
- The Communications Department does a fine job of giving local TV and printed media positive news - just wish the newspaper would open their eyes. If we don't point out the good news, who will?
- Too many times parents have been the recipients of [unwarranted] language and gesturing...by the superintendent. Why offer parental involvement and then regard everything they say as racially biased and prejudiced?
- We are making great efforts to reach parents. I hope we see more parents.
- We have an outstanding Family Services Department that has many components and reaches many families and community members.
- With [fewer] staff and money the Communication Department seems to do more than ever.

- It will be a travesty if we allow SAPRO to run [the superintendent] out of town. They are very bad people!
- Our school nurses have been assets to our schools.
- Our son's school does try to get parents involved, but...the parents do not want to take the time out of their busy schedules to be involved. From what I have seen, parents take time for themselves, not their children.
- Scheduled house connections are very informative.
- School nurses are doing a wonderful job of improving community relations.
- School service workers have helped our school tremendously.
- School service workers have provided campuses with an additional outreach to families in need. This program is a keeper.
- So glad to have a school nurse on campus - wish it were for more than once a week.
- Social service workers provide a great and needed service.
- The opportunity is there for those who want to participate.
- There are some teachers who are actually frightened. They are scared to wear their ID tags to the store for fear some fringe group will corner them, drill them for information under threat of public exposure, ridicule, etc.
- We need to put in place and support a mentoring program districtwide.
- A lot of effort is made to get parents involved. A variety of communication methods are used - TV, radio, flyers posted in the community and sent home with students - to really "get the word out." Administrators are always available to discuss concerns.
- Our VIPS programs are good. PTA, etc. I always feel like I'm a part of the education process.
- All business should be above board and available to the public. The meetings need to be run so the public can give input.
- We had experiences with a group of community members with an agenda that is not in the best interest of kids...[an] agenda that poorly reflected on the district, mostly in an unfair and unjust attack on Central Office and SAISD's mission to promote success for all kids.
- At Fannin we have CARE nights every other Monday. Parents and students can work in the computer lab, read books, play games and do crafts. We average about 60 people a night. We also have 100 volunteers helping with the HOSTS program. We also have many foster grandparents and...a very active PTA organization. We also have the Tots program from Lake View. We have the following programs: DARE, Pride, Peer Mediation, UIL, Sci. Fair. Fannin participates in Jump Rope for Hearts, Little Olympics, Reading Renaissance and Accelerated Reading.
- At Lincoln, we have many involved parents.

- Average; could be better. My only substandard grade.
- Believe parent involvement could be better. Still feel that there is a division between the North - Lake View community and the Central remainder of the community.
- Central needs business partners - always could have more.
- Communication is fair. There is definitely room for improvement.
- Communication is improving; SAISD does a good PR job; internal needs work (campus and admin/campus and campus).
- Communication is very good. I am a teacher and feel very well informed as to the day-to-day school business. Parental involvement is much improved in the past three or four years. I feel that our present administration works very hard to get our parents involved in their child[ren]'s education. Our business-school partnerships at my school [are] not too good, but I do know that several schools have very good partnerships.
- Communication is very positive on our campus. We work as a team. Our campus leadership is outstanding.
- Communications to the public are the best ever.
- Community Education has really been a great addition to our district. Parents and community are actively involved in providing input and supporting our great schools.
- [In] the first two years, Community Education had 72 programs and involved over 18,000 people. People of all ages from the community have already benefited from this program and will continue to do so.
- Some areas of town are more vocal than others. Schools try to get community leaders involved in education generally. But sometimes educators feel threatened when parents receive special treatment for their children. Administration should try to be fair and supportive of teachers.
- Community involvement has increased greatly since the arrival of [the superintendent]. Creation of the Sam Houston Family/Community, implementation of HOSTS mentoring programs, etc.
- Community involvement is generally good. Parents are very concerned and involved in their children's lives.
- Community involvement is good, but parental involvement at the junior high level needs to be targeted.
- Community involvement is not encouraged. There is a definite rift here!!!
- Community involvement is up. This is good but why are the teachers not listened to also? One parent can make an issue and the whole curriculum is changed, even if it is following the TEKS.
- The School Service Worker program is a wonderful program that helps students eliminate barriers that may otherwise keep them

from succeeding. This program is a program the school district should look into having on every campus.

- School service workers, nurses, more parental involvement than ever, Community education, open & on-going communication, parent input on committees, board meetings - it's all so much better! I remember when the superintendent & administrators were never seen or heard! How far we've come!
- Community members from minorities are not treated as well as majority, especially African Americans. School board does not allow enough public input.
- I believe the administration and the board should be and should have turned more open and honest with the general public.
- Community seems to be involved at schools, but not much at school board meetings - too many "executive meetings."
- District needs to communicate with parents when serious actions are being taken against their child. Policies need to be in place and consistent. In a sense, the district wants parent involvement, but only to a certain extent.
- Dog and pony show.
- Edison - needs more parent involvement programs - bilingual programs - school still has many non-speaking English parents. Programs to assist student and parent with behavioral problems (when kids start to stray away and get mixed up with the wrong crowd). Would like to see the program "Positive Steps" to continue at Edison and later expand districtwide. Positive Steps is a program that helps parents and children communicate and work out problems.
- Efforts to include all stakeholders have been tremendous. Parent involvement has increased by volumes.
- Excellent parent involvement and community relations. People know what's going on, good or bad.
- Fannin Elementary has a wonderful CARE night program that involves families. Other campuses should look into this.
- [At] Fannin Elementary we are involved in parent involvement (CARE night), Hosts (which is great!), PTA, Foster grandparents and volunteers, Buffalo Soldier program, Field trips and fundraisers. All of these programs are very beneficial to our students.
- Fannin has a great deal of parental involvement. We have CARE nights where parents and children come and do various activities. We also have HOSTS mentors come in everyday and add to the students learning.
- Fannin has really involved the community in its school. CARE Night, Foster Grandparents, PTA has really grown. Parents are encouraged to attend through letters sent home. PTA has done many things to improve Fannin campus. Principal is very

supportive of staff. She makes great efforts to increase parental participation.

- Glad to see SAPRO and other parent organizations involved in school concerns. Could use less media opinion. Good volunteer programs, and teachers work hard for parent involvement.
- Good - getting better.
- Good community involvement.
- I am very happy with this area. I stay as involved as I possibly can. I can see at the elementary level more interaction than at the secondary school.
- I believe our district works hard at achieving community involvement. We have programs like POPS that provide a variety of services that include parenting classes, volunteer programs, and numerous other ways to reach out to our community. I am particularly proud of our School Service Worker program. I feel it provides an invaluable outreach service that puts the needs of our children and their families first.
- I believe that the School Service Worker Program...has helped increase parental involvement in all of our schools. [It] helps facilitate the parent/school relationship and promotes a welcoming environment for all student families. Not only that, this program continues to "connect" SAISD with different community agencies and all in the interest of the children. The school district has done a great job in implementing such a program.
- I believe the school service workers program in San Angelo ISD is very important to our community. The school service workers help the principal and teachers with attendance and other needs that the families might need in order to help their children in school. For example, the service workers provide school supplies to children that cannot afford school supplies. In addition, the school service workers provide resources for parents that need a little extra help with food, shelter and clothing. I have noticed when a school service worker has made contact with [a] family that the family is more willing to listen and work with the principal and teachers concerning their children.
- I do not feel the SAISD should purchase TV time for a show to promote the schools. Also, I do not feel it is the best use of district money to pay the local newspaper to publish & distribute a "schoolhouse connections" supplement.
- I don't think we do a good job of recruitment of different and diverse folks.
- I feel many of the program involving parents, businesses & the community have been very good. The more a community becomes involved with the schools, the better off they are.

- The school social workers have been a very positive influence. If they do their job properly, they are a constant contact between the school, the parents and at-risk students.
- The best way to get community involvement is to have a board and administration that the community can believe in and trust. We do not have that in San Angelo. Our community is greatly divided.... Our community is disheartened right now and I believe that our school board and higher administration [are] very much to blame. Anytime a statement comes from administration, whispers begin. No one seems to know who or what to believe anymore.
- I feel we at Edison do have a lot of good kids, we just need a little more involvement from the community. We've got the children's parents and all that and we do need help in certain areas. Why doesn't Edison get noticed for that instead of the negative reputation other people try to put on us here at Edison? They need to get involved before they try to judge what they don't know!
- I have never felt so welcome in the schools! As a volunteer, there is more parental involvement, things for parents to participate in and help with. The schools encourage, and teachers welcome us to parent-teacher conferences, special nights (like CARE nights). Community members are asked to sit on committees, administrators are visible. Their Parent Involvement person is wonderful!
- I have no desire to participate as a parent in anything related to SAISD after being yelled at by [the superintendent] & [assistant superintendent of Personnel] at several meetings. I am tired of being labeled racially... prejudiced for simply voicing concern over the curriculum.
- [The superintendent]'s behavior is appalling.
- I'm tired of making many phone calls about issues and the calls never are returned.
- I love being able to go into my son's school and feel welcome. I can remember before the superintendent] came when we never felt welcomed. Community and parents are involved and I love it!
- I really am impressed by the efforts made to ensure that our Spanish-speaking community receives appropriate, meaningful and timely information in their native language, wherever and whenever information needs to be broadcast through our school media and campuses.
- I support "Care Night" type activities for parental involvement.. Service workers are needed for better community relations. Title 1 Aides, Service Workers, Counselors and others help improve school relations with the community.
- I think it's great to have community involvement and great community relations as long as the issues are legitimate and there is not a personal agenda at hand. I hear the whispers of the Parental

Rights group here and they have a definite agenda to get rid of our superintendent. I take issue with this. I've been there and they deny racial intentions, but that's a lie.

- I think our administration and staff here at Edison has done a lot to try and get the community involved. I'm not sure what the level of involvement is, but it seems to be improving.
- I think our district has made a concerted effort to involve the community more & I feel the community has responded. I work with community members & feel that many are eager to be involved in our schools.
- I think that all parents should be notified if a student is in trouble or has problems in any area.
- Variety of programs is good.
- Increasing in some areas. More parents in the schools would be even better.
- [Involvement] is discouraged unless the "community" is totally 100% supporting [the superintendent].
- It seems that when the community tries to get involved with the district, it's fine as long as it goes the way the board/superintendent approves of. It is sad when there is any "criticism" the board/superintendent rejects it as "Personal Attack."
- It seems the district does not want involvement. The attempt to intimidate and stifle outside opinions is outrageous!
- It would be great for our local businesses to be involved with our schools.
- Major lack of parental involvement. Internal communications in the district are bad. External are fair.
- More focus on community and parent involvement has happened in our district over the last 4 years under the guidance and focus of our superintendent. Communication has been a focus of our superintendent. All concerned parents have an instant connection and communication to the C.O. and the superintendent.
- More input from concerned parents.
- More now than we had five years ago - however, not everyone has equal access to administration ears. Selected "leaders" in the community have the ear of the superintendent; others have little opportunity to be heard.
- More parent involvement needed.
- More parents need to get involved in a positive helpful manner instead of pushing their own agenda. Someone needs to hold the newspaper accountable for the stories they write about the school district.
- My husband and I have a multitude of opportunities to be involved with our daughter's school. We are encouraged to be a part of this.
- Need more parental involvement in school.

- Not only have I been encouraged as a parent to participate in school activities but I have also become involved as a business owner. I have a very good relationship with SAISD and feel that is due to current personnel.
- Numerous opportunities for parental involvement. Great community support. Award-winning communications, external and internal.
- One of the biggest wastes currently is the community/public relations "dept." at the administration bldg. [The superintendent] could control his temper and [have] less need of a spokesperson. Trust is lacking in the district due to the mismanagement of public money as well as the profligate spending of same. When the public tries to get information, they are met with a wall of silence.
- People should be allowed to speak [at board meetings] and not have to write the question down.
- Our community education program is excellent. We are providing numerous after school and summer activities for kids (for free). Many of these kids would not otherwise be able to afford them. Parent involvement has increased significantly in the last three to four years.
- Overall, parental involvement has improved.... There could be an improvement [of] the business-school partnership.
- Parent involvement has increased & as a district we are using our parents more effectively.
- Parent involvement is at the heart of every campus plan and there are many opportunities available for a variety of parent involvement. Parents are a positive force in the education of SAISD students. Local businesses support the schools in many ways from being mentors to providing cash donations. We appreciate our local businesses and their many contributions.
- Parent involvement is one of the biggest keys to a child's success.
- Parent involvement is very good in this district. Thanks to [the superintendent] for making it possible for the community to become more involved. The community should feel welcome because we were invited and encouraged to get involved.
- [The superintendent]'s cell phone bill should be high - he'll give out his number to anyone who wants it, not just "special interest" groups. [The superintendent] is very accessible. Business-School Partnerships are very good. Just attend the annual luncheon and you will see how good they are. Our Public Relations dept. works very well with the media in getting information out to the public. Our Parental Involvement coordinator at Edison Jr. High is the best!
- Parent involvement needs work. Business School Partners big help!!
- Parenting classes need to continue.

- Parental involvement is encouraged and welcomed at my child's elementary.
- External communication is adequate [but] I think internal communication is lacking. As a parent, we have received notes home regarding dates & information that is changed in the next note home. The teacher scheduled nine-week conferences for portfolios and then was told by the administration (at central office) to send the portfolios home two days before the conferences. This is unacceptable. The teacher's time is valuable, and she had to rearrange everything at the last minute due to an "oversight" downtown.
- Parents and community members are welcomed at all campus events. 20-30 parents come to eat lunch every day. Many parents come and read with our students who need extra practice. Parents are very interested in their children's progress.
- Parents and other citizens are given opportunities to become involved in education through partnerships, volunteering, HOSTS, and public comment section of the board agenda.
- Parents are encouraged to be heard and always welcome.
- Parents are starting to ask for additional programs.
- Parents are told that their input is welcomed. But if you try to put this in practice you are treated very differently. Phone calls are not returned and questions don't seem to have answers. What are we paying for?
- People are often fearful of speaking their mind - especially school employees. There should be at least two times a year a survey [that] could be filled out without signing a name.
- PTA has been very supportive of programs I have asked for assistance with. PTA members have taught courses in parent outreach programs.
- SAISD has a strong relationship with ASU and the SABEC organization; doors are always open to the parents of all schools within SAISD.
- SAISD has made great efforts at community involvement and is getting better every year.
- SAISD has one of the most active and community-focused missions of most public school districts. This is clearly visible in the print publication Connections and the broadcast program "School House Connections."
- Letting the community know what is going on is not a top priority..... Communications - very closed. Parental involvement - would be more if parents knew about activities, PTA mtgs., etc before the day of the event.
- SAISD says it encourages parental involvement, but when concerns are expressed I feel we are put off. I have written letters & called SAISD school board members asking for a response &

don't hear anything or only hear from one or two. I would like to see this changed. I know they are busy but so am I.

- Sam Houston Community Center Program - Wow! Parents are given opportunities to learn and participate; student after school services are outstanding. Constant innovative programs to pull in families in order to improve student success.
- Community Ed: thank you SAISD. Our children have a place to go after school.
- I have always been an active PTA parent and overall active in all areas of my children's education. Schools have partnered tremendously with parents through several parent groups. SAPRO has served to have a sole purpose - not to partner, or even address goals or outcomes for student success. Meetings of SAPRO that I have attended have been "fact-finding missions," bashing sessions. Unproductive and seem to be directed toward the superintendent without good cause.
- San Angelo ISD includes the community in decision-making (systemic map, committees). Most decisions are made after careful consideration of all facets of the community. Some members of our community do not like the fact that all stakeholders are included in the school. These people would prefer to ensure the "elite" govern the masses.
- San Angelo schools have had great success in getting the community, business and the parents involved with the school and the children.
- School service workers are active in networking and utilizing community resources and service agencies. School service workers involved in MIPS - Mentor in Public School.
- Several areas of concern: some schools who are left out of business - school partnerships.
- [A]s to Parental Intervention or discipline...I see a big need for more communication when it comes to these matters.
- Site-based meetings need to have more parent's slots than it has now, and it should be up to the committee to elect parents. It should be opened to any parent who wants to be involved in their child's education.
- Some good relations - some bad. The majority of the community believes that there have been many good changes in the school system. One group has a personal grudge against the superintendent and the newspaper has given the district a lot of bad publicity with false information. Overall, positive community involvement is very high.
- Something should be done to encourage more parents to take a more active role in the day-to-day education of their children.
- Excellent community relations dept. The most accessible superintendent ever for SAISD. Absolutely great.

- Texas Scholars Program - completely done w/ sponsors.
- The Communication Team started by [the superintendent] several years ago gave out surveys to the teachers. [The superintendent] didn't like the feedback (too negative) so he wouldn't let the committee even look at the surveys. His secretary was supposed to compile the results [but] it never happened, [and] the results of the survey were never known! Is this good communication?
Communication should be a two-way street and sometimes negative things have to be said because they need to be changed!
- The communications budget is HUGE - while they will not be replacing the English & Social Studies Supervisors. Why is "correct information" from the administration more important than making sure students learn the curriculum?
- The community involvement is excellent in our schools. We have a growing partnership with PTA and businesses. The idea of the importance of community involvement has become important and in the last four or five years.
- The district as a whole and campuses in general have put forth a great deal of time, energy and expense in drawing the community into the system.
- The district has a strong commitment from the community for involvement and volunteerism. The efforts of the media department have increased the awareness of what is happening within the schools and sharing the successful practices being used. I like the idea of treating a district like a business. It takes quality advertising to get a message out.
- The district has emphasized programs to involve parents in the education process. Reading nights, PTA activities, Volunteers and Business Partnerships are available at all schools. The district has an active communications department to keep employees and the community informed.
- The district has very good business-school partnerships...with many businesses in the community.
- The district provides parents with the opportunity to receive their G.E.D. I have had a couple of my students whose parents have received their G.E.D. through SAISD. Parenting classes are offered with wonderful topics to help parents. Our school has a support system for the parents.
- The number of hours that parents help in the schools has doubled over the last two years. Communication with parents has significantly improved. As many letters & notes as possible are written in both English & Spanish. The board and superintendent have made good decisions concerning the well-being of the district. The leadership of the superintendent is extraordinary and has moved the district forward in the right direction.

- The parental/community involvement is outstanding. The Edison Outreach Program is strongly benefiting our parents, [who] are being educated in many areas: stress management, drugs, income tax preparation, etc.
- The Sam Houston Community Center is a wonderful opportunity to work with parents, community and school personnel.
- The school district has made every effort to involve parents, businesses and organization in school activities. For instance, Fort Concho Elementary receives a newsletter called "Board Briefs." This letter highlights the topics discussed at the board meetings. Also, the district conducts a television show called "School House Connections." This show provides all of San Angelo with programs and information about events, activities, and procedures. It is a wonderful way for information to be presented to everyone.
- There are many opportunities and parents are very involved.
- There has been a great effort at the school level to get parents involved. Communication is lacking both internally and externally.
- There is disharmony between administration, parents and community. There is no feeling that the Administration supports parents and students. There is little outward involvement of the administration with other community leaders, activities, etc. No need for *Communiqué* in newspaper - paid by district. The paper [already] gives good information for the schools....
- There is little community involvement concerning Edison. I feel that is the very reason that Edison is in the condition it is in.
- This has always been a strong area, but it needed a communications department. Now, an award-winning communications department works daily with the media to inform the community. They have done excellent publications and now do a TV program which features students as hosts. It's very informative. Because of frequent staff meetings and retreats with administration, people are better informed than ever.
- This has improved greatly - still needs improvement. Community Partnership has been exciting. Parental involvement is a major effort, but brings big benefits.
- Unfortunately, community involvement is not as good as it could be. Business partnerships are great. We need to encourage these. The VIPS program is great. A wonderful way for parents to be involved. Communications are not always what they should be between the school and the parents. PTA membership is terrible. No one seems to care.
- Varies across the District. Elementary schools have high involvement. Junior highs (at least at Edison JHS) have medium to low involvement. Edison JHS very low involvement. High schools - medium to low involvement. Central - 2 PTA meetings a year?

External communications - hears lots from (and about) a very few (students) schools. Need to have more districtwide information.

- Very strong in this area.
- We are improving.... Edison has doubled [its] number of community involvement [participants].
- We have great participation from the business community.
- We have seen a surge in parental involvement through opportunities to provide to Grants, volunteer programs and the community education department. The grants have provided the finances to create programs for parental education classes. The volunteer programs have brought parents and community members onto the campus and have enabled them to become more involved. The Community Education Department has provided programs for students of all ages. It is especially helpful to at-risk students providing them with meals and opportunities to learn and have enrichment classes they might not ever have the opportunity to participate in otherwise.
- We have several community involvement programs that are great. It would be nice to have more.
- We have very little community involvement. Parents do not want to be bothered. Teachers sometimes appear as babysitters.
- We have wonderful parental involvement at our campus. The *San Angelo Standard Times* has become a sore to the community and does nothing but write negative articles about the school system and [the superintendent]. The publisher of the paper and whoever owns it should be embarrassed.
- We need community education -Edison Junior High has an outstanding Parent program. They offer each Wednesday a class designed with parents in mind. The program title is Edison Education Outreach - EEO. They offer practical parenting education classes, computer classes, investment and budgeting classes, tax assistance classes, and more. They have a "positive steps" class that is held each Thursday. This class helps parents and their youth learn to better communicate and teaches the parent how to teach their child how to make important decision, goal setting using a family management contract. They have a mentor program. The Communications Department does an outstanding job of promoting these programs so that our parents take part in these great opportunities. This is a strong area at Edison and districtwide.
- We need more parent involvement and school partnerships
- We need more parental involvement. College courses that train pre-service teachers would be nice.
- We need to find ways to involve more people, especially [in] low-income schools.

Appendix A

HUMAN RESOURCES

- Efforts are being made to align personnel with declining enrollment. This will save tremendously on budget costs, since personnel is a big part of our budget.
- Personnel directors are always sensitive to the needs of all employees.
- Hiring procedures have been made more consistent. Salaries have risen dramatically under [the superintendent].
- All salaries are where they need to be - improved! Good things are happening - esp. staff development that helps the kids!
- Better than ever - look around! money well spent!
- Insurance coverage could be much better.
- Careful process in hiring - a lot of checks and balances.
- District supports staff development.
- Asst. principals involved in administrative issues.
- Administrators Academy provides good preparation.
- [HR] has not been second-guessed - good support from superintendent.
- [HR] considers individual principal's goals and objectives.
- Losing teachers (while) administration raises given.
- Pushing early retirement.
- Benefits are uncertain - reflects on recruitment.
- Insurance is good - claims paid.
- Best person not always hired.
- Lack of communication from HR - e.g. staff issue not enough sub teachers, permanent substitutes not familiar in subject areas.
- Not enough substitute teachers.
- Some areas have good support from substitutes.
- Expensive & time-consuming training for curriculum standards.
- Teachers [taken] out of classrooms for training.
- Incorrect benefits information provided by HR - difficult to get hired at SAISD from outside - job openings not posted.
- [School board] cutting insurance benefits - reported in newspaper.
- Teachers not replaced. District prefers newer inexperienced teachers to more experienced teachers.
- State vs. local personal leave may not be allocated properly.
- Personnel directors are always sensitive to needs of all employees.
- A wonderful recruitment program took place in Spring 2000.
- Before [the superintendent], prospective employees had to submit a photo to be (not) hired. Why? Did you have to be a certain color or attractive or something to teach? CHS has gone from two

African American teachers to near a dozen. Likewise, the district had made great gains on diversity.

- In-district/out-of-district training has been a plus, a valuable needed tool. We're at the front of the line on new learning methods and programs.
- Our children's future depends on what they learn now - we need to invest in that future. There has been a push for younger, less experienced teachers to help keep costs down. I am in business also and I know that the importance of managing our bottom line but not sacrificing quality in order to reach your goals. There may be some perfectly talented new teachers in the marketplace, but do we want to eliminate the more experienced ones in hopes of landing that one talented one, at the cost of our children's future?
- Only teachers over 20 years can apply for early out. The teachers with five-20 years are the best, most recently trained, computer literate teachers there are. Many that retire early come back as substitutes.
- Our son is in Kindergarten this year and from what I've seen, the teachers do not get paid enough for what is expected from their output. They are giving a lot and receiving little.
- Personnel management has made significant improvements in organization and delivery of services in the past few years.
- School nurses are needed on every campus.
- School nurses are needed. Schools have them but more would benefit children and families.
- School-based clinics need to be established at more elementary sites.
- Staff has been exposed to broad-based programs. Excellent.
- Staff development opportunities have greatly increased.
- Staff development should be based on quality, not quantity.
- Teacher input on hiring is a must - and [is] not [sought] at all.
- The Special Education Department is great but terribly understaffed and overworked.
- We are hiring top-notch teachers and administrators.
- Our teachers are doing a great job - staff development must be paying off. Just wish we could say the same for the administration.
- Staff development has been greatly improved.
- Two words - Overpaid administrators.
- We're losing too much experience with the retirement incentive.
- As a school employee, I have always received support and been provided with professional development opportunities. Probably could use ESC XV more. Salaries, insurance packages could negatively [affect] recruiting and employee retention.
- A lot of staff development offered. Low top salaries.
- [The district should] address [the] issue of equity in pay for non-certified supervisors. With positions not being filled through the

retirement process, who will take on additional responsibilities?
And when the duties are reassigned, will the employee be compensated for the additional work load?

- Administration top-heavy - salaries way too high - all those positions not needed. Only hired if you know the "right" people. Teacher salaries way too low! Staffing structure needs to be looked at. Teachers need to be paid for staff development days, even the summer ones - they are [a] requirement, [and] they should be compensated.
- Administrative salaries are out of line. Directors make almost two times as much as five - eight yr. teachers. If teaching is the most important position, shouldn't the salaries have less gap?
- Administrators Academy - provides good preparation.
- We have too much of a top-down management style. We also do not have enough business skills in management in administration. However, we do have a strong commitment.
- {The district is} hiring good people - staff development is great & only benefits the teachers staff & kids. Salaries have risen - yes, administration, too, but they deserve it - who else works 24/7 - 365 days a year!
- Beginning salary is good. [The district] need[s] a better mentor program for new teachers...to see that they are getting help.
- Careful process in hiring - a lot of checks and balances.
- Check on [the superintendent]'s...overtime and salary.
- Contracts - Why don't we get them earlier and why are deadlines left to the middle of the summer? Most of the good people have taken jobs by then.
- Declining enrollment and teacher alignment have made budget more cost-effective.
- Despite a shrinking student population, the salaries and the number of administrators [have] increased. There is supposed to be a hiring freeze...but it appears to only apply to teachers, not administrators. The administration claims that they are or will be adhering to a hiring freeze, but they use the loophole of "contract hire" to get around this. This type of hire is such that it can be concealed from the public to a certain extent and is not as open as a district hire would be.
- Disagree with the retirement incentive. We are losing precious resources. The district needs experienced teachers and principals.
- [The district is] discriminatory against white males. Women must look good in a short skirt to be hired.
- District has good procedures for hiring new employees. District pay is getting competitive but could still use some help.
- District needs salary increase for our district employees, even if we need a tax increase. As far as staffing, we need more staff to allow for smaller teacher/student ratios. With smaller classrooms,

students would excel more and [teachers would have] more guidance time or one-on-one time with the slower students. As for Staff Development - please give us something that we can actually take and apply.

- District does an outstanding job of recruiting minority teachers. Staff development has improved greatly in the past couple of years.
- Does contract contain clause that states the contract can be terminated if they fail to live up to performance?
- [The superintendent]'s staff has strongly encouraged SAISD personnel to make only very favorable comments to TSPR and as many as possible, in an effort to outweigh any possible comments that would be unfavorable to his administration. I have visited all of the TSPR locations within the SAISD system and I have seen most if not all of the central administration personnel filling out cards at all locations as well as a number of school principals. [The superintendent] has criticized his opponents in public, saying that it was a small group of "rich white people" who were against him.
- Efforts have been made to have fair hiring practices. All applicants are asked the same questions and graded appropriately. District teachers have been recognized for their efforts by receiving raises for the last three years. Administrators in other towns make more than our administrators and ours take 10 times the "heat." SAISD administrators work long hours and work very hard.
- Encourage staff development but [teachers] receive nothing for it. No monetary [reward] or time for the time teachers put in. Too many administrators, not enough experienced teachers.
- Even though it is reported that administrative positions are being reduced, it seems that many of those positions are being filled. There does not seem to be a reduced number of employees at the administration building.
- Good direct process of conveying information from superintendent.
- Good job in this area. Staff development is much improved. Progress is being made in recruiting. This is great.
- Good staffing, excellent placement, hiring well-degreed teachers, administration.
- Guidance counselors do an awesome job; but have little time to meet the needs of the kids through counseling. We either need more counselors at the campus level - jr. high/high school or change the duties of the counselor so as not to include so much secretarial work.
- Higher salary bases needed to keep and reward quality teachers. Wide gap between administration salaries and other personnel.
- The district is taking steps to diversify the [workforce]. We were always told that no qualified minorities were available. The

administration has proven this wrong. High marks for their recruitment. Real staff development being provided to the district employees. Prior to [the superintendent], this was a joke. Professionals now being brought in to teach our staff who in turn pass this information on to our children. Very organized!

- Although hiring practices are slowly (very slowly) improving, it is still who you know that gets you into SAISD's system, not what you know or how good you are. A position was created for the superintendent's wife! If she didn't qualify for any positions already present, or there were no vacancies, she shouldn't have been hired!
- Hiring policies - we are overlooking people in this area and hiring people from out of state without a Texas certificate. Why?
- Hiring practices may be where it all starts. I don't know. Some teachers don't need to be teachers or at least not at Edison. I am not a past student from any S.A. schools but I do have children now and I've dealt with three other schools here in S.A. I see that at Edison teachers tend to cut down [and] embarrass [students] and sometimes even get physical in a mischievous way. I am a very involved parent and I don't appreciate this kind of behavior from teachers. Not all teachers but some. Maybe they've been here too long, or not long enough.
- I believe there are discrepancies that [the superintendent] is trying to address but needs the support of the community & all the board members. This is especially true when viewing salaries from school to school at the jr. high level.
- Our service worker has made more impact on our school, school spirit, parent involvement etc. She goes way beyond the call of duty 24 hours a day, 7 days a week. We could not be as successful as we are at so many things without her! Way to go !
- I don't know much about the recruitment and hiring practice but I do know that my children have wonderful caring teachers and principal. The superintendent is the best we have ever had and the violence and drug prevention program has been great for my children.
- I don't think budget crisis should be addressed by elementary teaching positions. Our administration has grown too large. This is where cutbacks should start. Eliminate positions that are unnecessary not just through attrition. Specifically eliminate [the superintendent].
- I feel some of the administrators are being paid too much. Cut out travel expenses and automobile expenses. (At a lot of people's jobs, they don't get a free automobile and paid vacations.)
- I feel that recruitment and hiring practices are fine. The salary and staffing structures are good for this district. [The superintendent] and other employees make good salaries based on this town.

- I feel that they have good practices in all categories.
- I feel the recruitment, hiring practices and salary are very fair to all personnel.
- I feel we find out too late what the pay scale is. My first year I worked two months without knowing what my salary was, even wasn't told how many years' experience they would give.
- I guess my comment goes here best. I have been so impressed with the staff at SAISD. I know there have been comments made about pay, but as far as I am concerned, they are worth every penny, esp. the principals. What a job they have. Our experience has been outstanding.
- I have a problem with the hiring & staffing within our school district. Too much emphasis has been on administrative positions and not enough on teachers. Changing teachers mid-term has been a huge problem here. The district seems to have forgotten that our focus should be on educating the children.
- I have been saddened to hear about some wonderful teachers, with more than five years' experience, not [being] considered for rehiring. The kids need experienced teachers, as...the new teachers need mentors.
- I perceive that the school administration is cutting back on the number of teachers to reduce costs at the expense of our children's welfare. Some grade schools are implementing multigrade classes (without informing parents and after the school year has started) in order to maximize the student/teacher ratio.
- I think if the people who worked the hardest earned more money, and people were hired by their qualifications, and also recruited and promoted by these standards, more progress would be made on all levels. I think too much money is being wasted at the administrative level.
- I think salary for aides [should] be raised for the amount of work some aides do.
- I think that staff development is good, but I have a problem with the fact they take out of your paycheck if you don't attend. Especially for those that work in the offices - to me a secretary or office personnel has [a] responsibility to help those children out, but who are we helping when we are out of the office.... My obligation is my job and the students that we provide services for. If we do training it should be after work....
- I think there is a double standard with regard to teacher pay and administrative salaries. It is not of a great importance that the SAISD be competitive with regard to teacher's salaries, but it is important at the administrative level. There is no level ground.
- I would like to see clerical pay based on merit rather than years [of experience].

- I'm not sure what "numbers" are used to address staffing needs, but we need more teachers so we have a better teacher/student ratio.
- Improved recruitment of minorities noted, but more is needed. Feel that school personnel are being held accountable, which is great for improvement.
- Morale is low, and the staff has a very low opinion and trust of the board and administration.
- In spite of a teacher shortage, SAISD has all but a handful of positions filled with certified teachers. The district also works at minority recruitment, using local leaders to assist. The salary of all staff have risen in the last four years with raises above state mandates. Kudos for SAISD for taking that stance. Staff development was practically nonexistent four years ago. Now it is state of the art. Top-notch consultants are used.
- It is a shame that teachers do not receive the kind of salary that is due them for all the things that they must contend with in comparison to the salaries of employees in administration. Personally, you couldn't pay me to put up with what I have seen teachers put up with.
- It is hard to sign a contract acceptance in February when we don't know what we will be making until October.
- It's a terrible sham & shame that San Angelo will not hire teachers with experience. The district tries to deny this, but if you looked closely at the new teachers that have been hired in the last three years you would see that the large majority have less than five years' experience. Many experienced qualified teachers...apply, but to no avail.
- Job openings are posted and interviews conducted for staffing.
- Low class sizes are a must. We must keep our teachers. We need to have extra salary for ESL and special programs.
- Low teacher morale.
- Many factors - they do a great job - we have very few alternative certified folks. Successful recruitment effort for all subgroups.
- More beneficial staff development needed.
- More detailed interviews with panels very effective. Staff structure reflects student needs and priorities (for example - curriculum). Finally, the district is coordinating staff development with student needs. Staff Development is promoted so that new ideas are constantly brought into the district. Research-based approaches are constantly promoted.
- My teacher friends tell me they are so much better teachers because they are finally getting staff development that benefits them and the kids - although they didn't like it at first. They admit they have grown and it only benefits the kids. Personnel is doing a great job and everyone deserves what they make. No one works as hard as the administrators - 24/7.

- New hiring practices are awesome. I enjoy being able to meet the candidates that are running for our school. Staff development is great. Salaries are getting better!
- No more learner based project staff development - please!
- Number 1 complaint - top-heavy administration - too large a gap between salaries of superintendent and other administration and the classroom teachers. Assistant principals on the elementary level are ridiculous. I see little reason to make multiple trips out of state to recruit teachers. A recruitment trip to Wyoming resulted in two interviews and no hires.
- Teachers are afraid to voice opinions. This is criminal. [The superintendent] uses intimidation and manipulation to control. What happened to the idea of free speech and democracy? Staff development is a joke among teachers to whom I've talked. And the out-of-state staff development where 20 and 30 teachers have gone is very wasteful. Why not bring the presenter to the teachers at one-tenth the cost?
- To get better teachers, the district should start hiring in May rather than waiting until June 15th.
- Only selected principals have superintendent's support.
- Our children need experienced teachers and principals that were formerly teachers.
- Our district's recruitment of teachers and administrators is above average. We need to spend more efforts in going after the "best" available, but we also need to pay a competitive salary. Staffing structure is very good. Staff Development is also very good. Our teachers must be trained well despite the criticism from the "know it alls" in the community. If my children have to pass exams to move up to the next level, so should our teachers.
- Our Personnel Department is fair and consistent in the hiring of staff. Our staff development opportunities has improved greatly. We now have opportunities to attend sessions that fit our needs. They are aligned with needs/critical success factors in our systemic map.
- Our staff development forms seem to disappear every year and we have to resubmit them.
- Over the last few years, the number of administrators has grown as the number of students has decreased. I feel the amount of money spent on...high-level administrative salaries is outrageous. The students are the ones who need the money used for their education. The classroom teachers struggle to have adequate supplies while the central office has beautiful new furniture and large salary increases yearly.
- Overstaffing at the top level was a problem but it is being addressed.

- People at administration are very helpful whenever you call about insurance, etc. They are always prompt in getting answers.
- Hiring practices are carefully screened to hire best candidate possible.
- Staff development has been extremely streamlined. Quality presentations of national presenters.
- A great effort has been made to hire staff who are reflective of the population. The staffing of campuses is becoming more equal.
- Personnel does not allow teachers to express concerns about principals without negative consequences. Salary of directors and administration is out of line with teachers. Too big of a gap.
- Personnel from campus and other levels are promoted from job to job with no regard to qualifications. A poor principal is promoted/assigned to administration as a means of removing them from campus. Poor performers are kept on in district. Staff development never offered at convenient times and irrelevant subject matter.
- Personnel in administration compensated at a much higher rate than classroom personnel.
- Personnel is well organized.... Hiring process ...[is] thorough and professional. Staffing-hiring freeze for those leaving positions this semester is really tough! Needed positions are frozen.
- All supervisors are always trying to help their schools. I am very pleased with the job they are doing. They work very late hours and are always pleasant. They keep up with what goes on the campuses. There has been an improvement with substitute teachers, but sometimes there are not enough to go around.
- Personnel department is diligently trying to align personnel with declining enrollment without drastically affecting programs for children; employees' needs are met; we have [an] exceptional benefits program; "teachers in need of assistance" are assisted; investigations are done expediently and legally. Our school employees work very hard and earn every penny! They have done a yeoman's job on being professional and productive under very adverse conditions caused by a small group of disgruntled citizens.
- Salaries need improvement to cope with inflation.
- Teachers are underpaid. Most of the staff development [sessions] that I have attended this year have been really good and informative. I think that the decisions that were made on staffing for next year were fair or at least better than they have been. Teachers and all faculty need to have insurance that will actually work for them. Why can't they get the same coverage that...state employees get?
- Poor management of hiring practices. Need more information on available positions and advancement of staff. More training for advancement.

- Recruitment and hiring sometimes seems to be done behind closed doors and not publicly. Not everyone has an equal opportunity at teaching jobs when they are filled before they are posted.
- Recruitment and hiring: ok. Salary and staffing: ok. Staff development: occasionally worthwhile, especially when we can meet within our discipline. Often I feel we are just sitting through staff development for the sake of being there...we have to put in so many "days," whether it is really beneficial or not. Often, time to work on campus or our classes would be much more beneficial.
- SAISD has good hiring practices. Salaries in San Angelo are low. The district does not compare to other districts this size in salary for both teachers and administrators. Central office employees are greatly underpaid as well.
- SAISD is a very difficult place to get a job. If you do not know someone who is already in, you don't stand much of a chance. I know people who have been trying to get a job as a teacher for three or four years and have never even had an interview.
- Salaries need improvement at teacher levels - too much \$\$ spent for administration and not teachers. Higher-ups need to go to campus and see the teacher shortages.
- Salaries need to be fair to all employees. Favorites are played by the superintendent way too often.
- Salaries need work. Hiring needs work. Staff development fair to good.
- Salar[ies] should go up by past job experience.
- Some salaries are too high for this district and tax base. Hiring is not done on an even playing field. Too many family members being hired. Teachers need to be paid more.
- Salar[ies are] too low to keep quality teachers. Too much emphasis on administrators, not enough on classroom teachers (the ones that actually affect our youth!)
- I believe we are "over administrated." It seems to me that what we may need is more teachers and less staff.
- Teacher reimbursement is inadequate.
- Salary should have some merit rewards. Recruitment is very intimidating. This is not a court - we just want a job. Staff development needs to...be focused toward working professionals - we work during the day!
- Salary too high at administrative end and low on teachers' end. Needs improvement on secondary level for staff development.
- Seems like our class size is really big at the secondary level. Teachers are stretched really thin.
- Too many inequities. Too many administrators at the sake of too few teachers.
- Some of our best & most experienced teachers are being encouraged to retire so that less experienced teachers can be hired

at lower cost. This is not good for our children. We need to retain good experienced teachers - some of them are the best we have!

- Personnel management has gotten a lot better since [the superintendent]'s arrival. The interview process is streamlined. The personnel department would run a lot smoother if the school board would stay out of their way.
- Staff development could be done as usual as long as the time credit is lowered. Pay raise should go to all employees, especially if the employee has been working with SAISD [for] over five years.
- Staff development focus has greatly improved under [the superintendent]'s guidance. We are happy that the staff gets the training [it] need[s].
- Staff Development has been increased by over 100%. Opportunities to attend conferences and training have been provided for the teacher and paraprofessional to continue in professional development. Hiring practices are standardized and fair for all who apply. Salaries for all employees have increased every year. Since [the superintendent] came, people are not expected to work without being paid.
- Staff development has been made available to more teachers than...ever...due to the number of grants that the district has been able to get. We have a minimum of teachers in the district that are not completely certified for their teaching area.
- Staff development has greatly enhanced teaching practices and expectations for the classroom.
- Staff Development is a joke. I have never used anything presented in Staff Development. Waste of time.
- Staff development is good. Many opportunities to learn & improve.
- Staff development is improving but more teacher input is needed. Salaries for teachers seem low in proportion to administrative salaries. Some hiring (especially administrative) seems to be based on people who have worked in previous administrations' districts - especially from Michigan. I do wonder what some job descriptions are as far as administrators are concerned.
- Staff Development is motivating - we still need meaningful SD, but it is so much better than in the past.
- Staff development is so repetitious that there is room for improvement. Salary could always be distributed more fairly.
- Staff development is very important to maintain an up-to-date educational system. Anyone who opposes it does not understand its function. SAISD is bringing good people to better develop the staff. Salaries are low in SAISD for teachers and administrators compared to school districts of similar size. Public complaints about salaries are unfounded.

- Staff development needs to be more related to core subjects. Of course, teachers need more pay.
- Staff development opportunities need to continue to be offered! Too much moving of incompetent personnel within the district. If they can't do a job they should not continue to work here, much less get promoted.
- Staff development seminars are wonderful for teachers in other states. But in Texas, TAAS is so overwhelming our teachers [that] they CAN'T possibly do some of the things they are asked to do in staff development.
- Staff development should be spread throughout the year. The kids need a break and personnel can absorb information more easily in shorter segments rather than four straight days. The school service workers, counselors and elementary assistant principals are money well-spent.
- Staff development too vague, needs to be more meaningful. Teacher salaries need to be [raised]. Teachers with ESL/bilingual students need to receive a bonus or stipend for the extra work that is required. Lower class sizes for lower grades.
- Such an extensive effort was made to rid the district of experienced staff that beginning teachers lack support & role leaders.
- Supervisors are needed and our retirees are needing to be replaced.
- Teachers and administrators need raise and state health plan.
- Teachers could use pay increase. Less shuffling around of teachers (unless requested) would be an incentive. Recruitment should be more aggressive, especially at job fairs.
- Teachers have grown throughout the last few years due to the excellent staff development program. They have been able to go to wonderful workshops and view many best practices. (I hope the board will let that continue.)
- Teachers need good health insurance & some kind of dental insurance.
- Teachers/employees already employed by the district should not be required to be interviewed for similar positions unless the interview specifically addresses the requirements of the positions. Generic interviews are a waste of time. [Training] needs to be more specific & not just time filler, maybe not as much w/more quality.
- The district has made great strides towards increasing the recruitment and retention of minority personnel.
- The district needs to take a hard look at the recruitment of our school district's leaders. They are very overpaid and most of the teachers are underpaid. Now they are talking about cutbacks of teachers in our schools. I hope that they look at the administration first before they cut teachers and programs.

- The district provides teachers, principals and staff with training. The training is good but also to be the best more training needs to be more often. [The superintendent] has brought diversity to SAISD. He has made it a point to hire minorities and provide role models to African American and Mexican American students. [The superintendent] has worked extremely hard at raising the salaries of school employees. I started six years ago making \$21,500 a year and currently am making over \$29,000. I appreciate his effort to keep our salaries competitive.
- The emphasis on retirement buyouts and "new" teachers devalues our teachers with experience. We have some of the best! (And we keep losing many of them.)
- The hiring of employees is a well-planned process. Employees are provided good benefits and are given opportunities to have input in their employment. Communication has improved over the past four years.
- The Personnel Department has undergone important changes to centralize all hiring, interviewing, and benefits - all areas of possible legal landmines. The department is finally moving to a computer-based operation and to alignment of staff w/declining enrollment. Good job by all.
- The Personnel Department is top notch!
- SAISD expends a great deal of effort to recruit qualified persons for the variety of needs within the district. They actively recruit minorities to assist in servicing those populations. Personnel are continually receiving updates, training and incentives for performance.
- The salary of many administrators is absolutely repulsive. Teachers are struggling to make ends meet. Where are their raises or job perks? The staff development system is confusing & it seems arbitrary as to what will count toward staff development & what will not.
- The salary ranges recently published in the paper were outrageous. I know you get what you pay for but I'm sure the teacher salaries have not ballooned as much as the so-called administration['s]. Also, we don't seem to hire and pay on a consistent basis. Example: [the superintendent] has received special treatment. Not right.
- The way administrators are selected and paid is a problem for me. The amount of money being paid for "consultants" is a disgrace. The idea of filling the schools with teachers with no experience and getting rid of experienced teachers is scary!
- There is a "black hole" applicants get lost in. There are some who have never been to an interview. The route to teacher hiring is too often through being an aide. These step in when a vacancy happens. They are not always the most qualified.

- There is a wide assortment of staff development to meet the needs of the majority. Salary is fair, but could be distributed a little better.
- There needs to be more counselors at the junior high and high schools. More mentoring programs for high school students to mentor elementary students. This gives them a purpose & helps them be a good role model.
- There will always be problems in staffing, hiring and recruitment until the district and state starts paying teachers a fair professional salary - it's way too low!
- This area of SAISD is almost as bad as the financial area. SAISD is very "top heavy." We should be spending more on teachers - less on administrators.
- Title I Reading/Lang. Arts Specialists fill a need for in-house in-service [training], address curriculum needs & student needs.
- To me you cannot pay people enough \$\$ for the jobs they do here at SAISD. I have always said that you pay for what you get. Nobody in SAISD is paid too much. We have great people (including administrators) and they could use a raise.
- Too much \$ to administration.
- Too much money spent on jobs at administration building. Should spend more at school on teachers, students, and principals.
- Top heavy at the top (administration).
- The Personnel Department is improving in the hiring process, the exit process [and] the recruiting of new teachers.
- Using the buyout incentive to "get rid of" veteran teachers who are not of retirement age is a huge educational mistake. The students will suffer greatly without their experience & knowledge.
- Vacancies are not posted with easy access or at all; noncertified personnel hired when certified personnel have applied; hiring is done...late in the year; staff [members are] put in a hostile situation wrought with threats, intimidations, etc. Contracts do not show salaries or assignments and are signed in May with the budget and salaries not approved or disclosed until October or later... Staff development for middle and junior high is not beneficial when offered late in the year with no time for implementation or as general session, not course-specific.
- Way too many administrators making way, way too much money. We get rid of teachers because of money problems, but yet we can still hire more administrators and give them more raises when the teachers are left in the dark. What % of the big raise last year did the administrators get?????
- We are attending many good training workshops that have been very valuable in the classroom. We never had such excellent training available before.

- We have made staff development a priority, realizing the only way to progress is to train staff. Best practices, an individualized approach, learned-centered instruction, developmentally appropriate practices and the project approach are our focuses. The Staff Development office does a great job providing training and tabulating and keeping up with credit giver. They aid staff in keeping up with requirements.
- We have too many people at the administration building whose jobs were made for them with a good salary. The superintendent makes way too much money and extras we pay for, for this size of school district. His wife working part-time makes two times the salary a teacher makes.
- We lost a good resource when the district decided not to use the services of Region XV.
- We need to hire more students from the area. Look at home before we look outside the area. Salary needs to be more competitive with larger cities so we can keep good teachers. Region XV offers great help - we need them back.
- Why did the principal staff not back up the minimum grade requirement in 8th grade honors Algebra I (back up the teacher to parents) at Lee?
- Why was so much spent on sending principals to California (Why are people traveling 1st class?) in 98-99 (including a spa visit) but the district can't see bringing top notch (for staff development) people to San Angelo?
- We need a staff development ladder (similar to nursing) to reward experienced teachers & keep them in the classroom. Top experienced teachers ought to be paid more than administrators.
- Why have teachers been deprived of money for supplies and conferences? To stay current on teaching practices, teachers should be allowed to attend conferences such as "Middle School Conference" or "G/T Conference." Administrators attend conferences in California and New Mexico that are only mediocre compared to the Texas conferences.
- Why is it necessary to go to Oregon, Wyoming, etc. to recruit personnel? Don't they have qualified persons closer to home? The administration is top-heavy compared to the number of students in the district. It has increased dramatically since [the superintendent] arrived and yet we hear that school facilities are going to be cut dramatically next year to balance the budget. Lake View H.S. will lose 12 teachers from a facility that is already overloaded. We have yet to hear of an administrator being cut. The majority of teachers being hired are inexperienced new teachers because they can be hired for the lowest salary. Doesn't experience make for a better teacher? I have always thought so. Salaries are definitely top-heavy. Administration salaries are too high in relation to the avg.

teacher, especially in a district that is having financial problems due to overspending by the current board & administration.

- With SAISD's declining enrollment I feel we are overstaffed at the administrative level. Talk of cutting teachers & not administration upsets me.
- The encouragement of experienced teachers to retire so they can be replaced by less experienced/smaller salaried teachers. They are my children being taught - I understand new teachers need to start but we have wonderful experienced teachers who should be praised & encouraged to stay.
- I question the number of trips out of town for staff development. Is this expense within our district's guidelines?
- Would like to see teachers taken out of the classroom less often during the school day.
- You will hear from few teachers tonight because they are afraid of repercussions. Teachers spend much of their time worrying about the next shoe that will fall.

Appendix A

FACILITIES USE AND MANAGEMENT

- Beautification program has improved the way the campuses look.
- Maintenance turnover time is very good.
- Glenn renovation - in under budget with limited interruption - good construction management.
- Campuses are looking better.
- Multi-purpose buildings [are] used by community.
- Custodial staff not particularly effective - understaffed; pay scale may need to be adjusted; attrition - not hiring new staff to replace; late-evening cleaning required.
- Damage control - reactive.
- Maintenance not prioritized - some work not timely.
- Painting & changing lights & other disruptive work [performed] during school day.
- Good custodians.
- Only one phone for all teachers to use [at] some campuses.
- Can't make long distance calls - even with a personal phone card.
- Definite improvement since bond approval - district has done a good job with expansion.
- A lot of our facilities need major attention. For example, the classroom size at Lee, the tennis courts at Lee, the wiring that short circuits routinely at Santa Rita and the beehive in the wall at Santa Rita.
- An area that is getting better but needs improvement.
- Two new, beautiful facilities - LVHS and Lincoln JHS - rebid and renegotiated by current board and administration.
- Campus beautification program has helped tremendously!
- Buildings across the district have never looked better!!
- [Need to] provide adequate supervision on playgrounds!! Allow kids to play more in elementary schools. Play for elementary level is very important for their sense of socialization.
- Central High is still waiting for improvements from the 1996 bond issue.
- Central is our biggest school in town with the most kids and nothing has been done to improve it, but we get a new Lincoln Jr. High.
- Custodial services and maintenance management services are excellent.
- [The superintendent] renegotiated with the insurance company after the fire at LVHS and was able to procure several million more than the insurance company originally offered. Thus, we

have a fabulous, new high school. Many of the bond projects were rebid, thereby saving the district millions.

- Facilities across the district have improved and are more equitable than in the past.
- Facilities must [be] continually and regularly improved to [accommodate] new teaching methods [and] new technologies for learning and...resource efficiency.
- Money should be allotted for "needed" maintenance and extra building for things such as safer playgrounds. Painting and repairs should be done during the summer only. The beautification program is wonderful. Some older campuses might use locks or better security systems for "out-of-date" entrances and exits to classrooms.
- [There is a] need for multipurpose buildings at AEP and DAEP facilities.
- Our campuses look better than ever.
- Our facilities are clean and well-maintained. Our custodial staff is efficient.
- Our facilities and grounds have never looked better. They are beautiful.
- Our grounds look the best ever.
- Several bond projects have been completed with several [more] on the way. Glenn and Lincoln are basically new campuses and the highlight of the bond work. Lincoln needed the improvements and necessary advancements. Glenn was transformed into a state-of-the-art school under budget. The facilities, grounds and campuses look better than ever and continue to improve.
- The beautification award implemented by [the superintendent] has been instrumental in encouraging students, teachers, and parents to make wonderful changes to the outside appearances of campuses.
- Address the issue of kitchens that are too small, underwired electrically and [lack] modern equipment.... Some kitchens are very old and unattractive. Food Service does a great job in these old kitchens. They do need to be perked up.
- Again, district resources are being evenly distributed. The grass does grow in all parts of town. The schools are neat and clean all over town. I would not hesitate to enroll my child in any school.
- All facilities (schools) have improved since [the superintendent] got here.
- I believe the North side of San Angelo is not equipped for the growth that they [are] experienc[ing]. Classrooms are crowded and small at the elementary level. Revamp those schools first.
Custodial Services - Wow! I wouldn't want that job. It is definitely a thankless job. They are underpaid for what they are required to do.
- Athletics are suffering with poor facilities and poor funding.

- Beautification awards are competed for monthly. Staff takes pride in facility appearance.
- Buildings are clean & well-kept. All buildings have been made more attractive [by] students, teachers, & parents working together. Only minimum funds were available, but used to make significant changes.
- Edison has nice facilities and it accommodates our students to an extent. The classrooms in the old building are too small, NOW, so that when we install the three computers they are planning, it is going to limit the number of desks, not to mention storage space.
- Most buildings within the district seem to be over filled. There are several glaring exceptions [but] political pressure will try to keep those schools open regardless of the...good of the district. The district is not honestly assessing usage and growth areas to plan.
- Building program has hurt the maintenance program - not enough time, manpower, etc. to stretch the dollars.
- Buildings and sites have had a facelift over the past four years. Grounds are well-maintained.
- Buildings are maintained by an excellent staff of custodians and maintenance personnel. Beautification emphasis at the campus level has increased students' pride in their campus. There needs to be an emphasis on energy conservation practices on the campuses.
- Buildings are well-maintained. Custodians at my school are terrific-the best I've ever been around.
- Central High School is in deplorable condition! Mc Gill and other elementary facilities are too! The new Lake View, Lincoln & Glenn campuses are great! Others have made great improvements.
- Classroom size not in synchrony with class sizes - too crowded!
- Custodial services are excellent in some facilities, but lacking in others. I wonder how the check up in this matter is handled.
- Custodial services need work in this department. I feel teachers and principals are having to do most of the work, while custodians walk the campuses.
- District always under funds and buys cheaper products, i.e., computers, and spends a lot of \$ for inferior and inadequate products. "You get what you pay for."
- District facilities have never been as clean and neat as they are today.
- [The superintendent] has provided equal opportunities for all the students in each and every campus, and for teachers and employees. All facilities have improved tremendously.
- Energy conservation began years ago. Good job. Facilities are excellent as well as maintenance.
- Excellent upgrades of facilities have happened in the last 4 years. All facilities are cared for. EXCELLENT (second to none) maintenance department.

- Excellent! Our district is top-notch in this area!!
- Facilities - energy use has been curtailed for 15 years - good management of utilities prior to current energy problem. Custodial services are good - no excess weight anywhere - good management of directors.
- Facilities - great - beautification program excellent, clean, well-maintained.
- Facilities are beautiful - kids & parents love it & appreciate the time, effort & yes \$\$ it has taken to bring them up to speed - especially the schools that never had \$\$ spent on them.
- Facilities are excellent. Big improvement. Awesome.
- Facilities are great and well maintained.
- Facilities are great for me - new renovations have been nice - extra space and storage helps schools look more attractive. Storing janitor supplies in the hall is sloppy, but in some schools they have no room for mops and buckets!
- Facilities are the best they have ever been! There are incentives for campuses to keep up grounds and they involve community and students!
- Facilities are the best they have ever been. Under [the superintendent]'s leadership, schools (student and staff) are taking pride in their campuses and as you travel around the district, you are amazed at how nice the buildings and grounds look. We are in a time of figuring out how to maximize the use of buildings. [The superintendent] is carefully figuring all options to decide what recommendation to make to the board. Again, he does not bow to political pressure.
- Facilities...need updating. Most facilities are overcrowded. Custodial staff[ing] is constantly changing and thus maintenance suffers. Disruption of class due to maintenance is common. No energy conservation program in place!
- Facilities are well-used and managed. They are in good shape districtwide. Our community is proud of all our campuses.
- Facilities are working on improvement. Custodial services need help. Too big of a school, lots of students and not enough custodians.
- Facilities greatly improved.
- Facilities of the district have improved tremendously over the past three years. Schools look like schools should look and the ones on the poorer part of town now look more appealing and will compare [well with] the ones on the wealthier side. Great job!
- Facilities Use department has done wonders with this area. A "Great Bang for the Buck."
- Facilities Use & Management would be poor by any stretch of the imagination. The kids at Edison deserve better facilities than what is provided by SAISD. It would seem since we parents are

taxpayers and our taxes are the same rate throughout the city, that the facility would be equal to the other junior highs. Edison is obviously not equal; maybe the school board should tour [the] Edison...boys' locker rooms [and] classrooms and try to focus on equality and fairness instead of balancing the budget. They obviously failed in that area. My child enjoys Edison - kids and teachers - but my tax dollars are not [being] spent on building improvements, landscaping, or technology. When I attended school in the 60s, our facilities were much better. I was hoping to be able to give this to my child. Lee, Glenn and Lincoln are in better shape. Edison parents need to demand equality for their students.

- Never have our buildings been in better condition due to the projects developed over the last several (4-5) years. Beautification projects have impacted entire neighborhoods. Use of the facilities in after-school programs have been an innovative and excellent way of "giving back" to community for good.
- Fannin Elementary has a wonderful new wing, but the old wing is in need of upgrading.
- Fantastic facilities, and my janitor is outstanding in his services to my room.
- Glenn Junior High represents the efforts of our district to provide for our teachers, our students and our community. Our facilities are outstanding and state of the art. Many schools have benefited from beautification, from bond dollars, and from budgeting efforts. Efforts are being made to continue to provide the best opportunities for our students, promoting student success.
- Good facilities and maintenance. Many new schools. High School may still be a problem.
- Good facilities. Lincoln should be grades 6 - 8. Lake View should not be the only 4A in the state that's grades 10-12. It would help to have 9th grade at the HIGH SCHOOL. Give CHS a 9th grade campus and make all junior highs (into) middle schools (grades 6 - 8)!
- Lincoln needs football practice fields and other outdoor athletic facilities! They have no tennis courts and Lake View's tennis courts are worthless. For athletes to be prepared for competition and to avoid injuries, they need appropriate facilities!
- Great custodial services. The maintenance people are friendly and are very prompt. Schools look great!
- Great facilities improvements made. DAEP needs a multi-purpose building for P.E. Great custodial staff and administration. Receptive to our needs.
- Great in this department. They have improved 100%.
- Great strides have been made in facility improvements but some of the older schools have needs that need to be addressed before attempting to build a new elementary school.

- Haphazard. Poor use of resources.
- I believe SAISD is doing their very best with the facilities currently in use. It is constantly being evaluated and adjustments made.
- Schools should be provided with liquid hand soap rather than bar soap.
- I feel there should be a great effort by the powers that be to bring all schools up to the same level. Not all schools in this district offer students or teachers the same opportunities, equipment or facilities. There does not seem to be any effort to offer these opportunities to all of the children of San Angelo.
- I feel we are very lucky to have the beautiful new schools and hope they can keep them nice.
- I think our campus is in pretty good shape (Edison). Bradford and other elementaries I have visited seem to appear rundown and outdated. Custodial service seems to be very good at Edison.
- I think we do a great job at managing our facilities.
- If there is truly a need for new facilities, the people who would be affected should be involved by choosing to improve their schools.
- Inequitable facilities - East side is ghetto-like.
- Ensure equitable maintenance.
- Lincoln has an awesome building.
- Lincoln is very nice. We are very proud.
- LJHS is a nice facility.
- Maintenance does a fantastic job responding to work and repair orders.
- Maintenance is important, but they are often backed up and hard to contact. Many things that they do are better done in the summer, like the painting of classrooms.
- Maintenance needs to be more timely. Custodial [workers]- need more.
- Many buildings are not clean especially bathrooms. Other districts (Odessa, Midland, Abilene) have much cleaner spaces. It is not appropriate for student bathrooms not to have soap & paper towels. Frequently no paper is available.
- Many junior high classes are too large. Too many students in one class to address all their needs.
- Many of our buildings have been updated but many are still in a state of disrepair.
- Central High School is especially in need of many renovations. I know some have begun but overall I think many repairs will still be needed. Several buildings have a distinct odor, restroom facilities are poor, and the gymnasiums need improvement.
- Many of the buildings in the downtown and Lake View areas need work. Students in these areas deserve good facilities. San Angelo

needs three to four high schools. Central is too big and in need of repair.

- More custodians needed per campus.
- More storage available.
- Most of the facilities are very good. Some custodial services need improvement.
- Most of the facilities are well planned.
- Need more custodians. They are overworked and underpaid. Cut some supervisory position.
- I would like to see more money available to ensure adequate space for student success in special programs such as CATE shops and athletic locker rooms, etc.
- Our custodians work hard. The campus is clean every morning.
- Our facilities are outstanding; they are well maintained; there is a sense of pride in our facilities that did not exist prior to [the superintendent]'s tenure. Our beautification program is outstanding.
- Our new building is perfect.
- Our school is a very old school. When I got the assignment, I was really afraid that the school would be crawling with roaches and things would be falling down around me. WOW! What a surprise! The first day I walked in I was impressed with the cleanliness of the facility. As I go to other schools, I still am impressed with other facilities as well. I do know that the equipment they have to use to do the job they have to do could be much better. I have seen the custodian sweep my carpeted room with a broom because the vacuum was broken. Kudos to them!
- Our school is well cared for. Maintenance responds quickly when problems arise.
- Outstanding facilities. Maintenance is excellent. Excellent job in this area.
- Many of our grade schools have playgrounds with surfacing & equipment that don't meet safety & ADA standards! Surfacing w/pea gravel, sand that isn't wheelchair accessible or equipment that isn't accessible for children with disabilities. This is a violation of federal law!
- There must be financial responsibility - starting with the school board and going down. The superintendent obviously does what he wants with no supervision or accountability, at least according to the lawyers who have been quoted.
- SAISD has really had a facelift since [the superintendent] came to our district. The campus beautification programs and matching funds programs have greatly enhanced the facilities!
- SAISD is doing more and more with what it has to give our students better facilities. Edison Junior High is now the top priority

for the district but still has to battle a highly racist community to get every dollar.

- School buildings, even the oldest, are looking better than they have in the past. If you were to blindfold someone and take them from one campus to another, you could not tell whether you are on the rich or poor side of town.
- [The] school district really needs to look at the Edison facility. Classrooms need to be expanded, lighting in rooms is bad, cafeteria needs to be expanded, field house/athletic area is way too small for all the students who need to use it and [it's] not located next to gym.
- Sell Central to Howard Junior College or ASU. Build one or two other high schools like Lakeview. Kids will be closer, safer and more loyal-happier and better students.
- Since [the superintendent]'s arrival in SAISD the facilities have improved 100%. He has brought the board issue under control. The [spending] for these projects has been under budget, thanks to his leadership. The "beautification concept" has improved facilities tremendously. Better than ever.
- Some buildings were built in 1928 and are very old. Athletic field houses are horrendous and smelly. Renovation of buildings is necessary at Edison.
- The campuses and buildings look better than ever. The playgrounds are great!
- The campuses and facilities are beautiful! SAISD should be commended. Children learn better in an environment that is conducive to learning! Money well spent! Management of facilities is great!
- The classroom size should be kept at 24. The field house needs to be rebuilt across the Oakes in conjunction with the gyms. Library needs to be larger to accommodate computer labs. Teachers need to purchase whatever software they need and printers made available to students as well as teachers.
- The custodial services could be better. In our school, they need to dust weekly. We have so many children with allergies. The bathrooms need to be cleaned better. Sometimes you can smell them, even out in the halls. They need to be mopped daily and disinfected daily. Some children do not want to use the bathrooms because they are not clean. We also need gel or liquid soap for washing hands in all bathrooms, not just bar soap.
- The custodians are very polite and do a good job.
- The district conserves energy well; custodial services are great!
- The district has dragged its feet on the buildings agreed upon in the 1996 bond issue. The only construction completed is Lincoln Junior High and the multipurpose buildings for the elementary. I thought there was a time limit for this money. Lake View has been

without a permanent facility since 1998. The plans for the new school were drawn, changed and changed again. The library at Lake View is totally inadequate for a 4A school. There isn't room for the required number of books, much less [to] have two classes in the library to do research [at the same time]. They have made decisions, unmade them & remade them concerning the construction of the Southwest elementary school and as yet haven't broken ground. I do think the beautification program is a great program. The schools look much better.

- The district is a gracious host for many community activities. Most staff members are conscientious about conserving energy.
- The district needs to be more economically sound in the use of schools. There should be three 5A high schools. Both Central and Lakeview should be equal in student population so that all students get equal educational opportunities. Politics in San Angelo prevent equal boundaries. Leave out the politics and do what's best for students.
- The facilities are not utilized or maintained equal[ly].
- The facilities are very clean and well-kept. Thanks to the...Beautification Program, the campuses are attractive and well kept. The students, teachers and parents participate in planting flowers, adding outdoor gardens, etc. and they have pride in their properties and keep them neat.
- The facilities in SAISD have improved greatly in the last three-four years.
- The facility planning for various schools wasn't well thought out. Some schools have inadequate facilities for mechanics and construction trades.
- The Food Service warehouse is too small.
- The Lake View facility was cut to the extent that the library will not be able to handle more than one class per period. This means that history, government and English classes will be hard put to schedule enough time for students to do research adequate for term papers. The advertisement of how improved the landscape of the schools is grossly exaggerated. Many of the plants died and were not replaced. Others have simply not been taken care of. This seems wasteful, especially when teachers have to spend their own money to buy classroom supplies.
- The new campuses of Lincoln and LV are wonderful campuses for our students.
- The new Lincoln is a dream.
- The new Lincoln Junior High is great. The addition of the Vocational Building is also a great opportunity for these students.
- The only time we get repairs or paint is when the "Big Wigs" are coming. Edison's Cafeteria is too small - no phones in rooms.

- The planning for our school district seems to all be headed toward the south end of town where all of the people who have money live. Those of us who live on the northeast side of town are getting no improvements in our schools or facilities. Our schools are overcrowded and basically falling apart. All improvements have been done to elementary and junior highs in the south.
- The school district has an outstanding maintenance department. Schools are well maintained and clean.
- The tennis courts at Lee need to be upgraded to match the rest of the junior high schools. All schools need to be equal.
- The updating/modernizing of facilities was desperately needed & is appreciated!
- The upkeep of the schools and grounds has improved greatly since [the superintendent] came.
- Great improvements [have been] made to our facilities through the past bond [issue]. It had been overdue. The campuses all look better and more equal because of the efforts in the past three years.
- This area is much more organized under [the superintendent]'s leadership. I say this because - again - we see it here at Edison. Custodians in terms of numbers is equal to the number you will find at another junior high - the landscape is beautiful. It is a known fact if you look good you feel good - if you feel good - you will do good. Our kids feel better - it is obvious that they are doing better.
- This area is stronger than it has ever been. There's preventive maintenance in place and the board and administration listen when something needs to be done, like at Edison most recently when parents had some real problems that were quickly addressed.
- Our maintenance and custodial department are doing an excellent job. The beautification program has made a big difference in the appearances of our campuses.
- Under the guidance of [the superintendent], schools have been updated and enhanced. Schools are not an eyesore, and have become facilities the community can be proud of. My school for example provides the families with a place to get together on weekends and provide students with a safe place to play. Multi-purpose buildings have been built to help shelter the students during outside activities. The district has worked extremely hard to enhance school buildings.
- We are not equipped with building capacity to teach students. Facilities are too crowded. Maintenance and Custodial Services are super. Everyone is always hard at work.
- We are not getting what we are paying for. Less.
- We can always use better facilities but the improvement in the past three years has been the best ever. Our school grounds and

building look great. There is talk of upgrading some more in our school.

- We don't need another elementary school - replace the temporary buildings at Crockett with permanent ones - why change what works?
- We have an outstanding maintenance department. Our facilities planning is not up to par. We have maximized building capacities and as stated earlier, we need to upgrade our buildings. Some need to be torn down and rebuilt, not just remodeled. We need another bond election to get everything we need accomplished. Our custodial services are above average. Energy use is Good.
- We need the ability to expand. I find that the maintenance, custodial services are very efficient. Having a freeze on employment hinders some of the capabilities that make...services prompt.
- Well planned, great custodial services.
- Why are the facilities & course offerings so different between the various junior highs? I'm amazed that there has not been a class action suit. It is terrible that Glenn is so nice & the classroom size/teacher-student ratio wonderful & all the other junior highs are not the same.
- Why did it take the district two years to hang doors on stalls in the girls' bathroom at Santa Rita Elementary? Many phone calls were made.
- Why was so much spent on landscaping the various buildings when the art budget at Lee has been cut...& the teachers can't get needed or desired supplies? Most departments have had major cuts but the top administrators received raises.
- With our students having to go to school in the heat of summer we really need to look at air-conditioning in the gyms. This is a health issue.

Appendix A

ASSET AND RISK MANAGEMENT

- Recruiting issue - can't compete w/Metroplex plan that offered maternity leave...big issue w/younger teachers.
- Custodial staff does a good job keeping the campuses safe.
- Crisis plans are being developed.
- Good Inventory control - has improved in last four years.
- New items are tracked/tagged well.
- Worker's Compensation works well.
- Claims personnel help with individual claims.
- Textbooks not being used - wasting resources.
- No lockers, block scheduling saves time between classes; kids don't have to carry books all day.
- Lack of funds; depend on parents to provide additional learning supplies (pencils, crayons, paper, etc.); often comes out of teacher's own pocket.
- State health insurance needed.
- Need State health plan.
- Programs in place are meeting employee needs, but state does need to intervene.
- Need state to include school districts in insurance plans.
- Changing health insurance policies of teachers is an unacceptable way to address the current budget issues. They don't get paid as much as it is.
- I am so happy the state is looking into helping with this. Our district is trying very hard to supply us with the best.
- Our insurance program is great.
- The state needs to help school employees with health insurance. Aren't we all government employees like all those people in Austin?
- We have great insurance and benefits.
- A bond issue was passed several years ago [that]included a new elementary school. They still have not broken ground on this school.
- The school board has spent millions of the dollars held in reserve with little oversight and almost no planning as how best to spend the money.
- We have come a long way toward closing gaps in district exposure - in investment, safety, and money matters.
- Asset & Risk Mgmt. is O.K. Health insurance should be covered by the state!

- This district has tried to provide adequate health insurance for employees. It is very expensive to carry your family on the policy. Hopefully, the state Legislature will help fix this problem.
- Big issues - need more help in insurance - but not district problem as related to effort - as usual, money is the problem.
- Cash and investment practices are in a mess this year. Dental insurance is needed through the school.
- Cash problems big time. When a district goes through \$20 million in one year, there has to be something wrong. It all goes to salaries. Health insurance is fair. It just costs too much money.
- Claims personnel help with individual claims.
- Employees should have health insurance provided.
- Depends on whose side you're on. I feel they are doing what they can with what they have.
- District health insurance coverage should not suffer because of the mismanagement of the district's finances by the superintendent and the school board.
- District plan is much better than most.
- [The superintendent] appears to think we have much more money than the accountant reports. This total area in a complete mess. The board is equally responsible. At best we have limited funds due to limited tax base. Something must be done to improve this area, soon!
- Everyone knows the money is in a mess. Our Superintendent keeps getting us in deeper and deeper. His wife works part time for the same pay as the top asst. superintendents, or more. Meanwhile, the latest to be read in the papers states that we teachers will likely start paying for part of our health insurance. Meanwhile, the board keeps letting our superintendent and his people spend lots of money on trips for things like professional sports tickets and fancy restaurants and Neil Diamond tickets. Also, dump truck drivers for the City of Austin have better benefits than teachers.
- Great health benefits, no problems with bond.
- Great health insurance.
- Having worked in the private sector before teaching, I feel our insurance is much better.
- Better coverage should be provided for district employees.
- Health insurance - SAISD offers one of the best health insurance plans of any district. The employees do not appreciate what SAISD is doing for them. Most districts pay a portion of their own coverage. When an increase is mentioned, they think the world will end. Car insurance premiums rise every year for most people. They want all they can get without giving anything.
- Health insurance as it is great, please don't change it!
- Health insurance currently good, but am concerned about future.

- Health insurance for a single person is great, for families not so good.
- Health Insurance should be a priority instead of administrators' salaries. Maternity leave policy is very unfair, also.
- Health insurance is a big issue. Current insurance works well [but] changes are often made at the beginning of a school year with little notice or time to compare.
- Health insurance is as good as any district's. We are losing money, so we will have to rethink employee contribution. Workers' Comp claims are helped by safety training.
- Health insurance is expensive and difficult to use. Some teachers have been asked to be careful how often they go to the doctor.
- Health Insurance is OK but when we have to cover some family, it costs too much.
- Health insurance is okay, especially since the district pays for its employees. Seems to me they take care of their employees as much as possible.
- Health insurance is poor and needs to be increased.
- Health Insurance is too high.
- Health insurance is very good!
- Health insurance needs a little work. I am not pleased with the EPO health plan where you have to pick a primary care physician. The district should find an easier way to supply insurance for employees.
- Health Insurance needs improvement.
- Health insurance needs to be made available by the state. Insurance should be more comprehensive. Retiring teachers are in peril of being deemed uninsurable.
- Health insurance needs to be provided by the state as it is for other state employees.
- Health insurance needs to be upgraded like it is for state employees.
- Health insurance package could be a problem. Workmen's Comp seems okay. No opinion on investments.
- Health insurance premiums are fully paid by district - this is wonderful.
- Health insurance should be provided for employees.
- Health insurance should be provided for school employees.
- Health insurance should be totally paid for.
- Health Insurance should definitely be provided for school employees.
- Hopefully the state will come through with health insurance. Very good presently.
- Hoping Texas helps in the insurance area!
- How long do we have to complete the bond issue projects? It seems to be taking a long time on some projects and I would have

thought the state would have some say. Have we spent the money elsewhere and just not said so?

- I believe health insurance is a very important issue with a family of five - our insurance is sky-high. We need to lower our premiums in health insurance.
- I believe that this area is working effectively. Teachers need a better health insurance program. [The superintendent] has worked hard at providing the employees at this district with a fair program - an affordable program. A health insurance program that has the family's best interests in mind.
- I do not feel that the bond money was spent as the voters were told it would be. The district has dragged its feet on the building projects - three years to rebuild LVHS - and no southwest elementary yet. However, with falling enrollment, I don't feel that we need another elementary school. Health insurance for teachers is sadly lacking, especially if they have to pay for it next year as has been reported. Monies which have been diverted to pay obscene administrative salaries could/should be diverted to cover the cost of employee health benefits.
- I don't think that any worker (certified or non- permanent worker) should have to pay anything for their health insurance.
- I have a better opinion of...health insurance now that my wife is employed as well by the ISD. Insurance costs are fine for employees, but become very tough when trying to cover other family members.
- I would like to see the state adopt our insurance plan to cover all district employees. Securing adequate health care is imperative. Insurance is always a concern when self-insurance is at hand. I understand this is a difficult issue for many districts to deal with. It would be great if plans could beset for longer than a one-year period.
- If teachers are licensed by the state of Texas, and supervised and accountable to the Texas education board, WHY DON'T WE GET STATE BENEFITS?
- Insurance issues charges every year. This is the true benefit we receive. Now talking about making us pay for all. This is not a benefit. The insurance [provider] takes too long to decide if [a] procedure is medically needed or not. And it takes forever to find out if insurance is paying or not.
- It's unbelievable that the district is considering making teachers pay for part of their health insurance - give us a break! We could also use dental.
- Locally, does a good job. We need a state health plan and should have state retirement, too.
- Much too expensive for benefits. I understand why but let's find a solution.

- Need better health insurance.
- Need better health plans very costly.
- Need better insurance for kids of teachers.
- Need state health insurance for teachers
- New items are tracked/tagged well.
- New teachers are required to attend too many meetings and be out of the classroom too many times for Teacher Academy and E. Sh. training. New teachers need to spend the time in the classroom teaching students, learning the curriculum and serving students. Other teachers spend much time in meetings and out of the classroom. Once a month is too much!
- No complaints. They take care of business.
- Our board has not done its job by watching the money. I feel they are responsible and are liable for the mess we are in! We have Central High School, which desperately needs some work, but what do we do, we build a new Lincoln Junior High. Our kids are not benefiting from what the superintendent and our school board are doing to us! Please help us!!
- Our current budget crisis is putting extreme pressure on our health insurance. Employees who have worked for years without major medical expenses are now facing the possibility of reduction or loss of their benefits at a time when they need them the most. One person I'm thinking of is currently undergoing home dialysis and is trying to be placed on a transplant list. Throughout this he is still teaching every day and caring for the kids in his class. Why should he fear losing the benefits that he needs so desperately now? We are state employees and need to be included in state health insurance.
- Our district has worked hard to continue to supply health insurance for our employees.
- Our district strives hard to get the best health insurance possible for the employees of our district.
- Our health insurance benefit is a wonderful employment incentive. I don't believe we should build the new Southwest Elementary. I think the money could be spent to upgrade existing buildings.
- Our health insurance is supposed to be sort of a bonus to teach, since we don't make the big bucks like the administration people do.
- Poor health insurance.
- SAISD has wonderful insurance. They have fought so hard and done such a great job to insure teachers have the best insurance. It really has made a difference in my life. Thank you SAISD for taking care of your people.
- State needs to help with health insurance so district \$\$ can be used for the kids.

- Teachers are not always treated as professionals, but are given what they need for the most part. Teachers are asked (required) to do so much more than what their position should require of them.
- Teachers should have insurance from the state.
- Teachers should not have to lose the paid health insurance while administrators continue with higher paid salaries.
- Teachers should not have to pay any health insurance premiums.
- Several years ago we voted for a bond issue assuming our children would benefit from it. I assumed that my youngest child would attend the new southwest elementary school. She is now in junior high.
- The benefits coordinator is very careful to watch for abuse of workers' compensation.
- The district does not have dental insurance as part of their health insurance program. This needs to be added.
- The district provides excellent health benefits.
- The health insurance program the district has now is the best so far. The copayment plan is absolutely wonderful.
- The school district has health insurance programs in place, but they need to try to get better health insurance coverage. There are many other districts this size that have better plans available to their employees.
- The state must help us with the teacher insurance. The thought that ours might be cut or reduced is totally unacceptable!
- The teachers appreciate the direction. We have progressed as normal school districts do under the fiscal constraints. The director for Benefits has brought this whole area under control. It is better than ever before. [The superintendent] is to be commended for this.
- There is talk of making teachers (and other staff) pay for half of their insurance. This would be a hardship for most considering teachers in San Angelo make less than their counterparts in area communities such as Midland, Odessa and Abilene.
- We are very lucky at SAISD - we have a board that okays all payment of our insurance plan. Not every school district pays their employee's insurance.
- We have been so fortunate to have our insurance paid by the district. Several years ago when we moved here, that was the deciding factor between two very similar districts.
- We need a better health plan. Where is the money?
- We need dental and eye insurance!
- We need state health insurance.
- We need state-paid insurance.
- We now have a capable and reliable assistant superintendent for Finance. She is doing an exemplary job in getting our financial position up to TEA standards. Our school employees do need to

have better health insurance. We need to pass another building bond.

- Why do two employees in the district have the option of having the \$196 for health insurance reimbursed because they have other insurance but this option isn't offered to the rest of the employees? It should be offered to all or none.
- Workers' Comp. works well.
- Workers' Comp benefits are explained to all employees and when a need arises, all employees have easy access to...benefits.
- Would like to have the state have a plan for all districts together.
- Would like to see state-funded health insurance for all employees and retirees.
- Would like to see teachers continue to have benefits paid.

Appendix A

FINANCIAL MANAGEMENT

- Transportation invoices are not sent in on a timely basis.
- Kids have benefited from \$ spent.
- Teachers unclear on actual campus budgets.
- A lot is being done on a dwindling tax base... pretty great to have so many student programs as less money comes in.
- Central office is making great efforts to provide options to the board and suggestions for a possible solution to help our budget situation. Severe budget situations are being looked at to help the process.
- Millions were lost last year - we were never told where it went.
- Employees are told not to talk to the press or news services - all releases are to go through administration.
- We will have a reduction in force this year because of the budget - we are hearing it is lower paying positions, never administration.
- SAISD has offered incentives. Many high-salaried administrators have accepted. This should save money but then the school board approved high starting salaries for the new hires - how will this help?
- [The superintendent] and his wife and other top administrators make too much money. She makes more in one week than I make in one month and I am looking to have my job cut.
- If a person serves on jury duty, he gets paid \$6 a day. In order to get paid by the school (which they do not have to do) you have to give the SAISD the \$6. What do they do with it?
- The teachers and staff are doing a great job. The students are always their top priority. The teachers and principals are doing a great job. The administrator has given them so much more "paperwork", etc. They all seem to be dissatisfied with administration and especially the high salaries they are being paid.
- I sometimes wonder if [the superintendent] always considers the kids while spending money.
- The district is broke.
- There has been confusion on explaining (or reporting) the [district's] financial status. This has led to angst on the part of many but I believe that everything has been done correctly... and depicted poorly.
- We are addressing areas of concern - things are on target.
- Why have teacher budgets been decreased while the individual teacher now must order many items once provided by the school?
- Administrators should be made more accountable for spending.
- As a teacher, I get or have everything I need.

- Too much administrative travel and expenses.
- The education of the child and the materials and equipment to accomplish that should be the top priority, not the [administrators'] salaries. The children should be first and foremost in every decision made.
- Budget changes a lot - different requirements every year.
- Budget cuts to people who work hard for their money do not make any sense. Instead, I think more finance cutbacks should really come out of the highest paid.
- Budget speaks for itself. Board and superintendent should come clean as to what happened to all the money. Bond money is also missing. Where is it? Multi-purpose buildings at elementary schools were cut from \$220,000 per project to \$120,000. What did they do with the excess?
- Salaries on teacher end low and on administration end, way high.
- Budgeting could be examined more closely, but financial management for the most part is running sufficiently.
- Budgeting has been a main problem for many years and [the superintendent] is trying to improve our budget slowly.
- Budgeting is a farce. As teachers, we request items that we never receive and must request in the spring for the fall (needs may change). Money may or may not be there. Accounts have been deleted without notification or warning and thus, equipment and activities are never paid for. Field trips require budgeting because we must pay for the bus and driver and yet they cut the travel budgets. Long-term plans are made and never followed.
- Budgeting is of course a concern with our school district. I don't know how qualified I am to make judgments about this, but it seems a disproportionate amount is spend in administrative areas, rather than on things that directly impact students. Part of my perception of this could be based on what I would consider bad "PR" that the SAISD has received concerning this area over the last few months.
- Budgeting is weak. Financial reporting seems to be false. Internal audit results appear to be misled.
- Budgeting, Fiscal Operations, Financial Reports - not enough information unless an audit is on its way.
- Per diem for teachers and administration should be the same. Too much micro-management in teacher budgets, not enough on administrative budgets.
- Budgets are intact. I know we're in a budget crunch but the principals still try and get any resources needed.
- Campuses need to have more control over their money. It is a chore to have to have a thousand budget codes just to plan a field trip!

- Concerns for current budget crisis & lack of accountability by both the superintendent & most school board members.
- Concerns that were raised by the auditor were generally "blown off" and excused. I would really like to see some fiscal guidance given to our superintendent and board as to what is right, not just legal!
- Despite any budget problems, this district is far and away ahead of most.
- District auditors said we're OK - so where's the beef - at last SAISD can be proud of its district. If anyone can balance the budget it's [the superintendent]!
- District funds have been spent for the benefit of the district. A large fund balance is not necessary. The money needed to be spent on things that benefit our children and the schools, i.e., technology, new classroom furniture, service workers, etc.
- District seems to have very poor financial management practices with little oversight or accountability for spending practices.
- [The superintendent] should be patted on the back and commended for his programs and fiscal management. He inherited a deficit budget. This was created long before he arrived. The board wanted certain things and programs. He did as directed. The board approved all the spending. With the advent of declining enrollment and loss of TEA funds - it is amazing the SAISD is as well off as it is. Yea to [the superintendent]!!
- [The superintendent] and the school board have done a fantastic job. I think the district could save money by closing schools with enrollment that is low.
- [The superintendent] had an opportunity to hire our new financial person. It must be noted that in light of all the controversy surrounding the finances - the previous director of Finance was hired prior to the board selecting their candidate for superintendent. [The superintendent] did not have an opportunity to provide the board with input or be involved in the hiring of the previous director of Finances. [The superintendent] is working hard to provide all children of SAISD with an equal opportunity to learn. He is working hard to upgrade all physical plants - including ones that were not seen as priority in the past. He cares for all kids and he has a deep desire to see our children be provided with a quality education - that takes money - plain and simple.
- Excellent management of fiscal services. Good job of keeping track of finances.
- Fannin has a good, outstanding financial officer who always finds a way to set the \$ up for the program the teachers want.
- Fannin uses its money wisely. Our school has come up with innovative ways to raise money for our school. Money is spent on the children.

- Finance is on the road to recovery.
- Financial Management is terrible!!!!
- Financial Management needs to have more auditing of the budgets.
- Fiscal operations sounds like a bunch of idiots trying to sabotage school district with false information.
- Fiscal responsibility is sadly lacking in SAISD. The board of trustees have, in essence, given [the superintendent] a signed blank check. School taxes are high but I have no objection to paying them if I feel my money is being used wisely. In Supt. [the superintendent]'s "State of the District" address there were too many "manufactured" figures that did not relate to other published figures. I feel that the only person in the district who really knows how our tax money has been wasted is Wiley Webb, the auditor.
- Getting better.
- Great.
- Great efforts in place to maintain a balanced budget even though the newspaper makes it seem that things are awful.
- Great strides have been made in managing the finances of the district; departments are run more efficiently than ever. We have all become more aware of the complicated Texas school finance system and have learned to maximize the taxpayers' dollars.
- [we need] higher teacher salaries and more money in the classrooms.
- School taxes are high. I don't mind paying them, if they were managed properly. This is a good old boy system. Internal Audit - a joke!
- Huge amounts of spending have taken place since the arrival of this superintendent.
- My school had \$17,000 taken from our science budget last year in rollover money. Where did it go?
- Former finance person used as a "scapegoat" to divert attention away from unscrupulous and unaccounted-for spending.
- Lee Junior High was promised a new parking lot as part of the five-year plan, five years ago. Now we are told there is no more money left. It was designated for parking. Where did it go?
- Money spent on furniture in the administration building is astronomical.
- I agree that our budget needs to be balanced and reporting school taxes are very important to our district.
- I am very concerned about the way this district "budgets" the monies received through taxes that each of us pays each year. The expenditures don't seem to be line with other districts this size.
- I believe SAISD does a great job on their budgeting. The community of SAISD is lucky that taxes have not been raised in three years.

- I don't agree that our money is being spent wisely. We are top-heavy in our administrative staff. We are not a rich district, our money should be focused on teaching our kids.
- I feel money has been spent in areas that were unnecessary to the actual classroom instruction. An example is the large amount spent on the redecoration of the administration building. It now looks like a top-class private business, not a school office paid for with tax money. The amount of travel done by supervisors and administrators is unnecessary. Why send 20 when one or two would do the job. There has been total disregard for responsibility to the taxpayer with funds to...top-heavy administration. They don't teach students!
- I feel that finances are being used to their fullest potential.
- I have four children, all college graduates including one M.D. and one Ph.D. I was in the military for 25 years and my children were in school districts all over the world and in many of our states. I have always been involved with my children's school boards and school administrations. I have never experienced a fiscal operation as incompetent/inefficient as the current school board and school administration as we currently have now in San Angelo. There is only one school board member who consistently and courageously stands up for what she believes is right, but is always voted down by all other members who have given over their board responsibilities to [the superintendent] and his staff. They have become a "rubber stamp" board and have failed in their responsibilities to the taxpayers of this school district & I currently have a granddaughter in the school system and feel she is being hurt by this situation.
- I have observed a steady improvement in the reporting of financial status of school finances. I know past practices of budget allocation and reporting were inaccurate and not in order according to TEA guidelines. That problem was corrected in the last 3-1/2 years under [the superintendent].
- I think monies are used to their fullest potential to benefit the students.
- I think the good ole boy system still is functioning. Too many contracts are given for political reasons. I cannot understand why the district is allowed to have fire alarm systems that do not meet state standards - cooperation among fire marshals, I guess. How can a person make \$92,000 for part-time work! (In this town, anyway).
- I would like a quarterly audit put in place to ensure funding is appropriately disbursed.
- I'm not sure anyone within the district really knows where the district's money is being spent or where it really is going. Current

budgeting appears to favor schools (Glenn, Lincoln) and ignore others (Edison, possibly Lee).

- Internal audit should be explained in depth to administration and board.
- It appears that there is a great deal of waste and abuse by leaders in administration. Especially the superintendent!
- Knowledge in this area is lacking.
- Legal fees will exceed \$250,000 for the 00/01 fiscal year. The district is not involved in any litigation. These fees are to justify what the administration has done instead of guiding the district as to what it should do.
- Expenditures for consultants were in excess of \$600,000 for 99/00. They will exceed \$300,000 in 00/01.
- Retirement incentives of over \$3 million have been paid at the same time staff size and staff salaries have increased. In some cases, employees have been paid the retirement incentive and then hired back as consultants, provided office space and staff.
- Superintendent's Office budget includes \$50,000 for travel, \$65,000 for supplies & \$25,00 for miscellaneous.
- Travel for administrators all over the United States and at least one trip to Canada.
- Let the administrators do their jobs. We've got to get some people on the board that understand finances. We can no longer rely on their rubber stamp process. I think [the superintendent] has learned to get more involved, that he has to keep a closer eye on what the board is approving and what his financial managers are doing.
- Like for the school district to distribute money fairly. Take in account what every junior high school needs, not only distribute money to the parents who yell out louder.
- Lower salary for superintendent.
- Money needs to be spent on children's needs instead of fancy office furnishings and equipment that does not affect students' learning situation.
- Money on reserve should be used for emergencies. Money spent on travel, top-heavy administration.
- More frequent audit.
- More money needs to be dedicated to health services and other "helping" services. Unless the kids are well, they cannot operate at their peak. Attendance and performance will improve.
- Most of the budgets for teachers are good and the teachers usually get what they need.
- My child was asked to bring paper towels to school this year. There have been times they have not taken a test because the school had no paper. One child had to bring his own markers for the board (Dry Erase) in class. I know I have to get school supplies for my children, but some of these items should be supplied by the

district. Maybe if we didn't spend money on extra administration or concert tickets we could afford to provide basic supplies such as markers & paper.

- Need more checks and balances in the budget process.
- Need to put more money into the helping services (nurses).
- Obviously needs restructuring.
- On our campus we are being given more of a voice on deciding what is needed in the classroom. When this happens, money is being utilized more efficiently.
- Other than a few problems I have heard about, the school district has done a good job about keeping us informed.
- Our administration & school board have failed to manage our tax dollars prudently - the administration has frivolously spent money on trips & entertainment - overpaid [the superintendent]'s wife - overstaffed with administrators vs. teachers - spend too much on public relations to make [the superintendent] look good. Now our budget is in the red & our reserve monies spent!
- Our budgeting is not as big of a deal as people make. Yes, we may be in the hole but you have to look at what our schools have. Nowadays, our schools are equipped with all kinds of technology. In the past we had none of these things. I don't think that our teachers or other people should be punished for the lack of funds in the district. We hear about not hiring more teachers or using them at other positions, but we should worry more about what is best for the kids, making sure they are in an environment that gives them the best opportunity to learn.
- Our finances are at risk. Something must be done. Those who are responsible must find solutions that do not adversely affect teachers, students, and campus staff. They did not cause the deficit!
- Our financial management has not been good and teachers will wind up paying for it (salary, ins.)
- Our school board must take a more proactive role in this area. They must pay more attention to those workshops and educational sessions at board conferences (state)! This is an area that has been criticized the most by the public and the board should be held responsible and accountable for this.
- Our school board should be more open and honest about spending.
- Our school district has serious problems that start at the top. Unfortunately, the people that should be concerned with our budget are only concerned about the best way to squander our money. If we could get rid of our current leadership we might be able to get a handle on where our money is going. I hope that happens before we are in serious debt.

- Per the direction of the board, all of the expenditures were authorized: addition of school service workers, CTSS, computers. I don't feel that our district is in financial trouble.
- Perception is that this may be weakest area. However, strides are being made to rectify situation.
- Public never seems to get the full story about what \$ is being used for.
- San Angelo ISD has had several budget issues in the past months. Most have been caused by the miscalculations of the previous business manager. The lack of honesty by the previous business manager has led to the current mistrust. That person continues to attempt to cover his tracks by feeding misleading information to a special interest group.
- Schools should be given \$ amounts to spend. And leave it to their discretion how to spend. A simple[r] system would help.
- Teachers must buy their own supplies because of administrative budget overruns.
- Teachers unclear on actual campus budgets.
- Thanks for the programs.
- The board & [the superintendent] appears to lack understanding of the effects of their spending policy. It is impossible to determine if this is lack of information or lack of interest or political choices in plain lack of integrity.
- The district has increased the number of programs [and] caused the fund balance to be reduced. This is a good thing but looked upon negatively by some.
- The district has spent a bundle. I would really like to see all the "what fors."
- The finances of this school district belong to the students and parents of the community! They are not the personal finances of the superintendent, or any other administrators, OR the school board! When people of the community ask to see how these monies are being spent, reports should be readily available. UNLESS, of course, something illegal or "shady" is taking place!
- The financial side of things are fine. We have everything we need. Students have all the supplies they need at all times. The budget is made in May and always with students in mind.
- The numbers are always different when reported in paper.
- The previous financial asst. superintendent was such a "flim flam" man. Our district finances were in a mess. The current asst. superintendent will correct all the errors she has found. She is thorough and frugal. The district will recover, but it will take a year or two. The district still pays for the employee's monthly premium. It is a great policy, but we need financial help from the state. The benefits employee is fantastic. She gives correct and quick response to all employees' questions.

- The public needs to be informed as to where money is being spent. The super. & board members seem to be hiding expenditures.
- The SAISD administrators are a poor example for our district - mainly our superintendent - there is little or no accountability and the spending for travel for the very few seems to have no end! Someone needs to take charge who has some common sense!
- The school district has experienced several issues concerning their finances. Due to poor direction and advice under a previous business manager, the district fell prey to many issues. Under the leadership of [the asst. superintendent of Business and Finance] and [the superintendent], the district has moved forward with accurate information and corrected any misinformed issues.
- The school district must have some budget problems, but the school administrators appear to be able to handle the problems if the school board can make some hard decisions.
- There is a wide disparity in teacher/administrative salaries.
- Many taxpayers feel that the remodeling & new furnishings at the newest building in the district (admin. building) were absolutely unnecessary. The community feels that financial reporting & responsibility has not been appropriate from the administration.
- There seems to be a lot of controversy on the financial management of the school district. Everybody in the community all of a sudden has become an expert on finance of school districts. Where did they get their degree? What classes have they taken in school finance?
- They need to reduce wages of all administrative personnel. How can you save money by giving a big retirement and yet hire back employees at a high rate of salary. Also, could administrative personnel be reduced? In other words, have them to do other things that they do not do now. Has it ever been explained what happened to all of the money that was spent? If [the superintendent] is so concerned about the school children, he should be more conservative about what he does with the taxpayers' money. School board members should have listened to the auditors when they found things to be not balancing out.
- This area is finally under control. Job well done.
- This is getting under control.
- Through much turmoil and problems with coding, we have emerged in pretty good shape. [the superintendent] and [the asst. superintendent of Business and Finance] have worked hand - in hand with the board to create a direction to get a balanced budget. We are on the right track.
- Too much money spent on nonproductive items. Too many administrators on the Central Office staff. Student numbers have declined but central staff has multiplied many times with high-level administrative salaries being paid to former principals doing

jobs lesser-paid employees could do. New jobs created for many of these administrators.

- Totally mismanaged.
- Tremendous strides have been made in correcting budgetary problems.
- [The asst. superintendent of Business and Finance] is to be commended for bringing the budget to understandable levels.
- [The superintendent] is to be commended for his efforts in balancing the budget.
- District efforts to secure and utilize grant monies have provided lots of innovative programs.
- Internal audit said SAISD O.K. - I believe it - no reason for "panic" with [the superintendent] at the helm! He's the best!
- Very top-down management - principals and teachers have little say in campus budget matters. Ex: Title I and Compensatory Education money must be spent according to central office dictates. Non-Title I schools have EIR (Early Intervention in Reading) aides; Title I schools don't have them. District funds [are used] for aides for Title I campuses.
- Very, very poor financial management. It's a disgrace the financial problems our district is facing. Three years ago John Sharp said to cut off the "fat" at the top, and SAISD increased administrative [staffing] and their wages.
- We had a very unorganized finance dept. that did not often follow TEA guidelines under our former finance superintendent. The larger fund balance did children no good. Money was spent for the necessary things that the board requested and our schools are far the better. We are working to build the balance back up and we will do it without hurting the progress made. [The superintendent] has the knowledge to balance the budget and allow the schools to progress.
- We've had our problems, but they are currently working on it and the situation will get better.
- What a terrible mess we are in financially. Teachers are having to buy their own supplies while administrators stay in the Hyatt when they attend conferences.
- Why do nearly all teachers have to work additional jobs to make ends meet? If we are the front line with today's youth to enter a global work force, I would like to see higher pay for the service to the local, state and national community we service. If this is done in monthly salary, health benefits, or state retirement, it will all help.
- Would like to see teachers given more money to spend in classrooms. More of budget set aside for schools to spend for instructional materials.

- You pay for what you get. The school has done a great job at budgeting and fiscal operations. Keep it up. The services and school programs are great. The school has also done whatever the public has asked and shown whatever records the public has asked for. They have been open and honest with everything.

Appendix A

PURCHASING AND WAREHOUSING

- Quality of purchasing is good.
- Policy not being followed - bids not being sent out.
- Campuses have really cut back.
- Teachers were told that next year's supplies must be budgeted with remaining dollars from this year's budget surplus.
- Teachers are told to prioritize supplies by need by month needed - they don't see supplies requested after fall months and only partial of original request.
- Requisition process is slow (over a month sometimes).
- Confusion about who to call for specific issues.
- All campuses had input to the selection of textbooks. Not everyone's first choice can be selected. All the choices were excellent books.
- Hmmm, can we say valet parking, political contributions, and Chargers tickets? How does this help students?
- More items need to be purchased through the bid process.
- SAISD must take advantage of volume purchasing discounts wherever possible to maximize funding resources and extend classroom impact.
- So glad we are getting new reading textbooks. It's too bad the teachers didn't get to choose which one. (It was already decided prior to the district teachers having a say.) (I was included in the process as were many teachers.)
- Teachers had input in this process. The curriculum department has documentation to back this. Textbooks were chosen by the teachers.
- The textbook adoption process follows state and district guidelines. A consensus has to be reached on which book is adopted. Every teacher can't have his/her choice. The best book for the district initiatives are adopted.
- All items bought by the local administration should be bid if they are over a certain amount. Then if bids are close, use our local suppliers. After all we are getting their support & tax money. Return the favor whenever possible.
- As a department head, it is difficult to access money to purchase consumables for science - lots of paperwork and waiting.
- As a former principal new to the district, my experience when I came here was that purchasing equipment and supplies was a very inefficient process. I'm not clear on why, but I can tell you it has improved 85%.
- Better textbook purchase policies.

- Bids should be let on more items we use frequently. I have personally suggested items and never received a response.
- Why just Dell for computer purchases? [This] cuts out locals who provide instant response to our needs.
- Cooperative purchasing - well done. Textbook purchases - fine.
- Despite what some may say, teachers have more than they've ever had. Competitive bidding, etc. is just good business. Some San Angelo contractors are just mad because SAISD choose to save money & go in-house - it's just good business!
- [The superintendent] has prompted rebidding on projects under the bond, which exceeded their budgets; he also negotiated with an insurance company after the fire at Lake View H.S., [enabling] us to rebuild a much nicer building than what the insurance company had originally offered.
- Efforts are being made to purchase items at the best prices.
- Excellent service.
- Forms are too long and there are too many. There is too much red tape.
- I am concerned with the broad terms of purchasing criteria in comparison to other state and federal agencies. There [are] relatively few employees in warehouse to serve such a large district. The guys there do an incredible job! It is good to see people so willing to help and go out of their way to do things for the district.
- I have never had any problems with items I have needed to purchase for the band department.
- I feel that purchasing of supplies & equipment could be handled in timelier & [more] fiscally responsible manner than they are now. It takes an inordinate amount to get supplies such as ink cartridges & overhead bulbs to campuses.
- I have noticed we are not hurting for anything.
- I think our purchasing procedures are above reproach. Our storage and warehousing facilities are above average. Our school board watches this closely.
- I think that the school could do better in the purchasing department so that the school could get more for its money.
- I would like to see more purchasing done by whatever needs to see to it that my children have the best books, buildings and even food to eat.
- If not to be used (Reading, Health, etc.), textbook money can be saved for other uses.
- In the past there have been some problems in purchasing, due to misinformation from the business manager. Currently, under the new business manager, the district is working an exemplary program with excellent guidance.

- Items purchased should be bid on, and as much other business as possible should be done with local firms.
- I...have all the resources from texts that I need to teach with.
- Local businesses are reluctant to extend credit due to past problems; everything must go through Purchasing's lengthy process, and forget it if [items] are not on the vendor list. Warehouse is supposed to have all our supplies yet no one knows what they have because the forms to request...do not have descriptions of items, just names. Also, once requested, no second chance is offered for items not received.
- Need better textbooks. Also fix the desks.
- Need easier access to funds for supplies.
- No complaint with purchasing.
- Not always given chance to order from where you want for better stuff. Have to go for lower-priced stuff that is lower quality.
- Office supplies are subtracted from teacher budgets - classroom supplies.
- Once again, too many budget codes to have to go through. Make ordering easier!
- One of the main things that administrative coordinators say is that they have to go with the lowest bid. If that bid is an out-of-town supplier, the ability of a local vendor to do a better service job on his contract is not taken advantage of because a smaller company cannot compete with a large state or national company as far as buying and supplying cost. Daily use of shop environments requires some tools to be fixed ASAP, and we do not have the luxury of sending tools across the country for repair. This is a CATE concern.
- POOR.
- Pretty good but some instructional supplies and equipment that are mass-purchased turn out to be inadequate.
- Process, although not easy, allows for many levels of input from teacher to administrator, from administrator to central office. On our campus we have had no problems with purchasing or receiving of goods.
- Processing takes too long.
- "Buffies" are a list of all supplies to be purchased by the teachers annually, each teacher can purchase a certain amount of items for her/his classroom which are stored in the warehouse. Supplies are reasonable, quickly delivered and of high quality. Cooperative bidding is followed by the state regulations. Excellent job of providing services. Textbook purchasing is done from central administration - a textbook custodian, manages /stores the textbooks.
- I like having the books on campus and at home for the students.
- Purchasing - no problem

- Purchasing does competitive bids and tries to get the best item at the best price. I think they do a really good job.
- Purchasing gives us what we need.
- Purchasing in SAISD is the responsibility of the business office. Any problems in purchasing can be possibly linked to the misinformation provided by the previous business manager. Currently, SAISD is operating...a model program.
- Materials are received quickly.
- Purchasing is efficient.
- Purchasing should follow the bid process for all larger purchases (\$10,000+).
- Requisition process is slow (over a month sometimes).
- SAISD does a good job.
- SAISD Purchasing Department does good research and tries to send bids out to different businesses. I try to get the best quality and affordable material for the school district.
- Some bids need to be made public, so that there is the competitive bidding - not just the old boy system.
- Students have textbooks in hand. Procedures for receiving and acquiring textbooks are clear.
- Teachers are not getting some of the basic essentials such as paper towels, markers, pens.
- Teachers need more consumables.
- Teachers were told that next year's supplies must be budgeted with remaining dollars from this year's budget surplus.
- Textbook committee needs to accept what teachers' text choices are instead of choosing what they like.
- Textbook purchases are handled by textbook custodian & stored in warehouse. Very efficient.
- Textbooks bought for math are not being utilized.
- Textbooks purchased were different from ones adopted by teachers.
- The [number] of new vehicles our administrators and service workers drive is a real waste of taxpayers' money. Look closely at the way money is spent.
- The district has a good system. It has improved over the years.
- I would like to see the district take advantage of using businesses that give the lowest prices. Sometimes it doesn't happen.
- The district has worked hard to improve this area. More work needed.
- The district's ability to purchase supplies for the benefit of our students has declined tremendously in the last three years. Funds have been channeled into areas that don't benefit our students.
- The present administration is doing a good job in this area. From what I understand the bidding process is more inclusive. I believe

the Purchasing Department is operating efficiently and effectively in our district.

- There has been a lot of criticism concerning the purchases of the district. There are rules and regulations that the school district must follow. Does the community at large know what they are? If they are such experts, why don't they give some positive valuable input?
- This area has improved. Competitive bids are now administered fairly. In the past, the "good ol' boy" system was more prevalent. Local businesses may be offended by this. But it is fair and the SAISD gets the most for its dollars. The locals had free reign and dictated the prices. But [the superintendent] has brought about fairness and looks out for the district's best interest.
- This area is one on which we are working - we do not have a perfect warehouse, purchasing system yet, but we are getting there! More streamlined since we're using computers.
- SAISD follows all guidelines and procedures.
- The textbook process is fair and efficient.
- Teachers and kids have more than ever.
- Cooperative purchasing, etc., only make sense - get the most for the \$\$\$. Go, SAISD!
- This sometimes takes a long time to get through the process.
- Too much micromanagement on technology and software. Yet one doesn't know what the other is doing.
- Too much paper work. It is too hard to get supplies. We cannot spend money on what we really need.
- Too much waste - change from one form to another.
- We get everything we need - but no sign of excessive spending.
- We get everything we need.
- We have all the books we need.
- We must pay closer attention to TEA policy in all areas as well as purchasing.
- We need to make sure that the products (computers, supplies, VCRs, TVs) are high quality but are not bought only from "special" vendors.
- We've changed the codes so many times that it's hard to know where anything is. I think we've done a better job of consolidating within and with other organizations on our buying in bulk.
- Well-handled in all areas.
- Why are employees allowed to smoke inside the warehouse? I thought we were tobacco free. If the warehouse employees have time to play basketball on the clock, are there too many employees for that department?

Appendix A

COMPUTERS AND TECHNOLOGY

- Lots of users - sometimes not everyone can get on.
- Have to keep up - obsolescence is an issue.
- Quality of computers - started in elementary - should be closer to those graduating.
- Moving toward attendance-computerized districtwide.
- Extensive training available.
- Teachers don't know how to incorporate tech into instruction - more training required.
- Not everyone has Internet access yet.
- Inequities throughout district.
- Cannot maintain state standards due to lack of equipment.
- Computer aides' ability levels vary from campus to campus.
- Stagnating.
- A lot of improvement.
- Good computers & labs on some campuses (Spec Ed).
- Not all classrooms have PCs.
- Lack of printers in classrooms.
- Older campuses don't have good computers.
- Computers in every class - need more.
- As technology has increased, maintenance of it should have become a greater priority.
- We have made tremendous strides in this area from where we were four years ago! Thanks to the foresight of the current board and administration.
- Not all teaching should be left up to the computers. Still needs major hands on!
- Telephones in all schools!!!!
- State should help provide technology for all schools - it's expensive and ever-changing.
- CTSS (Computer Technology Support Specialists) are the best addition to the technology department. We need them at the campus level.
- [The superintendent] caught us up. We were years behind. Technology has greatly improved over the last three years.
- For four years we've expected computers in each room that work. Where are they?
- Great computer-assisted curriculum at the alternative campus.
- I wished the tech equipment worked.
- Our computer lab is spacious; however, we need printers and updated computers.

- Technology changes so fast. It is a job to keep up. We need to keep abreast of this. Technology has improved by leaps and bounds.
- Under [the superintendent], our schools have come a long way in technology.
- We have a great computer lab. Please don't take away our tech support. Can we have more printers?
- We must keep our tech support people.
- \$\$ spent on computers isn't adequate. Lots of \$ spent on computers that are just inadequate.
- A lot more money needs to be spent on technology. What we have is good, but it would be fantastic if every classroom was hooked to the net.
- Adequate.
- All classrooms wired. Not all classrooms have PCs. Lack of printers in classrooms. Lack of Technology HW support. Older campuses don't have good computers.
- Students and campuses are constantly receiving computers to keep up with demand. Our campus currently has four computer labs and [one] to four computers in every class. We are networked and Internet-ready, campus wide.
- Are we selling Microsoft? Students should be able to learn as many different softwares available. Make them marketable.
- At Fannin we have state-of-the-art technology. I also have an Internet computer in my room. In our computer lab we have 30 computers, 10 of which are hooked up to the Internet. We also have a live news program called LFLCN news. The 5th and 6th graders run the program.
- Came a long way - we used to be in the dark ages until now.
- Campuses need more math programs for children to use independently. We need more printers and service support staff.
- Students are learning keyboarding in the lower grades.
- Classrooms have older computers and the labs need staff to supervise the equipment. Each campus needs a technology person (aide) to be available to assist with equipment and software maintenance.
- Computer and technology - need to continue and improving the network infrastructure. Increase bandwidth to elementary schools.
- Computer and technology - updated continually, good access, up-to-date computers and software.
- The district has come a long way in computer technology - we still have a long way to go.
- Computer technology is good, lots better than four years ago. Always could use more.
- Computer technology O.K.
- Computers and technology - continually improving.

- Huge improvements have occurred in this area. However, [many] more resources will be required to keep pace with changes.
- I think it is great that we are able (or working on) to have computers in all classrooms.
- Computers and Technology - need more. District is not up-to-speed on the latest technology! Needs to spend the \$\$\$ (perhaps a bond!)
- Instructional technology is getting better and better. Business and industry need to have input so that secondary students get the highest quality up-to-date training. This will help them with college and when they join the work force.
- Pentamation is hard to work with.
- Computers and technology - we have made progress in this area over the last seven years. Many more teachers and students have access now than ever before.
- Computers are necessary at each school. There is a great lack of computers throughout our entire district. [Are] wireless (laptops) considered an option in...older buildings where wiring is a problem?
- Computers have helped tremendously. It's nice to have them for the students to use. Also great to have teacher computers.
- Computers should be available for every classroom. Smaller software would allow for more space in classrooms.
- Computers/Technology - it's good - so good that other parts have suffered.
- Coordination needed.
- Could use more but sometimes overrated as a need.
- Current administration has spent millions recently to have three+ computers in every classroom. Technology dept. offers staff development continually.
- Edison needs more computers and software to be at the same level [as] the other junior high schools. Also needs [a] facility for the computers.
- Getting there, but still behind.
- Excellent technology services. This one area we have where we excel!
- Excellent. There is help when needed.
- Food Service computer has simplified administrative paperwork.
- Good strides have been made - but still a way to go. Some computers in use by staff are too old to be of much use. Need technology people on every campus! A phone should be in every classroom on the secondary level to be used to call parents when needed.
- GREAT.

- Great strides have been made in the last few years. Ex: elementary campus fax machines, computers in classrooms, districtwide e-mail, Internet access, district Web site.
- Great technology compared to past.
- Great updates on technology.
- Great, our school now has more technology and the support needed than ever before.
- Greatly improved technology!
- I am happy with the computers and my kids love them. I think they are up-to-date, as we don't own one at my house.
- I am very pleased with the updates on the computer classes and technology.
- I believe that in the last three years we have made greater strides in this area than in the past. We have a plan to work toward upgrading, developing, training, expanding uses of all forms of technology. It is very exciting to see the many changes toward developing an excellent technology system in San Angelo. We were so behind and now are trying to become leaders.
- I feel Edison is very down on their computer room as far as computers being updated. The ones I've seen even the ones in the offices are OLD. What's up? We want our children to learn today what will benefit them tomorrow!
- I have classroom computers and excellent support. This is a wonderful improvement.
- I know that the district provides technology classes to district personnel and has offered it to parents. I know that not all schools have adequate software or hardware.
- I like how the district has equipped each school with more computers. I remember in the past when we only had a few computers in each classroom. We did not get the full experience as we should have.
- I think Edison should get new computers or more. If you want our children to go to school so they can learn, then help them so they can be smart.
- I think our technology is improving every day.
- I would still like to have my own phone line, but feel fortunate to have a phone at all. Many teachers here at Edison do not. Technology overall is very good (computers, Internet in classrooms, etc.)
- Increase computer instruction at elementary level.
- Networking and current backbone allow special education students to spend extra time on their computer classes. Network also allows teachers access to pertinent student information in a prompt and efficient manner. ALS lab is a step in the right direction, but falls short, at our campus that is in dire need of a multipurpose lab.

- It is nice to have three student computers, except they don't work. Not enough staff development on programs. Not enough technology support to fix the computers.
- Lincoln has great technology and nice new computers.
- Many computers. That is good.
- More instruction needed.
- More training on software.
- My children are not only being taught the basics but in the past few years they have begun practical computer courses that are providing them with computer skills they can actually use.
- 8th grade required computer course causes conflicts w/scheduling of Band, Orch., Art, Spanish. These kids are encouraged to [do] it all and then [are] told they can't.
- My daughter has told me when she was in the 6th grade/Austin school they were promised that they would have a computer in every classroom "by the end of the year." She is now in the 9th grade. and that promise has still not been fulfilled. She tells me that her math classroom has a computer but it is not and has not been operating. Her class in journalism has a computer and printer, but they will not work together. She does not and has not had easy access to the Internet at a school. She has had to use the Internet either at her grandparents' house or my workplace to meet some homework assignments. Yet, there is money for school administration salary increases. The administration has priority over students!
- My understanding of the technology department is that they need more money. Although a lot of progress has been made during this year and the director of Technology is the "guru" of Technology (outstanding), there still needs to be more money allocated.
- Need more computer-based learning.
- Need more computers, software, connections, everywhere, yesterday.
- Need more in the classrooms! The budget will limit this so the teachers do the best they can. It's hard for any district to stay one step ahead of this area.
- Need to keep improving technology base so that we have the best available computers and systems for our students, but curriculum must be the driving force. Need software that will help the students when they are out of school.
- Now, in the district, we have the luxury of eliminating the old 486s. All the computers have CD-ROMS & (I think) every class has at least one . . . these kids can't compete w/out tech skills.
- Our classrooms now have more computers than ever before. Our software trainers are very knowledgeable and adapt at training teachers. Our curriculum guides have excellent activities and are "user-friendly."

- Our technology specialist is very beneficial.
- Outstanding effort has been made to make this campus tech-savvy.
- Over the last three years we have seen a great deal of improvement in computers and technology. Computers are now in the classroom and students are using them daily. Teachers and staff have received greatly needed staff development that has enhanced the output of skills in our district.
- Poor to fair quality products!!
- San Angelo Independent School District is highly lacking in technology. Compared to other districts, we are far behind.
- Severely lacking at the school level. There is no good management of what technology is available. It seems to be top-down, meaning the best is at the administrative level and it trickles down from there.
- Students NEED computers in their classrooms and Internet Access. Having technology on campus is a great help!
- Students take computer classes. This is great. It would be nice to have more computers in the class for students to use.
- Tech support (need more). I waited three weeks to get help.
- Tech upgrades for older campuses in campus plans.
- Technology a little behind - need more software.
- Technology has been updated and at our school Rio Vista for the first time we have computers with Internet. All classrooms have computers-at least one-when before they didn't have any.
- Technology has come forward by leaps and bounds. All schools have access to classroom computers. The money is distributed fairly. The "old régime" would pick and choose where technology would go. This is another example of why "some" community people are upset. [The superintendent]'s theme and agenda is clear...to be fair and consistent to all children in the SAISD. How lucky we are.
- Technology has improved and is a wonderful asset for the students.
- Technology in the district has come a long way in three years. Four years ago there wasn't a single fax machine in the whole district and no computers in elementary classrooms. Now there are fax machines in every building. Each elementary classroom has four computers and access to the internet for every elementary school in the media center.
- Technology is constantly changing. The SAISD continues to upgrade the various areas on an ongoing, as-needed basis.
- Technology is continuously improving.
- Technology not equal across the district.
- In the junior and high schools most students do not have access unless enrolled in a computer class. No computers, no hardware, no software.

- The computers bought this year are not of very good quality. We've had numerous problems with memory and programming.
- The district has strive[n] to put computers in every classroom and has done so with limited funds.
- The district has worked to upgrade and update technology at all sites.
- The district needs a more comprehensive technology plan. Need bond issue for technology.
- The district needs to be more aggressive toward implementation of technology. When the school board talks about cutting back on technology that really scares me. It seems the board doesn't want to spend money on technology.
- The district's technology program is undergoing major initiatives that impact both business/administrative and instructional computing technologies. A current migration project has been launched to maximize the district's technology assets and leverage the collective talents of both teaching and IT staff. Professional Development and End-User Education has been streamlined to reflect the district's academic mission. Despite a lack of budget funds, our technology department continues to advance the district forward.
- The one thing I see lacking in this area is the lack of wages as a teaching aide. The computers and software are there, but are not being used to their full capacity.
- The SAISD has made giant strides in getting the technology infrastructure to all campus buildings. Hardware has increased, along with software.
- The school district has shown much improvement in this area since [the superintendent] arrived.
- The technology specialist at our school is very valuable to the students and teachers.
- There has been a huge gain in computers and technology along with great new programs. Thanks, SAISD.
- There have been a lot of kinks this year with the software but I think the technology department will get it worked out by this time next year.
- There is no parity across the district for computer usage. I am tired of being told that we are a poor district and can't afford what we need.
- Under [the superintendent] our technology dept. is finally getting top quality (updated/current) computers and software.
- We are finally starting to catch up in the technology field, thanks to [the superintendent]. The technology is also being distributed more equally among the schools in all parts of the city, not just in one area.

- We are updating our computers and tech areas, but we also need software and printers, etc., to go with the computers. Teachers need time to also update their computer skills - you cannot update your skills with one hour or even one day [of] inservice [training].
- We definitely need to keep a CTSS at each campus if we are going to have as many computers as we do. Having more computers is nice. It would have been nice if the district had purchased new computers that worked! I have three new computers that will not work despite efforts to fix and repair.
- We have cable in the classroom; Internet in the classroom; LFCN (Live Fannin Charger News; computers (two at least) in all classrooms; digital cameras - too much technology and not enough time to [use] it in the classroom.
- We have come a long way in making computers available to our students. We have a long way to go. Thanks to the money that the superintendent and the board made available to the campus, other students have access to computer labs and computers in their classrooms.
- We have come a long way, but more is needed! Great commitment and effort, but money is desperately needed.
- We have excellent technology.
- We have great technology - teacher computers and two student computers in each room. We must have technology support on our campus but are afraid we may lose that person due to budget cuts.
- We have improved greatly in technology. I would like to see technically advanced students moved along quicker. We hold them until the class is offered in high school.
- We have moved ahead light years. Still need more money for computers in all classes. Need more infrastructure.
- We have wonderful computer labs for all students K-12 in every campus.
- We need more but it's still the best we have ever had.
- We need more computers and technology training at Edison Junior High. Our student population comes from low- to moderate-income families. The students need to have access to the same type of computers as the other junior highs in the district. Budget crunch or not! Our students don't have computers at home. They should at least be able to want to come to school for the technology available. We need more hardware!
- We need more instruction on how to use what we have.
- We need more technicians per campus, so that campuses do not have to share technicians. Problems arise, and because of the amount of personnel available to handle these problems if they take awhile.

- We need more technology and technicians than we presently have. More hardware and software. Keyboarding is slowly deteriorating because the computer lab manager has been taken away.
- We need more. San Angelo is really working hard to come up to speed in this area. Edison Jr. High is not only in need of more computers in the classroom - this campus is at the limit of what it can do buildingwise...to accommodate new computers and technology.
- We need to stay current with technology, but we also need to make sure the teachers have the proper instruction in order to better equip them to teach students how to use the software on computers in the classrooms.
- What good is one computer per classroom? It is an improvement that we have Internet access.
- While the school (and the district) have slowly improved in this area, both are severely behind mainstream for both computers (hardware and software) and general technology. "A computer in every classroom" is only effective if the software is easily accessible and if the teachers are properly trained in all aspects of its function.
- Would like to see technology staff continued in school. Teachers benefit greatly from assistance given by tech. staff. Each campus needs a tech person to assist teachers in utilizing technology.
- Wow! Technology has improved so much in the last two to three years. We still have a way to go such as wiring classrooms, etc. but we have so much more than before. Students are becoming more and more proficient.
- You can never be up-to-date enough in technology. The technology department [is] trying to better the hardware and the tracking of capital outlay. But all of these advances take money that the board cannot spend right now; maybe we need a bond.
- We still need more technology at the campus level. Many students still do not have as much access to computers.

Appendix A

TRANSPORTATION

- Few problems; on time, & safe.
- Well-trained drivers - treat kids well.
- Reliable transportation for trips.
- Quick response for breakdowns.
- Overcrowded.
- Good bus upgrades.
- Additional staff development and new ideas [needed] to help our bus drivers dealing with difficult students.
- Transportation dept. tries hard to be sensitive to the needs of all kids.
- Buses should be able to go at least 65 mph.
- Yes! Very accommodating.
- [Department] does a great job in shuttles.
- Always on time, dependable.
- Excellent job. [The superintendent] has...greatly enhanced this area.
- Follow all guidelines and have improved the quality of buses.
- Transportation coordinator addresses needs very well.
- Help, no seat belts. I don't understand how there can be a state law mandating seat belts while no school bus has them. This, alone, causes me to pick my son up and take him to school.
- [Transportation coordinator] does an awesome job. This is a huge job and our children are safe.
- Transportation is run very efficiently. Good job.
- A joke - not enough buses for all students.
- A service for all students and good service for our special ed students and the students at the alt. campus of Carver.
- Additional buses needed as some pickup times are extremely early.
- This area meets all needs. We do have some new buses. This was sorely needed. Citizens used to complain that our kids were riding "yellow dogs" while the competition were riding in coaches. [The superintendent] has upgraded the transportation to where we are all proud of this.
- Always on time and courteous. Outstanding. They do an excellent job with the resources available.
- Awesome!
- Big district, big issue: they do very well considering everything. The UIL move to place the high schools in new areas has caused a burden on students, teachers, parents, and the budget.
- Bus safety - big concern. Lots of kids getting pushed, banged up loading at school.

- Recently children have been getting into each other's backpacks and parents are finding things that do not belong to their child. In a special ed. bus, all backpacks need to be kept in a box at all times.
- School buses do not need to be so full that students are sitting four to a seat or standing in aisles.
- Bus safety is running smoothly.
- Bus service is provided for all eligible students. Aides ride some buses to ensure safety. Cameras are also used for security purposes.
- Buses are kept in good repair and appear to be kept clean. Seat belts should be provided.
- Buses are on time for field trips. Drivers maintain discipline and safety.
- Buses are too crowded. Too many students in one seat.
- Busing is safe and the jobs are well done. At our junior high, busing is fine as is scheduling.
- Can something be worked out so that teachers who drive school buses leave early so kids won't have to be at school past 3:30 p.m.?
- Good - more buses could be used.
- Good department. The new buses for groups traveling out of town for contests, etc. are a big plus. All vehicles appear to be reliable.
- Good service - travel buses are great.
- Good. Would like to see more money set aside for field trips for the lower grades.
- Great job!
- Hard and expensive to get the transportation for field trips. Forms are cumbersome.
- I believe as taxpayers our children should be able to go to the school they choose to go to and...be bused to that school. Seat belts should be required in every bus.
- I believe [that, given] the number of students and the distances that buses pick up students, the district does a great job. Buses are on time, clean and adequate for the route. Changes needed on routes are done with adequate notice and well planned beforehand. Safety is number one priority in all their use.
- I am just concerned about the safety of students in the buses since some students are constantly on the move while the buses are moving themselves.
- I don't like that grade school kids ride with high school kids.
- I feel that our transportation department does a good job. I know when we have needed a bus they have always tried to work around our schedule.
- I think transportation does a great job.
- It is easy to arrange for a bus for a field trip. There is a simple process. Buses arrive on time and are clean. Bus drivers are safe and polite.

- Mostly very favorable opinions on this. Transportation people are generally helpful and cooperative.
- My child does not ride a bus, but I have observed bus drivers at his school who are not safe and do not follow basic traffic laws. I did call to report the happenings and the person that I spoke with never asked me what bus I was complaining about.
- My children do not ride the bus but it seems that the scheduling goes very smoothly every day.
- My children don't ride the bus, but it seems they do abide by the laws.
- Need a 12-passenger van.
- Need to be more equitable in assigning buses to the different events (not the nice ones going to the richest or largest schools all the time.)
- Not appropriately staffed - need more dependable drivers. Not all our buses are equipped for special-needs children.
- Our district is challenged, as most are, to coordinate the many schedules involving student daily attendance. We have many extra-curricular activities at all campuses.
- Our school doesn't bus students home. They all walk. We do use the buses on field trips, though. They are hard to schedule.
- Our transportation department does a great job transporting students to and from school & other activities in a safe and timely manner.
- Overall, I think we have a good bus system.
- Reliable transportation for trips.
- [The transportation coordinator] is doing a great job for such a massive task.... He is someone you can call and talk to and get results for issues that you may have with your child riding SAISD buses. This is a question of safety...we do have overcrowding on school buses at times...we do need more buses. Not sure if this district is able to purchase more buses, but we need them.
- [The transportation coordinator] does an excellent job.... We have a great safety record. The buses (charter) that we send students in on out-of-town trips are much better than what we had 4-5 years ago.
- SAISD Transportation has really improved. The buses are clean and safe. Students feel safe on the buses and the maintenance of the buses is outstanding.
- School buses are very well organized (routes). I've never heard a complaint from my kids.
- School transportation is doing a good job transporting children. Drivers are courteous and usually always on time. My children have had positive experiences on buses.
- Seems O.K.

- Students need some kind of identification or something letting bus drivers know that they are bus riders. Too many students, after school, especially, always get rides home or close to their area and the buses get packed to the point of some bus rider students have to stand in the aisle. This is very unsafe! I saw this three times already. Please correct this.
- The best! [The] people are very efficient. Especially the guy who comes out to fix flats on school vehicles.
- The bus driver is always having problems.
- The bus drivers I've had experience with have always been efficient.
- Buses are usually on time and schedules run smooth!
- The SAISD Transportation Department operates an effective, efficient services for all students in SAISD.
- The system that we have is good. More personnel is needed because of the different activities/routes at the same time. But all in all, they do a great job.
- The transportation service we get is great. When we turn in our paperwork for a bus, it is always there. The drivers are friendly and good to communicate with.
- They need to make the buses have better heating or are in better running conditions.
- When trying to schedule [buses], they say 1st come, 1st serv[ed], and it does not turn out that way. Air conditioner breaks down. Bus driver has always been polite and workable.
- Transportation appears to be safe and efficient. Budgetary constraints will restrict out-of-town trips next year.
- Transportation does not have an appropriate staff. Employees who are excellent at this job are having to do extra bus routes. Buses that are so big that a handicapped student has problems climbing on.
- Transportation great.
- Transportation is better and runs better than ever before.
- Transportation is great. New buses were soooo needed!
- Transportation is outstanding and well-managed; coordinator of department manages equipment and personnel in a very efficient manner. I am very proud of our "coach" buses; I hear very few complaints about any transportation issues.
- Transportation works with staff and parents to provide the best service possible. They try to manipulate routes and schedules as needed to keep kids off the bus any more time than required.
- Travel buses great.
- Very Good. We need more coach-type buses for our athletic and extracurricular teams. We must travel long distances in West Texas. Our children must spend long hours on the road. They

might as well have some comfort to compensate for the long travel times.

- Very receptive to daily changes in scheduling routes.
- We need more control over students who ride the bus. Bus drivers have to put with a lot from some students.
- We've come a long way.
- Why do the buses pick up kids so early and get them to school so early? Lots of parents would use buses except for early pick-ups.

Appendix A

FOOD SERVICES

- Run well.
- Plenty of time for kids to eat.
- Quality of food is good.
- Good interaction w/kids.
- Do a pretty good job.
- Kids like the food.
- Not enough room - crowded cafeterias at Edison.
- Lincoln - nice cafeteria atmosphere and good food choices.
- Options are available; snack bar - ala carte; \$ good -reasonable; Month menu - plan ahead; special diet accommodated; staff good at Glenn; free lunch programs are really good - widely accessed.
- Food service department does an excellent job. Food service is very good..
- Great food and choices - cafeteria workers are pleasant and very helpful to students.
- I would like to see breakfast changed. There is a lot of sugar. The students who eat at school need something more than sugar. Lunches have improved.
- Kids seem to really like the menus. Doesn't matter what it is if it all ends up in the trash
- [The food service department] works very hard to create good menus that meet state standards.
- Menus are too heavy in carbohydrates. Fat reduced-preparation is much better.
- Food Service - OK.
- Quality of food needs to improve - more and better variety.
- The food service department does a great job - menus have improved and the summer breakfast and lunch program is great.
- The food tastes awful.
- We love our cafeteria manager.
- "Self-funded" with dollars from federal money - good food, good attitudes by entire food service staff, from director to the cooks!
- Adults need an adult-sized serving, not the same as a child's plate.
- Adults seem to be worried about starchy menus, but kids need that, I thought. Portions are ample, cafeterias are immaculately clean! And serving staff is always friendly & helpful wherever I'm there.
- Always prepared for changes in schedule. Wide variety with good options (snack bar, hot lunch lines and other). Low cost and works for low income.
- Another big program - does a good job with all it has to do.

- At Lincoln I am very pleased with the outstanding variety of foods available. Keep up the good work.
- Awesome people cooking, with lots of qualification. Great food. For employees, we need a salad bar.
- Cafeteria employees love students. Food quality is good with a high percentage of students eating in the cafeteria.
- Cafeteria facilities and equipment, meal participation, quality of food and nutrition, is outstanding. We could improve on providing more steamed vegetables and having more subway type sandwiches instead of pizzas! Need more fruit on the line instead of cakes and cobblers.
- Cafeteria facilities are fair. Equipment needs to be replaced. Meals are fair. Meals are nutritious, but need bigger amounts.
- Cafeteria facilities have improved again thanks to [the superintendent].
- Cafeteria food is like it was when I was growing up! Some better than others. All in all, it's okay.
- Cafeteria food is not very appetizing. You can tell that budget is a major concern and the quality of food is indicative. Many times it's hard to put together a balanced meal. The service is fine.
- Doing a stand up job. 100%
- Cooks and cafeteria workers are very friendly and food is pretty good. Always clean.
- Edison[']s cafeteria needs to be expanded - facility is way too small for the number of students that school has. I do have to say the school does a great job getting all the students through the food lines and in and out of the cafeteria.
- Excellent at Lincoln Junior High!
- Excellent!! Much effort is put into this program.
- FANTASTIC!!!
- Fat and sugar content are still too high. Workers are friendly and helpful.
- People who run facility are awesome.
- Food continues to improve. There is a need to provide "mini trays" like spaghetti, roll & salad for a competitive price with junk food the junior high kids buy. On the elementary campuses, that would be good to offer to staff, too.
- Food could be improved.
- Food is hot, nutritious and appealing.
- Food service - excellent management. The department is in the black (financially). All guidelines are carefully followed. Food is good and the menus have what children will eat.
- Food Service - Poor.
- Pricing is good.
- Food service has been excellent.
- Food service has improved.

- Food Service is definitely better - more choices!
- Food service is very good. I visit campuses frequently in an administrative capacity. I often buy a lunch in the cafeteria on one of the elementary campuses.
- Food service is very good. Students are allowed a choice. Teachers are given the opportunity to purchase salad.
- Food service is wonderful. The elementary children have made choices and selection. Junior high schools and high schools provide the same for their students. Great food with nutrition. Quality of food is also very great.
- Food Service needs more seasoning and some facilities need to be cleaned up more and get rid of pests in kitchen areas. Quality - not very good; frozen.
- Food service personnel are friendly and do extra things to involve themselves as part of the school. The food is good and the service is good. This year, students have more choices.
- Food Service should offer different things. People are very nice.
- Teachers pay more, \$1.65, yet get same amount as students.
- Food services: bugs in food, food not fresh, food soggy, salads not fresh.
- Good food.
- Good job!
- Good quality and nutrition need much improvement. There are many days that my children do not eat the breakfast and lunch provided for them. This makes for a very long day. Contented students are not hungry.
- Good report - maybe add a Sandwich Bar?
- Good Things: 1. Choices on menus. 2. Concessions - opportunity for employees to earn extra income - food service operates this program for the district. We administer, staff, hire, deliver, deal w/vendors & pay bills. All revenue goes back to the district - None is kept for food service programs. 3. Catering large and small district functions helps save time and money. We do not compete for outside customers - we try to save money for district departments and groups. Area for improvement: 1. Some kitchens are too old and too small to serve their current enrollment.
- Good variety of food choices.
- High school shouldn't always get preferential treatment.
- I am very pleased with the menus and variety.
- I ate school cafeteria food for 42 years and am healthy as a horse! The program is well managed and has changed with the tide-they offer healthy foods that kids will eat!
- I feel that we have a positive influence on the children who eat with us. We greet them with a smile.
- I like the idea of two menu choices for lunch!

- I really like the fact that the schools offer the students a choice of food, especially salad.
- I think the food could be better and more to choose from. Service is good in the cafeteria and the staff is very good.
- I think the food service of at least our campus is OK but the menu needs a little more variety.
- I think we should do like some of the larger cities are doing and have food the kids like - they will eat more.
- I would like to see more money spent on the condition of the uniforms the ladies wear. The fresher the food, the better. These ladies work very hard. My kids are happy with most meals and salads.
- I thought all facilities were smoke-free. Why does the food director smoke in her office? I do like the new choices. Like the ice cream!
- Kids cannot get seconds but cafeteria personnel can give leftovers to campus principals (particularly at Carver) - after it has been explained that used food items must be thrown out. This occurs only at some sites.
- Kids like the food.
- Food Department very easy to work with - campus staff (at least at CLC) very much an important part of the positive climate. Please work on elementary lunch menus - too much starch, too much repetition.
- [Fewer] sugar-packed foods. Makes the kids crazy!
- Lincoln - nice cafeteria atmosphere and good food choices.
- Managed very well. Good quality and food.
- Meal participation is up even though student count is down. Nutrition program is great. I think food service has done a great job. It is self supporting.
- More variety and a nutritious alternative would be excellent. Cafeteria aides are needed to monitor the cafeteria.
- More variety.
- My children seem to enjoy the food most of the time. I personally think that they serve too many carbohydrates.
- My daughter enjoys having choices of different types of food in the lunch room.
- My daughter, 8th grade, says it's horrible.
- Need better breakfast variety.
- Need better ground meat - ruins flavor.
- Need energetic, nice, friendly people.
- Need less fat in lunches.
- Need low-fat meals.
- Need more protein in the mornings to sustain the kids until lunch.
- No complaints.
- But I do know that my children come home happy with the cafeteria service.

- No reported problems.
- Not enough room - crowded cafeterias at Edison.
- Nutrition? Quality? Most students eat out of the snack machines. 9th grade is the first time health is offered which addresses nutrition. Most cafeterias are too small. Lunch times are extremely short and some very late in the day (varies from school to school).
- Older children NEED more food on their tray. Serving size is not adequate. Need a lot more variety.
- Our food service workers work very hard to provide a decent meal for all students.
- Our lunch room area needs to be enlarged.
- Outstanding. Period.
- Quality of food has not been good.
- Quality of food is good; food service is good.
- SAISD is always trying to please the students...with different menus and different culture foods.
- Salads are now offered on a daily basis with choices in the elementary campus, which helps promote healthy choices.
- Seems good.
- Selection and preparation should provide more variety and nutritional value. Too much out of the can and not enough variation. Fresher food, please - fruit!
- Students in grades K-2 should not be given choices. I also think that the quality of food nutrition is not balanced. The breakfast menu is sometimes not enough for some of the students. A cinnamon roll, juice and milk [are] not enough for all students.
- Teachers pay \$1.65 and receive same amount as students, who pay less.
- The cafeteria facilities at Central are completely inadequate. Most students restricted to campus for lunch are not able to fit inside the existing facility.
- The cafeteria workers are very nice and always friendly
- The food is good - portions could be larger.
- The food seems to be good.
- The Food Service Department is self-supporting. Food Service revenue has covered all operational expenses and program expansions.
- Food Service has made efforts to provide for the very young. More effort needs to be made.
- The food service in SAISD is well-run. It is self-funded and provides great meals for students in SAISD.
- The food service is excellent at Edison Junior High.
- The food service workers at my campus are great.
- The main problem in this area is the availability and ease for the children to get to the cafeteria and get their lunches. Central High School has a serious problem. Most of the children can't even get

in to get food. 10th graders are not allowed to leave campus so if they plan on eating they have to eat there. A lot of the young people only get chips or something like that to eat all day because they can't get into the cafeteria.

- The quality of food and choices of food needs drastic attention and improvement.
- The quality of food is excellent and all children eat. If it wasn't for the cafeteria service there would be a lot of children hungry and wouldn't be able to learn and succeed. This year the cafeteria gives the students two choices and they all eat. We have 100% meal participation.
- The quality of food is usually satisfactory.
- The quality of the food is good. My students rarely complain. They get choices and can order a salad as well. Our service at Fannin Elementary is very good.
- The quality of the food provided in our schools is good. The student selection process has significantly improved the students' positive response to eating at school. The menus indicate well-balanced meals.
- The SAISD food service department puts a quality meal in front of each child at every setting.
- Their food needs to be better choices.
- They seem to be stingy with their portions.
- This is not a place to make or save money but a place to feed students healthy food. Secondary servings are too small. Frequently cafeterias run out of food before last lunch group arrives! That is not good - students need food.
- Very good - I eat the cafeteria food every day (really, no kidding)
- Very innovative and good delivery at service.
- We are in need of having more control in this area. Parents need to be able to have more input in what foods in terms of nutrition our schools will provide for our children. Edison Cafeteria is way too small. Please help us with this one. Quality of food is good - we need more choices for health conscious individuals.
- We have a great cafeteria. Our students would like pizza, etc. from Little Caesar's or other outside sources.
- We have great food service; however, a lot of children do not participate because they are given money for the coke/candy machines. Parents do not teach their children the importance of a good balanced diet. Lunch on the junior high campus is their big "social" time.
- We need more protein in the breakfast menus. Too much carbohydrate will not carry the kids through the morning. Food quality is good.
- We offer colorful menus to help students learn about food and participate in art work, etc.

- We run concessions for the District with only employees who (work?) games being paid. The rest goes into the general activity fund.
- Wonderful
- Need to eat lunch at a more appropriate time - not after 12:30 p.m. or at 10:00 a.m.
- More choices are offered this year.
- Salads offered on a daily basis.
- They need to make more of a variety of food.
- Too much starch!!
- Need less fat and sugar - especially at breakfast!
- Menus are better; food service department does a good job!!!!!!!

Appendix A

SAFETY AND SECURITY

- Dress code contributes to safety on campus.
- Notice of kids making threats not addressed.
- Antiquated 2-way intercoms ([on] some campuses).
- Part-time police officers on campus help a lot.
- Edison JH discipline problems - fights & gangs.
- Plan re: school shootings, etc. - is it in place?
- Drug problems need to be addressed with more than lip service.
- Thanks for helping us keep our schools safe. Plans are in place and working. When crises occur, we are prepared!
- Doing a good job keeping up with current concerns - staff at all schools and at Central Office places 1st priority on student safety.
- Safety education, awareness, site planning is first rate. No one can say SAISD is not prepared.
- Good crisis plans are in place. Let's hope we never need them.
- The safety department is doing a great job. ...All administrators are there for our kids. We have safety plans at all schools.
- Our principal is a great support in this area, but we all need more options.
- Our schools are safe but a principal can cuss out a reporter without consequences. However, if I did that, I would get fined and receive OCS or SAC.
- The discipline chart is very helpful. We need more space and man power to follow through on the consequences.
- The district is doing a good job of keeping up with national concerns about safety in schools.
- There needs to be more parent involvement in policing the schools. S. F. Austin has been party to several safety policy violations and no one is allowed to voice a concern that is heard. Each campus is responsible for policing itself so if there is a problem, it is not fixed, and it's whitewashed. It should be mandatory that a public record of any and all problems regarding safety and security breeches be supplied to the parents, admin, the board and the taxpayers via the newspaper on a monthly basis. If more parents were made aware of problems, they could help fix them.
- We have the safest school in the district.
- A current student discipline book is distributed annually. Parents sign for it; it is updated and followed by administrators. District safety and security department is the top in the state. Current training is ongoing for all administrators who train teachers.
- A safe environment is very important and our collaboration with the police force helps with community involvement.

- Accountability has to be on student, not the teacher. 1, 2, 3 strikes, you're out. Too much time dealing with problem kids and...average kids are being cheated out of an education. More kids need to be in alternative schools to deal with problems like this. Teachers and principals need more backing up for student discipline.
- All classes should have locking doors and phones. Edison and Lee U have this.
- All issues satisfactory.
- All policies need to apply to both teachers and staff and students. Remember, the Principal is NOT ALWAYS RIGHT. They need to contact parents before discipline is set.
- Alternative Ed. needs to be less attractive. Students return to home campus and begin working on behaviors that will get them placed again. Many don't want to return to their home campus. Efforts have been made to make discipline fair and equitable.
- Alternative education - why are students placed directly in our classes from...felony convictions. Why are they not placed in alternative settings first and [allowed to] work [their] way back to regular school placement?
- Alternative education is above average. Relationships with outside agencies reflect excellent relationships when the good of the students is kept as the priority. Counseling staff interactions at all levels have always been productive. Addition of school service workers has been important to student success and district improvement in alternative education.
- Alternative Education programs, such as A.C.E.S., are excellent. Threats to the safety of the classroom should not be tolerated. Discipline should follow the code of conduct, but should be strictly enforced.
- Although I would like to see more metal detectors, the cost would be expensive. However, the principals seem to understand the concerns. Somehow we need to start looking at programs in early Ed to teach children more respect for each other and for those who are different and feel picked on. We need prayer back in school!
- As a parent I feel confident that this administration and the individual campuses are making a very real effort to provide safety.
- Campus administrators do a good job trying to keep up with all the discipline. They work hard to stay in touch. Need to have a campuswide discipline management program. One that not only brings in the discipline order, but also halls, assemblies, etc.
- Campuses are working hard to set up a safe environment to be prepared for any crisis.
- Central needs attention. [The superintendent] has tried to encourage this. Board more interested in new elementary school in SW part of town.

- Central would be safer and more connected on a different campus. The present campus could be sold to a junior college or ASU to house a department or two. High school campuses need to be like Lakeview to promote safety, school spirit, etc.
- Codes of conduct are explained. Rules are clearly stated and enforced.
- Consistency should be the key in effective discipline. I believe that is one area all schools could improve upon - to be consistent.
- Crisis Management team does a great job! I feel my kids are as safe at school as they are anywhere.
- Currently OK, but am concerned about the future.
- We now have a Safety director [who] has helped to develop "crisis management" plans. This district has had no major challenges of issues regarding safety and security. That's because [the superintendent] had the foresight to hire people to take care of the issues before, in a proactive move.
- Discipline is almost nonexistent. The board has taken the code of conduct and watered it down so badly that there is no deterrent. We do what we can at the school level but it has almost no impact and is non-preventative. We have a good relationship with local law enforcement. Kids are being placed in classrooms who have no business being in a regular classroom because they are safety risks.
- Discipline is the most exhausting part of teaching. Student respect towards teachers seems to be on the decline. The problem is that the lack of respect is learned at the student's homes.
- Discipline must be more restrictive on the students. They should have tougher consequences K-12.
- Discipline policies are fine as is. If a student breaks the rules, they need to know there are consequences.
- Discipline varies too much by principals - vice principals. Some are way too easy.
- Do not feel that discipline is equal across the board for the same offenses/different races.
- Doing better as a whole.
- [The superintendent] has given campus administrators the ability to treat all students equally and that consistently creates a safer environment at school. SAISD has a great working relationship with local law enforcement.
- Edison has a safety problem with students having to cross the street for athletic (gym) activity (note: field house is not located in the same areas as the gym). Would like to see more bilingual safety programs and law enforcement. We have many (bilingual) parents who do not speak English.
- Emergency evacuation, locked classroom doors are a great idea.
- Environment is safe; more consistency is needed with discipline policies.

- Every door in our building should be locked or at least secured in a manner to make sure no one can come in with a weapon and endanger our kids, [as] happened at Fort Concho.
- Excellent.
- Excellent attention to safety and security.
- Excellent staff - for student discipline. Truancy needs more people and a secretary.
- Fannin has implemented good security measures. Discipline is handled very well by the principal. Staff works together to ensure policies are followed.
- Fannin has only one way in. All other doors are kept locked at all times, even the classroom doors - very secure feeling.
- From what I see on TV and read in the paper our schools are doing much better than the rest of the country. We have good programs in our school.
- Full-time nurses: why can't schools have full-time nurses at the schools that are needed? Why can't full-time officers be hired, metal detectors. Some officers only part-time - why?
- Great cops in schools who go above and beyond just providing security. Discipline programs - chart and consistency works well. Jesse Parent-Student handbooks are great. Video cameras at CLC and ACES super! More campuses need them.
- Great rapport w/ police. Good safety program.
- Great work has gone into safety planning. Teachers appreciate knowing plans and procedures. Police are responsive and professional. The code of conduct provides a uniform policy.
- Having law enforcement on secondary campuses has been critical. Discipline on my campus is good. Teacher receives support from administration. Students generally feel good about school.
- I agree with all of the rules and actions of administrators.
- I am becoming concerned about the number of ED kids coming to our public schools - how are we going to protect our good kids?
- I am very sure that some important person should get a police officer on campus daily and all day. Because of every student listening and hearing others talk about all the shootings in the states. This kind of stuff is only provoking things to happen.
- I appreciate the proactive awareness that the district promotes to keep us on our toes. We used to be able to think that certain national tragedies could/would never happen here. We are fortunate to have a District Safety Committee that coordinates common safety for our kids and staff.
- I believe everything that can be done for safety is being done. This is a safe campus.
- I believe that the SAISD schools are very safe. The admin. has developed a plan that is well thought out. The administration reacts to criticisms expressed by the community.

- I feel our schools are safe. There seems to be a good relationship with law enforcement officers.
- I feel safe at SAISD Schools and feel like the children are safe.
- I feel that alternative schools should be harder on students who are sent to them. Most students who come back to main schools intentionally "play" with the system, and non-conform with rules until they go back to an alternative setting that is a lot easier, because there is more freedom for them.
- I have been a Volunteer coordinator at our campus for two years and many [volunteers] come and go who do not fill out background check cards.... We need a system that these people do not slip through.
- I have been most impressed by the safety plans put together by the schools. In San Diego, they had no police officers on a H.S. campus? Our way is better!
- I have seen too many slaps on the hard "disciplines" for the same offense over and over again. If possible, the alternative school settings (SAC, Carver, ACES) needs to be expanded [with] another facility made to house more "offenders".... Violent offenders need to be treated as such. Campus security at this time is on the verge of becoming inadequate. One officer on campus for half a day only covers half the troubles. The children, the bad children, get used to this schedule very quickly. So, at times, these bad children will concentrate their "bad activities" prior to the officer's arrival.
- I like to see all policies taken to ensure my children are safe and sound. Discipline practices could always use improvement, but begins at home. I do not want trouble, but always want to know when my child is being disciplined.
- I think it's great that we have police officers on the campuses. Too much paperwork to discipline students - so less support for teachers in classroom with management.
- I would like to see the streets in front and on the side of Lincoln paved and curbed with sidewalks for the children. Also, more police watching school zones.
- Improving in all areas. Great principals and support staff.
- In agreement with student discipline policies at the high school level.
- In this area there is a definite problem. Policies for discipline are like muddy water as far as parents are concerned. Why is it that we do not have a policy in place when it comes to issuing a child a citation. As for the policy on self defense, why is it that everyone has their own interpretation of the rules and each administrator has the ability to use [his or her] own discretion, yet teachers are held to certain standards and must abide by them? We need peer mediation on every campus. Are our kids really safe when they are dropped off at school?

- More security officers for high school. Our district has good student discipline policies. More alternative education, good safety and security programs.
- Safety & Security are finally receiving the attention...needed.
- Responsive to needs of schools.
- They go by the book - all students are treated the same. I believe that is one reason why we have such a safe school.
- My concern is the inconsistent enforcement of policy. Similar offenses don't always result in similar punishments, within the school and the district.
- My expertise! Discipline is the best it's been. We know have a "Student Code of Conduct" that is implemented districtwide. Before [the superintendent], every principal did their own thing. As for safety - all necessary precautions are taken but you can never be sure of the kids nowadays. I do, however, believe the district is now doing the best it has ever done. Regardless of all the negative comments, SAISD is at its best!
- Need law enforcement on junior high and high school campuses - prevention is the best policy.
- Need metal detectors in all schools, not just Carver. Need to come up with some sort of boot camp for repeat offenders.
- Need to be consistent!!! Make students (not teachers and parents) responsible for actions.
- Need to be more strict. Other school districts I have taught in do not have these discipline problems. Kids get away with a great deal.
- Not enough freedom by principals to discipline children properly. Police officer on campus is great. Great Crisis management.
- Nurses are vital at schools. Very important for children, as they may be primary health care for many families.
- OK, I guess; pickup and delivery areas need to be addressed for safety and effectiveness. Bus numbers changed after routes were published. Many campuses did not establish safety plans until this audit. Discipline policies are in place, yet individual campuses are given flexibility when dealing with students; most referrals require lots of paperwork or parental contacts by teachers. Law enforcement relationship good. Individual teachers may have different discipline procedures within their classrooms.
- Our discipline policies are good but we need to be more consistent in implementing them.
- Our relationship with local law enforcement is one of great respect. The students seem to have respect for the officers and I, for one, am happy to have them here. Although I have never felt threatened or afraid at school, I am still glad to know that we have an officer here.

- Student discipline policies sometimes seem to be a joke. School officials seem to have different criteria for punishment. Also, when you have to stop teaching to write someone up for a disciplinary action, you are really hurting the students who are behaving. Then, while your attention is on the disruptive student, the other students begin chatting. It just sets off a ripple effect in the classroom. It's almost easier to overlook the negative behavior.
- Outstanding safety programs.
- P.T. police officers on campus - helps a lot.
- Having police officer[s] on campus makes us know that our children have a good chance of being well taken care of. So for an alternative placement I think that old Lincoln Junior High School should be opened and students should be placed there also. There [are] only a certain amount of students eligible to go to SAC/Carver, and I feel that...students continue to act up knowing that they are going to stay on campus because of the mass load of students already in there. I don't feel that students who have violated dress code should be only ones to deal with OCS. There are other major infractions that are more important. Students who are truant only receive detention.
- Requiring employees to wear ID badges was a good idea. May want to consider more video surveillance.
- Safety and security are ongoing issues. All of the campuses are working on safety plans and the district is providing training and materials.
- Safety and security good, local law helpful, discipline can always be improved.
- Safety and Security is VERY GOOD and getting better as our school employees and community members get more involved and educated. Our training needs improvement. Student discipline policies are outstanding. Our relations with local law enforcement are very good. Our Alternative Education programs and campuses are NEEDED and must be kept up to standards. Every campus has a safety committee with crisis management plans. More training and exercises are needed, however.
- Safety and security need to improve.
- Safety at our school is an important priority. We have a fairly new facility and safety features have been built in.
- Safety for students and staff has become a priority. Our safety dept. has led all campuses to have plans to meet any crisis. When anything does happen, they are able to keep risks at a minimum.
- Safety plans have been developed for all schools. Disaster drills have been conducted. More awareness and focus on school safety and security has been done recently than ever before.
- SAISD has developed a crisis plan at all campus levels. At our secondary campus we have officers that are a big help for our staff.

- SAISD has proven to provide a safe environment for all students. I have been impressed with safety plans and crisis intervention teams. The district has been enforcing a consistent discipline policy that is fair for all students. SAISD has a tremendous working relationship with the San Angelo Police Dept., Fire Department, Health Services, and Mental Health Service providers. The SAISD Crisis Intervention Team has done an outstanding job in our schools addressing the needs of our students during situations such as: loss of a student, death of a faculty member, etc.
- SAISD is way ahead of its time here. Addition of service workers has helped stay in touch with parents and kids in crisis. Several situations have been avoided because of them.
- San Angelo ISD has greatly improved the safety and security area since [the superintendent] has arrived in San Angelo. San Angelo has issues that are dealt with in a fair and equitable manner. The District has a Code of Conduct that is enforced and communicated effectively. The schools are supported in their endeavors by Central Office. Safety is an important part of the success of the students.
- Security programs are great. We need more alternative education locations.
- Speaking from a personal experience concerning my daughter, the safety & security of our students is being handled with not only strict measures but with passion & concern.
- Steps are taken in all areas to maintain excellent safety and security. Even on large campuses, students feel safe and so do faculty.
- Student discipline has been made more structured however I feel that it is important to handle cases on an individual. My children (junior high & high school) still feel a certain amount of intimidation from students who are threatening or disruptive.
- Student discipline is good, with about 90% of students good, 10% bad. Good relations with police department
- Student discipline is too lenient. We give students too many chances.
- Student discipline plans are revised every couple of years and it takes time to equalize all 40+ principals' interpretation and action on discipline issues.
- A uniform policy dealing with common issues has created a system that is fair, uniform, and equal for all students in the district.
- Relationship with local law enforcement is great. I strongly believe that we have excellent rapport, the willingness to cooperate and to help each other.
- Our Alternate Education is great. It is able to help students get back on tract, behaviorally, then academically.

- Student discipline policies are too lenient and place extra work on teachers who do not have the time in class to process the paperwork required to deal with student misbehavior. OCS assignments do not seem to be a deterrent to poor behavior. Our school has addressed security with control of access into our building where before there was unlimited access during the school day.
- Student discipline policies should be backed up. A student should feel safe to go to school. Students should be able to go to school without fear of other students. I am all for alternative school. If a student feels he or she needs an alternative to finish school, by all means, as long as education is complete. We are more prepared than ever before.
- Student Discipline Policies should include Parental Intervention. ALWAYS. Policy should be to notify parents immediately after a problem situation. Inform parents of safety concerns and let them know exactly what is being done to keep children safe at each school. Discipline policies should be districtwide - not every school have their own bent on things.
- Student Discipline Policies: I don't see any problems in this area. The parents are aware of the Code of Conduct. The principals have a charge they follow according to what the incident was and what the consequence should be.
- Safety and Security: I feel safe at the school where I teach. We have a safety committee at our school and have procedures in place that we need to follow in case of an emergency. I do worry about Central High School because it is such a big campus and it is very open.
- Student policies and discipline are outlined in the Student Code of Conduct. Very consistent, equitable document so students are treated consistently across the district.
- Students and parents are not being held accountable for their actions or no actions (i.e.) not doing assignments, tardiness, etc. Teachers are being overworked because parents and students are not taking responsibility for their own laziness.
- Students need more accountability. They are given an easy ride and have no one or nothing to answer to. Parents also need to be held accountable for their child's actions. The schools have no power over children who are disruptive and keep others from learning.
- Students placed in alternative education should never be placed back in public education. Why are they? Some students are expelled from alternative...and are sent back to public school. This is not appropriate.

- The district has done a good job of implementing safety programs for the schools. If anything were to happen, the schools are prepared.
- The district has focused on safety in recent years by organizing a safety committee made up of a diverse group of people.
- The district has had the vision to be proactive in addressing the ever-scary dilemma of school safety. The district conducts safety meetings [that] involve community members, law enforcement, emergency services and school employees. Ideas are presented and applied at the school level. Each building is unique and requires different attention. However, the district is very supportive and attentive to our needs. For example, at my school, a fence was placed behind a building to stop allowing students to move behind the building and out of sight.
- The district is getting larger and with society changing toward violence in schools the district might want to consider implementing their own ISD police department. We need more police officers on campus.
- The district now has alignment on discipline procedures that I feel is important for providing a sense of equity. I also like the fact that we have police officers on all of our secondary campuses. Situations can arise quickly and I feel it is important to have "backup" from law enforcement. I am also very impressed with our ACES program. I feel that is a very effective and well-organized program. I do feel SAISD is very concerned with the level of security at schools.
- The local law enforcement officers come quickly when called. There are few times when we need them. Our campus has developed and practiced our safety plan.
- The new safety task force and drug prevention efforts are wonderful.
- The policies need to be consistent and school board needs to back school administrators when they are trying to make the campuses safer.
- The principals are very nice and work very hard.
- The safety program for the district is very well planned. Our Director of Safety has been trained by the leading national expert of school safety. This national leader also came here to train all administrators. All teachers have also been trained. Each has a crisis plan, and preventive measures for safety.
- The school district appears to have a good working relationship with the local police agencies.
- The school system has taken a great deal of time to develop a plan to safeguard our children. Edison Junior High is unbalanced both by race and income and suffers for it.

- The schools are safe and secure. [The superintendent] has insisted on a plan to make that happen.
- There doesn't seem to be much...being done to avoid situations like school shootings. Some reactive talk and planning. Alternative programs such as OCS and Carver are a joke as to being a deterrent for students and future misbehavior.
- There is a safety committee that has been developed to help this. Most schools appear to be doing good in this. Central High School too large for safety to be good.
- We need more police presence on campus. Each junior high should have a full-time police officer on campus. More adult presence will help stop illegal activity on campus. In light of all the problems that we see in our country with kids and guns, we need to provide our children with the opportunity to come to school and feel safe. A campus police officer can be a mentor and maintainer of the law.
- Right now I understand that Edison has enough to pay for only a part-time peace officer. We need a full-time police officer - there is only one junior high that has a campus police officer full time.
- Very good for the most part, especially safety, security and law enforcement relations. Student discipline seems to have slipped somewhat over the last year (in hallways, lunch, etc.). I've never had any problems within my discipline and classroom.
- We are a district that has taken this issue seriously & taken steps to insure our kids are safe!
- We don't always call the police when we need [to].
- We have a nurse at Fannin who is on duty one day per week. I would like to see her on campus every day.
- We have a very good system of dealing with safety and security. I feel very confident in this matter.
- We have been told that our school nurse (who only comes two days/week) is going to retire and she is not going to be replaced. We are Title I and have lots of Medicare qualifiers - where is our help?
- We have developed and continue to develop Crisis Management and Safety Procedures. We have a Security director and are provided with help and financial backing to plan, promote and develop procedures and plans.
- We have great relations with the police.
- We have improved on Safety and Security, but we still have some to go.
- We need a boot camp like other school systems have to put those students that do not cave in.
- We need to be able to discipline the students fairly. The local law enforcement is great.
- We practice this many times throughout the year.

- With shootings at different schools, we need to implement a harsh punishment for those students who think they can make a threat or attempt to shoot in our schools.
- Working on it.

Appendix B

PARENT SURVEY RESULTS

- A. Demographic Data/Survey Questions
- B. Narrative Comments

Demographic Data

1.	Gender (Optional)	Male	Female	No Answer			
		20.8%	63.7%	15.5%			
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Answer
		61.3%	0.6%	21.4%	0.0%	4.2%	12.5%
3.	How long have you lived in San Angelo ISD?			0-5 years	6-10 years	11 or more	No Answer
				25.6%	11.9%	61.3%	1.2%
4.	What grades levels(s) does your child(ren) attend?						
	Pre-Kindergarten	Kindergarten	First	Second	Third		
	6.5%	5.4%	10.7%	14.9%	10.1%		
	Fourth	Fifth	Sixth	Seventh	Eighth		
	14.3%	17.9%	13.7%	14.3%	15.5%		
	Ninth	Tenth	Eleventh	Twelfth			
	21.4%	13.1%	14.3%	12.5%			

SURVEY QUESTIONS

A. District Organization and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
1.	The school board allows sufficient time for public input at meetings.	4.8%	19.0%	37.5%	25.0%	13.7%
2.	School board members listen to the opinions and desires of others.	6.0%	20.8%	28.0%	28.6%	16.7%

3.	The superintendent is a respected and effective instructional leader.	9.5%	25.6%	16.1%	16.1%	32.7%
4.	The superintendent is a respected and effective business manager.	8.9%	18.5%	16.1%	19.0%	37.5%

B. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
5.	The district provides a high quality of services.	9.5%	48.2%	19.7%	20.8%	1.8%
6.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	8.3%	28.0%	32.7%	26.8%	4.2%
7.	The needs of the college-bound student are being met.	7.1%	35.7%	32.1%	20.8%	4.2%
8.	The needs of the work-bound student are being met.	6.5%	38.7%	42.9%	11.3%	0.6%
9.	The district has effective educational programs for the following:					
	a) Social Studies (history or geography)	11.9%	66.7%	10.1%	10.7%	0.6%
	b) Fine Arts	11.3%	53.6%	11.9%	19.6%	3.6%
	c) Physical Education	17.9%	54.8%	10.1%	14.3%	2.4%
	d) Business Education	5.4%	30.4%	51.2%	10.1%	3.0%
	e) Vocational (Career and Technology) Education	7.1%	30.4%	49.4%	10.7%	2.4%
	f) Foreign Language	6.5%	45.8%	28.6%	16.1%	3.0%
10.	The district has effective special programs for the					

	following:					
	a) Library Service	11.3%	50.6%	25.0%	12.5%	0.0%
	b) Honors/Gifted and Talented Education	15.5%	47.6%	20.2%	14.9%	1.8%
	c) Special Education	10.7%	40.5%	38.7%	7.7%	1.2%
	d) Head Start and Even Start programs	11.3%	34.5%	48.2%	5.4%	0.6%
	e) Dyslexia program	4.2%	15.5%	67.9%	10.7%	1.8%
	f) Student mentoring program	6.0%	29.2%	47.6%	15.5%	1.8%
	g) Advanced placement program	7.1%	38.7%	39.9%	11.9%	2.4%
	h) Literacy program	6.0%	29.2%	55.4%	8.3%	1.2%
	i) Programs for students at risk of dropping out of school	6.0%	29.2%	39.9%	17.3%	7.7%
	k) Summer school programs	8.9%	37.5%	35.7%	13.1%	4.8%
	l) Alternative education programs	4.8%	32.7%	47.0%	13.7%	1.8%
	m) "English as a second language" program	5.4%	26.2%	58.4%	8.9%	1.2%
	n) Career counseling program	5.4%	31.5%	41.1%	17.3%	4.2%
	o) College counseling program	6.0%	29.8%	42.3%	16.1%	6.0%
	p) Counseling the parents of students	6.5%	27.4%	37.5%	20.8%	7.7%
	q) Drop out prevention program	4.2%	22.6%	51.2%	14.9%	7.1%
11.	Parents are immediately notified if a child is absent from school.	13.1%	32.7%	26.8%	17.3%	10.1%
12.	Teacher turnover is low.	6.5%	27.4%	42.9%	17.3%	6.0%
13.	Highly qualified	7.1%	26.8%	31.0%	22.0%	13.1%

	teachers fill job openings.					
14.	A substitute teacher rarely teaches my child.	4.2%	41.1%	22.6%	25.0%	7.1%
15.	Teachers are knowledgeable in the subject areas they teach.	9.5%	56.5%	17.9%	13.1%	3.0%
16.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	8.3%	27.4%	14.3%	35.1%	14.9%
17.	Students have access, when needed, to a school nurse.	6.5%	35.1%	13.1%	35.1%	10.1%
18.	Classrooms are seldom left unattended.	9.5%	46.4%	31.6%	9.5%	3.0%
19.	The district provides a high quality education.	10.7%	39.9%	16.1%	27.4%	6.0%
20.	The district has a high quality of teachers.	11.3%	50.6%	16.1%	17.3%	4.8%

C. Community Involvement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
21.	The district regularly communicates with parents.	6.0%	36.3%	18.5%	28.6%	10.7%
22.	District facilities are open for community use.	6.0%	36.9%	33.3%	20.2%	3.6%
23.	Schools have plenty of volunteers to help students and school programs.	6.0%	32.1%	25.6%	28.0%	8.3%

D. Facilities Use and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
24.	Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	5.4%	22.0%	30.4%	31.5%	10.7%
25.	Schools are clean.	11.9%	61.9%	13.1%	10.7%	1.8%
26.	Buildings are properly maintained in a timely manner.	10.1%	49.4%	16.7%	21.4%	2.4%
27.	Repairs are made in a timely manner.	10.1%	39.9%	26.8%	20.8%	2.4%
28.	The district uses very few portable buildings.	4.8%	23.8%	23.8%	32.7%	14.9%
29.	Emergency maintenance is handled expeditiously.	6.5%	34.5%	47.0%	11.3%	0.6%

E. Asset and Risk Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
30.	My property tax bill is reasonable for the educational services delivered.	2.4%	32.1%	26.8%	25.6%	13.1%
31.	Board members and administrators do a good job explaining the use of tax dollars.	1.8%	14.9%	19.1%	29.8%	34.5%

F. Financial Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
32.	Site-based budgeting is used effectively to extend the involvement of principals and	1.8%	20.2%	44.1%	22.0%	11.9%

	teachers.					
33.	Campus administrators are well trained in fiscal management techniques.	2.4%	21.4%	53.0%	16.7%	6.5%
34.	The district's financial reports are easy to understand and read.	0.6%	10.1%	36.3%	31.5%	21.4%
35.	Financial reports are made available to community members when asked.	0.6%	14.3%	42.9%	23.2%	19.0%

G. Purchasing and Warehousing

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
36.	Students are issued textbooks in a timely manner.	9.5%	68.5%	10.1%	8.3%	3.6%
37.	Textbooks are in good shape.	8.3%	69.0%	7.8%	10.7%	4.2%
38.	The school library meets student needs for books and other resources.	10.7%	56.0%	13.7%	16.7%	3.0%

H. Food Services

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
39.	My child regularly purchases his/her meal from the cafeteria.	17.3%	41.7%	11.9%	19.6%	9.5%
40.	The school breakfast program is available to all children.	20.2%	48.8%	26.8%	2.4%	1.8%
41.	The cafeteria's food looks and tastes	7.7%	37.5%	22.0%	19.0%	13.7%

	good.					
42.	Food is served warm.	10.1%	48.8%	21.4%	16.1%	3.6%
43.	Students have enough time to eat.	7.7%	38.1%	7.2%	31.0%	15.5%
44.	Students eat lunch at the appropriate time of day.	9.5%	58.3%	8.3%	17.9%	6.0%
45.	Students wait in food lines no longer than 10 minutes.	11.9%	39.9%	23.8%	14.3%	10.1%
46.	Discipline and order are maintained in the school cafeteria.	13.1%	55.4%	20.2%	7.1%	4.2%
477.	Cafeteria staff is helpful and friendly.	15.5%	57.1%	14.9%	8.9%	3.6%
48.	Cafeteria facilities are sanitary and neat.	14.9%	61.3%	16.1%	5.4%	2.4%

I. Transportation

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
49.	My child regularly rides the bus.	9.5%	10.7%	39.3%	16.1%	23.8%
50.	The bus driver maintains discipline on the bus.	5.4%	11.9%	72.7%	8.9%	1.2%
51.	The length of the student's bus ride is reasonable.	4.8%	14.9%	72.7%	6.5%	1.2%
52.	The drop-off zone at the school is safe.	7.1%	29.8%	59.0%	1.8%	2.4%
53.	The bus stop near my house is safe.	5.4%	26.2%	66.1%	0.6%	1.8%
54.	The bus stop is within walking distance from our home.	7.1%	26.2%	65.5%	0.0%	1.2%
55.	Buses arrive and	7.7%	23.8%	66.1%	1.2%	1.2%

	depart on time.					
56.	Buses arrive early enough for students to eat breakfast at school.	3.6%	11.9%	77.4%	4.2%	3.0%
57.	Buses seldom break down.	3.6%	19.6%	75.0%	1.2%	0.6%
58.	Buses are clean.	3.6%	22.0%	72.1%	1.8%	0.6%
59.	Bus drivers allow students to sit down before taking off.	5.4%	20.8%	70.9%	1.8%	1.2%
60.	The district has a simple method to request buses for special events.	3.0%	19.6%	72.1%	4.2%	1.2%

J. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
61.	Students feel safe and secure at school.	7.7%	60.1%	10.1%	16.7%	5.4%
62.	School disturbances are infrequent.	7.1%	57.7%	14.9%	17.3%	3.0%
63.	Gangs are not a problem in this district.	5.4%	24.4%	19.1%	32.7%	18.5%
64.	Drugs are not a problem in this district.	3.6%	16.7%	19.1%	29.8%	31.0%
65.	Vandalism is not a problem in this district.	3.6%	18.5%	22.0%	35.1%	20.8%
66.	Security personnel have a good working relationship with principals and teachers.	6.5%	39.9%	45.8%	6.5%	1.2%
67.	Security personnel are respected and liked by the students they serve.	4.8%	36.3%	47.6%	8.9%	2.4%
68.	A good working	5.4%	52.4%	33.3%	6.0%	3.0%

	arrangement exists between the local law enforcement and the district.					
69.	Students receive fair and equitable discipline for misconduct.	6.5%	41.7%	17.3%	22.0%	12.5%
70.	Safety hazards do not exist on school grounds.	3.6%	36.3%	30.4%	22.6%	7.1%

K. Computers and Technology

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
71.	Teachers know how to use computers in the classroom.	7.7%	43.5%	29.8%	16.1%	3.0%
72.	Computers are new enough to be useful to teach students.	11.9%	63.1%	14.3%	8.9%	1.8%
73.	The district meets student needs in computer fundamentals.	7.7%	51.8%	19.7%	17.3%	3.6%
74.	The district meets student needs in advanced computer skills	4.8%	31.0%	40.5%	17.3%	6.5%
75.	Students have easy access to the internet.	4.8%	43.5%	32.2%	14.9%	4.8%

Appendix B

NARRATIVE COMMENTS

The narrative comments below reflect the perceptions and opinions of parent survey respondents.

- SAISD is very happy being mediocre.
- Too much pressure [is] exerted on teachers to keep a low failure rate.
- Standards are very low...even in accelerated classes, but especially in "regular level" classes.
- SAISD rarely hires a teacher with more than 3 years experience. They have encouraged all teachers with 20 plus years of experience to retire so that they can be replaced cheaper.
- Often positions for advanced courses are filled according to seniority, with no regard to the academic qualifications of the teacher.
- There is a wide spectrum that many of the master's teachers have recently retired due to a retirement incentive
- Overall the teachers and programs in SAISD are commendable. There are, however, concerns over the retirement of so many master teachers over the last three years due to a retirement incentive. The school board says the reason is to cut costs, but often these teachers are not replaced, thus enlarging teacher-student ratio. In addition, administrative positions are always filled and even created for people who have retired as principal or another high level position. The discrepancy in administrative salaries and teacher salaries is alarming and the cause of much tension in the district.
- Two of my three children have substitute teachers at least once a week due to "training" or "teacher development courses" or to serve on committees. One teacher saw my child once a week! Not good!
- Some parents can't speak English, which causes some challenges in communication.
- After 6th grade, math is horrible. The kids don't learn what they need and struggle for the rest of their junior and senior high years. Most kids fail at least 1-6 weeks of math. They get no good basic fundamentals.
- All schools need better food for our kids. All kids and parents need to know every three weeks if their kids are not going to pass.
- Anytime anyone questions the use of tax dollars or any of the superintendent's activities, he immediately announces that it is a personal or a racial attack.

- As a whole, I believe that the best interests of students be considered and met by school staff. However, many policy questions are left unanswered to parents and staff. Private information about teachers and employees is published in the newspaper with great abandon. This information is way too accessible to indiscriminate usage by administrative staff and is shared without regard to privacy and social risk. I do feel our schools are safe and that, for the most part, teachers are effective and caring. There is always room for improvement in every walk of life and we, as parents, would like to see some positive changes.
- As a whole, our teachers and principals do a wonderful job. Our school board and current administration; however, are very irresponsible in all matters of education - from discipline, to core subjects, to fiscal management.
- Morale is on the skids at SAISD. Primarily because of what appears to be an injudicious use of district funds to benefit administrative positions rather than improve the situation of students and teachers. The superintendent has instigated such 'misuse' and has been backed totally by the board until recently. Now that the superintendent has been called upon to explain some of his actions he has become very defensive and angry.
- By spending millions from our fund balance on non-essential programs (community education, public relations, excess training and travel), this district has squandered the future of its students. Experienced teachers are encouraged to retire, while new, inexperienced teachers cannot keep order in the classroom or relate materials effectively. A curriculum of phonics and teacher-directed instruction has been replaced with a disjointed reading program (scholastic) and learner-centered, student -directed group learning. Portfolio reports don't tell parents what we want to know. It seems like there is constant change (one program to another) just for the sake of change. Teachers are constantly in training and substitutes are used too frequently to maintain a stable classroom environment. In short, the district is a mess.
- Central High School is much too large to be safe. There are way too many students to have a handle on them. The Junior High and High School have been a bad experience.
- I fear the standards are a little behind as to what the kids are being taught, especially the Kindergarten class. Also, when there is a problem with grades assignments, the parent should be called for a parent-teacher conference, not when your child has been assigned to an after-school program - by that time, hopefully, it is not too late.
- District superintendent and wife both work for the District. Nepotism???

- Questionable spending by superintendent leads to an appearance of corruption.
- The superintendent has been an exceptional superintendent and his leadership skills are respected by all.
- Drugs are a problem in the schools. Kids are smoking during the school and behind the buildings.
- Kids are sharing drugs on the transport bus (transporting from one school to another for a school event).
- Education dollars are being spent on administrative salaries - not on our children. Poor management by the superintendent and the school board. Inefficient use of funds to the point of illegality. Employees are people who can be controlled by the superintendent. He personally hires them.
- The school board has permitted the superintendent to get away with unethical and immoral conduct. There are many good teachers in SAISD. Figure out a way to involve the critics of SAISD in school processes.
- Gangs and related problems exist. The students can easily hide whatever they need to.
- Fiscal affairs by superintendent and school board are handled very poorly. Since his arrival, the superintendent has diminished a surplus budget on activities not necessary for the district. Examples include enormous travel budget, sending teachers to seminars in other states, large office budget for superintendent, overpaid administrators, and so forth. The teachers seem to be qualified, but the district is suffering from poor administration.
- Fiscal responsibility is sorely lacking when school superintendent can write his own check so to speak there is something wrong. Diverting funds for his defense from situations he has created means less money for educational purposes. Also using a method of diverting funds from salary to district funds, then going back and reclaiming after fiscal year has lapsed should be a misdemeanor! That is a replica of Texflex. Use it or lose it! This district sorely needs a complete investigation.
- Good experience with principal and asst principal and most teachers. Central High is too big! We need another high school. I am willing to pay more in taxes for another HS in the Southwest part of town.
- High quality of teachers. Very low quality of school board. I can't imagine a weaker school board in a city of this size. They have very little business knowledge and are incapable of administering an \$80 million budget.
- I think SAISD is doing a fairly good job. As a parent, we have been very happy with our children's education. I feel that the Administrative staff is overpaid in many areas and the teachers underpaid. I have personally dealt with some elementary teachers

who are not certified when there are many without jobs who are ready and qualified to teach. I am not really "politically" involved with the school's activities, but I feel that our funds have not been well used and could be re-arranged better.

- I have seen improvement made to every campus and I have seen teacher/student ratios go down. This is a good thing. The bad thing-district wide-, I believe that I can safely say that principals are not on their campuses nearly enough. That is not the fault of the principal but the higher administrators pulling them away. Our budget is greatly changing and I believe all improvements are going to come to a quick halt.
- I am absolutely disappointed and embarrassed by the fiscal mismanagement or fiscal confusion present in our district. If monies and budgets are being correctly applied there should not be 3-4 numbers represented for 1 budget item.
- With the threats being made to teachers "who will not go along", we are losing experienced teachers at a time our students are needing experienced teachers; the teachers are not being backed up by their own campus administration for disciplining actions and consequences outlined in the Student Code of Conduct, so unruly behavior is encouraged.
- Students are continually passed on when they have not earned the grade because the teachers have been ordered to pass the students.
- I am extremely unhappy with our superintendent. His financial dealings are more than a little questionable. The teachers here work very hard and try to stay above the political fray that the superintendent has caused but the morale among teachers is desperately low.
- I am not affiliated with the school or SAISD group. My impression of the superintendent after attending an elementary school meeting was that he was defensive. The school board has lost credibility with the community for not holding his spending tactics up to proper standards.
- The financial bumbles have made us a laughing stock and it is the quality of education of our children that is suffering. The size of the administration seems very large for a district our size and the salaries large compared to the classroom teacher who does the real work of education.
- I cannot comprehend or understand how we can spend so much money on administrative desires, not needs, instead of spending money on students. I cannot understand all the perks the superintendent gets as he wishes and no one calls his bluff. I'm self-employed and if I ran my business like they run the SAISD I would be laughed out of town.

- We feel helpless as parents as we watch the financial condition of the school system go down the tube because of personal wants and desires of the superintendent.
- I am very concerned about the fiscal responsibility of our board. Our superintendent has, on numerous occasions, used his position in order to intimidate or retaliate against teachers, principals, and even our private citizens.
- We start and stop programs on an on-going basis and our teachers are very frustrated. We have cut expenditures at the campus level in order to "feed" a growing administrative function. Public input is discouraged and our board currently acts as if it serves our superintendent.
- Our TAAS scores have improved, but we are still below the state average in almost all areas. We have achieved this level at the expense of teaching to the TAAS.
- We have an early separation incentive that has removed experienced teachers from our schools. We have approved excessive administrative travel with little or no classroom benefit.
- I realize that school districts are locally controlled, but ours is out of control and we need a complete, comprehensive review by our Comptroller to force our board and administrative team to again focus on the needs of our children.
- I feel expenditures made by the SAISD administration and board members for vehicles and travel are excessive and not competitive.
- I have concerns about other schools that are not implementing content mastery and the other special education programs. There are too many kids being put back instead of getting them the help they need. It is too easy to label these kids as not being mature enough instead of helping them. Kids don't need to be held back. They need to utilize the programs that are available.
- I feel that if the teachers were paid enough, they would try better educating the students.
- At the cafeteria, my children say that they run out of food and that some kids do not get to eat.
- I feel that the San Angelo ISD Superintendent does nothing but ignore all the issues that are brought to him. Your child's problem just gets passed from one person to another.
- I feel that we do not need people in administration that have two assistants for the person to do their job. The money should be used to hire more teachers for our children. We have people in the administration office making \$60,000 or \$90,000 but they cannot tell us what they do exactly to warrant this pay.
- We have too many chiefs and not enough Indians and our children are suffering. We need to regroup with a new leader that does not take offense to constructive criticism.
- Our administrators should be our examples and not our excuses.

- I strongly believe that the downsizing in our SAISD will critically impair our children's academic success. We desperately need more excellent teachers in Math and the Sciences to help educate our children enough to succeed in our society. Additionally our children need much more attention in reading.
- I support the superintendent 100%. He has achieved so much during the last few years while superintendent. He has always addressed my concerns either personally or through someone else. I hope he continues to stay on as superintendent and work vigorously for the children and their education.
- I think that we have a good educational program; however, increased parental input in the affairs of the SAISD would help greatly in increasing the quality of education in our district.
- I think they need to look to the future; we have one of the largest 5A high schools in Texas. We need a plan to build a small high school in the area of town where San Angelo is growing. Central is too large and some students get lost in the cracks. Lake View is a nice size but is situated too far from the new population.
- If a company CEO managed his organization and dealt with its customers as our superintendent, he would have been fired two years ago.
- I believe SAISD has an excellent gifted program for students on the elementary side, which has allowed my child to excel significantly.
- I'm glad you're coming to investigate.
- Communication is a problem and has been one.
- Parents and students are treated with little respect - unless they are "somebody."
- A little genuine concern on the part of teachers costs nothing and would be a far more productive investment than any training. Some of the elementary teachers are wonderful; they not only care about the students but they even seem to like them. Others are a disgrace to their profession. By the time a child gets out of their class, self-esteem is destroyed and the child hates school. Our teachers need monitoring by outsiders.
- It's not right when students from one area have to go to another school for athletic sources or classes that the primary school does not have. My child has to go to one school for 3 hours and then travel back to his other school. He is missing important things at the second school being at the first school on those days. Why do both high schools here not have the same courses and resources?
- Vandalism in one school boy's restroom is solved by locking the restroom - ludicrous. A school board member ignored the complaint. Bullying and unkind teasing continues to be a problem.
- My kids have been in several different school districts. At each one of the districts, they spend about a month practicing for the TAAS

test. During that month, they only study and prepare for the types of questions asked on the test. School funding from the state should not rely so much on the test scores. As a parent, I feel that the time spent preparing for this test is actually taking away from my child's education.

- Athletics gets the bulk of financial support as well as physical assets (buses, facilities, etc.) Band and UIL Math often play second fiddle to athletics. We are busing PE and ROTC to the High School from the Junior High daily. I want that money back in the budget.
- My concern is that the GT program is only through the 3rd grade at this moment and at a regular school. What happens to these children between 4th and 6th grade? I know that they have classes starting again in Junior High.
- Not enough communication between administration departments. Being new to public schools, it seemed as if we were given the run-around - taking tests, getting test results, etc.
- Not enough notification time of some events, special programs, etc.
- Our school district is extremely discriminating against Anglo students. I feel this is probably a nation-wide problem. Anglo students are not given the same "perks" as "minorities."
- Our taxes are high, yet our school district is in financial trouble. This year, many of the school administrators received very large raises. I don't understand - especially considering that we are several million short. The school board is now considering closing two elementary schools.
- Our taxes need to be higher! We do not spend nearly enough on education compared to Austin Westlake!
- Home schooling is not the answer for teen parents.
- Overall in this state a very good school district and somewhere for a child to get a decent start on an education.
- Overall the school district works for the better of child/parent. Counselors are accessible for high school student.
- Overall we are very satisfied with our children's education here in San Angelo. Discipline is good and they are all doing well. I believe a new high school is needed in the Southland/Bentwood area sometime soon. Keep up the good work!
- Overall, I feel my children have received an adequate education and have been fortunate to have dedicated teachers. My negative feelings toward this district stem more from the administrative branch. I do not feel welcome as a parent to "partner" in my child's education as the law clearly allows. I have asked questions of very highly paid individuals who never return calls or seem unable to answer my questions. I have become extremely concerned over the "top" administrators behavior and blatant disregard for the

taxpayers hard-earned money. Basic needs are not being met at the campus level and yet, there seems to be money to do frivolous things!

- Overall, I think the schools are great, for sure the ones my kids attend. I'm not involved with the PTA but I try to support fundraisers. Since I'm not concerned about my kids' education at this point, I don't feel I have to keep an eye on what goes on at the SAISD level. I do listen though to their meeting coverage on the local news.
- PC in grades K-6 needs updates. LV is ok because of the new school.
- Safety - when a student is attacked by someone else and they try to defend themselves, is it right to punish the person that was attacked? I think this could lead to bigger problems later. It is hard to be hit and punched and stand there and takes it - could you?
- SAISD is doing a very good job, however, in some areas, i.e. budget, dropping ADA, completion of bond (taking too long), community concerns regarding superintendent and teacher morale being perceived as poor.
- Public trust in the board and administration has severely diminished.
- SAISD is in financial difficulty now because the current administration has spent the majority of our fund balance on unnecessary items. The district is planning to cut 40 teaching units, 100 non-teaching units and are currently on a hiring freeze. Some schools have lost key people, such as secretaries that have key roles. The district left the schools in a bind by not hiring someone to replace those people, but sent aides that have never performed the jobs required. I think the districts priorities are no longer on the children.
- SAISD needs to worry about the child's education, rather than statistics. SAISD seems to have a very bad drug and gang problem. Someone needs to stop spending our tax money on themselves and start spending it on education.
- SAISD needs to develop a working relationship with parents to help teach our children to be there for our kids. Too much politics and not enough education.
- SAISD school board trustees make no effort to meet with parents or teachers, individually or as a group. There is a very real feeling by faculty and staff that speaking out against the current administration will result in repercussions.
- The gifted and talented program procedures are almost a secret.
- School administrators are over-abundant and overpaid. The superintendent appears to be primarily interested in promoting himself, has attempted to thwart efforts to determine the extent of his inappropriate personal use of public funds, has bought the

support of administrators with excessive salaries and intimidation, regularly practices deceit rather than honesty, seems to use threats and intimidation toward those who disagree with him, appears to be incompetent as to budget matters, and has many citizens upset.

- Some teachers treat some students better than others.
- Talk about no gangs and guns in school; teach our kids that there is more. To many school shootings here in USA. I want my child safe.
- Teachers in elementary schools need to have more compassion for the children. They need to realize the things they say to and/about the students affect their self-esteem.
- The 500 block of Guadalupe Street at Central is very dangerous. At least 3 students have been hit there in the past 2 years. The students have requested speed bumps be installed. Students drive way too fast, especially at lunch-break on that block while many are crossing, including multiple Special Ed students. Will it take one of our own to be seriously injured in order to spend the money for speed bumps?
- The biggest negative for our school district is our superintendent.
- The current board has always been a rubber stamp for the superintendent they have. The current superintendent has an attack style with the public when questioned, and has a history of fiscal difficulty.
- The education performance at SAISD is good because of excellent teachers doing a good job in spite of inadequate salary.
- The fine arts programs in SAISD are under-funded and under-staffed. Fine arts are a valuable tool in the education of our students. Many studies have shown that participation in Fine Arts, Music in particular, increases students overall education development. Students involved in these programs score much higher on SAT exams than the average student. These programs should be fully funded and staffed by SAISD.
- The morale of our teachers is very low in SAISD. They feel underpaid, under-respected and under fire. I am not a teacher, but I feel sorry for their plight. What other college degrees provide a career where your opinions do not count and is threatening to its administration? Our superintendent is too defensive to be in control of his situation. This hostile situation is not in the best interest of our students.
- The SAISD allows for public comment after voting, the comments are then ineffective. Our superintendent has nearly bankrupted our district in two short years going through an almost \$22 million fund balance. When requested by parental rights groups, information is slow and ambiguous. We cannot find out what the money was spent on. Teachers' attitudes and morale is low with the

higher quality teachers taking early retirement. The administration is top heavy with high salaries to match the top-heavy district.

- I have lived in San Angelo most of my life and I have never seen the school district in such desperate conditions.
- There are many excellent teachers in the district, but their hands are tied when dealing with disruptive students and students who refuse to do their part in the learning process. Students who do not learn content material should not be passed. The number of students doing remedial Math and English at public universities in Texas is appalling and its due to K-12 policies that continue to allow students to not learn anything. Children need to experience early on that their behavior has consequences.
- The superintendent has been nothing but divisive and the public no longer trusts his leadership. The district also needs more effective content in-service training. Most of my children's teachers have been competent, but a few have needed help.
- There are many high quality teachers in the SAISD but there are also too many entry level, unsupervised teachers. The early retirement incentive encouraged many of the skilled, experienced educators to retire, thus being replaced with entry-level people. Mismanagement of funds created a severe budget crunch, thus the incentive program was "beefed up" to get rid of "expensive" teachers.
- The superintendent answers only the questions he chooses to answer - rarely do we receive a straight answer. Elementary schools are treated differently depending on ethnic makeup and money.
- The two high schools are definitely not treated equally.
- We appreciate you looking into the SAISD. Parents have been asking many questions that remain unanswered. Teachers have had their jobs threatened by the superintendent if they do not agree with his programs or if they publicly disagree with him.
- There has been a big problem with teachers being out of the classroom, sometimes a week for curriculum training or workshop. This is hard on younger children. Some teachers are out one-half day a week for twelve weeks.
- There is almost no communication from teachers, and when there is, the teacher usually calls the student by the wrong name. Teachers should be more observant and know what is going on around them. Once the student enters the school, the parent no longer has control and the teachers are not interested.
- SAISD is spending too much money on trying various fix-it programs. When there is discipline in the classroom (parents need to be involved) then learning can take place. Maybe installing cameras (parents can see problems of child's behavior and parent takes action or child is removed.)

- Things here are over all very good but, as with everything, there is room for improvement.
- This district should be a role model for others to follow. My grandchildren only attended school here for a short period. Very pleased and impressed. The schools, teachers and education here they received should be commended. No complaints, that's for sure.
- Timely, consistent communication between parents and teachers of Jr. High students is a serious problem.
- Too many talented, intelligent, creative children are at risk and falling through the cracks!
- No child going through this system will be prepared for serious university work. The time and money spent by the district does not reach the student - your system is wrong when the teachers are less rewarded than the administrator!
- We need more teachers that do like their job and teach children with respect and sincerity. I am satisfied with the teachers that my child has had in the past. These teachers care so much!

Appendix C

DISTRICT ADMINISTRATOR AND SUPPORT STAFF SURVEY

- A. Demographic Data/Survey Questions
- B. Narrative Comments

Demographic Data

1.	Gender (Optional)	Male	Female	No Answer			
		27.4%	65.8%	6.8%			
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Response
		68.5%	0.0%	19.2%	0.0%		9.6%
3.	How long have you been employed by San Angelo ISD?		1-5 years	6-10 years	11-15 years	16-20 years	20+ years
			41.1%	13.7%	17.8%	9.6%	17.8%
4.	What grades are taught in your school?		Pre K to 5th	K to 6th	7th to 9th	10th to 12th	
5.	Are you a(n):	Administrator	Clerical Staffer	Support Staffer		No Answer	
		37.0%	17.8%	41.1%		4.1%	
6.	How long have you been employed in this capacity by San Angelo ISD?		1-5 years	6-10 years	11-15 years	16-20 years	20+ years
			52.1%	16.4%	17.8%	11.0%	2.7%

SURVEY QUESTIONS

A. District Organization and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
1.	The school board allows	24.7%	21.9%	30.1%	17.8%	5.5%

	sufficient time for public input at meetings.					
2.	School board members listen to the opinions and desires of others.	24.7%	28.8%	20.5%	16.4%	9.6%
3.	The superintendent is a respected and effective instructional leader.	27.4%	24.7%	12.3%	12.3%	23.3%
4.	The superintendent is a respected and effective business manager.	21.9%	23.3%	15.1%	16.4%	23.3%
5.						
6.	Central administration is efficient.	26.0%	24.7%	19.2%	20.5%	9.6%
7.	Central administration supports the educational process.	34.2%	30.1%	19.1%	12.3%	4.1%
8.	The morale of central administration staff is good.	27.4%	23.3%	20.5%	17.8%	11.0%

B. Educational Service Delivery and Performance Measurement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
9.	Education is the main priority in our school district.	41.1%	31.5%	8.2%	12.3%	6.8%
10.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	28.8%	30.1%	27.4%	9.6%	4.1%
11.	The needs of the college-bound student are being met.	20.5%	45.2%	23.3%	5.5%	4.1%
12.	The needs of the work-bound student are being	20.5%	37.0%	27.4%	13.7%	1.4%

	met.					
13.	The district has effective educational programs for the following:					
	a) Reading	31.5%	42.5%	17.8%	6.8%	1.4%
	b) Writing	26.0%	45.2%	21.9%	5.5%	1.4%
	c) Mathematics	24.7%	49.3%	19.2%	5.5%	1.4%
	d) Science	26.0%	46.6%	20.5%	5.5%	1.4%
	e) English or Language Arts	26.0%	47.9%	23.3%	1.4%	1.4%
	f) Computer Instruction	17.8%	52.1%	20.5%	6.8%	2.7%
	g. Social Studies (history or geography)	20.5%	46.6%	24.6%	6.8%	1.4%
	h) Fine Arts	23.3%	49.3%	24.6%	1.4%	1.4%
	i) Physical Education	21.9%	52.1%	19.1%	5.5%	1.4%
	j) Business Education	24.7%	41.1%	28.8%	2.7%	1.4%
	k) Vocational (Career and Technology) Education	30.1%	37.0%	26.0%	5.5%	1.4%
	l) Foreign Language	17.8%	42.5%	30.1%	8.2%	1.4%
14.	The district has effective special programs for the following:					
	a) Library Service	17.8%	47.9%	30.1%	2.7%	1.4%
	b) Honors/Gifted and Talented Education	26.0%	52.1%	16.4%	4.1%	1.4%
	c) Special Education	31.5%	50.7%	16.4%	1.4%	0.0%
	d) Head Start and Even Start programs	27.4%	49.3%	21.9%	0.0%	1.4%
	e) Dyslexia program	17.8%	34.2%	42.5%	5.5%	0.0%
	f) Student mentoring program	20.5%	43.8%	30.1%	5.5%	0.0%
	g) Advanced placement program	17.8%	39.7%	39.7%	2.7%	0.0%

	h) Literacy program	20.5%	37.0%	37.0%	5.5%	0.0%
	i) Programs for students at risk of dropping out of school	26.0%	34.2%	21.9%	12.3%	5.5%
	j) Summer school programs	21.9%	52.1%	19.2%	6.8%	0.0%
	k) Alternative education programs	24.7%	45.2%	23.3%	4.1%	2.7%
	l) English as a Second Language program	19.2%	43.8%	27.4%	5.5%	4.1%
	m) Career counseling program	19.2%	37.0%	34.2%	4.1%	5.5%
	n) College counseling program	17.8%	38.4%	34.2%	8.2%	1.4%
	o) Counseling the parents of students	13.7%	35.6%	34.3%	11.0%	5.5%
	p) Dropout prevention program	15.1%	42.5%	26.1%	11.0%	5.5%
15.	Parents are immediately notified if a child is absent from school.	9.6%	45.2%	20.6%	19.2%	5.5%
16.	Teacher turnover is low.	13.7%	27.4%	34.2%	17.8%	6.8%
17.	Highly qualified teachers fill job openings.	23.3%	23.3%	30.2%	13.7%	9.6%
18.	Teacher openings are filled quickly.	26.0%	31.5%	27.4%	12.3%	2.7%
19.	Teachers are rewarded for superior performance.	6.8%	35.6%	28.7%	21.9%	6.8%
20.	Teachers are counseled about less than satisfactory performance.	15.1%	31.5%	42.5%	9.6%	1.4%
21.	All schools have equal access to educational materials such as computers. television	26.0%	31.5%	15.1%	20.5%	6.8%

	monitors, science labs and art classes.					
22.	The student-teacher ratio is reasonable.	21.9%	34.2%	23.3%	12.3%	8.2%
23.	Students have access, when needed, to a school nurse.	13.7%	38.4%	23.3%	15.1%	9.6%
24.	Classrooms are seldom left unattended.	20.5%	42.5%	28.8%	4.1%	4.1%

C. Personnel Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
25.	District salaries are competitive with similar positions in the job market.	15.1%	23.3%	15.1%	32.9%	13.7%
26.	The district has a good and timely program for orienting new employees.	16.4%	41.1%	13.7%	21.9%	6.8%
27.	Temporary workers are rarely used.	13.7%	31.5%	31.5%	19.2%	2.7%
28.	The district successfully projects future staffing needs.	13.7%	34.2%	21.9%	23.3%	6.8%
29.	The district has an effective employee recruitment program.	17.8%	28.8%	35.6%	12.3%	5.5%
30.	The district operates an effective staff development program.	27.4%	34.2%	15.1%	19.2%	4.1%
31.	District employees receive annual personnel evaluations.	30.1%	49.3%	15.1%	2.7%	2.7%
32.	The district rewards competence and experience and snells	13.7%	28.8%	15.1%	26.0%	16.4%

	out qualifications such as seniority and skill levels needed for promotion.					
33.	Employees who perform below the standard of expectation are counseled appropriately and timely.	15.1%	28.8%	28.8%	19.2%	8.2%
34.	The district has a fair and timely grievance process.	19.2%	30.1%	35.6%	8.2%	6.8%
35.	The district's health insurance package meets my needs.	21.9%	39.7%	4.1%	24.7%	9.6%

D. Community Involvement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
36.	The district regularly communicates with parents.	24.7%	38.4%	16.4%	11.0%	9.6%
37.	The local television and radio stations regularly report school news and menus.	35.6%	52.1%	11.0%	1.4%	0.0%
38.	Schools have plenty of volunteers to help student and school programs.	15.1%	42.5%	23.2%	17.8%	1.4%
39.	District facilities are open for community use.	26.0%	38.4%	23.2%	8.2%	4.1%

E. Facilities Use And Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
40.	Parents. citizens.	24.7%	28.8%	19.2%	20.5%	6.8%

	students, faculty, staff and the board provide input into facility planning.					
41.	The architect and construction managers are selected objectively and impersonally.	17.8%	20.5%	36.9%	17.8%	6.8%
42.	Schools are clean.	31.5%	43.8%	6.8%	12.3%	5.5%
43.	Buildings are properly maintained in a timely manner.	31.5%	41.1%	9.6%	16.4%	1.4%
44.	Repairs are made in a timely manner.	26.0%	43.8%	9.6%	15.1%	5.5%
45.	Emergency maintenance is handled promptly.	32.9%	42.5%	16.5%	5.5%	2.7%

F. Financial Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
46.	Site-based budgeting is used effectively to extend the involvement of principals and teachers.	20.5%	28.8%	32.9%	11.0%	6.8%
47.	Campus administrators are well trained in fiscal management techniques.	12.3%	39.7%	26.1%	15.1%	6.8%
48.	The district's financial reports are easy to understand and read.	11.0%	23.3%	26.1%	31.5%	8.2%
49.	Financial reports are made available to community members when asked.	24.7%	16.4%	24.7%	15.1%	17.8%

G. Purchasing and Warehousing

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
50.	Purchasing gets me what I need when I need it.	8.2%	47.9%	24.7%	15.1%	4.1%
51.	Purchasing acquires the highest quality materials and equipment at the lowest cost.	11.0%	42.5%	23.3%	16.4%	6.8%
52.	Purchasing processes are not cumbersome for the requestor.	4.1%	38.4%	27.4%	20.5%	9.6%
53.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	11.0%	39.7%	31.5%	12.3%	5.5%
54.	Students are issued textbooks in a timely manner.	27.4%	30.1%	30.2%	12.3%	0.0%
55.	Textbooks are in good shape.	23.3%	38.4%	30.1%	8.2%	0.0%
56.	The school library meets students' needs for books and other resources for students.	23.3%	47.9%	23.3%	5.5%	0.0%

H. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
57.	Gangs are not a problem in this district.	5.5%	19.2%	20.5%	42.5%	12.3%
58.	Drugs are not a problem in this district.	2.7%	12.3%	12.4%	50.7%	21.9%
59.	Vandalism is not a problem in this district.	5.5%	19.2%	19.2%	37.0%	19.2%
60.	Security personnel have a good working	19.2%	39.7%	28.8%	5.5%	6.8%

	relationship with principals and teachers.					
61.	Security personnel are respected and liked by the students they serve.	11.0%	39.7%	42.5%	6.8%	0.0%
62.	A good working arrangement exists between the local law enforcement and the district.	20.5%	49.3%	23.3%	4.1%	2.7%
63.	Students receive fair and equitable discipline for misconduct.	20.5%	38.4%	24.7%	8.2%	8.2%

I. Computers and Technology

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
64.	Students regularly use computers.	26.0%	50.7%	16.5%	6.8%	0.0%
65.	Students have regular access to computer equipment and software in the classroom.	19.2%	46.6%	17.8%	16.4%	0.0%
66.	Teachers know how to use computers in the classroom.	8.2%	50.7%	21.9%	19.2%	0.0%
67.	Computers are new enough to be useful for student instruction.	12.3%	52.1%	20.6%	12.3%	2.7%
68.	The district meets students' needs in computer fundamentals.	13.7%	54.8%	20.5%	9.6%	1.4%
69.	The district meets students' needs in advanced computer skills.	12.3%	41.1%	27.4%	17.8%	1.4%
70.	Teachers and students have easy access to the	13.7%	46.6%	23.3%	16.4%	0.0%

Internet.					
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Appendix C

NARRATIVE COMMENTS

The narrative comments below reflect the perceptions and opinions of administrative and support staff survey respondents.

- A small but very vocal faction in the community has repeatedly attacked the district in many different areas, however very seldom has this had anything to do with everyday instruction. Teachers, as a whole, in San Angelo are very dedicated and well trained. Students are achieving, making progress and generally happy. The superintendent has done a good job in making needed changes in curriculum. He is supportive to teachers and administrators, however he can be abrasive and hostile at times.
- Administration - Curriculum does not listen to teachers.
- Controversy continues with the superintendent.
- Hiring practices is nepotism.
- School has money for purchases but administration says you cannot spend the money.
- As a non-teaching professional employee of the school district, I do not have direct knowledge of the educational performance. I do feel from conversations with many teachers and administrators, that they feel alienated from the decision-making process at SAISD.
- As a father of two daughters, I do feel that the San Angelo School system has provided a good quality education.
- As I have visited with educators from around the state, I realize that we in SAISD are finally (after too many years) in sync with the rest of the educational world. We are striving toward higher standards and sound educational principles. Our achievement is good district-wide. All schools share equally in the district's resources; all students have equal opportunity to benefit from these higher standards.
- Because of the leadership of the superintendent, this school district has advanced significantly in all areas, especially communications, curriculum, technology, fiscal responsibility and overall maintenance of school facilities.
- Consideration needs to be given to the departments that keep the district running. While we are not as noticeable as teachers, we are a vital part of district operations. Our pay should be equal to other districts our size and to market levels for related fields.
- The superintendent is like a CEO. As a CEO, he isn't going to be liked by everybody. Nor should he be liked by everybody. He comes here to do a job. A job defined by the school board. I think

he's done a great job!!! Maybe the state needs better training for board members! Let us all remember the board hired him not the other way around.

- Education of children is no longer the focus of SAISD. The present central office from the superintendent through the handpicked principals and vice principals is only concerned with themselves and how they look. The moral character of the administration has fallen to an all time low. The outlook of teachers has never been lower. The sending of huge groups to conferences is not an effective way to educate educators. The use of funds for writing standards during the school day is not a good use of money. Often substitutes are not available and special education children are not served.
- Education performance takes a backseat to getting the superintendent what he wants. The school board and superintendent should both be dismissed and we can get people that will be more interested in educating children than in building an empire.
- High Schools and Junior High Schools receive first priority for repairs and maintenance. My store room has been in dire need of painting for 7 years. Every summer they say we'll get to it.
- I am not a teacher or principal, I am a cafeteria worker so I do not think this applies to me but we should be paid more.
- I believe our district has an excellent educational performance. The advancements that have been made in the last few years were definitely needed.
- I feel as though the schools could be repaired to look better, and the staff should have a better attitude about their jobs.
- I feel that our district is suffering immense loss in student education and employee well-being under our current superintendent's administration. It is an outrage and the appropriate governing agencies must step-in and resolve these issues.
- Tremendous progress has been made in the last couple of years. Most of the complainers against the district do not want to work as hard as the superintendent or as hard as the other administrators want them to or meet the standards that the superintendent has for the district. He has done an outstanding job.
- Overall a very good school district.
- Overall, I feel we do a good job answering the needs of our students.
- SAISD has come a long way. We've seen the difference the superintendent's leadership has made in all areas - starting with the systemic map that community members, parents, teachers and administrators developed. As a result, there is now a standardized curriculum with better service delivery, staff development that has definitely made for more effective teachers, facilities that have

been vastly improved, positive parent involvement that is markedly increased, more effective special programs that includes school service workers and nurses, campus technology specialists for teachers and students, increased awareness and handling of safety and security - especially discipline, and many needed grants. Our test scores are up, teachers have more materials than ever, and communication - that was nil before, has improved among every entity. These are just a few areas that have truly been improved. San Angelo ISD is leaps and bounds above and better than it has ever been, thanks to the superintendent. We have been audited and re-audited by everyone imaginable - including financial auditors - and nothing is wrong! It's unfortunate some parents and community members do not want equity, or do not like being told "no" to a request that does not fit the vision and mission that they developed - and they refuse to talk to the superintendent whose door is always open to everyone! As someone who has been with the district before the superintendent and now, I can truly say I wish my children could go back through San Angelo ISD system now.

- SAISD has progressed with the arrival of the superintendent. Technology was woefully behind. The school facilities were deteriorating. TAAS scores are significantly up and facilities are efficient. Technology is much better. The curriculum is aligned. Academic services are equal throughout the district. Multiple new and innovative programs have helped close the academic gap between ethnic groups. Because of the superintendent the SAISD is better than when he arrived.
- San Angelo could have a wonderful school district, but there is too much distrust between the citizens of San Angelo (parents, teachers, students, etc.) and the superintendent, a selected few administrators, and a few school board members. I think this is an irreversible situation as long as we have the present superintendent in charge. No school district will ever be problem free, but the San Angelo ISD situation has gotten way out of hand. This has caused many problems with the educational performance of San Angelo ISD.
- The administration is a very efficient dept, as well as our teachers and support staff. I do feel our district may have unnecessary programs, which are not cost effective. Having a lot of programs is not always good. Having an overbearing superintendent does make it hard on the staff and community when neither is willing to bend. The morale of our district is beginning to decrease a little. I feel it is very important to keep our teachers and students happy.
- The community's opinion of SAISD and staff morale is currently quite low. There has been much negative press and negative feeling among the staff concerning the superintendent,

administration, and school board. The reserve balance is down \$20 million in the past 3 years. There have been statements that staff will be cut. We are currently unable to purchase needed supplies. I believe test scores are up some - that is a positive!

- The district does an excellent job in meeting student needs. I would call it student-oriented.
- The district is experiencing significant improvement in the delivery of instructional services. Our "systemic map" has been invaluable in sustaining our focus.
- SAISD is set up to serve the people at the administrative level. We do the work and they get the raises.
- There are so many bad things in this system; I do not have time to list them all!
- The superintendent controls everything and the board members are brainwashed with the exception of two. Same goes for his cabinet. Hires people without applications. Has a favorite. I feel he is leaving our school district broke.
- The superintendent has too much control of the finances. Too much money is being used to bring in out-of-district and out-of-state consultants for workshops. The students and staff are affected by the cutbacks that are now in place. The special education students are not having their needs met by state/federal laws. DEC people need to show up without announcements to check on their paperwork and class performances. DEC people should talk to these students as well as their parents. Administration people are not truly in compliance.
- The systems map has given our district an organized focus. We have made great strides the last four years giving our students an aligned and equitable education. Our facilities are all very nice, clean and the staff and students are proud of them. Our scores and achievement of our students is up and all staff receives a lot of quality staff development determined from our focused goals. We are on the edge of being one of the very best districts in all aspects in the state.
- There are times that I feel that more money should actually go towards the education of our children. It seems as though the administration is at times cushioned with raises and new vehicles and yet there are complaints about no funding and having to close schools to save money. Shouldn't some of the raises wait?
- There are entirely too much staff development and school sport activities during the school hours. Our students cannot learn with a substitute every week for at least one day, many times more than one day. These staff development meetings have become a time to visit and eat. Teachers should do workshops during the summer months or Saturdays. Our students do not need to suffer and they are at this point.

- They need to stop jobs in administration and put that money back into the schools for the kids. In this town there is no one worth \$120,000 + unless they own the business. They need to also think about their support staffers. Without them, the schools would not run.
- There are a number of programs in the district that have received much negative talk. My opinion is that many individuals in the community do not know what goes on for the district. The local newspaper has played a big role for publicizing negative information (one-sided). This would give a negative view about our district. Only if the community really knew what goes on, they would truly have a different opinion. This town is conservative, controlling and narrow-minded. Some day, they need to learn to step outside the box. The programs in our district are excellent. Thinking with other districts, we are doing well.
- Transportation posted rules on school buses! "No eating or drinking on bus." Yet... district campuses open concessions prior to students boarding buses. Why?
- We have many wonderful administrators in our district, but we have quite a few whose morals and ideals are questionable. Our school board is rubber stamping the programs and spending of our superintendent. He uses strong-arm tactics and intimidation on those who do not agree with him or speak out against him. Morale is at an all-time low. Thank goodness for our many, many hard-working and dedicated teachers. P.S. -- We will not be able to speak out at your meetings if they are negative or are against our present officials or administration.

Appendix D

TEACHER SURVEY RESULTS

- A. Demographic Data/Survey Questions
- B. Narrative Comments

Demographic Data

1.	Gender (Optional)	Male	Female	No Answer			
		19.8%	68.3%	11.9%			
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Answer
		73.3%	2.0%	7.9%	0.0%	1.0%	15.8%
3.	How long have you been employed by San Angelo ISD?	1-5 years	6-10 years	11 -15 years	16-20 years	20+ years	No Answer
		28.7%	25.7%	61.3%	7.9%	20.8%	2.0%
4.	What grade(s) do you teach this year?						
	Pre-Kindergarten	Kindergarten	First	Second	Third		
	6.9%	17.8%	14.9%	13.9%	15.8%		
	Fourth	Fifth	Sixth	Seventh	Eighth		
	11.9%	14.9%	8.9%	16.8%	16.8%		
	Ninth	Tenth	Eleventh	Twelfth			
	19.8%	19.8%	20.8%	22.8%			

SURVEY QUESTIONS

A. District Organization and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
1.	The school board allows sufficient time for public input at meetings.	2.0%	25.7%	15.9%	40.6%	15.8%
2.	School board members listen to the opinions	2.0%	21.8%	10.9%	42.6%	22.8%

	and desires of others.					
3.	School board members work well with the superintendent.	20.8%	36.6%	18.8%	17.8%	5.9%
5.	The school board has a good image in the community.	4.0%	10.9%	9.9%	38.6%	36.6%
6.	The superintendent is a respected and effective instructional leader.	3.0%	10.9%	11.9%	25.7%	48.5%
7.	The superintendent is a respected and effective business manager.	3.0%	7.9%	7.9%	27.7%	53.5%
8.	Central administration is efficient.	3.0%	15.8%	9.9%	35.6%	35.6%
9.	Central administration supports the educational process.	5.0%	40.6%	11.9%	27.7%	14.9%
10.	The moral of central administration staff is good.	5.9%	16.8%	37.6%	29.7%	9.9%

Educational Service Delivery and Performance Measurement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
11.	Education is the main priority in our school district.	12.9%	34.7%	10.9%	36.6%	5.0%
12.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	7.9%	35.6%	8.9%	36.6%	10.9%
13.	The needs of the college-bound student are being met.	9.9%	49.5%	29.7%	8.9%	2.0%
14.	The needs of the work-bound student are being	4.0%	38.6%	32.7%	18.8%	5.9%

	met.					
15.	The district provides curriculum guides for all grades and subjects.	10.9%	53.5%	9.9%	20.8%	5.0%
16.	The curriculum guides are appropriately aligned and coordinated.	8.9%	49.5%	14.9%	21.8%	5.0%
17.	The district's curriculum guides clearly outline what to teach and how to teach it.	7.9%	35.6%	17.8%	29.7%	8.9%
18.	The district has effective educational programs for the following:					
	a) Reading	11.9%	55.4%	9.0%	16.8%	6.9%
	b) Writing	7.9%	57.4%	12.9%	17.8%	4.0%
	c) Mathematics	5.0%	64.4%	12.9%	14.9%	3.0%
	d) Science	5.0%	64.4%	15.9%	11.9%	3.0%
	e) English or Language Arts	8.9%	62.4%	10.9%	12.9%	5.0%
	f) Computer Instruction	6.9%	53.5%	12.9%	20.8%	5.9%
	g) Social Studies (history or geography)	5.9%	67.3%	14.9%	10.9%	1.0%
	h) Fine Arts	5.0%	66.3%	16.9%	8.9%	3.0%
	i) Physical Education	7.9%	70.3%	12.9%	7.9%	1.0%
	j) Business Education	3.0%	49.5%	38.7%	7.9%	1.0%
	k) Vocational (Career and Technology) Education	5.9%	44.6%	36.7%	7.9%	5.0%
	l) Foreign Language	7.9%	53.5%	26.8%	9.9%	2.0%
18.	The district has effective special programs for the following:					
	a) Library Service	3.0%	51.5%	29.7%	9.9%	5.0%
	b) Honors/Gifted and	9.9%	65.3%	8.9%	12.9%	3.0%

	Talented Education					
	c) Special Education	14.9%	57.4%	7.9%	15.8%	4.0%
	d) Head Start and Even Start programs	7.9%	43.6%	46.6%	1.0%	1.0%
	e) Dyslexia program	4.0%	28.7%	46.6%	15.8%	5.0%
	f) Student mentoring program	5.0%	39.6%	32.7%	21.8%	1.0%
	g) Advanced placement program	5.9%	50.5%	35.7%	6.9%	1.0%
	h) Literacy program	3.0%	38.6%	44.6%	9.9%	4.0%
	i) Programs for students at risk of dropping out of school	7.9%	43.6%	28.7%	13.9%	5.9%
	j) Summer school programs	6.9%	55.4%	17.9%	13.9%	5.9%
	k) Alternative education programs	10.9%	56.4%	19.8%	8.9%	4.0%
	l) "English as a Second Language" program	5.0%	40.6%	23.8%	23.8%	6.9%
	m) Career counseling program	3.0%	42.6%	33.7%	15.8%	5.0%
	n) College counseling program	4.0%	44.6%	32.7%	14.9%	4.0%
	o) Counseling the parents of students	5.0%	33.7%	31.7%	25.7%	4.0%
	p) Drop out prevention program	5.9%	41.6%	33.7%	12.9%	5.9%
19.	Parents are immediately notified if a child is absent from school.	5.9%	37.6%	31.7%	18.8%	5.9%
20.	Teacher turnover is low.	3.0%	31.7%	19.8%	34.7%	10.9%
21.	Highly qualified teachers fill job openings.	3.0%	32.7%	14.9%	33.7%	15.8%
22.	Teacher openings are filled quickly.	6.9%	47.5%	15.9%	21.8%	7.9%

23.	Teachers are rewarded for superior performance.	1.0%	8.9%	12.9%	41.6%	35.6%
24.	Teachers are counseled about less-than-satisfactory performance.	3.0%	53.5%	28.7%	10.9%	4.0%
25.	Teachers are knowledgeable in the subject areas they teach.	11.9%	65.3%	9.9%	10.9%	2.0%
26.	All schools have equal access to educational materials such as computers, television monitors, science labs and art classes.	5.0%	36.6%	10.9%	29.7%	17.8%
27.	The students-to-teacher ratio is reasonable.	3.0%	43.6%	8.9%	31.7%	12.9%
28.	Classrooms are seldom left unattended.	13.9%	63.4%	15.9%	4.0%	3.0%

C. Personnel Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
29.	District salaries are competitive with similar positions in the job market.	2.0%	13.9%	7.9%	44.6%	31.7%
30.	The district has a good and timely program for orienting new employees.	2.0%	50.5%	24.8%	18.8%	4.0%
31.	Temporary workers are rarely used.	4.0%	22.8%	34.7%	28.7%	9.9%
32.	The district successfully projects future staffing needs.	3.0%	22.8%	24.8%	32.7%	16.8%
33.	The district has an effective employee	4.0%	33.7%	30.7%	24.8%	6.9%

	recruitment program.					
34.	The district operates an effective staff development program.	3.0%	29.7%	11.9%	37.6%	17.8%
35.	District employees receive annual personnel evaluations.	16.8%	79.2%	3.0%	1.0%	0.0%
36.	The district rewards competence and experience and spells out qualifications such as seniority and skill levels needed for promotion.	0.0%	14.9%	15.9%	40.6%	28.7%
37.	Employees who perform below the standard of expectation are counseled appropriately and timely.	3.0%	40.6%	33.7%	19.8%	3.0%
38.	The district has a fair and timely grievance process.	3.0%	29.7%	43.6%	15.8%	7.9%
39.	The district's health insurance package meets my needs.	4.0%	37.6%	6.0%	32.7%	19.8%

D. Community Involvement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
40.	The district regularly communicates with parents.	6.9%	60.4%	9.9%	19.8%	3.0%
41.	The local television and radio stations regularly report school news and menus.	19.8%	73.3%	4.0%	2.0%	1.0%
42.	Schools have plenty of volunteers to help student and school	5.9%	32.7%	20.8%	34.7%	5.9%

	programs.					
43.	District facilities are open for community use.	5.9%	54.5%	24.8%	11.9%	3.0%

E. Facilities Use and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
44.	The district plans facilities far enough in the future to support enrollment growth.	2.0%	19.8%	16.9%	45.5%	15.8%
45.	Parents, citizens, students, faculty, staff and the board provide input into facility planning.	3.0%	25.7%	11.9%	42.6%	16.8%
46.	The architect and construction managers are selected objectively and impersonally.	3.0%	17.8%	43.6%	22.8%	12.9%
47.	The quality of new construction is excellent.	5.9%	39.6%	26.8%	19.8%	7.9%
48.	Schools are clean.	6.9%	63.4%	3.0%	23.8%	3.0%
49.	Buildings are properly maintained in a timely manner.	5.0%	51.5%	7.9%	29.7%	5.9%
50.	Repairs are made in a timely manner.	4.0%	42.6%	9.9%	32.7%	10.9%
51.	Emergency maintenance is handled promptly.	5.9%	72.3%	9.9%	7.9%	4.0%

F. Financial Management

Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
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52.	Site-based budgeting is used effectively to extend the involvement of principals and teachers.	3.0%	36.6%	23.8%	17.8%	18.8%
53.	Campus administrators are well trained in fiscal management techniques.	6.9%	43.6%	32.7%	14.9%	2.0%
54.	Financial reports are allocated fairly and equitably at my school.	8.9%	51.5%	15.9%	16.8%	6.9%

G. Purchasing and Warehousing

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
55.	Purchasing gets me what I need when I need it.	2.0%	35.6%	11.9%	40.6%	9.9%
56.	Purchasing acquires the highest quality materials and equipment at the lowest cost.	1.0%	17.8%	27.7%	40.6%	12.9%
57.	Purchasing processes are not cumbersome for the requestor.	1.0%	30.7%	22.8%	33.7%	11.9%
58.	Vendors are selected competitively.	1.0%	19.8%	50.5%	17.8%	10.9%
59.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	5.0%	57.4%	16.9%	15.8%	5.0%
60.	Students are issued textbooks in a timely manner.	5.9%	57.4%	15.9%	15.8%	5.0%
61.	Textbooks are in good shape.	6.9%	62.4%	13.9%	11.9%	5.0%
62.	The school library	12.9%	58.4%	5.0%	12.9%	10.9%

	meets students' needs for books and other resources.					
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H. Food Services

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
63.	The cafeteria's food looks and tastes good.	5.9%	48.5%	18.8%	20.8%	5.9%
64.	Food is served warm.	8.9%	64.4%	12.9%	11.9%	2.0%
65.	Students eat lunch at the appropriate time of day.	6.9%	68.3%	7.9%	13.9%	3.0%
66.	Students wait in food lines no longer than 10 minutes	7.9%	62.4%	15.9%	9.9%	3.0%
67.	Discipline and order are maintained in the school cafeteria.	5.9%	69.3%	7.9%	11.9%	5.0%
68.	Cafeteria staff is helpful and friendly.	23.8%	64.4%	6.0%	5.0%	1.0%
69.	Cafeteria facilities are sanitary and neat.	18.8%	69.3%	6.9%	4.0%	0.0%

I. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
70.	School disturbances are infrequent.	8.9%	60.4%	6.0%	20.8%	4.0%
71.	Gangs are not a problem in this district.	1.0%	13.9%	11.9%	62.4%	10.9%
72.	Drugs are not a problem in this district.	0.0%	5.9%	8.9%	61.4%	23.8%
73.	Vandalism is not a problem in this district.	0.0%	11.9%	11.9%	59.4%	16.8%
74.	Security personnel	5.9%	51.5%	37.6%	5.0%	0.0%

	have a good working relationship with principals and teachers.					
75.	Security personnel are respected and liked by the students they serve.	5.9%	42.6%	44.6%	5.0%	2.0%
76.	A good working arrangement exists between the local law enforcement and the district.	7.9%	57.4%	29.7%	5.0%	0.0%
77.	Students receive fair and equitable discipline for misconduct.	6.9%	45.5%	7.9%	29.7%	9.9%
78.	Safety hazards do not exist on school grounds.	2.0%	38.6%	20.8%	30.7%	7.9%

J. Computers and Technology

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
79.	Students regularly use computers.	12.9%	66.3%	6.0%	12.9%	2.0%
80.	Students have regular access to computer equipment and software in the classroom.	9.9%	48.5%	7.9%	26.7%	6.9%
81.	Teachers know how to use computers in the classroom.	5.9%	57.4%	10.9%	23.8%	2.0%
82.	Computers are new enough to be useful for student instruction.	6.9%	64.4%	8.9%	12.9%	6.9%
83.	The district meets students' needs in classes in computer fundamentals.	5.9%	59.4%	16.8%	12.9%	5.0%

84.	The district meets students' needs in classes in advanced computer skills.	4.0%	30.7%	37.6%	22.8%	5.0%
85.	Teachers and students have easy access to the Internet.	5.9%	45.5%	13.9%	22.8%	11.9%

Appendix D

NARRATIVE COMMENTS

The narrative comments below reflect the perceptions and opinions of teacher survey respondents.

- The "Parent organization" has come under fire for questioning SAISD hiring/firing policies, expenditures and over-staffing at the central administration level. These facts and figures should be public knowledge!! Several years ago, the Sharp audit revealed the central administration level was too big for a district our size, but it has continued to grow! Now, they say we can save money by closing schools, eliminating nurses and social workers, increasing class size and cutting back on custodial help! That really makes sense. It is time to put the money back into the classroom. We now have two to three administrators drawing salaries for jobs previously handled by one person. It is time the "general public" started asking questions and lots of them.
- The district requires teachers to communicate with parents. In an effort to smooth the difficulties by expensive PR moves, the district has only exacerbated the public mistrust.
- The district has not planned for decreasing enrollment. The explosion in central administration and staff has left many classroom teachers wondering if we and the children can possibly support all of them. Considering the mess made here by the board and school administration, we are doing surprisingly well. We are, however, losing the idealism and enthusiasm of too many young teachers.
- Much of our energies go to busy-work projects designed to make it look as if we are really doing things. Real teaching is done by seasoned teachers who are left in their classrooms to teach, not pulled out every two or three weeks for useless meetings or in-service.
- A great program on a Title I Campus is a well-staffed Health Clinic. This clinic is so important to help keep our students in school. I think this clinic is in danger of being closed because of budget problems in our district. In the past three years, our school board and superintendent have spent a \$20 million surplus. One great waste has been in travel expenses for some to attend conferences, workshops, etc. around the country. I know some of this is very important, but, in my opinion, much money was wasted on large groups traveling around the country. When people attend these conferences "in theory" the information gained is to be shared with classroom teachers - I did not see this happen.

- I have great support from my campus level administrators, but don't see that from the superintendent and some district-level administrators.
- A lot of good things are going on here. Students are the focus. It was not until the current superintendent arrived that we had anything except rudimentary supplies - there was no money to spend on modern equipment and technology. Today, however, there are too many administrators at the central office and their salaries are too high. The school board members take a "hands off" attitude and simply look to the superintendent for answers.
- Any problems with this school district are with the school board and the superintendent. Very simple.
- As a hard-working teacher who works hard for my students to have a good education, I have become disheartened with this profession in the last year. I work long hours after school and on the weekends, and I literally spend hundreds of dollars each year out of my own small paycheck on supplies for projects and resources for my classroom. I do so knowing that I am doing what is best for the kids and that I am expected to by my own district, but the line has to be drawn somewhere. Last year, my so-called raise in this district was barely noticeable and our superintendent accepts a \$15,000 raise along with a nice expense account. There is something wrong with this picture. I am still expected to work overtime by staying after school for meetings and staff development, which most of the time does not even meet my needs as a kindergarten teacher. It becomes frustrating when we do not get paid overtime or compensated for supplies that should be available for us in the first place, and some administrators turn in overtime hours and get a large check. I understand that working long hours comes with this job, but when it starts to infringe on my family time it becomes a problem. Teaching is becoming increasingly more difficult each year, and unless there is a change in priorities and teachers are given the respect they deserve, I fear that there will be an even bigger teacher shortage. I do this because I love kids and I want to make a difference, but it is hard to work for a district that has their priorities mixed up. Our district has done some good things in the last couple of years, and the kids have benefited from some of the programs that have been implemented. I just hate to see a district with so much potential have so many problems. I do not expect to be rich or compensated for all the extra time and money that I put into being a teacher, but I do expect to be respected as a professional and get paid what I deserve to be paid.
- As a parent of school children, a teacher and a taxpayer I feel very frustrated with our current administration. When members of the community ask questions about expenditures, salaries and other

topics of concern they are met with an offensive and even hostile attitude. I am very uncomfortable with the excessive spending that our board has allowed which has now caused the district to have to cut teaching positions, programs and implement a hiring freeze to survive next year. My hope is that our district will cut administrative expenditures and reduce excessive staff in that area rather than making cuts in the classrooms. Thank you for reviewing our district.

- The SAISD has undergone drastic changes in the past several years. In my opinion, these have not been good changes for the students. We have plodded through great amounts of money with not much to show for it other than the "show". There has been a lot of that! I will give you several examples that I know of. Teachers and administrators are sent all over the country (Disneyland, Florida) to get training or to recruit or just to play. Some teachers are taken out of their classroom many days a year for training, writing curriculum and other in-service. But what about their students? Are the teachers teaching their students? No, a substitute is! That is not the same as the teacher. Would you want your own child in this classroom? This nonsense costs the school district large amounts of money. Whether it is "grant money" or taxpayers' money, shouldn't it be spent in the most efficient way for the good of the students? It seems there is program after program "tried" and then discarded. And yet, programs that we have had that were great "stepping stones" for the TAAS are now "out". I wonder how our TAAS scores will be after several years of this.
- The teachers are not even treated with common courtesy. They have been yelled at, threatened and lied to by our superintendent. He seems to manage the administrators with money and promotions. I do not know how he "manages" the school board, but for years now they have said "yes" to this outrageous spending. The classroom teachers and the students have not benefited from this spending. When asked about the spending practices, the superintendent gets very defensive with the community. He has called employers regarding these people that have asked questions and threatened them. He has called the United Way and said the school district would not support them if these "troublemakers" were on their board. These people from the community that are asking the questions are only asking for the good of the community. They are very honest and ethical people. The superintendent is trying to drive a wedge in our community with racial and socio-economic comments. These are problems that did not exist before he came. Our district administrators used to "be there" to help us with our teaching. I cannot think of anything I could go to them for at this time.

- I work for a great principal and this person lends us great support. How long will my principal stay? Probably not long! The pressure for principals is unbelievable-look at how many will leave this year. Who will replace them? And how many teachers have retired during the last several years to be replaced by inexperienced teachers. Who will mentor these new teachers? I do not blame these teachers for taking the money incentive. Is this best for students? We need a certain amount of experienced teachers!
- Experience cannot be bought or taught. But every retiring teaching should have a 20% salary raise for their retirement. Not as an incentive but as a bonus.
- Administrators and faculty should have moral character.
- Lower ratio of student to teachers in the classroom is needed: 1 teacher to not more than 25 students. Each special ed student should count as 2 if the teacher is expected to teach them. A teacher cannot modify 10 students in a 30-student classroom.
- I am basically satisfied with my school and my school's administration; however, I see discrepancies in the level of standards, even among our teachers. I need additional training each year to teach AP courses, yet have been repeatedly told there are no funds available.
- I am very concerned that \$25,000,000 in cash reserve has been spent and it did not help my students. I am further concerned that bond money from 1995-96 has not been spent on Central High and Lake View High. At Central HS, \$400,000 should be left for renovations. At Lake View, several million were left before it burned. This was for renovation - the fire insured loss was \$13.75 million and that is what was spent on the new Lake View HS, so what became of that money remaining?
- 35-40 administrators attended a reading conference in Anaheim, California for several days; we understand trips to ball games and Disneyland were attended in this "educational trip." This conference information was not presented to local teachers after the trip even though every teacher who attends a conference is required by staff development to share that information with their fellow teachers. When secondary Science teachers asked to attend CAST last year, only 6 were allowed to go "because the Eisenhower grant Title II money is all gone." This fund must be looked at closely; it appears it is being spent in inventive ways and not on Math and Science teachers this year. It was spent on a consultant and developing "standards" last year.
- We have too many folks who work here who came from Michigan. Friends, spouse, sister-in-law and her daughter have enjoyed employment at SAISD, often at high salaries - \$90,000 plus. Local expertise was available for these jobs, and new positions such as

Deputy Superintendent, Director of Research, Director of Staff Development, Architect for Schools - just to name a few.

- Anyone outside of central administration can tell you we have added many new, expensive positions to the flow-chart of SAISD Central Office at the expense of children in the classroom.
- The superintendent heaps rewards of high salaries and promotions on many who are not qualified or deserving. The ranks of principals he has promoted owe their total allegiance to the superintendent, and their support will be loud and positive, but he is not there for teachers. His avowed dislike for SAPRO colors all that he does. I think it is such a waste of taxpayer money to actually pay our legal team to look into the merits of filing a libel suit against other taxpayers. Not one cent of that money, totaling thousands, can be used for our kids. How dangerous is it to have a board, which sanctions legal action to "take pressure off the superintendent?" These were their exact words.
- Five years ago, we underwent another audit by John Sharp. SAISD was a great place to teach then - morale was high, kids excelled, we were respected by the communities, and there was no dissention between groups. We were proud of our accomplishments. Now we probably cannot repair the damage already done: the lost funds, the misspent appropriations, the nepotism, the racial divisiveness, and the total disintegration of trust. I am ashamed of the changes the superintendent has made, and the board who rubber-stamped his wants and desires.
- To pay many at the central office \$650/month for a car allowance is foolish. They should be paid per mile and account for where they go and whom they see. Central administrators should have the same per diem as other employees.
- Standards are given for Math curriculum that do not include a true scope and sequence or any practice. The current administration removes programs and spends thousands to train teachers how to teach without any materials and brag on their staff development
- I feel that staff development is often inappropriate and a waste of time and money.
- I would like to have dental and optical coverage added to health insurance.
- Doors on our campus lock only from the outside and if a teacher wants to work late or on weekends, safety is an issue.
- Most teachers know how to use computers, but not all.
- I would like to see Internet in the classroom. To take 20 students into a small room with 10 computers is not easy.
- I feel that the method used to determine student-to-teacher ratio in our district is wrong. On our campus, we supposedly have a 16-to-1 ratio; however, some of us have 30 students. When the district does the ratios, they count our PPCD and Early Education teachers

who usually only have 5 or 6 students per teacher. I also think that Title I funding is not being used in the best way.

- I feel that we have a good school district, but I am concerned about how our superintendent spends our money. The school board has given the superintendent total control. We have gone from having \$24 million in surplus to a major budget crunch. We are looking at closing schools and laying off teachers. I feel our superintendent needs to be investigated.
- I feel there have been a lot of positive changes in our district over the last several years for the education of the children, but I have also felt decisions made and money spent could have been handled more effectively and efficiently. I do not feel the students are coming first. There are a lot of inequalities among campuses within the district.
- One of the good changes the superintendent has brought is the availability of many new programs and the equipment needed to implement these programs. On the other hand, the constant hiring of new administrators has been extreme. My question is, where are all the administrators? During the last three years, we have not had a single administrator come into our classrooms my concern is our children will suffer because of poor management of the money.
- This school district is in trouble. Our school board and superintendent have spent \$23 million and still cannot tell the community what EXACTLY it was spent on. The community is up in arms, the teachers are silent because of fear, and the administrators follow orders. The superintendent's public statements have been unprofessional. He runs our school board instead of our school board running him. They have taken the children's money and thrown it away. Our board and superintendent should be investigated.
- Morale in our district is low. The expectations of the students are so low that they can't even pass a teacher-made test without notes. Attendance is dropping off.
- By the way, we need to start school later and get out by May 25. Starting in August is hurting our students. They are burned out by April. Making students attend more days doesn't mean they learn more. Actually, they are learning less because they are tired. More videos are being shown and not educational videos.
- I believe that most students receive a very good education if they apply themselves. Problems exist in over-crowding of core curriculum classes, such as English, Math, History and Science where students should be more challenged and given more homework, but over-worked teachers cannot keep up with the grading load. Additionally, AP and GT classes often exceed 25 students! Teaching one of these classes is three/four times more labor intensive for a teacher due to the prep time that GT entails.

Furthermore, AP and GT students produce 3-4 times as many assignments to be graded, as well. In my opinion, AP and GT classes should absolutely be capped at 20; 15 students would be preferable and is recommended by the College Board, which governs AP.

- Students do not get disciplined enough for their actions. I send students to the office for breaking Hand Book Rules and the student gets counseled. No wonder no one wants to teach.
- I think we spend more money on looking good and on things that sound good rather than on time and teacher-tested curriculum and materials.
- I think people in administration should go back to the classroom and practice what they preach. I think many would change their tune on these "new" ways to teach.
- The superintendent is not respected or trusted.
- I do not feel that forcing multi-age or split-level classrooms on a teacher or her students is a reasonable answer to a district's budget problems. I do not feel a teacher can do an adequate job of teaching when dealing with two different grade levels. You have enough varied levels in a single-grade classroom.
- I have received equipment for my room that I did not need or want. I was never consulted as to what might be a help to me in my classroom. I have simply been given things chosen by others. This, I think, has had a great impact on our budget and on my classroom. I could have spent this large amount of money much more wisely as far as my own classroom is concerned, if I had only been consulted.
- I consider it very poor planning for district staffing needs when a classroom goes into the second week of school without a teacher. Especially when the administration from that campus has statistics that show a need for the teacher prior to the beginning of school.
- Teachers are not consulted about staff development needs. We are told what we will attend most of the time, and in fact have been forced to attend the same staff development more than once, in a particular instance, simply to fill the audience. We are allowed to make some choices, but these choices are extremely limited and are geared only to what the central administration dictates, not to our needs.
- Our communication with parents and the public is extremely limited. Anything sent home must first be sent through and approved by central administration.
- The TV coverage is extremely limited and poor. The newspaper has vastly improved within the past year.
- Inappropriate and extravagant administrative spending has helped create a "budget crunch" in our district. Too many administrative positions have been created and others enhanced with too high of

salaries to be in line with the student ratio. The administration believes a way to rectify this would be to cut teachers and programs, which would directly affect the students of our district. This is wrong!

- Cut administrative travel.
- Money spent loosely has now created budget cuts.
- Most SAISD teachers are competent and dedicated to providing their students with the best educational opportunities possible. However, this is difficult when financial resources are not handled properly. A shortage of computer technology makes it hard to give all students the educational opportunities they need to succeed in an ever-changing world. And it is hard for teachers to maintain a consistent strategy for teaching when various curriculum and programs are being imposed upon the teachers from year to year.
- My primary concerns are that the library budgets are being cut every year and vendors are not selected competitively.
- Our decline in proper fiscal management over the last 3-4 years is causing our district to institute squeezing students into multi-age or split classrooms next year. A hiring freeze is in effect at this time. Administrators above the campus level have higher salaries than their counterparts elsewhere. The chaotic management style currently driving our district has demoralized and confused many.
- Our district has made great progress in the past three years. I would say that we have had a 100% percent improvement in technology, safety and security and beautification of all our schools. Everything is more equal throughout our district and our parent and community involvement has improved 100%.
- Our district is top heavy with people in administration making the large salaries and teachers not being compensated appropriately or in the same manner as administration. A more equitable pay schedule would be appreciated by those of us on the front line of working with students.
- Overall - most teachers are unhappy with the school board and the superintendent and the direction education has taken. Our school board, except for one member, has given the superintendent full reign. Now our budget is in bad shape and we have a deficit compared to last year. In order to help the situation, teachers and students will suffer. We are told there will be multi-age classes made between levels. All teachers will start with 20 students (K-4), 25 students (5th -6th). We are upset, especially with K-kids. A K-1st split would be a killer with 22+ kids.
- Overall, I think San Angelo ISD has a good hold on educational performance. As anywhere, there is good and bad. However, recent focus on monetary/budget issues puts the entire district in a negative light and adversely affects students. My earnest desire is that these problems will be resolved with no reduction in programs

that directly affect any students. Administrators should be cut before student programs.

- SAISD has too many people in administration drawing large salaries. How about this for a novel concept: no administrator is paid more than the highest paid teacher? I would think the number of administrators would drop.
- SAISD tends to concentrate on high salaries for non-necessary upper level administrators. It also seems that the poor performing campus administrators are promoted to upper management. The superintendent's wife has a high salaried new and unnecessary position.
- Schools are not equal across the district. New programs are introduced one year and then replaced the next and even the next. Why do we adapt new curriculum and then spend days out of our classrooms writing district curriculum?
- Since the superintendent came to San Angelo, the International Baccalaureate program has been planned and will be put in place soon. Curriculum committees have been working for two years to set district standards based on best practices nationwide. A systemized plan is in place to vertically and horizontally align all curricular areas. Professional development has been expanded beyond the reign by allowing teachers and administrators to attend curriculum-specific conferences in other states. The caliber of education has risen dramatically since these innovations have been put into place.
- Some schools owe great thanks to administration (principal) who lets us do good. Too many administrators in the administration building and way too big salaries!
- Too much training for good teachers - I guess we have a lot that don't know what to do with all the in-service and being told what to do.
- I feel administration just sits up there and thinks of more things for us to do in the classroom.
- Way too much spent on experts(!) from out of state or country (for in-service). Then, when we have a question, we get the run-around because no one will take responsibility - too many chiefs!
- We've had a good structure in elementary, but the new superintendent and all his people are getting paid too much. Promotions are not all on quality.
- Without state support (i.e. health insurance and pay raises), good teachers (excellent teachers) are forced financially to change careers. Let's face it. A happy employee is a productive employee. When employees are struggling to keep their families fed and clothed, they are not going to perform at very high standards. It is difficult to justify remaining in a low-paying job when you have a

minimum of a 4-year degree. There needs to be statewide change in teacher employment standards.

- Teachers are teaching an increasing number of students. We have seen totals that next year our class size will start at 28 and most likely go up. Most teachers feel frustrated that administration is cutting teachers to save money. Yet they (administration) continue to get pay raises.
- Teachers miss too many days due to staff development, trainings, trips and other school-related events.
- The climate of the SAISD is stormy. A lack of trust by the community and staff for the superintendent and Business Office Executive is quite evident. Morale is at its lowest point in years.
- The educational performance is fair, but the administrators (administration building) are thinking only of themselves. I do not think it is fair to have a \$130,000 difference between the highest paid employee (superintendent) and the lowest paid employee. We need administrative changes fast or this district is going to be in serious trouble.
- The educational performance on the junior high level of San Angelo ISD is not fair. The lower income schools do not get the support or treatment that they deserve. Teachers are burned out and tired of having students yell at them and treat them any kind of way. Principals are never around when you need them. The district has yet to address the problem. Books are not available and supplies are never there. Teachers are expected to be miracle workers and feed the multitude with three fish and five loaves of bread.
- The SAISD spends a very large amount of money writing "standards." Because of this, substitutes are not available when teachers are out and we are told teaching positions and aides will be cut because of lack of funds. It appears that making the district look good is more important than providing adequate services to the children. The standard being produced is not in a user-friendly format, is incomplete (skills), and is difficult to follow. Also, the district chose not to renew their contract with the regional center. Therefore, teachers do not have access to the regional center's services. Is this a common practice?
- The school board seems to be controlled by the superintendent, blindly approving questionable expenditures and practices by the superintendent. The district has operated with about a \$20 million surplus account for the first 10 years but now it has been depleted to about \$2-4 million. A budget that is always under-budget [?] constantly detracts from this surplus. When citizens question this, the school board and superintendent accuse the citizens of picking on the superintendent for racial reasons. These expenditure discrepancies were found by the auditor of the district.

- The teachers' main priority is the education of the students; but the administrators seem mainly occupied with the business of avoiding the questions of the San Angelo Parents Rights Organization (SAPRO). Teachers are told not to discuss what's going on between SAPRO and the superintendent with our spouses. Many teachers and their spouses have voiced their opinions in the local editorial page of the newspaper. They are then questioned as to their beliefs and loyalties by the district. These practices have made teachers feel very uncomfortable.
- We have new curriculum guides in Science and Math only, but they are obscure and hard to use.
- Teachers with experience are offered an early incentive package to retire. They are sent many letters throughout the year, while their positions are filled with first-year teachers.
- Millions have been spent on staff development the last several years, but a large portion of that money was spent on expensive travel to far away places, such as Michigan, California, Canada, New Mexico, Boston, and also spent on very nice hotels, such as the Hilton on the River in San Antonio, with the quality of information given at the seminar no better than what's received here in San Angelo.
- District facilities are open for public use; for example, gyms are used by YMCA teams for practice free of charge. However, when SAPRO held a meeting in the high school cafeteria, they were charged to use it.
- We were informed recently that due to the budget problems, 40 teaching units would be dissolved and we were asked for volunteers to leave.
- For the past 3 years, site base has been virtually non-existent, at least on my campus.
- The principals seem to be liaisons between the central office and the school only, spending very little time on campus.
- The amount of reports and forms the teachers are required to complete at a moment's notice is overwhelming, especially when the same information was given before.
- The amount of staff development required after school is burdensome, 13 this year.
- The superintendent has made a joke of our district. He does not have teacher or parent support. It seems that only the school board supports him.
- We understand that we may lose our art classes in 1st grade. That would be an injustice to the children.
- Spanish should be taught beginning in the 1st grade.
- There has been a sense of disagreement between part of community and the superintendent and the school board that has escalated from both sides until it creates an atmosphere of unrest

and discontent. Both sides have good and bad points but are both dug in and all hurting the district. We are getting better with technology but still have a long way to go before it can be used by all students regularly. There is a sense among many teachers that beyond their campus criticism will bring retaliation. Most campus administrators are well liked and respected but spend too much time in meetings called at the last minute. Meetings involving teacher and administration are set without regard to things such as TAAS tests or semester finals, leaving teachers wondering how committed the administration building is to the real classroom. Questions over the decreased surplus have created problems with local taxpayers.

- This district is forward thinking and proactive in terms of curriculum, alternatives, and technology. The students are first!
- This is a good school district; teacher's work hard, the campus administrators are conscientious, reliable and child-oriented. The superintendent has initiated dozens of good, new innovations in our district. The gifted program is excellent.
- This is the most top-heavy school district probably in the state. More money is spent on upper echelon salaries. In fact, the money in the district is so administrative heavy; the administration building is called the "Taj Majal."
- New science labs were constructed - never was a science teacher consulted. No money for equipment in the new lab - made do because of budget cuts for science.
- Morale for teachers is very low.
- Too many administrators at university building.
- Too much emphasis is placed on the statistical data. Numbers do not always reflect reality. I feel that teachers in this district are not encouraged to become active in the planning process for the future; teachers are treated as students; and staff development does not meet the needs of teachers in so far as subject-specific information is concerned (we should be required to have a certain # of hours per year but we should decide in what areas). I do not feel that my knowledge/experience is rewarded. I do not feel that I am treated as a professional. Too much responsibility for student performance is placed at my feet. More consistency is needed in the area of discipline. The superintendent should be subject to more oversight. I am worried that our district is being drained financially and is losing credibility. I am concerned that we are losing the best teachers and administrators that we have.
- Too much of my classroom time is given to special programs. The D.A.R.E program requires 50 minutes per week for 90 days. Spanish - 1.5 hours per week for the year is ineffective. 90% of the students do not participate - everyone received an "s." Reading specialists (who schedule .5 to .75 hours per week and then often

do not come until the last minute) do more for my students than I do, daily.

- Our library is ill-tended and often closed. The library is central to our individualized reading instruction. Counselors spend time "teaching curriculum" and do not have enough time to spend with troubled, struggling students. Education in San Angelo, TX remains "a mile wide and an inch deep."

Appendix E

STUDENT SURVEY RESULTS

A. Demographic Data/Survey Questions

B. Narrative Comments

Demographic Data

1.	Gender (Optional)	Male	Female	No Response			
		43.9%	54.4%	1.8%			
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Response
		49.7%	2.9%	33.9%	2.9%	5.3%	5.3%
3.	What is your classification?		Junior	Senior	No Response		
			75.4%	24.6%	0.0%		

SURVEY QUESTIONS

A. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
1.	The needs of the college-bound student are being met.	6.4%	49.1%	24.0%	12.3%	8.2%
2.	The needs of the work-bound student are being met.	5.8%	50.9%	29.2%	10.5%	3.5%
3.	The district has effective educational programs for the following:					
	a. Reading	14.6%	56.7%	14.6%	11.1%	2.9%
	b. Writing	15.2%	57.9%	13.5%	11.1%	2.3%
	c. Mathematics	21.6%	54.4%	8.8%	12.3%	2.9%
	d. Science	20.5%	56.7%	11.7%	8.2%	2.9%
	e. English or Language Arts	20.5%	56.1%	11.7%	9.4%	2.3%

	f. Computer Instruction	16.4%	58.5%	13.5%	8.8%	2.9%
	g. Social Studies (history or geography)	18.1%	59.1%	13.5%	6.4%	2.3%
	h. Fine Arts	22.2%	49.1%	18.7%	7.6%	2.3%
	i. Physical Education	22.8%	50.9%	21.1%	4.1%	1.2%
	j. Business Education	9.9%	50.3%	28.1%	9.4%	2.3%
	k. Vocational (Career and Technology) Education	18.7%	48.0%	22.2%	8.8%	2.3%
	l. Foreign Language	18.7%	49.1%	19.3%	9.4%	3.5%
4.	The district has effective special programs for the following:					
	a. Library Service	16.4%	42.7%	26.9%	9.4%	4.7%
	b. Honors/Gifted and Talented Education	24.0%	46.2%	20.5%	6.4%	2.9%
	c. Special Education	19.9%	35.7%	36.8%	4.7%	2.9%
	d. Student mentoring program	6.4%	29.2%	45.6%	14.0%	4.7%
	e. Advanced placement program	18.7%	47.4%	24.0%	7.6%	2.3%
	f. Career counseling program	12.9%	40.4%	34.5%	9.4%	2.9%
	g. College counseling program	11.7%	38.6%	33.3%	8.8%	7.6%
5.	Students have access, when needed, to a school nurse.	9.9%	31.6%	12.3%	23.4%	22.8%
6.	Classrooms are seldom left unattended.	5.8%	52.0%	19.9%	17.5%	4.7%
7.	The district provides a high quality education.	7.0%	44.4%	27.5%	14.0%	7.0%
8.	The district has a high quality of teachers.	10.5%	45.0%	23.4%	14.6%	6.4%

B. Facilities Use and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
9.	Schools are clean.	12.9%	43.9%	19.3%	16.4%	7.6%
10.	Buildings are properly maintained in a timely manner.	11.7%	43.9%	20.5%	15.2%	8.8%
11.	Repairs are made in a timely manner.	9.9%	33.9%	18.1%	24.0%	14.0%
12.	Emergency maintenance is handled in a timely manner.	12.9%	39.8%	25.1%	12.3%	9.9%

C. Purchasing and Warehousing

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
13.	There are enough textbooks in all my classes.	16.4%	39.8%	9.4%	26.3%	8.2%
14.	Students are issued textbooks in a timely manner.	12.3%	45.0%	14.0%	20.5%	7.6%
15.	Textbooks are in good shape.	5.3%	29.2%	14.6%	36.3%	14.6%
16.	The school library meets students needs for books and other resources.	15.2%	43.9%	15.8%	18.1%	7.0%

D. Food Services

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
17.	The school breakfast program is available to all children.	14.0%	38.6%	36.3%	8.2%	2.3%

18.	The cafeteria's food looks and tastes good.	4.7%	19.9%	41.5%	15.2%	18.7%
19.	Food is served warm.	10.5%	38.0%	33.9%	8.8%	8.8%
20.	Students have enough time to eat.	5.8%	21.1%	12.9%	16.4%	43.9%
21.	Students eat lunch at the appropriate time of day.	8.8%	43.3%	21.1%	14.6%	12.3%
22.	Students wait in food lines no longer than 10 minutes.	6.4%	24.0%	26.9%	19.3%	23.4%
23.	Discipline and order are maintained in the schools cafeteria.	5.3%	40.9%	35.7%	11.1%	6.4%
24.	Cafeteria staff is helpful and friendly.	11.7%	42.1%	26.3%	14.0%	5.8%
25.	Cafeteria facilities are sanitary and neat.	10.5%	41.5%	30.4%	8.2%	9.4%

E. Transportation

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
26.	I regularly ride the bus.	4.1%	11.7%	39.2%	11.7%	33.3%
27.	The bus driver maintains discipline on the bus.	3.5%	14.6%	70.2%	4.7%	7.0%
28.	The length of the bus ride is reasonable.	1.8%	11.7%	74.9%	5.8%	5.8%
29.	The drop-off zone at the school is safe.	3.5%	19.9%	67.8%	3.5%	5.3%
30.	The bus stop near my house is safe.	2.3%	18.1%	71.3%	4.1%	4.1%
31.	The bus stop is within walking distance from our home.	6.4%	16.4%	70.8%	2.9%	3.5%

32.	Buses arrive and depart on time.	2.9%	15.8%	70.2%	5.8%	4.7%
33.	Buses arrive early enough to eat breakfast at school.	2.3%	9.9%	72.5%	6.4%	8.2%
34.	Buses seldom break down.	3.5%	13.5%	72.5%	5.8%	3.5%
35.	Buses are clean.	2.3%	11.1%	70.2%	9.9%	5.8%
36.	Bus drivers allow students to sit down before taking off.	4.7%	14.6%	69.0%	7.0%	4.7%

F. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
37.	I feel safe and secure at school.	8.2%	46.8%	21.1%	11.7%	12.3%
38.	School disturbances are infrequent.	5.8%	54.4%	19.9%	12.3%	7.6%
39.	Gangs are not a problem in this district.	11.7%	36.8%	29.2%	14.0%	8.2%
40.	Drugs are not a problem in this district.	7.6%	11.7%	25.1%	27.5%	28.1%
41.	Vandalism is not a problem in this district.	3.5%	25.1%	23.4%	29.8%	18.1%
42.	Security personnel have a good working relationship with principals and teachers.	8.8%	41.5%	39.8%	4.1%	5.8%
43.	Security personnel are respected and liked by the students they serve.	5.8%	24.6%	31.6%	19.3%	18.7%
44.	A good working arrangement exists between the local law enforcement and the district.	7.0%	38.6%	33.9%	9.4%	11.1%

45.	Students receive fair and equitable discipline for misconduct.	3.5%	33.3%	20.5%	14.0%	28.7%
46.	Safety hazards do not exist on school grounds.	4.7%	18.7%	36.3%	23.4%	17.0%

G. Computers and Technology

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
47.	Students have regular access to computer equipment and software in the classroom.	11.1%	36.8%	18.7%	22.8%	10.5%
48.	Teachers know how to use computers in the classroom.	7.0%	44.4%	19.9%	16.4%	12.3%
49.	Computers are new enough to be useful for student instruction.	10.5%	55.0%	21.1%	6.4%	7.0%
50.	The district offers enough classes in computer fundamentals.	9.9%	53.8%	21.1%	9.4%	5.8%
51.	The district meets student needs in classes in advanced computer skills.	10.5%	40.4%	30.4%	9.9%	8.8%
52.	Teachers and students have easy access to the Internet.	14.6%	38.6%	17.0%	13.5%	16.4%

Appendix E

NARRATIVE COMMENTS

The narrative comments below reflect the perceptions and opinions of student survey respondents.

- All programs are very good but vocational classes should receive the same recognition as athletics.
- Although I personally think that the San Angelo ISD is an exceptional school district, it, like many others could use improvement. The teachers for the most part, are friendly and care about their students. The principals are equally interested in keeping us in school and learning.
- Central High School is a very large campus. It's hard to get from one side to the other in eight minutes. Traffic is very dangerous at Central. Something should be done.
- The SAISD should make sure the food they make children eat is healthy. One time I ordered a cheese burger and the bun was moldy. I wasted money that day.
- Teachers should allow more time for those students who are slower and not punish them for not having something finished. And I've seen many students get into trouble for being late when participating in a pep rally. That's wrong! You should tell teacher to be nicer to students! We have feelings!
- Everything is just fine excluding the cops (security) 'cause they judge you by what you look like and drive.
- I think teachers need to know what causes learning disabilities and need to understand them. If you understand something, then you can teach it. Teachers need to observe students and pinpoint how the student learns and teach them how they learn. Some students learn by touch or by sound. If they know how they learn something, they can use that to teach themselves. A lot of students have the potential to do things, but no one's there to show them how to bring out their potential to do things.
- Grammar is poorly taught at all levels. Advanced/Honors classes need to be equal throughout the same department.
- I believe that basically they're doing a good job and overall everything is handled right.
- I do not understand why the nurse is only here about once or twice a week. Students don't only get sick once or twice a week.
- This school district doesn't really care for the students, they just worry about how they look to other school districts.
- Our lunches are not long enough. That is the reason why there are car accidents because of the short amount of time.

- I don't really like going to a school where all of my rights as an American citizen are taken away.
- I feel that SAISD could do a better job of the educational programs they have. And stop spending our money.
- I feel that some of the teachers in this district are inefficient teachers.
- I feel that the discipline is unfair towards minorities. Also attendance is not good here. Discipline is not real good just because of who you are.
- I feel that the school district needs to spend more money on the school than the administrators. (i.e. do we really need those Excursions)
- I feel that the school is never clean. I see bugs everywhere-- everyday. The teachers are not good. Most do not care about the students. Teachers have only their view. A lot are against gays, different races and you can tell when they deal with students. There is too much violence in Central. Its like nobody even cares about us, the students, safety.
- The school pays too much attention to sports, way too much. It seems all the money is going to that. The school can not even afford paper for the printers.
- The school lunches are not good enough. I don't think we should serve meat. Most of the food is meat.
- I feel that the teachers we have are teaching to their best performance. I believe they teach great. I also feel I'm getting the best education at this school.
- I feel that you could do a lot better.
- I feel there are several flaws in our school district compared to other districts. For one, the students don't always have access to the Internet. For example, if I just randomly wanted to get on the Internet, it is not possible. Another issue would be is most of the books issued to us at registration are not in good condition. For example, my Chemistry book was issued to me in horrible condition. Also I feel that teacher-student relationships could be better. Most teachers don't treat us like the young adults we are.
- I feel that the school district could offer more information on college majors. As a college-bound student I do not know what I want to major in and I wish the district would assist in these areas.
- I think our school needs a more safe environment. Many kids feel it would be easy to carry guns and many people do bring drugs on campus. This needs to stop. If you say we don't have the money, then think about this, if we have a school shooting and some people die, how much do you think their family would pay just to have them back.
- I think SAC and OCS is a very stupid program, if you want to discipline people, send them home or suspend them for a week and

don't give them work, then it's their problem that they are going to fail.

- The bathrooms need to be cleaner.
- I think that some of the classes are acceptable to some circumstances.
- I think that students at the High School are not receiving a high quality education. The school is not equal to other 5-A schools in Texas. Each year, the High School has maybe three national merit scholars while other schools of comparable size have up to fifty. Overall, students at the high school are receiving a sub-standard education. They arrive at college two years behind students educated at other high schools in Texas. This is a serious situation that needs to be fixed as soon as possible.
- I think that they should enforce the school policies and they should stop paying so much money to the superintendent.
- I think the educational program is a good and reasonable program for students. And San Angelo ISD does a good job on working on it, and making things a little better for students.
- I think the SAISD is doing well on how they are running the school, but not as good as it could be. For example, the lunch room. If you have a class far away from lunch you are in the back of the line. Usually that means by the time you get your lunch it's sometimes cold and you only have around five minutes to eat. Also if you have asthma, you may have to wait for treatment if you don't have a pass. This situation concerns me.
- I think we need to get longer lunch breaks and we need to care about more important things in school like learning instead of being worried about the police officers.
- I would really like teachers and faculty to get paid appropriately and increase their wages because the superintendent and the school administration building do not teach the students.
- The superintendent is unfair. We need a superintendent who will be equal with everybody.
- Need to make learning fun. Get computers for every class so we can learn on the computers.
- There is still a drug problem.
- Not everyone has access to the Internet because they don't have an account. We need more lunch time.
- Most of my teachers are awesome.
- Some schools are falling apart.
- Sometimes the pizza tastes funny and we don't like the new burritos. They are different. They used to taste good.
- Sometimes the pizza is cold.
- Lunch lines take forever.
- The lunch ladies are cool. It's funny to hear them talk.

- It freaks me out when the janitors take the tray out of the trash cans. Do they reuse them?
- Most kids buy and do drugs at school.
- The cops always chill with the principals. They are cool to talk to until they bust you.
- Sometimes the construction workers whistle at young girls. Not good.
- I like our school but the buses are crowded and I want the old burritos they used to serve in the cafeteria. Oh yeah, and the drugs. There are definitely drugs at school.
- SAISD has a variety of problems, many thanks to the negative and ineffective efforts of the superintendent. I believe his resignation is greatly needed. Students need to feel safe at school, and having police officers on campus does not ensure their safety. The resignation of many of the BEST teachers will hurt the district. Their replacements will not be easily adjusted or accepted. The level of teaching will fall to an all-time low. The students feel this district needs a lot of help, but not often is our voice heard.
- SAISD is a good school, but I believe that severe punishments are given for small things. Our campus has a policy that you leave the parking lot when you get to school.
- Since the teachers use their computers to do grades and attendance, students aren't allowed to use computers.
- Students do not have easy access to the Internet.
- The advanced teachers do a great job as well as the coaching. I feel that I am learning many things that will help me in my college career. The counseling center is helpful at getting information to the students for higher education.
- The baseball program is in very poor condition or should I say the field. It would be nice if the field was worked on or redone completely! The coaching is great! No problems in that area.
- The building of our school took extremely too long and the people working on it are unsanitary.
- The education here is good but not great. The nurse is not always here. You need to go through a long process to use the Internet. There is long lines in the cafeteria.
- Every year there is a shortage on textbooks.
- The education is great. The teachers are very helpful and they care. The counseling center is slow a lot of times and when you go for help, they either don't help or they will tell you to come back later.
- As a GT student, I find that we sometimes lack the resources we need to do things to expand our minds. The GT programs need more attention.
- The educational performance is not so much a benefit to the students, but its just a lot of talk and too much pride in something that does not even exist. The code of conduct is contradictory to

most student rights. The discipline management is severely unjust, and all it does is make the faculty look great.

- There are not enough parking spaces.
- The problems in this school exist all over the country, as do the positive aspects. The fact that we live in an independent school district is of no consequence to students.
- The quality of educational system at SAISD varies depending on the subject. I think English and writing skills should be stressed more. I know many people who are graduating that are incapable of writing a paragraph on their own and whose academic needs may not have been addressed in high school.
- The rules are too literal.
- The school needs to be repainted and fixed up.
- We are way behind in technology.
- The teachers need to be re-evaluated and fired and hire some new teachers.
- The teachers are not taking the time or skills to teach students. Rules are too strict here.
- There are many problems around school. The biggest complaint is that the bathrooms are always dirty. They are not safe, the trash cans are placed on top of the stalls. The floors are always wet and there is never enough toilet paper or paper towels. At the beginning of the week there is soap in the dispenser but towards Wednesday there is no soap.
- There is a big problem with drugs on this campus (about 50% at least get high). The pep rallies are good on keeping morale and school spirit high.
- They need to help students more often with work, plus need more cops for drugs.
- This school district is no good.
- Vocational programs such as technology and metal trades could be better.
- We need more extracurricular activities such as swimming and gymnastics. Also we need a better locker room and weight room.

Appendix F

PRINCIPAL AND ASSISTANT PRINCIPAL SURVEY RESULTS

- A. Demographic Data/Survey Questions
- B. Narrative Comments

Demographic Data

1.	Gender (Optional)	Male	Female	No Response			
		29.6%	61.5%	11.5%			
2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	Other	No Response
		61.5%	0%	23.1%	0%	0%	15.4%
3.	How long have you been employed by San Angelo ISD?	1-5 years	6-10 years	11-15 years	16-20 years	20+ years	No Response
		7.7%	19.2%	26.9%	30.8%	15.4%	0%
4.	What grades are taught in your school?		Pre K to 5th	K to 6th	7th to 9th	10th to 12th	
			44%	24%	12%	12%	

SURVEY QUESTIONS

A. District Organization and Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
1.	The school board allows sufficient time for public input at meetings.	42.3%	46.2%	0.0%	7.7%	3.8%
2.	School board members listen to the opinions and desires of others.	46.2%	34.6%	3.8%	11.5%	3.8%
3.	School board members understand their role as policymakers and stay out of the day-to-day management of the	11.5%	34.6%	19.2%	19.2%	15.4%

	district.					
4.	The superintendent is a respected and effective instructional leader.	53.8%	15.4%	3.8%	15.4%	11.5%
5.	The superintendent is a respected and effective business manager.	42.3%	26.9%	7.7%	11.5%	11.5%
6.	Central administration is efficient.	30.8%	46.2%	3.8%	11.5%	7.7%
7.	Central administration supports the educational process.	65.4%	23.1%	0.0%	7.7%	3.8%
8.	The morale of central administration staff is good.	23.1%	38.5%	15.4%	15.4%	7.7%

B. Educational Service Delivery and Performance Measurement

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
9.	Education is the main priority in our school district.	65.4%	23.1%	0.0%	11.5%	0.0%
10.	Teachers are given an opportunity to suggest programs and materials that they believe are most effective.	30.8%	53.8%	0.0%	11.5%	3.8%
11.	The needs of the college-bound student are being met.	46.2%	42.3%	11.5%	0.0%	0.0%
12.	The needs of the work-bound student are being met.	38.5%	42.3%	15.4%	0.0%	3.8%
13.	The district provides curriculum guides for all grades and subjects.	46.2%	46.2%	0.0%	7.7%	0.0%
14.	The curriculum guides are appropriately aligned	26.9%	65.4%	3.8%	3.8%	0.0%

	and coordinated.					
15.	The district's curriculum guides clearly outline what to teach and how to teach it.	26.9%	65.4%	0.0%	7.7%	0.0%
16.	The district has effective educational programs for the following:					
	a. Reading	46.2%	50.0%	0.0%	3.8%	0.0%
	b. Writing	34.6%	61.5%	0.0%	3.8%	0.0%
	c. Mathematics	34.6%	65.4%	0.0%	0.0%	0.0%
	d. Science	30.8%	69.2%	0.0%	0.0%	0.0%
	e. English or Language Arts	38.5%	61.5%	0.0%	0.0%	0.0%
	f. Computer Instruction	7.7%	80.8%	3.8%	7.7%	0.0%
	g. Social Studies (history or geography)	23.1%	76.9%	0.0%	0.0%	0.0%
	h. Fine Arts	30.8%	69.2%	0.0%	0.0%	0.0%
	i. Physical Education	30.8%	65.4%	0.0%	3.8%	0.0%
	j. Business Education	15.4%	65.4%	19.2%	0.0%	0.0%
	k. Vocational (Career and Technology) Education	26.9%	57.7%	11.5%	0.0%	3.8%
	l. Foreign Language	30.8%	69.2%	0.0%	0.0%	0.0%
17.	The district has effective special programs for the following:					
	a. Library Service	23.1%	65.4%	7.7%	3.8%	0.0%
	b. Honors/Gifted and Talented Education	42.3%	53.8%	0.0%	3.8%	0.0%
	c. Special Education	57.7%	42.3%	0.0%	0.0%	0.0%
	d. Head Start and Even Start programs	50.0%	42.3%	7.7%	0.0%	0.0%
	e. Dyslexia program	15.4%	73.1%	7.7%	3.8%	0.0%

	f. Student mentoring program	30.8%	38.5%	23.1%	3.8%	3.8%
	g. Advanced placement program	19.2%	69.2%	7.7%	3.8%	0.0%
	h. Literacy program	23.1%	65.4%	11.5%	0.0%	0.0%
	i. Programs for students at risk of dropping out of school	30.8%	61.5%	3.8%	0.0%	3.8%
	j. Summer school programs	30.8%	57.7%	3.8%	7.7%	0.0%
	k. Alternative education programs	30.8%	57.7%	0.0%	7.7%	3.8%
	l. "English as a second language" program	23.1%	69.2%	3.8%	3.8%	0.0%
	m. Career counseling program	23.1%	57.7%	15.4%	3.8%	0.0%
	n. College counseling program	23.1%	38.5%	30.8%	7.7%	0.0%
	o. Counseling the parents of students	23.1%	46.2%	15.4%	15.4%	0.0%
	p. Drop out prevention program	19.2%	61.5%	15.4%	3.8%	0.0%
18.	Parents are immediately notified if a child is absent from school.	19.2%	57.7%	3.8%	15.4%	3.8%
19.	Teacher turnover is low.	38.5%	38.5%	7.7%	15.4%	0.0%
20.	Highly qualified teachers fill job openings.	26.9%	53.8%	3.8%	7.7%	7.7%
21.	Teachers are rewarded for superior performance.	11.5%	15.4%	15.3%	50.0%	7.7%
22.	Teachers are counseled about less than satisfactory performance.	19.2%	73.1%	7.7%	0.0%	0.0%
23.	All schools have equal	30.8%	50.0%	0.0%	19.2%	0.0%

	access to educational materials such as computers, television monitors, science labs, and art classes.					
24.	Students have access, when needed, to a school nurse.	15.4%	34.6%	0.0%	30.8%	19.2%
25.	Classrooms are seldom left unattended.	30.8%	65.4%	0.0%	3.8%	0.0%

C. Personnel Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
26.	District salaries are competitive with similar positions in the job market.	15.4%	61.5%	0.0%	19.2%	3.8%
27.	The district has a good and timely program for orienting new employees.	26.9%	61.5%	3.8%	7.7%	0.0%
28.	Temporary workers are rarely used.	15.4%	65.4%	7.7%	11.5%	0.0%
29.	The district successfully projects future staffing needs.	15.4%	61.5%	7.7%	15.4%	0.0%
30.	The district has an effective employee recruitment program.	23.1%	53.8%	11.5%	11.5%	0.0%
31.	The district operates an effective staff development program.	42.3%	34.6%	3.8%	15.4%	3.8%
32.	District employees receive annual personnel evaluations.	57.7%	42.3%	0.0%	0.0%	0.0%
33.	The district rewards competence and experience and snells	11.5%	34.6%	15.4%	26.9%	11.5%

	out qualifications such as seniority and skill levels needed for promotion.					
34.	Employees who perform below the standard of expectation are counseled appropriately and timely.	34.6%	53.8%	0.0%	11.5%	0.0%
35.	The district has a fair and timely grievance process.	38.5%	50.0%	3.8%	7.7%	0.0%
36.	The district's health insurance package meets my needs.	19.2%	38.5%	3.8%	30.8%	7.7%

D. Community Involvement

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
37.	The district regularly communicates with parents.	53.8%	42.3%	0.0%	3.8%	0.0%
38.	Schools have plenty of volunteers to help student and school programs.	15.4%	65.4%	0.0%	19.2%	0.0%
39.	District facilities are open for community use.	50.0%	34.6%	3.8%	3.8%	7.7%

E. Facilities Use and Management

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
40.	Parents, citizens, students, faculty, staff, and the board provide input into facility planning.	38.5%	38.5%	0.0%	19.2%	3.8%

41.	Schools are clean.	50.0%	46.2%	3.8%	0.0%	0.0%
42.	Buildings are properly maintained in a timely manner.	53.8%	38.5%	3.8%	3.8%	0.0%
43.	Repairs are made in a timely manner.	53.8%	46.2%	0.0%	0.0%	0.0%
44.	Emergency maintenance is handled promptly.	65.4%	34.6%	0.0%	0.0%	0.0%

F. Financial Management

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
45.	Site-based budgeting is used effectively to extend the involvement of principals and teachers.	34.6%	34.6%	11.5%	11.5%	7.7%
46.	Campus administrators are well trained in fiscal management techniques.	15.4%	50.0%	11.5%	23.1%	0.0%
47.	Financial resources are allocated fairly and equitably at my school.	26.9%	69.2%	0.0%	3.8%	0.0%

G. Purchasing and Warehousing

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
48.	Purchasing gets me what I need when I need it.	23.1%	61.5%	3.8%	11.5%	0.0%
49.	Purchasing acquires high quality materials and equipment at the lowest cost.	7.7%	84.6%	0.0%	7.7%	0.0%
50.	Purchasing processes are not cumbersome for	11.5%	61.5%	7.7%	19.2%	0.0%

	the requestor.					
51.	The district provides teachers and administrators an easy-to-use standard list of supplies and equipment.	23.1%	69.2%	3.8%	3.8%	0.0%
52.	Students are issued textbooks in a timely manner.	30.8%	69.2%	0.0%	0.0%	0.0%
53.	Textbooks are in good shape.	23.1%	73.1%	0.0%	3.8%	0.0%
54.	The school library meets students needs for books and other resources.	19.2%	73.1%	0.0%	7.7%	0.0%

H. Food Services

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
55.	The cafeteria's food looks and tastes good.	15.4%	76.9%	3.8%	3.8%	0.0%
56.	Food is served warm.	26.9%	73.1%	0.0%	0.0%	0.0%
57.	Students have enough time to eat.	34.6%	65.4%	0.0%	0.0%	0.0%
58.	Students eat lunch at the appropriate time of day.	34.6%	61.5%	0.0%	3.8%	0.0%
59.	Students wait in food lines no longer than 10 minutes	50.0%	50.0%	0.0%	0.0%	0.0%
60.	Discipline and order are maintained in the school cafeteria.	50.0%	46.2%	3.8%	0.0%	0.0%
61.	Cafeteria staff is helpful and friendly.	46.2%	50.0%	0.0%	3.8%	0.0%
62.	Cafeteria facilities are sanitary and neat.	46.2%	53.8%	0.0%	0.0%	0.0%

I. Transportation

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
63.	The drop-off zone at the school is safe.	34.6%	53.8%	3.8%	7.7%	0.0%
64.	The district has a simple method to request buses for special events.	46.2%	50.0%	0.0%	3.8%	0.0%
65.	Buses arrive and leave on time.	46.2%	50.0%	0.0%	3.8%	0.0%
66.	Adding or modifying a route for a student is easy to accomplish.	34.6%	65.4%	0.0%	0.0%	0.0%

J. Safety and Security

Survey Questions		Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
67.	Students feel safe and secure at school.	50.0%	50.0%	0.0%	0.0%	0.0%
68.	School disturbances are infrequent.	50.0%	46.2%	3.8%	0.0%	0.0%
69.	Gangs are not a problem in this district.	11.5%	38.5%	19.2%	30.8%	0.0%
70.	Drugs are not a problem in this district.	7.7%	38.5%	15.4%	30.8%	7.7%
71.	Vandalism is not a problem in this district.	15.4%	53.8%	7.7%	23.1%	0.0%
72.	Security personnel have a good working relationship with principals and teachers.	50.0%	34.6%	15.4%	0.0%	0.0%
73.	Security personnel are respected and liked by the students they serve.	42.3%	38.5%	19.2%	0.0%	0.0%
74.	A good working arrangement exists	53.8%	42.3%	3.8%	0.0%	0.0%

	between the local law enforcement and the district.					
75.	Students receive fair and equitable discipline for misconduct.	65.4%	34.6%	0.0%	0.0%	0.0%
76.	Safety hazards do not exist on school grounds.	26.9%	61.5%	3.8%	7.7%	0.0%

K. Computers and Technology

	Survey Questions	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
77.	Students regularly use computers.	50.0%	38.5%	3.8%	7.7%	0.0%
78.	Students have regular access to computer equipment and software in the classroom.	42.3%	38.5%	3.8%	11.5%	3.8%
79.	Computers are new enough to be useful for student instruction.	34.6%	53.8%	3.8%	7.7%	0.0%
80.	The district meets student needs in computer fundamentals.	30.8%	46.2%	7.7%	15.4%	0.0%
81.	The district meets student needs in advanced computer skills.	23.1%	38.5%	19.2%	19.2%	0.0%
82.	Teachers know how to use computers in the classroom.	15.4%	69.2%	7.7%	7.7%	0.0%
83.	Teachers and students have easy access to the Internet.	30.8%	42.3%	3.8%	23.1%	0.0%

Appendix F

NARRATIVE RESPONSES

The narrative comments below reflect the perceptions and opinions of principal and assistant principal survey respondents.

- [School board members] listen "too" much from certain groups.
- [School board members] try to micro-manage.
- We have come so far in 4 years. The superintendent worked with the community, teachers and administrators to develop a systemic map, which is followed. He has helped to coordinate and develop standards, in which teachers and administrators had input and helped to develop.
- [Two school board members] don't [listen].
- [Curriculum guides are] in progress.
- [The district's health insurance package does not meet my needs] but still better than many
- [The district] could always use more [volunteers].
- [Teachers and students have easy access to the internet] but could use more.
- Most [school board members [do] understand their role as policymakers and stay out of day-to-day management of the district].
- [Curriculum guides are] in progress [of being appropriately aligned and coordinated].
- Could always use more [volunteers].
- Once a week in elementary [students have access to school nurse].
- Some[schools have plenty of volunteers].
- [Site-based budgeting is used effectively to extend the involvement of principals and teachers in] campus level only!!
- I believe SAISD does a tremendous job of meeting the needs of all children. The inequalities that do exist are not caused by the district but through programs such as the PTA. The lower socio-economic campuses do not have the parent involvement or financial support available in the more affluent areas of town.
- I feel that our district was well on the right path towards providing effective education for our students. Unfortunately, this has taken a detour due to the community's attempt to undermine our superintendent. Our district has the vision to properly move into the future. It's just a shame that individual agendas in the community are hindering our progress.
- I feel that the elementary schools in San Angelo meet students needs to the best of their ability. There are many great things happening across the district that people need to focus on. Audits

such as this help us improve our schools and therefore we can provide better opportunities for our students. Thanks for your input.

- I know the success that our district has seen in the past few years is a direct result of the leadership that we have in our superintendent. He believes that all children can learn and that education should be equitable for all students, regardless of their socioeconomic, cultural, or ethnic background. The most important person in an educational organization is the leader. The superintendent has raised the standard of excellence in our district to a higher level. As a result, our teaching staff is more innovative in their delivery of instruction, our students are better prepared to be part of a more global workforce, and our parents are learning how to be more active participants in their child's education. He has set the tone for our district. He lives by what he believes about education and I am proud to be part of his leadership team.
- I know the San Angelo ISD well. I am a product of it and have spent twenty-two of my twenty-three years in education here. Three years ago, the superintendent came. A true visionary, he has taken our district to its highest level academically ever. A parental right organization has sought to obliterate this fine leader. This stress caused by them and their influence on the San Angelo Standard Times newspaper has made it hard for us as a district but we have still risen above and are doing great things for children. The superintendent brought a new program, new life and the state of the art, current education funds to our school district. He is an exceptional leader. Only SAISD superintendent to ever make campus visits.
- I personally believe that much of the scrutiny regarding San Angelo ISD is in regard to the controversy surrounding the superintendent. As a long-time employee of this district, I have seen much student academic improvement as well as improvement in facilities. My perception is that prior to the superintendent's arrival, some schools received preferential treatment, while others were ignored. There were inequities in facilities, materials, and staffing. Now there is much more equality among schools. One used to be able to tell which the 'poor' schools were. Now, that is harder to discern.
- I think the SAISD needs to look further into [the] hiring practices of administration. All administrators are not paid equally in regard to experience in education. Many consultants are hired at salaries that are enormous, and there are qualified personnel within the district that are qualified to do the same job. Morale of teachers is at an all-time low, due to problems involving the upper administration.

- [Students have] limited [access to computer equipment and software in the classroom].
- Our district has made great progress in achieving equality in all areas under our current superintendent. Our curriculum has been aligned and a systemic map with community and staff input has been implemented to guide our district. Our district is working very hard to maintain the positive direction we are going in despite criticism from a small group within our community.
- Our district is in a financial nightmare. Our superintendent has not guided our board wisely and possibly our financial officer has not guided our superintendent wisely. Our teachers need many things to help learning while our superintendent spends money on concerts, NFL tickets, flowers, new furniture for office, etc. Our board is smitten with our superintendent (5 out of 7) and DO NOT listen to the community. We need help terribly!!! Our superintendent is not respected in the community and will not let certain parent groups use our facilities. Our superintendent has threatened so many people in our community from the United Way to ministers for having United Way volunteers. [They] have to give up volunteering because he threatened to pull support by calling a Bishop because a church allowed a parent group to meet at his church. Everyone is investigating us and it is costly, time consuming, and therefore NO ONE from administration has time to spend on campuses. HELP!
- Public school, education and teachers are asked to not only educate but deal with our country's social issues. Teachers have a more difficult job than ever! School's are looked to meet parental, medical, nutritional and mental health needs. This is expected from society - needed by the kids - and all met while pushing for 100% passing of TAAS. The educators of SAISD are doing a great job at meeting kids' needs!
- SAISD has made great strides for the past 4 years. We have a systemic map to guide us. We've aligned all our curriculum. The district has made effective changes following financial, physical, and curriculum audits.
- SAISD has made great strides under the superintendent. Under his leadership, a systemic map was written by a committee of educators, parents, and students with community input. The curriculum was aligned vertically and horizontally and curriculum guides were written by teachers and administration with parent and community input. Programs were instituted to help at-risk students, dropouts, bilingual students, gifted and talented students who do not qualify for any of the mentioned programs. Significant dollars were spent to bring equity to all ethnic groups.

- SAISD is in the best shape academically and facility-wise that it has been in many years thanks to the quality leadership of the superintendent. He is an outstanding leader and teacher.
- The central administration led by the superintendent has worked diligently to lead the district as directed by the Systemic Map, which was developed by a large committee of school personnel, parents, business leaders and students. One of the most significant changes, which has occurred in the past four years has been in the area of equity. All schools have more equitable resources and accountability. Consequently, all students now have more opportunities to succeed.
- In my opinion, SAPRO has raised many questions about the management of the schools. Shifts in old power structures are resulting in more equity but may also be disturbing a long-standing status quo.
- Title I schools have suffered from the strong emphasis on central control and alignment. Campus principals make few decisions regarding instruction. These decisions are made by the Cabinet with little opportunity for principals to provide input. Campus principals have almost no input in deciding how to spend Title I or migrant funds. Communication is top-down only. Public relations take precedence over educational issues. Campuses have less opportunity than ever before to decide what kind of staff development they need. The staff development process is cumbersome and ineffective due to the need to plan so far in advance to align all campuses.
- Instructional materials and techniques that have been successful in the past at Title I schools are no longer allowed.
- When hiring new teachers, principals are forced to choose from a pre-selected applicant pool that includes only inexperienced teachers or coaches' wives. The only exceptions are when hiring science, math, or special ed teachers. Weekly administrators' meetings with the superintendent allow no opportunity for discussion or input from principals. They tend to be reprimanding in tone.
- Teaching positions are too frequently eliminated or moved to other campuses well after the school year has begun. Instructional considerations take a backseat to financial considerations. Photo ops have become more important than good, solid instruction.
- We are accomplishing great things in this district. The superintendent has enabled us to do things with curriculum that we never had the opportunity or training to do before his regime. Our test scores are up and equality now exists. I feel our district is doing a fantastic job in educating children.
- We have a strong, progressive superintendent who has made tremendous strides in a very short period of time. Four years ago,

technology was laughable, schools were deteriorating, and the "good ole boy" system was in place. The superintendent came in and involved as many people as "wanted" to be involved to initiate change. We have come a long way in four years!!

- We have come a long way since the superintendent arrived in San Angelo. He has established equity among schools and sets high expectation for all of us. Some school board members that have tried to make him leave. They have conspired against him and have even made sure that the local newspaper prints negative articles of him. Our school system is the best its ever been
- We no longer follow the salary schedule that was in place four years ago, which provided consistent and equitable compensation for principals, assistant principals, supervisors, etc.