



Report
to
The LEGISLATIVE FINANCE COMMITTEE



Albuquerque Public Schools
Review of Selected Operations of Albuquerque Public Schools
October 26, 2007

Report # 07-10

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October 26, 2007

Dr. Veronica Garcia, Secretary
Public Education Department
300 Don Gaspar
Santa Fe, New Mexico 87501-2786

Dr. Elizabeth Everitt, Superintendent
Albuquerque Public Schools
6400 Uptown Blvd. NE
Albuquerque, NM 87125-0704

Dear Secretary Garcia and Superintendent Everitt:

On behalf of the Legislative Finance Committee (Committee), I am pleased to transmit Review of Selected Operations of Albuquerque Public Schools.

The review team assessed the Albuquerque Public Schools' ancillary service provider FTE reporting, health and medical insurance, property and other liability, and workers' compensation funds management, use of substitute teachers, and student performance at randomly selected schools. The report will be presented to the Committee on October 26, 2007. An exit conference was conducted on October 2, 2007, to discuss the contents of the report with you and your staff.

Please provide your written responses and a corrective action plan within 30 days from the date of the hearing. Committee staff will work with you and will continuously monitor your progress.

I believe this report addresses issues the Committee asked us to review and hope you benefit from our efforts. We very much appreciate the cooperation and assistance we received from you and your staff.

Sincerely,


David Abbey
Director

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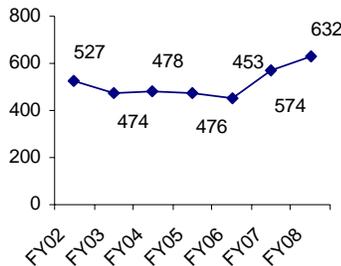
EXECUTIVE SUMMARY

**APS Students and Funding
(in thousands)**

	Students	Funding
FY05	85,401	\$479,098
FY06	86,251	\$521,674
FY07	87,867	\$570,274
FY08	87,530	\$609,992

Source : APS

FTE Growth



Source: APS

**Funded Ancillary FTE and
Special Education
Students**

	FTE	Students
FY02	527	17,434
FY03	474	17,387
FY04	478	17,187
FY05	476	17,002
FY06	453	16,937
FY07	574	16,579
FY08	633	16,240

Source : APS

The mission of the Albuquerque Public School district (APS) is to increase student achievement by providing a standards-based learning environment supported through a system of continuous improvement. APS has established three goals' teams to develop and monitor improvement in three strategic directions. These directions:

- Excellence in academic achievement in a standard-based approach,
- Safe and quality learning and working environments, and
- Effective and efficient systems.

As one of the largest school districts in the nation, APS provides educational services to over 87,000 children across Bernalillo County. The district employs over 12,000 employees: 6000 of whom are teachers and 2,000 paraprofessionals. A seven-member elected school board sets policy and approves the annual budget while the superintendent oversees the operations of the district. Because of its size, APS is divided into 11 clusters, each anchored by a high school and the elementary and middle schools that feed into them. A 12th cluster includes all 10 alternative schools.

Beginning with FY02, the number of special education students statewide has remained somewhat flat and has begun to decline in the last few years. In the last two years while membership was declining, the number of ancillary units claimed for related services increased dramatically, causing a dilution of the unit value and negatively affecting most districts. APS accounted for 67.1 percent of the statewide growth in ancillary units in FY07 and FY08. This growth was not considered in developing state appropriations for FY07 and FY08. Ancillary-service provider in APS for the last two years, increased by 48.2 percent in the same timeframe.

Significant Findings.

RELATED-SERVICE FUNDING

- *Growth in Related Services Not Accounted for in Funding.* For FY07 and FY08, PED, DFA and LFC did not account for the growth in the number of related-services units generated for funding in their budget requests and recommendations resulting in a dilution of the unit value and the under-funding of other districts and programs. This resulted in approximately \$12.9 million in FY07 and \$17.6 million on FY08 of unappropriated costs that resulted in the dilution of the unit value in FY07 of \$20.60 and in FY08 of \$27.71. Consequently, other education programs were under funded by this amount.

Teachers and instructional support staff were absent 136,352 days, 8.7 percent of the time.

In FY07, 20,771 days, APS used substitute teachers to teach core courses.

APS does not plan professional development outside of the school year.

- *Growth in Funded Units and Staff has Outpaced Students.* The number of special education students has decreased over time; however funded ancillary service and diagnostic service provider FTE have significantly increased, particularly in FY07 and FY08.
- *No Funding Criteria for Ancillary Service and Diagnostic Service Provider FTE Eligible for Funding.* While Section 22-8-21 NMSA 1978 provides that only licensed and certified ancillary service and diagnostic service FTE be considered for related services funding, PED issues licenses or certification to other school personnel not generally considered to be ancillary staff but potentially covered under statute and department rules. APS has interpreted the law to allow assistant positions that do not require a four-year degree and are not authorized by their professional licensing to carry caseloads to be eligible for full funding as related-service personnel. PED codes are not clear regarding the definition of eligible ancillary service and diagnostic service providers to ensure the equitable distribution of related services funding statewide.
- *Inconsistent PED Administrative Codes.* Although neither statute nor PED rule specifies how an individual employee's related service FTE is to be calculated, the Student-Teacher Accountability Reporting System (STARS) manual includes guidelines for calculating related service FTE and provides a list of staff positions classified as related service personnel. In 2004, PED issued rules revising the definition of related services or ancillary service and diagnostic service providers to "instructional support providers." These revisions included a number of positions funded through base funding and not generally considered to be ancillary staff eligible for related services funding. The expanded positions included as instructional support providers creates an opportunity for districts to claim funding they historically have not been eligible to claim.
- *APS and PED did not Validate FTE Resulting in \$2.6 million Over funding.* PED does not audit student counts statewide and does not validate ancillary-support service provider units claimed for funding. PED reports that districts own and are responsible for their data and require district superintendents to certify those units, but APS and PED do not have process in place to validate funding claims. Over the years, APS has utilized a variety of methods to report ancillary FTE data to PED and, as a result, has reported significantly different FTE in different years. Although the number of special education students receiving services is declining, the number of ancillary service and diagnostic service FTE continue to increase.

**Contributions, Claims Paid and
Fund Balance FY08
(in millions)**

Beg. Fund Balance	\$19.66
Contributions	\$63.91
Claims Paid	\$59.11
Ending Balance	\$24.46

Source : APS

PED does not release test results prior to the beginning of the next school year to help teachers plan for student services.

No direct relationship can be seen between students tests results and the qualifications and experience of teachers.

AYP is the adequate yearly progress target in reading and math that the state, school districts, and schools must reach to be considered on track for 100 percent proficiency by school year 2013-14.

- *Individualized Education Programs and Ancillary and Diagnostic Service FTE not Linked.* Neither the Individual with Disability Education Act (IDEA) nor state statute requires school districts to link student individualized education programs (IEP) with ancillary service and diagnostic service provider FTE. An IEP team develops an education plan for the child and determines the type and frequency of special education and ancillary services a child should receive. If a district is unable or unwilling to tie student IEP requirements to the number of ancillary service and diagnostic service providers, the number of FTE claimed may result in overstaffing or understaffing of FTE delaying appropriate services for children or over funding for un-needed FTE.

HEALTH INSURANCE AND RISK INSURANCE FUNDS

- *No Separate Fund for Health Insurance Funds.* APS transfers employee contributions into several liability accounts, but does not transfer total matching employer contribution. APS did not reconcile system generated report 260, payment detail listing, and report 295, distribution history report, which may have resulted in not transferring total matching employer contribution to these liability accounts.
- *Millions Accumulated in Health and Medical Insurance Funds.* APS has accumulated approximately \$24 million in health and medical insurance funds from FY04 to FY07. APS annually requests state support for insurance costs as part of its state equalization guarantee distribution without accounting for available cash in its health and medical insurance funds.
- *No Separate Accounts for Property and Other Liability and Workers' Compensation Funds.* As a result of APS not maintaining property and other insurance and workers' compensation insurance funds in a separate fund, LFC was unable to estimate fund balances for property and other liability and workers' compensation self-insurance.

IMPACT OF FUNDING ON STUDENT PERFORMANCE

- *Instructions Expenditure.* APS spent approximately \$362.7 million (62.4 percent) in FY07 on direct instruction. General administration and school administration functions should be grouped as indirect costs. The annual totals of the various support functions are grouped in indirect cost pools for attribution to programs by attribution factors.
- *Additional Funds for High-Need Student Performance.* Schools receive additional funds from the state for low-income, bilingual, and special education students. Schools also receive

Some schools are closer to targets than other schools.

Some schools with high populations of Hispanics, English language learners and students living in poverty meet proficiency in math as well as reading.

additional federal funding for low-income students (Title I funding) and for special education students (IDEA 2004).

- *APS Schools Do Not Spend Title I Funds in a Timely Manner.* These funds were provided to implement programs necessary to improve student success in high poverty-schools.

Key Recommendations. Develop and propose statutory changes to clearly define those certified or licensed ancillary service providers necessary and eligible for funding through the funding formula so that PED will be charged with the responsibility for promulgating rules to effectively implement statute.

Revise PED rules based on amended statute to clearly identify those certified or licensed ancillary service providers and diagnostic service providers eligible for related services funding and develop specific instructions to districts to eliminate confusion in the future.

Recover excess funds from APS distributed through the state equalization guarantee for FY08 and revert recovered funds to the general fund.

Establish and implement processes to validate ancillary service and diagnostic service provider FTE and special education student data and develop a review process to make certain related services FTE claimed for funding tie to appropriate caseloads.

Transfer insurance fund balances in a separate fund.

Submit the following information for FY07 to PED, LESC and LFC:

- Total premium by product
- Total enrollment by product
- Total amount of medical claims paid
- Individual insurance recoveries
- Fund balances by product
- Current year actuarial reports indicating Incurred but not reported claims and estimated premiums for the next period.

Study the impact of teacher experience and qualifications on student performance. If experienced and highly qualified teachers assist in improving student performance, those teachers should receive incentives to work in schools with high need students or schools not achieving proficiency on standard based assessments.

PED should ensure standards-based assessment test results are provided to schools and teachers at least three weeks before the start of the next school year to allow teachers to review student test data to determine services needed by students.

BACKGROUND INFORMATION

The mission of the Albuquerque Public School district (APS) is to increase student achievement by providing a standards-based learning environment supported through a system of continuous improvement. APS has established three goals' teams to develop and monitor improvement in three strategic directions. These directions are:

- Excellence in academic achievement in a standard-based approach,
- Safe and quality learning and working environments, and
- Effective and efficient systems.

During the 2007 Legislative Session, two memorials were passed that requested reviews of APS. These memorials are Senate Memorial 37 and Senate Joint Memorial 59. A third memorial, Senate memorial 19 was passed to conduct a review regarding substitute teachers and teacher attendance.

Senate Memorial 37 requests a review of APS to determine how, to what purposes and to what schools state and federal funds are allocated and to determine whether the district is putting its at-risk funding into the schools with the highest dropout rates and other indicators of large at-risk student populations.

Senate Joint Memorial 59 requests a review to determine how much of the APS budget goes to administration and if the district is classifying expenditures in the appropriate sub funds or functions of the new uniform chart of accounts.

As one of the largest school districts in the nation, APS provides educational services to over 87,000 children across Bernalillo County. The district employs over 12,000 employees: 6,000 of whom are teachers and 2,000 paraprofessionals. A seven-member elected school board sets policy and approves the annual budget while the superintendent oversees the operations of the district. Because of its size, APS is divided into 11 clusters, each anchored by a high school and the elementary and middle schools that feed into them. A 12th cluster includes all 10 alternative schools.

**Table 1.
Albuquerque Public Schools**

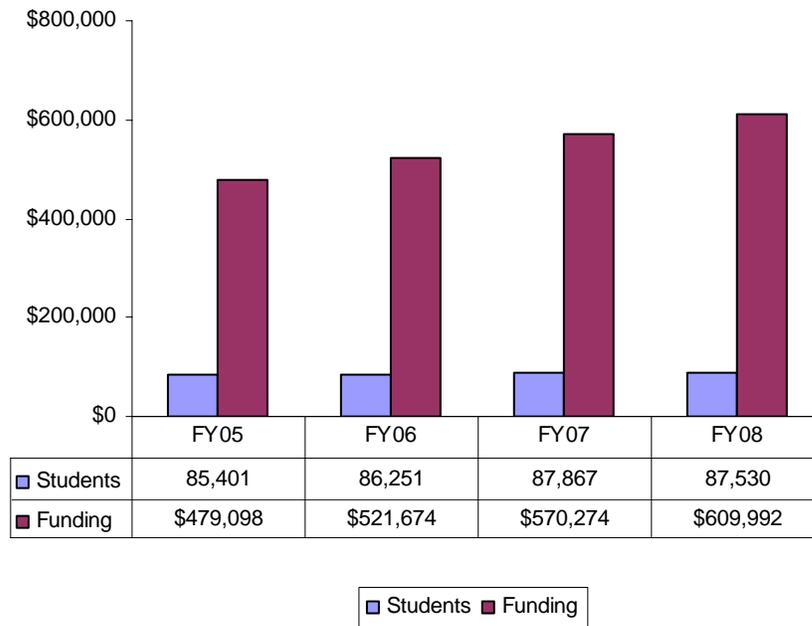
Cluster	Elementary Schools	Middle Schools	High Schools	Total
Albuquerque High	10	2	1	13
Cibola	7	3	1	11
Del Norte	6	2	1	9
Eldorado	6	1	1	8
Highland High	10	3	1	14
La Cueva	4	2	1	7
Manzano High	9	3	1	13
Rio Grande High	10	3	1	14
Sandia High	6	2	1	9
Valley High	9	2	1	12
West Mesa High	8	3	1	12
Total	67	21	9	122

Source :APS

Funding. The objective of the Public School Finance Act (Chapter 22, Article 8 NMSA 1978) is to equalize educational opportunity at the highest possible revenue level and guarantee each public school student equal access to programs and services appropriate to educational need, despite geographic location or local economic conditions. The distribution is in the form of a block grant, which allows local boards to determine priorities. Through the absence of categorical funding, the Act seeks to encourage local school district initiatives in seeking more efficient and effective means of achieving desirable educational goals.

The funding formula employs a set of cost differentials reflecting the costs associated with providing educational services to students with differing needs (e.g. special education and bilingual students). Each of these categories of students receives additional funding to meet these needs.

**Chart 1.
APS Students and Funding
(in thousands)**



Source: APS

Special Education Program. For the purpose of the Public School Finance Act, special education programs for exceptional children are those approved by the department and classified as follows:

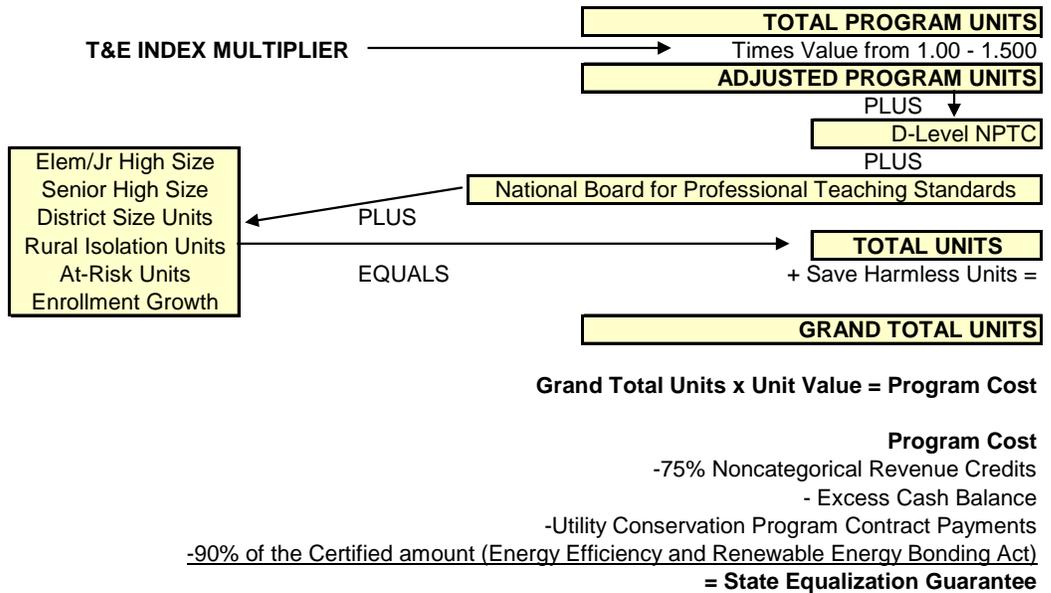
- Class A programs, in which department-certified individuals provide services to children whose individualized education programs require a minimal amount of special education,
- Class B programs, in which department-certified individuals provide services to children whose individualized education programs require a moderate amount of special education,
- Class C programs, in which department-certified individuals provide services to children whose individualized education programs require an extensive amount of special education, and
- Class D programs, in which department certified individuals provide services to children whose individualized education programs, require a maximum amount of special education.

Funding for these programs is determined by multiplying the number of eligible members times the unit weight (e.g. 0.7 for A/B levels, 1.0 for C level, and 2.0 for D level) times the unit value. Table 2 illustrates the funding formula and the unit multiplier.

Table 2.

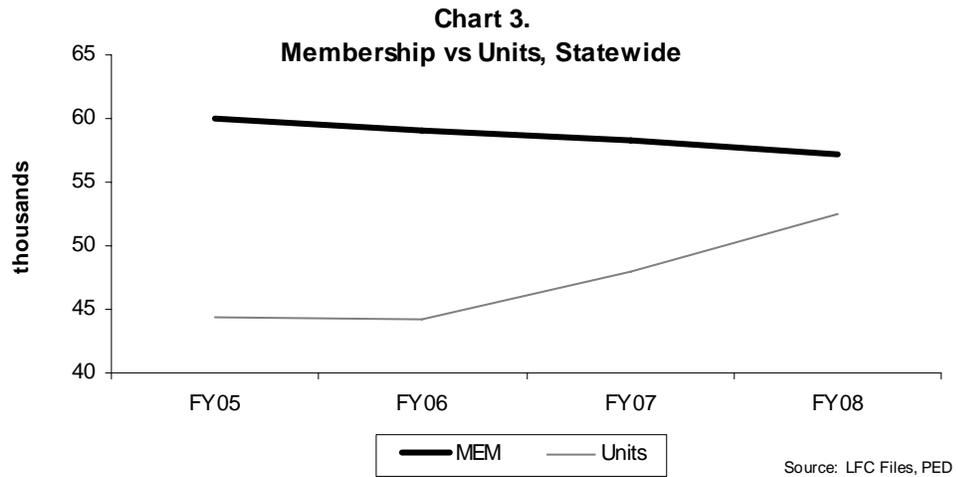
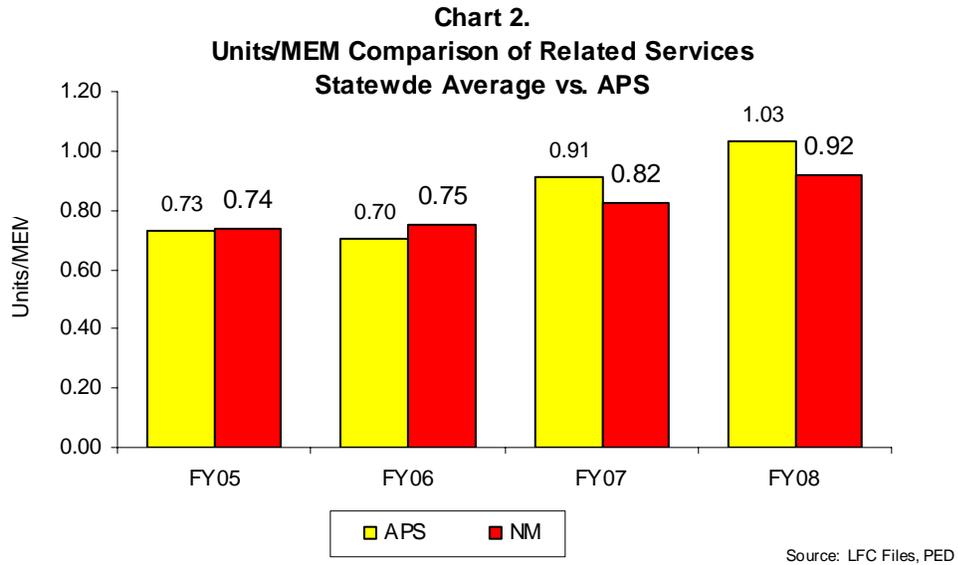
STATE EQUALIZATION GUARANTEE COMPUTATION

<u>MEMBERSHIP/PROGRAM</u>		<u>TIMES</u>	<u>DIFFERENTIAL = UNITS</u>
Kindergarten & 3-4	FTE	x	1.440
Grade 1	MEM	x	1.200
Grades 2-3	MEM	x	1.180
Grades 4-6	MEM	x	1.045
Grades 7-12	MEM	x	1.250
<u>SPECIAL EDUCATION</u>			
Ancillary	FTE	x	25.000
A/B Level	MEM	x	0.700
C Level	MEM	x	1.000
D Level	MEM	x	2.000
3-4 Year-Old DD	MEM	x	2.000
<u>BILINGUAL</u>			
	FTE	x	0.500
<u>FINE ARTS EDUCATION</u>			
	FTE	x	0.050



Ancillary services, also called related services, are services provided to students in addition to a special education program as defined above to assist students in profiting from special education. These may include transportation, speech and language therapy, adapted or special physical education, audiologist services, psychological services, mobility training, occupational and physical therapy, recreation therapy, counseling, and social work services and are funded through the formula at 25 units per FTE. See Appendix A for a description of Ancillary Service Providers' Job Descriptions.

Beginning with FY02, the number of special education students statewide has remained somewhat flat and has begun to decline in the last few years. In the last two years while membership was declining, the number of ancillary units claimed for related services increased dramatically, causing a dilution of the unit value and negatively affecting most districts. APS accounted for 67.1 percent of the statewide growth in ancillary units in FY07 and FY08. This growth was not considered in developing state appropriations for FY07 and FY08. Table 3 illustrates this growth by ancillary-service provider in APS for the last two years, an increase of 48.2 percent in the same timeframe.



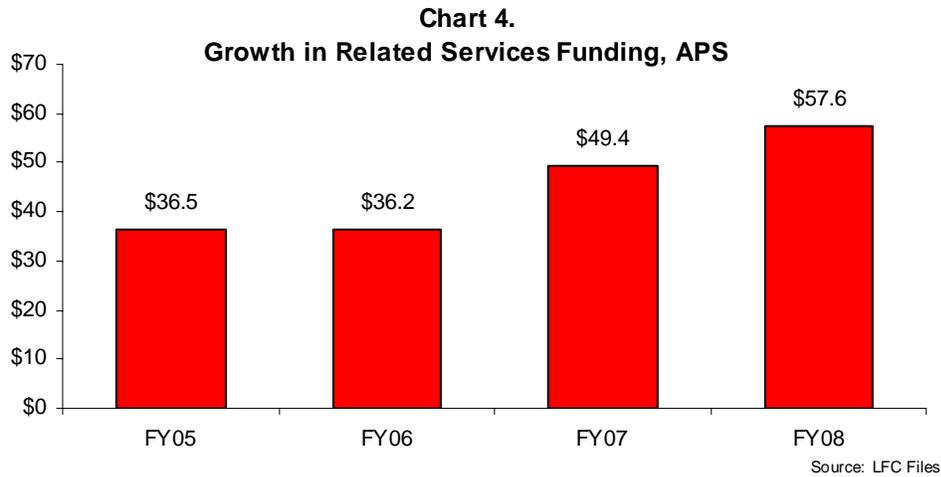


Table 3.
FTE and Cost of Ancillary Service Providers

	FY06		FY07		FY08	
	FTE	Cost	FTE	Cost	FTE	Cost
Speech-language Apprentice	0.00	\$0.00	13.69	\$1,179,544.09	9.07	\$826,678.35
Social Worker	127.08	\$10,160,077.77	132.61	\$11,425,810.21	118.75	\$10,823,379.69
Audiologists	15.48	\$1,237,629.87	13.50	\$1,163,173.50	14.05	\$1,280,576.71
Diagnosticians	110.75	\$8,854,490.19	104.83	\$9,032,257.63	97.86	\$8,919,376.31
School Psychologist	16.50	\$1,319,179.13	17.35	\$1,494,893.35	23.57	\$2,148,269.97
Rehabilitation Counselor	2.25	\$179,888.06	2.04	\$175,768.44	0.00	\$0.00
Physical Therapy Assistant	1.00	\$79,950.25	1.00	\$86,161.00	0.90	\$82,029.83
Certified Occupational Therapy Assistant	1.53	\$122,323.88	4.70	\$404,956.70	4.88	\$444,328.22
Interpreter for the deaf	19.80	\$1,583,014.95	19.25	\$1,658,599.25	29.50	\$2,688,299.65
Occupational Therapist	68.54	\$5,479,790.14	75.41	\$6,497,401.01	80.54	\$7,340,302.17
Orientation and Mobility Trainer	1.00	\$79,950.25	2.00	\$172,322.00	2.00	\$182,288.50
Physical Therapist	24.89	\$1,989,961.72	25.06	\$2,158,763.86	34.33	\$3,128,526.38
Speech/language Pathologist	10.91	\$872,257.23	195.28	\$16,825,520.08	188.38	\$17,169,298.09
Recreation and Therapeutic Specialist	1.85	\$147,907.96	0.70	\$60,312.70	0.00	\$0.00
Case Load Speech Language	84.60	\$6,763,791.15	1.14	\$98,223.54	28.21	\$2,571,179.29
Total Related Service Ancillary Funded	486.18	38,870,212.55	608.56	52,433,707.36	632.02	57,604,533.16

Source: APS and PED

Note: Ancillary-service and diagnostic-service providers FTE include FTE providing services to 3 and 4 yr old students and special education students in charter schools.

Review Objectives.

- Review APS chart of accounts to determine alignment to state and national standards and expenditure classifications;
- Assess related-services funding and at-risk funding to determine the amount of revenue generated from all sources and the allocation of funds to schools within APS;
- Review the risk management function for general liability, health insurance, and property insurance to determine fund management practices and the solvency of funds;
- Review student performance by school to assess adequate yearly progress and compare APS with other comparable districts;

- Assess the condition of substitute teacher programs to evaluate the effectiveness of current policies and procedures.

Review Activities (Scope and Methodology).

- Reviewed and analyzed statutes, administrative codes, PED rules, and APS policies;
- Conducted field visits to selected APS elementary, middle, and high schools;
- Interviewed APS staff and school administrators;
- Analyzed related-services ancillary data from FY05 through FY07;
- Reviewed health insurance, workers compensation, property and other liability insurance fiscal data from FY04 through FY07;
- Analyzed teacher qualifications and experience data for FY07; and
- Analyzed AYP results from FY05 through FY07.

Review Authority. The committee is authorized under the provisions of Section 2-5-3 NMSA 1978 to examine the laws governing the finances and operation of departments, agencies and institutions of New Mexico and all of its political subdivisions, the effect of laws on the proper functioning of these governmental units, and the policies and costs of governmental units as related to the laws. Pursuant to its statutory authority, the committee may conduct performance reviews and inquiries into specific transactions affecting operating policies and costs of governmental units and their compliance with state laws.

Review Team.

Manu Patel, Deputy Director for Program Evaluations
Usha Shannon, Program Evaluator II
Jennifer Leal, Program Evaluator
Brian Schuss, Program Evaluator
Peter Winograd, Director, Office of Education Accountability

Exit Conference. The contents of this report were discussed with legislators and APS Superintendent Elizabeth Everett, Tom Savage and other APS staff on October 2, 2007.

Report distribution. This report is intended for the information of the Office of the Governor, Public Education Department, Albuquerque Public Schools, the Department of Finance and Administration, the Office of State Auditor, and Legislative Finance Committee. This restriction is not intended to limit distribution of this report, which is a matter of public record.



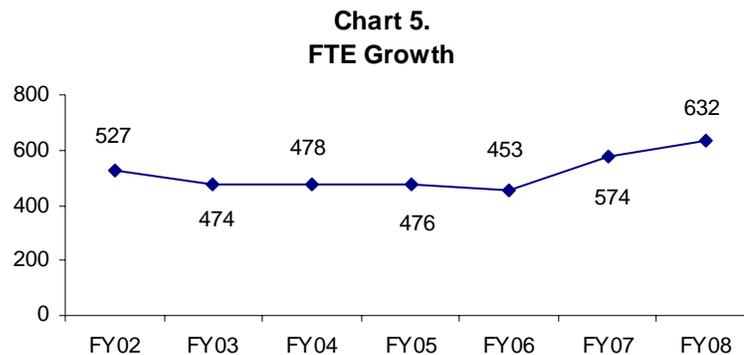
Manu Patel
Deputy Director for Program Evaluations

FINDINGS AND RECOMMENDATIONS

RELATED-SERVICE FUNDING

Growth in Related Services Not Accounted for in Funding. For FY07 and FY08, PED, DFA and LFC did not account for the growth in the number of related-services units generated for funding in their budget requests and recommendations resulting in a dilution of the unit value and the under-funding of other districts and programs. This resulted in approximately \$12.9 million in FY07 and \$17.6 million on FY08 of unappropriated costs that resulted in the dilution of the unit value in FY07 of \$20.60 and in FY08 of \$27.71. Consequently, other education programs were under funded by this amount.

Growth in Funded Units and Staff has Outpaced Students. The quantity and type of services needed by special education students determine the ancillary service and diagnostic service FTE required to provide services. In APS, the number of special education students has decreased over time; however funded ancillary service and diagnostic service provider FTE have significantly increased, particularly in FY07 and FY08. In turn funded special education units grew to unprecedented levels outpacing historic growth rates. Table 4 shows the year-to-year decline in the number of students, the increase in ancillary FTE, and the associated growth in the number of units claimed in APS.



Source: APS

Note: Ancillary FTE does not include charter schools ancillary FTE.

**Table 4.
Number of Students Age 5 and Older and the Number of Ancillary Service and Diagnostic Service Providers**

STUDENTS	FY05	FY06	FY07	FY08
A/B level	8,682.5	8,567.0	8,425.0	8,350.5
C level	2,928.0	2,874.7	2,791.5	2,445.0
D level	4,740.5	4,668.0	4,519.0	4,4486.5
Total *	16,351.0	16,109.7	15,735.5	15,282.0
Change from Previous Year		-1.48%	-2.32%	-2.88%
FTE				
Ancillary Service and Diagnostic Service Provider FTE	476.17	453.28	573.66	632.02
UNITS				
Units attributed to related service funding	11,904.25	11,332.00	14,341.50	15,800.50
FUNDING				
Funding attributed to related service FTE	\$36,530,572	\$36,239,849	\$49,427,119	\$57,604,988
Change from Previous Year		-80%	36.39%	16.55%

Source : APS

* Total includes special education and gifted students, excluding charter school students. Ancillary service FTE does not include charter school FTE.

No Funding Criteria for Ancillary Service and Diagnostic Service Provider FTE Eligible for Funding. Section 22-8-21 NMSA 1978 provides that the state fund ancillary service and diagnostic FTE to districts but does not provide eligibility or caseload criteria for claiming funding for these FTE.

Section 22-8-21 C(5) NMSA 1978 provides that the number of full-time-equivalent certified or licensed ancillary service and diagnostic service personnel providing special education services are multiplied by the cost differential factor of 25.

While Section 22-8-21 NMSA 1978 provides that only licensed and certified ancillary service and diagnostic service FTE be considered for related services funding, PED issues licenses or certification to other school personnel not generally considered to be ancillary staff but potentially covered under statute and department rules (e.g. educational assistants, school nurses). In addition, a number of ancillary providers receive licensing from their professional licensing boards. APS has interpreted the law to allow assistant positions that do not require a four-year degree and are not authorized by their professional licensing to carry caseloads to be eligible for full funding as related-service personnel. PED codes are not clear regarding the definition of eligible ancillary service and diagnostic service providers to ensure the equitable distribution of related services funding statewide.

Inconsistent PED Administrative Codes. Section 22-8-21 C(5) NMSA 1978 specifies that related services units be determined by multiplying the number of FTE certified or licensed ancillary service and diagnostic service personnel by the cost differential factor of 25. Although neither statute nor PED rule specifies how an individual employee's related service FTE is to be calculated, the Student-Teacher Accountability Reporting System (STARS) manual includes guidelines for calculating related service FTE and provides the following list of staff positions

classified as related service personnel: speech/language apprentice; social worker, physical therapy assistant, certified occupational therapy assistant (COTA); audiologist, diagnostician, interpreter for the deaf; occupational therapist, orientation and mobility trainer; physical therapist; school psychologists; speech/language pathologist; physical education teachers and recreation and therapeutic recreation specialist and rehabilitation counselor. (See appendix A for ancillary service and diagnostic service providers responsibilities)

In 2004, PED issued rules revising the definition of related services or ancillary service and diagnostic service providers to “instructional support providers.” 6.63.3.7 NMAC defines instructional support providers as anyone who provides services for a public school or state institution as an educational assistant, school counselor, school social worker, school nurse, speech-language pathologist, psychologist, physical therapist, physical therapy assistant, occupational therapist, occupational therapy assistant, recreational therapist, interpreter for the deaf, diagnostician, and other service providers employed to support the instructional program of a school district or charter school. These revisions included a number of positions funded through base funding and not generally considered to be ancillary staff eligible for related services funding. The expanded positions included as instructional support providers creates an opportunity for districts to claim funding they historically have not been eligible to claim.

Funding for Ancillary Services and Diagnostic Services Not Tied to Full Licensure. In addition to funding fully licensed ancillary FTE, the state funds physical therapy assistants, certified occupational therapy assistants, and speech language apprentices at 25 units per FTE, although these staff are not permitted to carry caseloads but may only work under the direct supervision of fully certified ancillary service and diagnostic service providers.

Table 5 illustrates the number of ancillary service and diagnostic service providers not fully licensed.

**Table 5.
Not Fully Licensed Ancillary Service Provider FTE and Associated Cost
(in millions)**

	2005-06		2006-07		2007-08	
	FTE	Cost	FTE	Cost	FTE	Cost
Ancillary Service Providers						
Speech Language Apprentice	0.00	\$0.00	13.69	\$1.18	9.07	\$0.83
Physical Therapy Assistant	1.00	\$0.08	1.00	\$0.09	0.09	\$0.01
Certified Occupational Therapy Assistant	1.53	\$0.12	4.70	\$0.40	4.88	\$0.44
Funded FTEs	2.53	\$0.20	19.39	\$1.67	14.04	\$1.28
Units Generated by Therapy Assistants	63.25		484.75		351.00	

Source : PED

New Mexico administrative codes define the terms relevant to the related services FTE. The following definitions are applicable to ancillary service and diagnostic service providers:

- "Direct supervision" means on-site, in-view observation and guidance by a licensed professional in the applicant's field present (other than a paraprofessional or clinical fellow) during a therapy session with clients while an assigned activity is performed by support personnel.

- "Apprentice" means a paraprofessional working towards full licensure as a speech-language pathologist who provides adjunct services, is not actively engaged as a clinical fellow, and meets the education, employment and supervisory requirements as set forth in these regulations, 16.26.1.7 NMAC.
- Services and care provided by a physical therapy assistant will be furnished under the supervision of a physical therapist with a minimum of one (1) year experience. Such supervision will include, at a minimum:
 - Identify appropriate tasks to be performed by the physical therapy assistant.
 - Conduct and document a supervisory visit to the patient/client residence at least every thirty (30) days or as indicated.
 - Be on-call and readily available and within a one hundred (100) mile radius, or have appointed another physical therapist in his/her absence.
 - Supervise no more than two (2) physical therapy assistants. (Supervision of Secondary and Non-Licensed Personnel, 7.28.2.29 NMAC)
- Services and care provided by a certified occupational therapy assistant will be furnished under the supervision of an occupational therapist, with a minimum of one (1) year experience. Such supervision will include, at a minimum:
 - Identify appropriate tasks to be performed by the certified occupational therapy assistant.
 - Conduct and document a supervisory visit to the patient/client residence:
 - at a minimum of every two weeks for intermediate-level certified occupational therapy assistants
 - at a minimum of every thirty days for advanced-level certified occupational therapy

Methodology to Report Social Worker FTE for Funding not Established. Social workers who provide services to special education students are claimed at 25 units per FTE. The same school social workers; however, may be providing services to general education students.

According to the U.S. Department of Labor, school social workers provide students and their families social services and assistance to improve the social and psychological functioning of children and their families and to maximize well-being of the family and academic functioning of children. Some social workers assist single parents, arrange adoptions, or help find foster homes for neglected, abandoned, or abused children. In schools, they address such problems as teenage pregnancy, misbehavior, and truancy and advise teachers on how to cope with problem students. Increasingly, school social workers are teaching workshops to entire classes, yet districts are claiming the entire FTE for related services funding.

APS and PED did not Validate FTE Resulting in \$2.6 Million Over Funding. PED does not audit student counts statewide and does not validate ancillary-support service provider units claimed for funding. PED reports that districts own and are responsible for their data and require district superintendents to certify those units, but APS and PED do not have process in place to validate funding claims. Table 6 illustrates the number of over reported FTE and cost of funding.

Table 6.
Ancillary Service and Diagnostic Service FTE
FY08

	80th day	120th day	Average	Cost
Funded Data	677.31	586.73	632.02	\$57,604,988.89
Revised data	619.14	586.73	602.94	\$54,954,058.37
Over Funded	58.17	0	29.09	\$2,650,930.51

Source : PED and APS

Prior to FY06, the Accountability Data System (ADS) information manual issued by PED provided guidelines to school districts regarding how to report ancillary service and diagnostic service ancillary service FTE for funding. Beginning in FY06, PED implemented the student teacher accountability reporting system (STARS) and issued a new manual to be used to populate the database including how to report ancillary service and diagnostic service provider FTE.

APS, in the past, has not followed PED guidelines on reporting ancillary FTE. Prior to APS submitting claims for ancillary service funding, APS does not validate the information submitted. To further complicate the process, PED has not established procedures to validate ancillary service and diagnostic service FTE submitted for funding. This lack of oversight by PED has resulted in discrepancies in funding for APS and could be occurring at other districts statewide, potentially resulting in under funding and over funding of related service ancillary FTE.

Over the years, APS has utilized a variety of methods to report ancillary FTE data to PED and, as a result, has reported significantly different FTE in different years. As a result, although the number of special education students receiving services is declining, the number of ancillary service and diagnostic service FTE continue to increase. Table 7 illustrates the relationship between declining special education numbers and increased ancillary FTE.

Table 7.
Funded Ancillary Service and Diagnostic Service Provider FTE and Number of Special Education Students

	FY02	FY03	FY04	FY05	FY06	FY07	FY08
Funded FTE ¹	527.09	474.30	478.12	476.17	453.28	573.66	632.94
Membership ²	17,434.00	17,387.00	17,186.50	17,002.00	16,937.34	16,579.00	16,239.50

1 = Funded FTE include ancillary service provider FTE.

Source: APS

2 = Membership includes special education students, gifted students and charter school students.

Individualized Education Programs and Ancillary and Diagnostic Service FTE not Linked.

Neither the Individual with Disability Education Act (IDEA) nor state statute requires school districts to link student individualized education programs (IEP) with ancillary service and diagnostic service provider FTE.

Any parent of a child, a state educational agency, other state agencies, or local educational authority may initiate a request for an evaluation of a child to determine if a disability exists that prevents a child from reaching his educational potential. State law establishes a timeframe

within which an evaluation must be completed and a written IEP developed, reviewed, and revised for each child with an identified disability. (IDEA 2004)

An IEP team develops an education plan for the child and determines the type and frequency of special education and ancillary services a child should receive. Based on IEP requirements for all students, a school district determines the number of related service ancillary providers required to provide services. If a district is unable or unwilling to tie student IEP requirements to the number of ancillary service and diagnostic service providers, the number of FTE claimed may result in overstaffing or under staffing of FTE delaying appropriate services for children or over funding for un-needed FTE.

Recommendations. Develop and propose statutory changes to clearly define those certified or licensed ancillary service providers necessary and eligible for funding through the funding formula so that PED will be charged with the responsibility for promulgating rules to effectively implement statute.

Recover excess funds from APS distributed through the state equalization guarantee for FY08 and revert recovered funds to the general fund.

Revise PED rules based on amended statute to clearly identify those certified or licensed ancillary service providers and diagnostic service providers eligible for related services funding and develop specific instructions to districts to eliminate confusion in the future.

Establish and implement processes to validate ancillary service and diagnostic service provider FTE and special education student data and develop a review process to make certain related services FTE claimed for funding tie to appropriate caseloads.

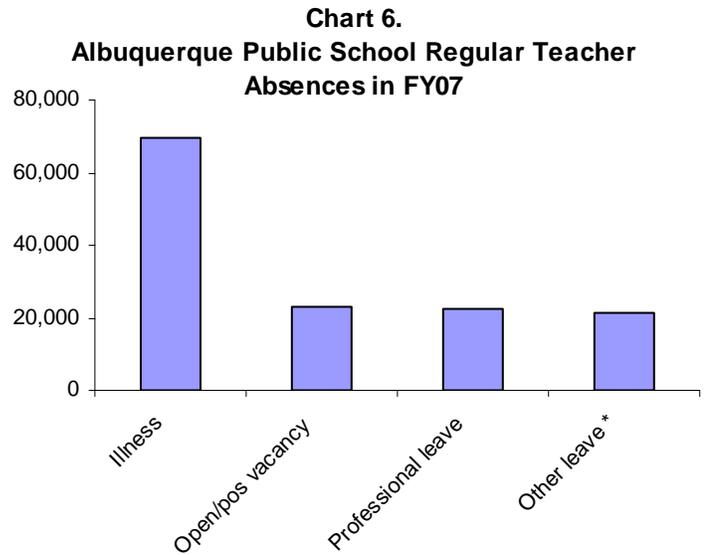
Review multiple year special education combined funding reports to analyze trends to ensure districts are using ancillary service and diagnostic service providers efficiently.

Evaluate speech language pathologists reported in position codes 95 and 96 to make certain they are being claimed properly. Also, evaluate position code 93 particularly for three and four year-old developmental delayed students to assure appropriate funding is being claimed.

Consider trends in related service FTE in the development of the executive and legislative requests and recommendations.

USE OF SUBSTITUTE TEACHERS

APS Teachers and Ancillary Service Providers Absences. For FY07, Albuquerque Public Schools teachers and instructional support staff were absent from work 136,352 days out of a total of 1.6 million work days or 8.7 percent of the time. Chart 6 illustrates the reasons for teacher and ancillary staff absences.



Source : APS

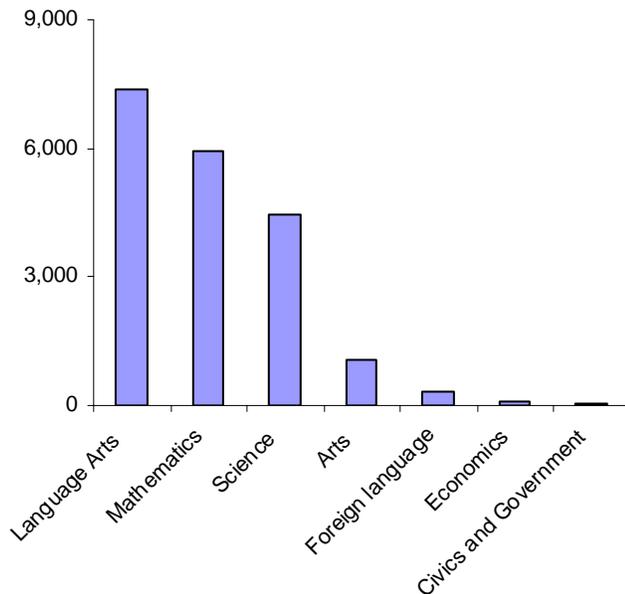
* = Other leave includes annual leave, bereavement leave, leave without pay, legal summon, light duty, paid absence, personal leave, emergency, special education IEP, substitute in service, and test.

Substitute Teachers Teach Core Courses. In FY07, APS used substitute teachers to teach core classes 20,771 days. The No Child Left Behind Act [NCLB 9101(11)] defines “core academic subjects” as English, reading/language arts, mathematics, science, history, geography, economics, civics and government, foreign languages, and the arts.

- PED defines the “arts” as dance, music, theater and drama and visual arts.
- Foreign languages in the NCLB are known as languages other than English.

Chart 7 illustrates the number of days APS used substitute teachers to teach core subjects in FY07.

Chart 7. Number of Days Substitute Teachers Taught Core Subjects FY07



Source : APS

Professional Development is not Planned Outside a School Year. APS does not plan professional development outside of the school year to increase teacher presence in the classroom. For FY07, a total of 7,603 teaching staff requested a substitute teacher during the first two weeks of the school year, from August 10 to August 31. Of these, 1,312 days were used for professional development.

For the current school year, 197 teaching staff requested a substitute in the first two days of school. Of these, 146 substitutes were requested to cover teaching staff attending professional development.

Substitutes in Compliance with State Statute. As reported by APS staff, APS requires substitute teachers, at a minimum, to hold a substitute teacher certificate issued by PED and to complete at least 60 hours of college-credit courses from a regionally accredited college. A review of substitute teachers' files indicates APS is in compliance with state statute and internal APS requirements. (See Appendix B for study and research on substitute teachers)

Current rules adopted by PED require any person seeking to work as a substitute in New Mexico to hold a certification authorizing that person to perform the duties of a substitute teacher. Substitute teacher certificates shall be issued by the public education department to applicants who at the very minimum, are at least 18 years of age for those seeking to perform instructional services in kindergarten through eighth grade, and at least 21 years of age for those seeking to perform instructional services in grades nine through 12, and have earned a high school diploma

or high school diploma equivalency. Additional training and educational requirements are also specified.

Recommendations. Conduct a study to assess the use of substitute teachers on student performance.

HEALTH INSURANCE AND RISK ISURANCE FUNDS.

No Separate Fund for Health Insurance Funds. APS transfers employee contributions into several liability accounts, but does not transfer total matching employer contribution. APS did not reconcile system generated report 260, payment detail listing, and report 295, distribution history report, which may have resulted in not transferring total matching employer contribution to these liability accounts.

APS has elected not to participate in the New Mexico Public Schools Insurance Authority (Authority) risk pool for employee health coverage, workers' compensation, property and other liability insurance coverage. Section 22-29-9 NMSA 1978 indicates that school districts and charter schools shall participate in the authority, unless the school district or charter school is granted a waiver by the board. Section 22-29-3 NMSA 1978 defines a "School district". It means a school district as defined in subsection K[R] of Section 22-1-2 NMSA 1978, excluding any school district with a student enrolment in excess of sixty thousand students. APS opted to provide risk coverage by retaining the risk internally, usually referred as self insurance. For the health benefit coverage, both employee and employer contributions toward expected cost are based on a premium established by APS for various plan coverage. This activity creates a fiduciary relationship on the part of APS; however, APS does not account for this activity separately. For example, APS does not transfer employee and employer contribution in a separate fund every pay period to pay health and medical claims. This practice makes health and medical benefits accounting complicated.

Maintaining health and medical funds and interest earned in a separate fund may reduce cost of health insurance to employees and employer.

Millions Accumulated in Health and Medical Insurance Funds. APS has accumulated approximately \$24 million in health and medical insurance funds from FY04 to FY07. Self-insured healthcare programs allow employers to contain cost if they manage the programs diligently because the employers bear the risk not the insurance companies. Employers collect premiums from employees and contribute the employer's share to the health insurance funds. Most employers invest health insurance funds on a short-term basis and contract with a third party for administering claims.

APS annually requests state support for insurance costs as part of its state equalization guarantee distribution without accounting for available cash in its health and medical insurance funds. Additionally, APS reports it earns approximately 3 percent to 5 percent interest annually on health insurance funds but does not transfer the interest earned into the fund.

Table 8 provides estimated cumulative fund balance from FY04 through FY07.

**Table 8.
Contributions, Claims Paid and Fund Balance**

	FY04 ³	FY05 ³	FY06	FY07
Beginning Balance ⁴	\$3,988,735.12	\$9,216,034.50	\$16,166,094.78	\$19,665,385.90
Employee	\$17,846,943.17	\$20,083,144.09	\$21,956,926.85	\$23,164,459.92
Employer ¹	\$30,888,565.21	\$34,758,865.99	\$38,001,912.17	\$40,091,847.89
LOA and COBRA	\$522,308.61	\$517,644.81	\$531,330.17	\$649,781.65
Total Contributions	\$49,257,816.99	\$55,359,654.89	\$60,490,169.19	\$63,906,089.46
Claims paid ²	\$44,030,517.61	\$48,409,594.61	\$56,990,878.07	\$59,114,901.53
Cumulative Ending Balance	\$9,216,034.50	\$16,166,094.78	\$19,665,385.90	\$24,456,573.83

Source :APS

¹ = Employer contribution is estimated at an average of 63.38 percent.

² = Claims paid includes claims and administration cost.

³ = FY04 and FY05 does not include dental and vision employee contribution.

⁴ = FY04 beginning balance is based on APS FY04 Trial Balance.

APS Does Not Consider Fund Balance at Year End To Estimate Health and Insurance Premiums. APS uses an actuary to estimate incurred but not reported (IBNR) claims at the year end at different confidence levels. Because APS does not purchase excess insurance, the actuarial confidence level for incurred-but-not-reported claims may be high. The actuary recommendation for IBNR was \$4.9 million for health and medical insurance as of June 30, 2006.

The actuarial recommendation also includes health and medical insurance premiums for the next year. APS staff indicated that the actuary does not consider fund balance when calculating health and medical insurance premiums. From the beginning, APS has always implemented health and medical insurance premiums recommended by the actuary without considering fund balance.

No Separate Accounts for Property and Other Liability and Workers' Compensation Funds. As a result of APS not maintaining property and other insurance and workers' compensation insurance funds in a separate fund, LFC was unable to estimate fund balances for property and other liability and workers' compensation self-insurance. Table 9 illustrates worker compensation, property and other liability budgeted funds and estimated fund balances.

**Table 9.
Budgeted Funds, Claims Paid and Cumulative Fund Balance**

	FY04	FY05	FY06	FY07
Workers' Compensation				
Budgeted Funds	\$2,203,713.00	\$1,895,244.00	\$2,984,755.00	\$6,991,887.00
Claims Paid	\$2,656,102.78	\$2,885,135.09	\$2,841,229.27	\$3,801,135.65
Administration Fee	\$247,430.89	\$283,364.05	\$213,404.22	\$330,712.63
Cumulative Fund Balance ¹	\$4,233,091.30	\$8,822,205.03	\$12,490,654.53	\$13,118,583.58
Property and Other Liability				
Budgeted Funds	\$5,600,000.00	\$4,866,438.00	\$5,353,082.00	\$6,986,138.00
Claims Paid	\$3,680,268.68	\$2,827,623.42	\$3,830,982.23	\$4,613,105.14
Administration Fee	\$258,328.37	\$24,871.51	\$285,517.76	\$416,732.50
Excess Insurance	n/a	\$4,934,673.68	\$3,868,685.13	\$3,801,201.00

Cumulative Fund Balance ¹	\$1,834,376.66	\$1,872,568.17	\$2,767,088.33	\$2,906,271.96
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Source : APS

¹ = Information obtained from APS trial balance

Actuary report issued by Armtech on August 22, 2006, recommended \$9.2 million for workers' compensation and \$10.2 millions for property and other liability for estimated outstanding losses at 90 percent confidence level as of June 30, 2006.

Recommendations. Establish policies and procedures to maintain health and medical insurance and other insurances.

Transfer insurance fund balances in a separate fund.

Reconcile contributions and claims paid by finance and accounting department with the information maintained by the risk and benefit department at the end of each month.

Consider studying excess health and medical self insurance rates. Excess health and medical self insurance may reduce reserve needs for health and medical self insurance.

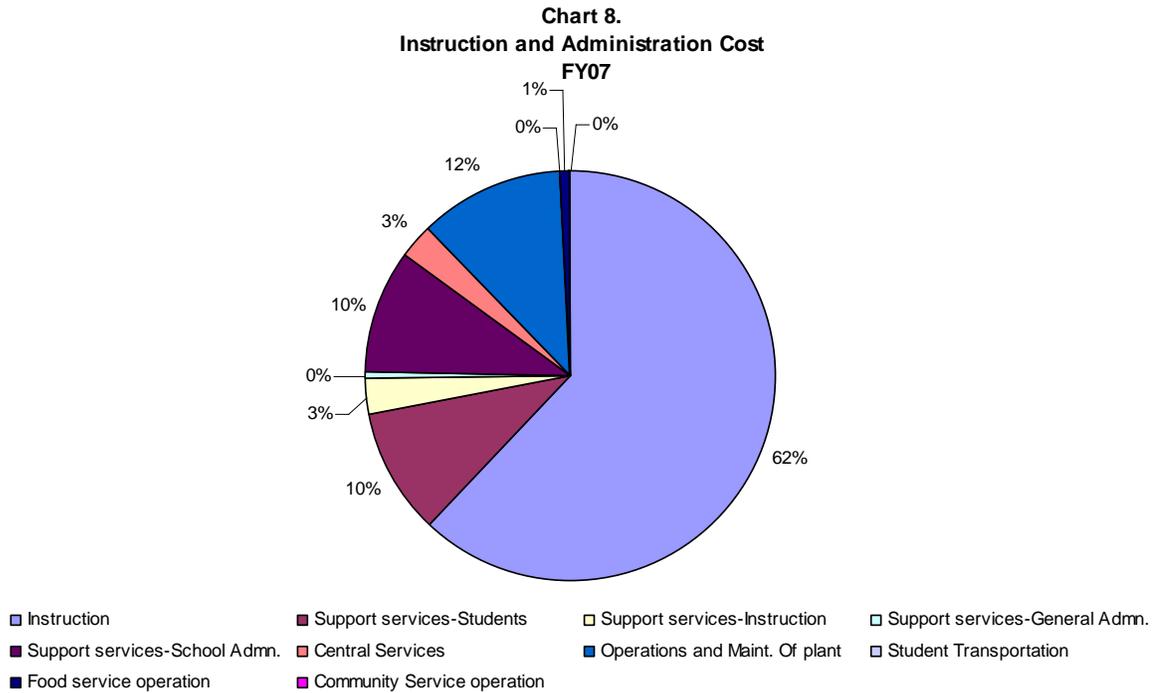
Submit the following information for FY07 to PED, LESC and LFC:

- Total premium by product
- Total enrollment by product
- Total amount of medical claims paid
- Individual insurance recoveries
- Fund balances by product
- Current year actuarial reports indicating Incurred but not reported claims and estimated premiums for the next period.

IMPACT OF FUNDING ON STUDENT PERFORMANCE.

Instructions Expenditure. APS spent approximately \$362.7 million (62.05 percent) in FY07 on direct instruction. (See Appendix D for cost breakdown by function.) APS used the National Center for Education Statistics (NCES) definitions to allocate costs for F07 under a new chart of accounts. According to NCES, direct cost is synonymous with instruction. Instruction includes activities dealing directly with the interaction between teachers and students and may be provided in a school, classroom, at another location such as a home or hospital, and in other learning situations (e.g. co-curricular activities). Instruction costs also include the cost of aides or classroom assistants of any type, clerks, graders, and anyone who assists in the instructional process.

General administration and school administration functions should be grouped as indirect costs. The annual totals of the various support functions are grouped in indirect cost pools for attribution to programs by attribution factors.



Additional Funds for High-Need Student Performance. Schools receive additional funds from the state for low-income, bilingual, and special education students. Schools also receive additional federal funding for low-income students (Title I funding) and for special education students (IDEA 2004). The following table presents demographic and funding data for some APS schools.

**Table 10.
High Poverty Elementary, Middle and High Schools
Enrollment and Funding for FY06 and FY07**

	Low Income	Enrollment	Special Education Students	Total Funding ¹	Low Income	Enrollment	Special Education Students	Total Funding ¹
	2006-07				2005-06			
Elementary Schools								
La Mesa	99.10%	665	46	\$3,468,148.00	99.00%	678	34	\$2,847,950.08
East San Jose	97.40%	596	79	\$2,897,913.00	97.00%	549	31	\$2,599,986.84
Alamosa	93.00%	647	40	\$2,786,217.00	93.00%	575	24	\$2,446,460.37
Los Padillas	93.00%	276	31	\$1,282,082.00	93.00%	288	13	\$1,236,482.90
Corrales	26.90%	567	98	\$1,849,670.00	26.90%	550	40	\$1,836,742.64

North Star	0%-50%	420	70	\$1,726,453.00	n/a			
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Middle Schools								
Washington	94.10%	564	116	\$2,375,221.00	94.00%	524	70	\$2,204,225.55
Harrison	90.30%	785	123	\$2,916,482.00	90.00%	647	76	\$2,503,141.89
Truman	88.10%	1056	205	\$4,414,394.00	88.00%	986	120	\$3,743,529.78
Van Buren	84.10%	562	112	\$2,587,823.00	84.00%	605	83	\$2,339,275.76
Eisenhower	0%-50%	948	220	\$2,795,695.00	0%-50%	986	54	\$2,857,596.55
L. B. Johnson	0%-50%	1054	239	\$3,672,853.00	0%-50%	1046	86	\$3,069,662.33

High Schools								
Rio Grande	61.00%	1960	342	\$7,395,759.00	54.00%	2203	159	\$6,398,545.26
West Mesa	52.90%	2821	461	\$10,152,935.00	50.00%	2625	317	\$9,175,099.47
La Cueva	0%-50%	2187	264	\$7,379,159.00	0%-50%	2227	83	\$6,852,003.00
Cibola	0%-50%	3170	621	\$10,239,254.00	0%-50%	2967	324	\$9,343,546.84
Albuquerque	0%-50%	1843	443	\$6,394,527.00	0%-50%	1837	213	\$6,275,358.00
Highland	0%-50%	1977	470	\$7,203,476.00	0%-50%	1916	245	\$6,574,246.99

Source : APS

¹ Total funds include operational funds and Title I funds. Schools with less than 50% low income population do not receive Title I funds.

Title I Funds for High-Poverty Schools. Title I federal grant funds are provided to implement programs necessary to improve student success in high poverty-schools. Table 11 shows Title I fund allocation, expenditure, encumbrance, and balance for FY07.

**Table 11.
Title I Funds Allocated and Expended FY07**

	Funds Allocated	Funds Expended	Funds Encumbered	Balance
Elementary Schools				
La Mesa	\$350,355.00	\$318,549.72	\$31,444.48	\$360.80
East San Jose	\$335,479.00	\$324,722.84	\$2,703.89	\$8,052.27
Alamosa	\$307,724.00	\$288,676.18	\$17,528.89	\$1,518.93
Los Padillas	\$186,818.00	\$186,137.58	\$367.66	\$312.76
Corrales	\$0.00	\$0.00	\$0.00	\$0.00
North Star	\$0.00	\$0.00	\$0.00	\$0.00
Middle Schools				
Washington	\$355,932.00	\$355,294.75	\$259.20	\$378.05
Harrison	\$304,149.00	\$302,467.40	\$596.00	\$1,085.60

Truman	\$418,820.00	\$416,868.27	\$487.66	\$1,464.07
Van Buren	\$280,485.00	\$276,504.84	\$3,489.84	\$490.32
Eisenhower	\$0.00	\$0.00	\$0.00	\$0.00
L.B. Johnson	\$0.00	\$0.00	\$0.00	\$0.00
High Schools				
Rio Grande	\$249,408.00	\$248,070.40	\$536.67	\$800.93
West Mesa	\$167,830.00	\$152,045.91	\$13,925.00	\$1,859.09
La Cueva	\$0.00	\$0.00	\$0.00	\$0.00
Cibola	\$0.00	\$0.00	\$0.00	\$0.00
Albuquerque	\$0.00	\$0.00	\$0.00	\$0.00
Highland	\$0.00	\$0.00	\$0.00	\$0.00
Sub-total	\$2,957,000.00	\$2,869,337.89	\$71,339.29	\$16,322.82
Mandated Set Aside and Rest of the Schools	\$24,407,293.00	\$20,657,615.16	\$3,549,729.92	\$199,947.92
Total Funds	\$27,364,293.00	\$23,526,953.05	\$3,621,069.21	\$216,270.74

Source :APS

Note: Schools with \$0.00 balance did not receive Title I funding because schools reported less than 50 percent low income student population.

Timing of Student Testing. During school site visits, school principals indicated that students take standard-based assessments at the end of February or the beginning of March. Although schools have approximately 20 percent of the school year remaining, students are tested on a full year curriculum. PED indicated that students are tested at 80 percent of current year curriculum and 20 percent of previous year curriculum. However, principals are not fully aware of this practice.

PED does not release test results prior to the beginning of the next school year to help teachers plan for student services. In FY08, PED released individual high school test results on August 15, 2007, but APS schools started on August 13, 2007. PED is researching to determine when tests were released to elementary and middle schools. Hence, teachers were unable to use test results to provide necessary services to students. However, PED indicated that New Mexico requires comprehensive tests which include multiple choice and essay questions. Testing company takes longer to release test results.

Impact of Teacher Experience on Student Performance. Schools divide students into various subgroups for testing purposes: Hispanic, Asian Pacific, Native American, English Language Learner (ELL), students with disabilities, and economically disadvantaged students. States consider math and reading test scores to determine student proficiency. Provisions of NCLB require schools to test at least 95 percent of the student population in each subgroup to determine student proficiency. Subgroups with fewer than 25 students are not included in determining the overall proficiency of students.

No direct relationship can be seen between students test results and the level 3 teachers or teachers with advanced degrees. (Appendix C shows proficiency in Math and Reading and Teachers characteristics).

AYP and the Gap between Targets and Results. Annual yearly progress (AYP) is addressed in both state and federal statute. AYP is the adequate yearly progress target in reading and math that the state, school districts and schools must reach to be considered on track for 100 percent proficiency by school year 2013-14. The federal No Child Left Behind (NCLB) Act of 2001 says that each state shall establish a timeline for adequate yearly progress. The timeline shall

ensure that no later than 12 years after the 2001-02 school year all students in each subgroup described in the law will meet or exceed the state's proficiency level of academic achievement.

To meet AYP, schools need to meet the following:

- Achieve a 95 percent participation rate on state assessments'
- Reach targets for proficiency or reduce non-proficiency,
- Reach targets for the attendance rate for elementary and middle schools and graduation rate for high schools.

Each school has set an annual target for math and reading proficiency. Some schools are closer to targets than other schools. (Appendix D charts prepared by Office of Education Accountability staff shows proficiency targets and actual results)

Networking with Successful Schools. In APS, some schools with high populations of Hispanics, English language learners and students living in poverty meet proficiency in math as well as reading. APS schools not meeting proficiency could learn from these and other successful schools. (Appendix C shows AYP results; number of teachers in level 3, 2 and 1; and number of teachers with advanced degrees for selected schools)

Recommendations. Increase operational funds for direct instruction, function 1000. Making additional funds available to schools will enable them to address needs of high risk students.

Study the impact of teacher experience and qualifications on student performance. If experienced and highly qualified teachers assist in improving student performance, those teachers should receive incentives to work in schools with high need students or schools not achieving proficiency on standard based assessments.

PED should ensure standards-based assessment test results are provided to schools and teachers at least three weeks before the start of the next school year to allow teachers to review student test data to determine services needed by students.

Consider printing a newsletter highlighting best practices and success stories from different schools and creating networks between schools to help improve services to students.

APS Chart of Accounts. APS submitted-fourth quarter financial data to PED based on the new National Center for Educational Statistics chart of accounts. APS has chosen to use its own accounting system provided by Lawson and crosswalk to the PED system. The software for both the old accounting system and the new system was provided by Lawson with the old system upgraded to handle the new chart of accounts in a more efficient manner. The new system places the accounts in an order similar to the NCES Chart of Accounts utilizing eight components keeping two for "unspecified/local use" and places them in the order as follows:

- Fund/Sub-Fund
- Function/ Sub-Function
- Object
- Program
- Location (District/School)
- Job Classification

APS lists these accounts in a different order from PED, and they are listed in the order below:

- Fund
- Location (Location not reported to PED)
- Sub-Dept (Exclusive to APS...not reported to PED)
- Function
- Object
- Job Classification

Although accounts do not exactly match the state's uniform chart of accounts, the new software system automatically crosswalks these accounts with the uniform chart of accounts.

LFC staff reviewed the 2300, 2400, 2500, 2600 and 2900 functions in APS chart of accounts and determined that they are categorized properly. A source of confusion comes from the sub-department titles. For example in function 2400 there is an account for the finance department which should be under 2500. After further review, it was determined that this account is a community relations account. A number of these examples occurred and after review, it was determined that these accounts are appropriate.

Recommendations. Align sub-department names to reflect proper functioning of the sub-departments. Define sub department more specifically to avoid confusion.

RESPONSES

David Abbey, Director
Legislative Finance Committee
325 Don Gaspar, Suite 101
Santa Fe, New Mexico 87501

Dear Mr. Abbey:

The Legislative Finance Committee approved a review of Albuquerque Public Schools through Senate Joint Memorial 59 and Senate Memorial 37. Also, Senate Join Memorial 19 requested a review of substitute teacher programs. The objectives of this review were to include the following:

- Review APS Chart of Accounts to determine the alignment to State and national standards and expenditure classifications.
- Assess related services (special) funding, at-risk funding to determine revenue generation from all sources and the allocation of funds for all schools within APS.

- Review Risk Management, general liability, health insurance and property insurance to determine fund management practices and solvency of funds.
- Review student performance by schools to assess adequate yearly progress and compare APS to other comparable districts.
- Assess the condition of substitute teacher programs to evaluate the effectiveness of current policies and procedures.

The committee has authority under Section 2-5-3 NMSA 1978 to examine laws governing the finances and operations of departments, agencies, and institutions of New Mexico and all of its political sub-divisions, the effect of laws on the proper functioning of these government units, and the policies and costs of government. Pursuant to its statutory authority, the committee may conduct performance reviews and inquiries into specific transactions affecting the operating policies and costs of governmental units and their compliance with State law.

This review engagement was managed by Manu Patel, Deputy Director for Performance Audit. Ms. Usha Shannon was the review team leader and conducted and coordinated the day-to-day activities regarding the review.

On Friday, October 26th, the Audit was presented to the Legislative Finance Committee (LFC) and Albuquerque Public Schools was asked to respond to the recommendations. Below you will find the LFC recommendations with the response from Albuquerque Public Schools.

1. RELATED SERVICE FUNDING

a. *Recommendations:*

Develop and propose statutory changes to clearly define those certified or licensed ancillary service providers necessary and eligible for funding through the funding formula so that PED will be charged with the responsibility for promulgating rules to effectively implement statute.

RESPONSE: *Albuquerque Public Schools would be happy to be invited to collaborate with the Public Education Department and the Legislative Finance Committee in responding to this recommendation*

Recover excess funds from APS distributed through the state equalization guarantee for FY08 and revert recovered funds to the general fund.

RESPONSE: *Under current practice, funds are distributed to districts on a monthly disbursement schedule, in 1/12 amounts. APS receives their cash wire on or about the fifth of each month. In order to implement this recommendation, APS will need to submit a budget decrease, and then PED will need to adjust the remaining cash disbursements in 2007-08 to reflect that budget decrease. Under consideration to revert the \$2.6 million (1/2 of 1 % of the operational budget \$655,000,000):*

- *Requesting support departments to revert 1% of their operational budgets*
- *Prioritizing professional development opportunities and limiting activity. This will reduce substitutes and create savings.*
- *Denying position reclassification requests for the remainder of the year.*
- *Department and support staff hiring freeze and recapturing vacancy savings*

- *Eliminating vacant positions in the M&O Department*
- *Freezing support department Supply assets and Fixed assets*

Revise PED rules based on amended statute to clearly identify those certified or licensed and ancillary service providers and diagnostic service providers eligible for related services funding and develop specific instructions to districts to eliminated confusion in the future.

RESPONSE: *Albuquerque Public Schools would be happy to be invited to collaborate with the Public Education Department and the Legislative Finance Committee in responding to this recommendation.*

Establish and implement processes to validate ancillary service and diagnostic service provider FTE and special education student data and develop a review process to make certain related services FTE claimed for funding tie to appropriate caseloads.

RESPONSE: *We would be happy to join PED in considering an alternative method to increase accountability for ancillary FTE. However, we are concerned that this recommendation would result in a limitation of services for students with disabilities. Since individualized education programs (IEPs) must address individual student needs, some therapists who are serving students with intensive needs would not be able to serve the same number of students as a therapist who is serving students with less intensive needs. While current state rules set caseloads for therapy-only students that tie to the amount of service provided, APS cannot support the audit recommendation for establishing and implementing caseloads for ancillary service.*

Review multiple year special education combined funding reports to analyze trends to ensure districts are using ancillary service and diagnostic service providers efficiently.

RESPONSE: *Albuquerque Public Schools would be happy to be invited to collaborate with the Public Education Department and the Legislative Finance Committee in responding to this recommendation.*

Evaluate speech language pathologists reported in position codes 95 and 96 to make certain they are being claimed properly. Also, evaluate position code 93 particularly for three and four year old developmental delayed students to assure appropriate funding is being claimed.

RESPONSE: *Albuquerque Public Schools would be happy to be invited to collaborate with the Public Education Department and the Legislative Finance Committee in responding to this recommendation.*

Consider trends in related service FTE in the development of the executive and legislative requests and recommendations.

***RESPONSE:** Albuquerque Public Schools would be happy to be invited to collaborate with the Public Education Department and the Legislative Finance Committee in responding to this recommendation.*

2. USE OF SUBSTITUTE TEACHERS

a. Recommendation

Conduct a study to assess the use of substitute teachers on student performance.

***RESPONSE:** The District Research, Development and Accountability and Human Resources Departments will collaborate to identify how this study could be conducted.*

3. HEALTH INSURANCE AND RISK INSURANCE FUNDS

a. Recommendations

Establish policies and procedures to maintain health and medical insurance and other insurances.

Transfer insurance fund balances in a separate fund.

Reconcile contributions and claims paid by finance and accounting department with the information maintained by the risk and benefit department at the end of each month.

Consider studying excess health and medical self insurance rates. Excess health and medical self insurance may reduce reserve needs for health and medical self insurance.

Submit the following information for FY07 to PED, LESC and LFC:

- Total premium by product
- Total enrollment by product
- Total amount of medical claims paid
- Individual insurance recoveries
- Fund balances by product
- Current year actuarial reports indicating Incurred but not reported claims and estimated premiums for the next period.

***RESPONSE:** The Albuquerque Public Schools agrees with these recommendations and has already established internal service self-insurance funds for Risk and Health fund balances. The District will collaborate with PED, LESC and LFC to carry out the last recommendation.*

4. IMPACT OF FUNDING ON STUDENT PERFORMANCE

a. Recommendation

Increase operational funds for direct instruction, function 1000. Making additional funds available to schools will enable them to address needs of high risk students.

Study the impact of teacher experience and qualifications on student performance. If experienced and highly qualified teachers assist in improving student performance, those teachers should receive incentives to work in schools with high need students or schools not achieving proficiency on standard based assessments.

RESPONSE: *Currently a task force from APS and ATF, with input from PED, is meeting to develop a comprehensive plan for APS R1/2 school. The plan will address teacher experience, qualifications and possibilities for incentives.*

PED should ensure standards-based assessment test results are provided to schools and teachers at least three weeks before the start of the next school year to allow teachers to review student test data to determine services needed by students.

Consider printing a newsletter highlighting best practices and success stories from different schools and creating networks between schools to help improve services to students.

RESPONSE: *Vendor contracts for testing are negotiated by the PED. These contracts include the dates and timelines by which the test publishing vendor must deliver district, school and student reports. Districts across the state continue to request earlier delivery of vendor developed reports and files.*

APS presents a unique condition in New Mexico, our district, servicing nearly 1/3 of the state is the primary urban district in the state. In order to find peer districts, APS must seek networks both within the state and outside of New Mexico. The APS superintendent and several of her executive team are members of and participate in the New Mexico Coalition of school administrators. This state-wide organization provides networking for instructional issues as well as operation issues. APS is a member of the Council of Great City Schools, a member organization of the 100 largest school districts in the nation. This organization focusing on the issues central to large urban districts, especially focused on improving instruction and student performance. APS executive team members have been presenters at the national annual conference as well as having staff and board members participate in the professional conferences. APS is a member of the second cohort of the Executive Leadership Program for Education. This 3 year program brings together executive team members from 4 districts from each participating state along with a team from each state education agency. The program, sponsored by the Darden School of Business at the University of Virginia and the Wallace Foundation is focused on developing high performing educational organization with strong instructional leadership. The second cohort participants include teams from the PED, Espanola, Roswell, APS and Los Lunas in New Mexico; Bibb County, Atlanta City Schools, Macon and xx school districts in Georgia and the state Superintendent's team. APS has accepted an invitation to participate in the Stanford University Leadership program. EPEL is an annual summit at which district leadership teams work with Stanford faculty from the School of Education, Graduate School of Business, the School Redesign Network (SRN) and other experts to develop

and execute strategic action plans around key district challenges. As of 2007, EPEL is being conducted by SRN through its Leadership for Equity and Accountability in Districts and Schools (LEADS) Network. Participation is by invitation and includes approximately 45 current and alumni districts.

5. APS CHART OF ACCOUNTS

a. Recommendations

Align sub-department names to reflect proper functioning of the sub-departments. Define sub department more specifically to avoid confusion.

RESPONSE: *Sub-departments are a part of the APS account structure used to segregate various types of expenditures. The names of the sub-departments are very specific, such as Early Childhood Education, bilingual education, etc. The account structure was set up prior to the new State Chart of Accounts and allowed the district to separate out expenditures by various programs. The structure used by APS has no affect on reports that are submitted to the State; all accounts roll up properly to the State Chart of Accounts.*

Respectfully,

Tom Savage
Deputy for District Resources

The following job responsibilities are established for speech language apprentice, social worker, audiologists, diagnosticians, school psychologist, and rehabilitation counselor:

- According to the American Speech-Language-Hearing Association (ASHA), Speech-language pathology assistants are to be used only to supplement—not supplant—the services provided by ASHA-certified speech-language pathologists. Speech-language pathology assistants are not trained for independent practice. Therefore, they do not provide additional services to students, but they can only assist speech language pathologists.
- Audiologists conduct a various wide variety of tests to determine the exact nature of an individual hearing problem. They refer patients to physicians when the hearing problem needs medical or surgical evaluation. Audiologists present a variety of treatment options to patients with hearing impairment. Audiologists dispense and fit hearing aids, administer tests of balance to evaluate dizziness, and provide hearing rehabilitation training. Audiologists refer patients to physicians when the hearing problem needs medical or surgical evaluation.
- Educational diagnostician is a professional holding an advanced degree with qualifications necessary to select, administer, interpret, and report the results of educational assessment procedures for purposes of individual eligibility, program and intervention planning, and progress monitoring.
- According to US department of labor, school social workers teach workshops to an entire class. In schools, they address such problems as teenage pregnancy, misbehavior, and truancy and advise teachers on how to cope with problem students.
- According to New Mexico Association of School Psychologists, a school psychologist provides assessment, prevention, consultation, intervention, education, research and planning and health care provisions. They use their training and skills to team with educators, parents and other mental health professionals to ensure that every child learns in a safe, healthy and supportive environment.
- According to US department of labor, rehabilitation counselors help people deal with the personal, social and vocational effects of disabilities. They counsel people with disabilities resulting from birth defects, illness, or disease, accidents, of the stress of daily life. They evaluate the strengths and limitations of individuals, provide personal and vocational counseling, and arrange for medical care, vocational training, and job placement. Rehabilitation counselors interview both individuals with disabilities and their families, evaluate school and medical reports, and confer and plan with physicians, psychologists, occupational therapists, and employers to determine the capabilities and skills of the individual. Conferring with the client, they develop a rehabilitation program that often includes training to help the person develop job skills. Rehabilitation counselors also work toward increasing the client’s capacity to live independently.

**ALBUQUERQUE PUBLIC SCHOOLS
SUMMARY OF INTERVIEW AND RESEARCH RESULTS
RE SENATE JOINT MEMORIAL 19**

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ALBUQUERQUE PUBLIC SCHOOLS
SUMMARY OF INTERVIEW AND RESEARCH RESULTS
RE SENATE JOINT MEMORIAL 19
By Luciano Baca

SUBSTITUTE TEACHERS

In New Mexico and in the other forty-nine states, hiring, pay scales and working conditions of substitute teachers are local decisions. The No Child Left Behind Act (NCLB) recognizes this by not addressing the issue in its certification of personnel requirements. In addition, the United States Office of Education website clearly reinforces this in its FREQUENTLY ASKED QUESTIONS segment on the Act. A study conducted by the Education Commission of the States shows that only nine of the nation's fifty state departments of education have no state policies regarding substitute teachers. (Table showing summary of ECS study is attached)

Shown below are responses to the questions submitted to Albuquerque Public School (APS) personnel that were obtained in an interview with Patti Nabors, Director of the Substitute Services Office. Also shown below are the results of searches conducted using various sources and websites, including the APS website. Questions submitted to APS are shown followed by the responses with a source is cited after each response.

SUMMARY OF RESPONSES TO APS STUDY QUESTIONS

- **policies, guidelines, regulations re sick and personal leave days;**
- **policies re substitute teachers, any available;**
- **administrative guidelines, directives (communiqués) regarding hiring and assigning of substitute teachers;**

Substitute teacher hiring and placements are managed through the Office of Substitute Services, a unit in the Human Resources Department. The school board has not adopted any policies regarding substitute teachers and their use appears guided by the unit's mission statement, board adopted Substitute Teacher Handbook and applicable language in the district's bargaining agreement contract (if any).

The unit's functions are described in the adopted mission statement shown below:

Mission Statement : Substitute Services office recruits, trains and coordinates usage of substitute teachers and assistants for the district via the Substitute Employee Management System.

APS use an automated system called SEMS, Substitute Employee Management System, to manage substitute teacher assignments. A director and two secretaries operate the program at the central office level. According to the director, the district must have at least 1,200 names on the substitute teacher list on the substitute teacher list but not all are used. Assignment of substitutes is done automatically based on expressed preferences by both the potential substitute and the principal whose school has a teacher absent. Because decision making is the prerogative of the

principal and the substitute, central office staff has little impact on where substitutes are placed once the individuals involved are accepted and placed on the district's substitute teacher list, basically SEMS. (Sources: Patti Nabors & APS Substitute Teacher Handbook)

Annually, the process works as follows:

- a. applications are received and processed by staff from the Substitute Services Office;
- b. selection of potential substitutes is made by the director following a review of applications;
- c. background checks paid for by potential substitutes are conducted before applicants are placed on the substitute teacher list;
- d. placement on the substitute teacher list includes information regarding the person's training, areas of specialization or special interest and schools and content areas in which the individual is willing to substitute;
- e. notice that a teacher will be absent is called into SEMS, and potential substitutes are called, and
- f. if substitute accepts an assignment, he/she then reports to a school and carries out duties as outlined in the Substitute Teacher Handbook. (Sources: Patti Nabors & APS Substitute Teacher Handbook, 2006-2007)

- **Basic academic requirements, for long-term and for short term hires, if different**

Substitute Teachers **MUST** be licensed with the State of New Mexico. Options for licensure include a Substitute Teacher License (Level 1 or 2), a Certified Teacher License, or an Administrator's License. APS also has a system for automatic substitute teacher program. (See page 10 of this narrative.)

Initial substitute licensure (Level 1) is valid for three (3) years. Renewal substitute licensure (Level 2) is valid for nine (9) years. To be eligible for a Level 2 license, the substitute must meet **one** of the following criteria:

- Complete with a passing grade 3 semester hours of college credit in areas related to long range planning, student standards, or classroom issues, or
- Complete 48 hrs of professional development in the areas listed in # 1, or
- Obtain written certification from the Superintendent that verified at least 270 hours of instructional time as a substitute teacher.

(Source: Substitute Teacher Handbook, 2006-2007)

Academic requirements are the same for both short and long term substitutes.

In emergency situations, a substitute holding "only" a high school diploma or a GED certificate may be hired. However, the principal must make the request and the substitute may not be used on a long-term basis. Given the shortage of qualified personnel, this option is used. However, no study is available on how often this happens.

- **Process for selection and assignment of substitute teachers to individual schools (e.g., elementary, middle or high school), especially with regard to "core" areas**

Selection and assignment of substitutes in all areas are the prerogatives of the school principal and the substitute. Substitutes with math and/or science backgrounds are rare. If available, these individuals quickly find other employment in other industries. However, individuals on the substitute list indicate their preferred assignments and those assignments to specific schools and teaching areas they are willing to accept. Consequently, finding substitutes for science and math teachers poses problems for the system.

Selection and assignment of substitutes is influenced by the availability and the individual's willingness to substitute, distance from the school where the substitute is needed, and type of assignment (elementary, middle or high school and/or subject matter area). Finding suitable substitutes is problematic because many on the SEMS list are between jobs, wanting to determine whether they are interested in teaching as a career or simply wanting to earn a little extra money, responses to a "short notice" requests to substitute. (Source: Patti Nabors)

- **Rate of pay for long-term (permanent) and short-term substitute teachers, if different and whether rates are tied to regular teacher salary schedule**

The rate of pay for long term substitutes is different. Long term hires are paid current salary plus on extra hour after four days as shown on the adopted salary schedule.

Assignment of substitute teachers to specific schools, e.g., elementary, mid-school and high school (answered above along with selection and assignment of substitutes)

Average length of time a sub may be hired for any particular school (grade)

The Director indicated she has developed no information on the average length of time any school has hired a substitute teacher. She guesses the normal stay at one school is one or two days but no formal study has been conducted.

Hiring and paying of substitute teachers from the pertinent line items in the chart of accounts

The Director of Substitute Services does not have access to this type of information. She will meet with her department head to identify a person in the district with access to the data and having the capability to generate the reports by school. The director indicated 132 different reports would have to be generated because the district has 132 schools.

Use of personal leave days by regular teachers (e.g., do all teachers use all personal leave days?) and relate use of these days to holidays (if possible)

APS policies state that every teacher is allowed one personal leave day per school year. If not used, the one day may be carried over into the next school with a teacher allowed to accumulate a total of five personal leave days. If a teacher uses less than five sick leave days during a school year, a second personal leave day is given the subsequent school year. Use of personal leave day survey has not been conducted. The Director is persuaded that every teacher uses the allowable personal leave day.

Impact of in-service days on hiring of substitute teachers

APS has professional development days to provide training for teachers and in-service days during which teachers are in school but students are not. Impact on need for substitutes is great. Dates for professional development have been requested.

Albuquerque Public Schools
Substitute Salary Schedule
2006-2007
~~5% additional for 2007-2008~~

TYPE OF SUBSTITUTE	DAILY	Hourly
Contingency ¹ / EA Substitute Teacher	\$52.50	\$8.0769 8.4807
AA Degree (60 credit hrs.) Substitute Teacher	\$58.00	\$8.9230 9.3691
BA/BS Degree Substitute Teacher	\$70.00	\$10.7692 11.3076
Secured ² Substitute Teacher (Retiree)	\$80.00	\$12.3077 13.1653
Auto Assigned Teacher ³	\$81.50	\$12.5384 13.1653
Long Term Assignment	Current pay + one hour after 4 days	
Student Teacher	\$57.00	\$8.7692 9.2076

1. Contingency Substitute: Emergency Substitute
2. Secured Substitute:
 - Certified teacher
 - Retired teacher
 - Substitute teacher with at least three years consecutive experience with APS Substitute Services, good work history, and no unacceptable performance reports
3. Current Auto Assigned Secured Substitutes will remain at the 2004/2005 pay scale as long as they remain in the same position at the same school site.

** Automatic/Secured Substitutes assigned on 7/1/05 received a 1.25% raise.

The pay rates above are subject to the availability of funds. APS reserves the right to change these rates without notice.

How do APS schools deal with parental notification when a “long-term” substitute is hired in a school?

APS has a form letter which is sent to parents whenever a long-term substitute is to be used. It is the responsibility of the school principal to ensure the notification is sent.

(Source: Patti Nabors)

Does APS have a pool of permanent subs?

APS does not have a permanent pool of substitutes, according to the Director. Individuals whose names are on the substitute teacher list change annually with turnover being very high. However, a program of automatic substitutes is available and is related to NCLB. Program requirements are shown immediately following the traditional calendar. (Source: Patti Nabors and Substitute Handbook, 2006-2007)

What problems does APS staff see with substitute teachers (program, process, etc.) and what steps may be taken to remedy the problems?

The following were identified by the director as major problems facing the recruitment and selection of substitute teachers:

1. recruiting qualified personnel
2. high rate of turnover
3. hiring number of substitutes needed (need 1200 to 1500 on substitute teacher list)
4. summer loss of personnel from list of substitutes (individuals don't renew their willingness to serve as substitutes)
5. salaries too low to attract and retain qualified personnel
6. "best" get hired or move on to other jobs

The district has attempted to increase salaries for substitutes and maintains intensive recruiting efforts. In addition, an on-line training course requirement has been instituted in hopes of increasing the effectiveness of substitutes and the ability of the district to retain them.

- **Based on your previous comments that APS may consider privatizing the substitute teacher function, what do you see as the benefits and "downsides" of such a process?**

APS personnel have discussed the idea of privatizing the hiring of substitutes, but efforts to privatize have been put off because of the district's inability to finance the activity. The Director indicated privatization would be more costly than the current system. No further discussion was held on this topic.

School district calendars

APS has a total of 9 calendars: traditional schools calendar, one single-track year-round schools calendar and 7 multi-track year-round schools. All school calendars have some common holidays, but there are significant differences between the traditional school year calendar and the year-round schools calendars. (Sources: APS website, APS Substitute Handbook)

**Albuquerque Public Schools
2006-2007
Traditional Calendar***

Date, Day	Event
Aug. 8-9, Tuesday-Wednesday	Registration
Aug. 10, Thursday	First Day of School
Sept. 4, Monday	Labor Day Holiday
Oct. 9, Monday	Fall Break
(Nov. 11, Saturday)	Veteran's Day)
Nov. 23-24, Thursday-Friday	Thanksgiving Holidays
Dec. 15, Friday	End of First Semester
Dec. 18-Jan.2	Winter Break
Jan. 3, Wednesday	Start of Second Semester
Jan. 15, Monday	Martin Luther King, Jr., Holiday
Feb. 19, Monday	President's Holiday
April 6, Friday	Vernal Holiday
May 22, Tuesday	Last Day of Classes
May 23-24, Wednesday-Thursday	Make-Up Days, if necessary
May 28, Monday	Memorial Day

**Automatic Substitute Program
Albuquerque Public Schools**

Which schools are eligible?

How many positions are there?

All schools classified as
Assistants (EA)

High Schools-5 teachers; 2 Education

NCLB designated Schools

Middle Schools-4 teachers; 2EAs
Elementary Schools- 3 teachers; 2EAs

All High Schools

4 teachers; 1EA

All Middle Schools

2 teachers; 1 EA

All Elementary Schools

2 teachers; 1EA

What is an Automatic Substitute (for NCLB designated schools)?

An automatic substitute is a substitute employee who:

1. Is assigned to a specific location.
2. May substitute for a teacher or an educational assistant, as deemed appropriate by the school. **Teacher absences must be filled first.**
3. Works five days each week (applies to schools designated as NCLB schools only if there are absences) at the same location.
4. Can be used to reduce the student to teacher ratio if there are no absences for that location.

An automatic substitute is **NOT** a substitute employee who:

1. Should be placed in long term positions.
2. Is placed in positions other than teaching or EA positions (i.e. clerical, janitorial, etc.)

What is an Automatic Substitute (for schools not NCLB designated)?

1. May substitute for a teacher or an educational assistant, as deemed appropriate by the school. **Teacher absences must be filled first.**
2. Should be utilized first and prearranged if at all possible.
3. Calls the school each morning for open positions.
4. Must call Substitute Services for another assignment if none exists at the primary location.

How does a person become an automatic substitute?

1. The person must be a registered and current substitute with Albuquerque Public Schools.
2. The person must hold a minimum of 60 college hours or an Associates Degree.
3. The substitute schedules an interview with the site administrator.
4. If the administrator feels that the substitute would be an asset to his/her program, the administrator faxes a request to Substitute Services, indicating the desire to have the substitute assigned to his/her school as an automatic substitute.
5. Substitute Services processes the request and notifies the substitute and the school secretary that the process is complete

(Source: APS Substitute Handbook)

Number of teachers hired by APS*

The number of teachers hired by APS is not available on the Public Education Department (PED) website, and I could not find it on the APS website. However, I did obtain teacher FTE for the 2006-2007 school from PED and show the information below:

pre-k	45.7 FTE
kindergarten	386.0 FTE
elementary	4,199.8 FTE
high school	1,609.0 FTE
TOTAL	6,240.0 FTE

*Source: Henry Borgrink, PED

REVIEW OF LITERATURE

The survey of literature conducted revealed one study that focused on teacher absences from a frequency standpoint although many studies were found that dealt with recruiting, retaining and making substitute teachers more effective. Numerous studies were found that addressed the issue of substitute availability and techniques on how substitute teachers could cope with the problems attendant to their charge. The one study located that dealt with the issues in a manner comparable with the SJM 19 study was found in Education Policy Analysis Archives, an Arizona State University publication prepared by James E. Bruno of UCLA. This of quoted study is titled:

The Geographical Distribution of Teacher Absenteeism in Large Urban School District Selected Implications for School Reform Aimed at Promoting Equity and Excellence in Education

“The principal finding of this study is that the effect of teacher absenteeism is felt not equally across all school sites, but is felt most unfavorably in the urban schools or schools that are located in poor, low median family income geographical space. This finding corroborates the findings of other studies regarding how poverty impacts the urban school. As one national study has found, with teaching vacancies, rural and small town schools (10%) are less likely to use substitute teachers than central city schools (24%) and urban fringe schools (16%). These rural and small town schools (96%) are more likely to hire qualified teachers than central city schools (90%); but they are almost equally likely to do so when compared to urban fringe schools (95%) (NEA, 1998).”

Bruno further concludes that educational leadership has to recognize the fact that teaching at low-income area schools increases the propensity of teachers to be absent. How these findings relate to the SJM 19 studies will be explored. (Copy of study attached)

Results of a national study published in a “Management Advisory Brief” reports that the average teacher absentee rate is 5.2%. The study concludes that costs associated with teacher

absenteeism may be as high as \$25 billion a year in addition to lost instructional time. The study discusses programs implemented in select school districts that reduced teacher absenteeism from an average of 6.5 days yearly to 4.5 days. (Copy of study attached)

(Preliminary data indicate that APS teacher absences go counter to the findings of Bruno's study. These data show no difference between low income schools and others.)

Resource sites examined included Google (nearly 300 abstracts), the National Center for Educational Statistics (NCES), the Institute for the Study of Sciences (INSS), National Council of State Legislatures (NCSL), Education Commission of the States (ECS), ERIC (647 abstracts) National Education Association (NEA), American Federation of Teachers (AFT), UCLA, University of California at Berkeley, Arizona State University, Columbia University, Yale University and Harvard University.

SAMPLE ARTICLE OF LITERATURE REVIEWED

Teacher Absenteeism: a Serious Problem that Needs a Serious Solution

Nearly 25 years ago, the journal Practitioner featured a piece conducted by the research department at the National Association of Secondary School Principals regarding teacher absenteeism. The report stated that teacher absenteeism in the United States as a whole, as well as in specific states and districts, was a serious problem and that it was growing. Unfortunately, those warnings were not heeded by districts around the country and so now, decades later, schools are worse off than ever when it comes to this issue. Today, teacher absenteeism is a serious problem that school officials across the nation must deal with on a daily basis.

By the Numbers

Washington D.C., students in K-12 will have replacement teachers for an estimated 5 to 10 percent of their classroom time in the course of their entire education. Furthermore, on any given school day across the nation, up to 10 percent of the nation's classrooms are being handled by a substitute teacher.

SO WHY ARE SO MANY TEACHERS TAKING DAYS OFF OF WORK?

Research has shown that, traditionally, teachers miss work days for the same reasons that those in other fields miss work, such as illness, professional activities and personal reasons. Additionally, a growing number of substitutes are needed to fill in for teachers who are absent due to non-instructional and non-traditional activities. Another contributing factor to teacher absenteeism is the change in collective bargaining and labor laws, providing teachers with more days off per year.

The Effects

Let's face it. Teachers are people, too. Even though we try to hold them to a higher standard, we must realize that they, too, will sometimes have matters arise that cause them to need a day out of the classroom. But there are often problems that arise when a teacher is out that don't occur when people miss a day in other types of work. Arguably, the biggest impact on a school district regarding absenteeism is the economic factor. Many schools are already strapped for adequate funding, making it more difficult to pay the substitutes who are needed to run classrooms when the teacher is out. While substitute teacher salaries vary by district, most subs earn between \$50 - \$100 per day of service, which can carve a large hole in a school's budget.

Other problems include the impact on student achievement. Many substitutes are seen as merely a babysitter or warm body to fill the classroom. Often times, when a child enters the classroom and sees a substitute teacher, they take it as a sign of a goof-off day. Other substitutes enter classrooms only to find that no lesson plan has been left. The end result is a lack of, or reduced amount of, productivity for each day the substitute is in the classroom. Studies have shown that there is correlation between student achievement and teacher absenteeism.

Qualified Substitutes

Considering the number of substitutes needed to fill classrooms each day across the country, it is imperative that they receive adequate preparation. This is the only way that schools can work toward transforming a teacher absence into a seamless transition instead of a classroom distraction.

by Jacqueline Bodnart, [Substitute Net](#)

APPENDIX C

Students Sub Groups									
	Enrollment		Met AYP	Caucasian	African American	Hispanic	Asian Pacific	Native American	ELL
Elementary Schools									
Alamosa-demographics				3.8%	1.40%	93%		1.8%	
2006-07	627	Math	✓	✓		✓			✓
2006-07		Reading		✓		✓			✓
2005-06		Math	✓			✓			✓
2005-06		Reading				✓			✓
Corrales-demographics				59.80%	2.00%	34.20%	1.60%	2.40%	
2006-07	547	Math	*	✓		✓			
2006-07		Reading		✓		✓			
2005-06		Math	✓	✓		✓			
2005-06		Reading		✓		✓			
East San Jose-demographics						95.50%			
2006-07	599	Math	*			✓			✓
2006-07		Reading				✓			*
2005-06		Math	✓			✓			✓
2005-06		Reading				✓			✓
La Mesa-demographics				3.90%	1.80%	85.80%	0.60%	7.90%	
2006-07	684	Math	*			✓			✓
2006-07		Reading				✓			*
2005-06		Math	✓			✓			✓
2005-06		Reading				✓			✓
Los Padillas-demographics				10.20%	0.30%	84.50%		4.90%	
2006-07	304	Math	✓			✓			✓
2006-07		Reading				✓			✓
2005-06		Math	✓			✓			✓
2005-06		Reading				✓			✓
North Star-demographics		not available							
		Math	✓	✓		✓			
		Reading		✓		✓			
Middle Schools									
Eisenhower-demographics				73.90%	3.50%	15.30%	4.90%	2.50%	
2006-07	968	Math	*	✓		✓			*
2006-07		Reading		✓		*			*
2005-06		Math	*	✓		✓	✓		✓
2005-06		Reading		✓		✓	✓		✓
L.B. Johnson-demographics				44.40%	3.80%	47.50%	0.90%	3.40%	
2006-07	1,124	Math	*	✓	✓	✓		✓	
2006-07		Reading		✓	✓	✓		✓	
2005-06		Math	*	✓	✓	✓		✓	
2005-06		Reading		✓	✓	✓		✓	

Students with disability	Economically disadvantage	Teachers Qualifications						Experience		
		Level 3	Level 2	Level 1	Doctorate	Masters	Bachelor	0-5	6-15	16 and above
	93.10%	8	31	8	1	15	31	17	20	11
	✓									
	✓									
	✓									
	✓									
	26.90%	14	14	5	0	16	20	12	11	13
✓	✓									
*	✓									
n/a	✓									
n/a	✓									
	97.40%	12	19	11	1	19	21	17	17	10
*	✓									
*	✓									
	✓									
	✓									
	99.10%	13	24	13	1	6	14	19	18	15
	✓									
	✓									
	✓									
	✓									
	92.90%	5	12	3	1	6	14	4	10	7
	✓									
	✓									
	✓									
	✓									
	n/a	9	17	4	0	11	19	7	10	13
✓										
✓										
	10.20%	24	26	7	2	39	16	11	17	29
*	✓									
*	*									
*	✓									
*	✓									
	22.80%	21	29	12	1	25	37	16	25	24
*	✓									
*	✓									
✓	✓									
*	✓									

Students Sub Groups									
	Enrollment		Met AYP	Caucasian	African American	Hispanic	Asian Pacific	Native American	ELL
Van Buren-demographics				15.30%	4.60%	66.40%	4.10%	9.60%	
2006-07	628	Math	x	✓		x		✓	x
2006-07		Reading		✓		✓		✓	x
2005-06		Math	x	✓		x		✓	x
2005-06		Reading		✓		x		x	x
Truman-demographics				5.20%	2.50%	89.50%	0.20%	2.50%	
2006-07	1,067	Math	x	✓		✓			x
2006-07		Reading		✓		x			x
2005-06		Math	x	✓		x			x
2005-06		Reading		✓		x			x
Harrison-demographics				8.90%	1.30%	87.00%	0.40%	2.40%	
2006-07	700	Math	x	x		x			x
2006-07		Reading		✓		x			x
2005-06		Math	x	✓		x			x
2005-06		Reading		✓		x			x
Washington-demographics				2.50%	3.70%	92.70%		1.10%	
2006-07	564	Math	x			x			x
2006-07		Reading				✓			x
2005-06		Math	x			x			x
2005-06		Reading				✓			x
High Schools									
La Cueva-demographics				73.20%	2.30%	16.20%	6.70%	1.60%	
2006-07	2,224	Math	✓	✓		✓	✓		✓
2006-07		Reading		✓		✓	✓		✓
2005-06		Math	✓	✓	✓	✓	✓		
2005-06		Reading		✓	✓	✓	✓		
Cibola-demographics				50%	4.60%	38.70%	2.60%	4.40%	
2006-07	2,975	Math	x	✓	✓	✓	✓	✓	✓
2006-07		Reading		✓	✓	✓	✓	✓	x
2005-06		Math	x	✓	✓	✓	✓	✓	✓
2005-06		Reading		✓	✓	✓	✓	✓	x
Albuquerque High-demographics				19.90%	5.70%	68.80%	1.10%	4.40%	
2006-07	1,790	Math	x	✓	✓	✓		✓	x
2006-07		Reading		✓	✓	x		✓	x
2005-06		Math	x	✓	✓	✓		✓	x
2005-06		Reading		✓	✓	x		✓	x

Students with Disability	Economically Disadvantaged	Teachers Qualifications						Experience		
		Level 3	Level 2	Level 1	Doctorate	Masters	Bachelor	0-5	6-15	16 and above
	84.00%	6	22	15		18	27	18	18	9
x	✓									
x	✓									
x	x									
x	x									
	88.10%	17	37	19	0	33	43	32	33	12
x	x									
x	x									
x	x									
x	x									
	90.30%	10	30	14	0	21	34	22	21	15
✓	x									
x	x									
✓	x									
✓	x									
	94.20%	15	20	8	0	20	22	16	17	11
x	x									
x	✓									
x	x									
x	✓									
	4.60%	42	42	12	0	52	47	24	24	51
✓	✓									
✓	✓									
✓	✓									
✓	✓									
	14.70%	63	82	32	4	91	90	54	68	67
x	✓									
x	✓									
x	✓									
x	✓									
	40.60%	35	53	17	3	47	58	20	33	53
x	✓									
x	x									
x	x									
x	x									

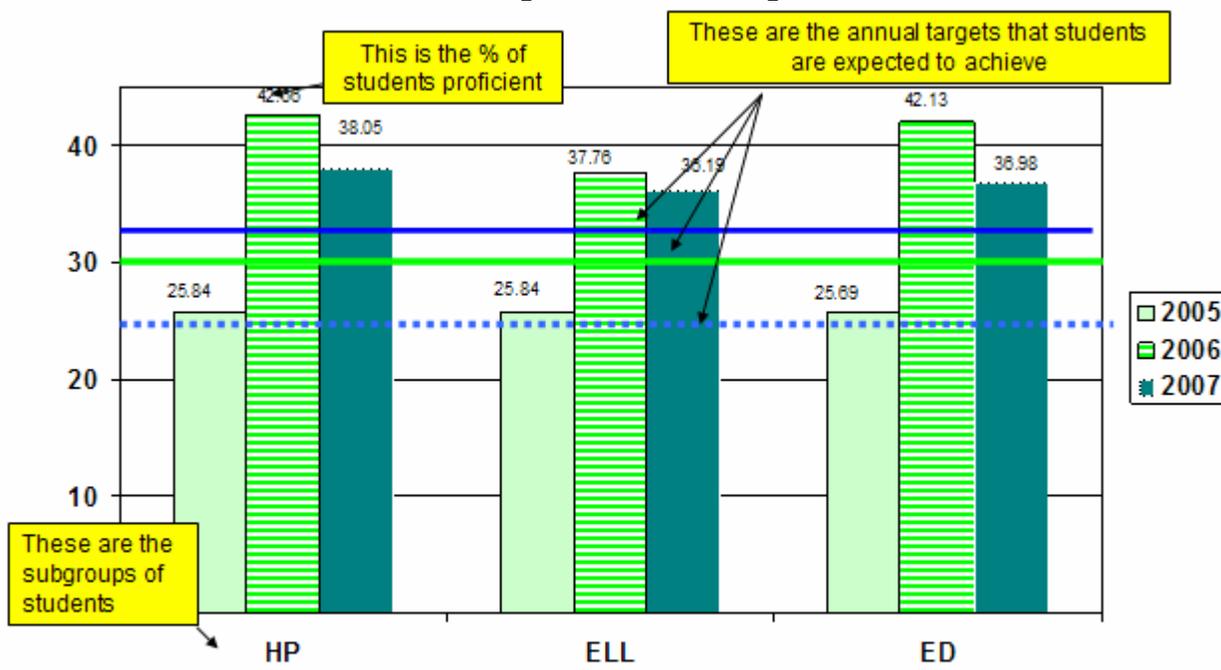
	Students Sub Groups								
	Enrollment		Met AYP	Caucasian	African American	Hispanic	Asian Pacific	Native American	ELL
Highland High-demographics				23.10%	8.80%	52.40%	4.90%	10.70%	
2006-07	1,960	Math	x	✓	x	x	x	x	x
2006-07		Reading		✓	✓	x	x	x	x
2005-06		Math	x	✓	x	x	x	✓	x
2005-06		Reading		✓	x	x	x	✓	x
West Mesa-Demographics				9.40%	3.70%	79.80%	0.60%	6.40%	
2006-07	2,650	Math	x	✓		x		x	x
2006-07		Reading		✓		x		x	x
2005-06		Math		✓	x	x		✓	x
2005-06		Reading		✓	✓	x		✓	x
Rio Grande-demographics				7.90%	1.40%	87.20%	0.10%	3.30%	
2006-07	1,858	Math	x	✓		x			x
2006-07		Reading		✓		x			x
2005-06		Math	x	✓		x			x
22005-06		Reading		✓		x			x

		Teachers Qualifications						Experience		
Students with Disability	Economically Disadvantage	Level 3	Level 2	Level 1	Doctorate	Masters	Bachelor	0-5	6-15	16 and above
	49.00%	27	57	23	1	45	68	26	45	44
x	x									
x	x									
x	x									
x	x									
	52.90%	43	55	40	1	67	84	62	48	45
x	x									
x	x									
x	x									
x	x									
	61.00%	30	67	27	5	50	74	36	47	47
x	x									
x	x									
x	x									
x	x									

PROFICIENCY TARGETS AND ACTUAL RESULTS**Table of Contents****Selected Elementary, Middle and High Schools**

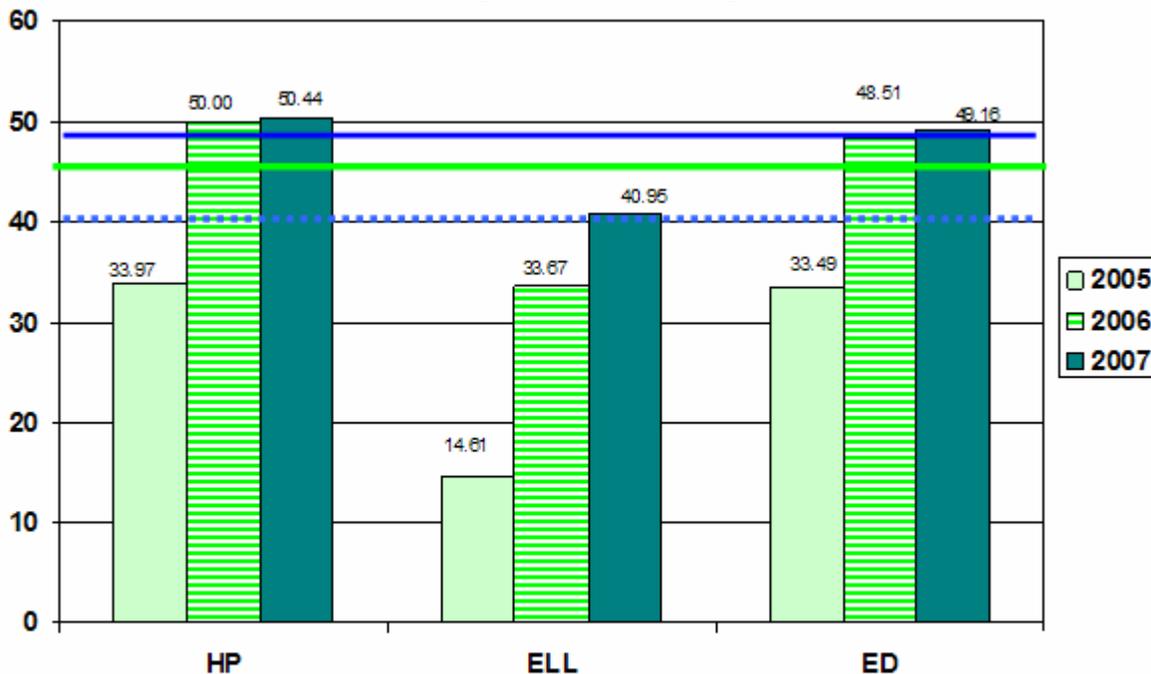
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**Alamosa Elementary School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



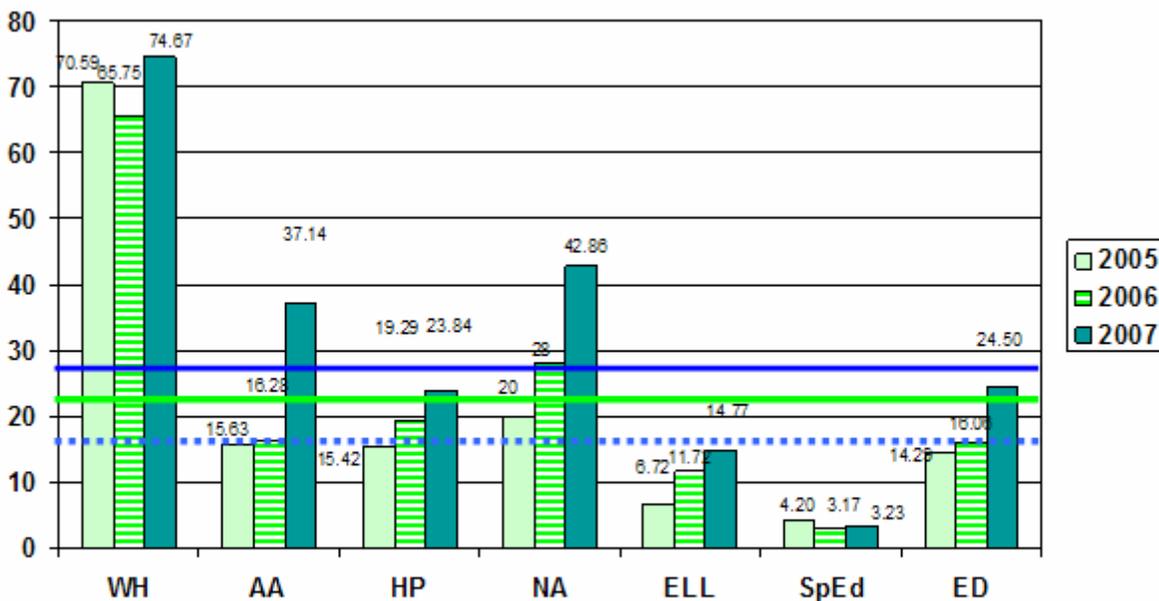
Note: Blue Dotted Line - Annual AYP Goal For 2005 = 24.13; Green Solid Line - Annual AYP Goal For 2006 = 28.00. Solid Blue line is AYP Goal for 2007 = 33.00; This is an important comparison because it is based on similar testing over three years.

**Alamosa Elementary School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 through 2007**



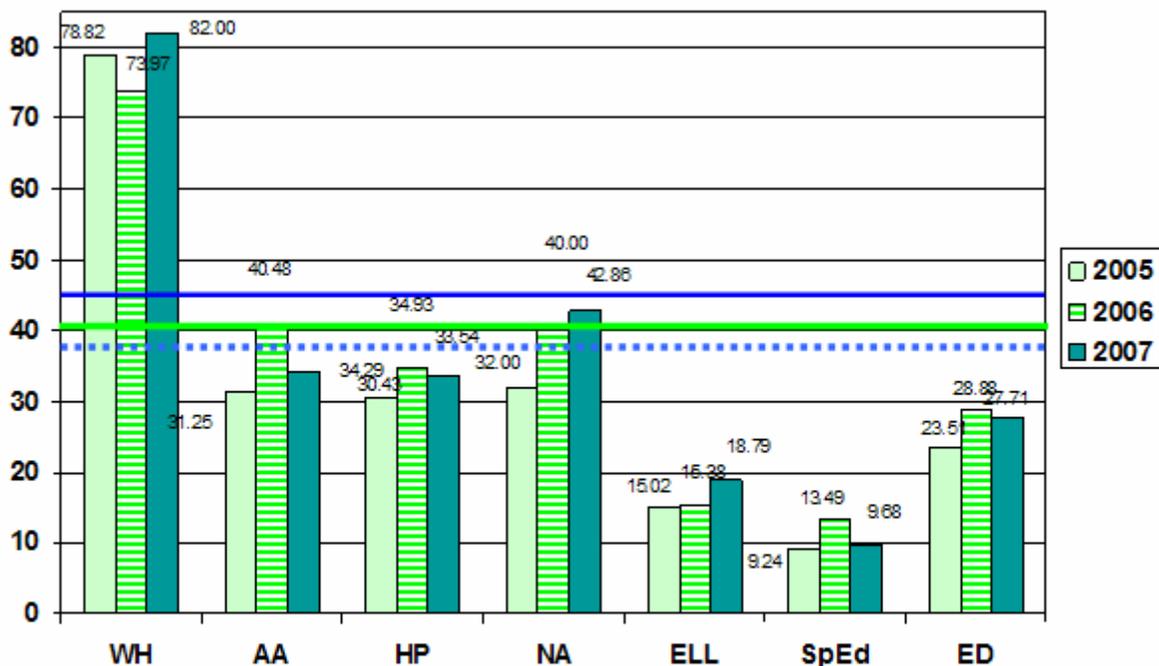
Note: Blue Dotted Line - Annual AYP Goal For 2005 = 40.85; Green Solid Line - Annual AYP Goal For 2006 = 45.00 The solid Blue line is AYP Goals for 2007 = 49.00; This is an important comparison because it is based on similar testing over three years.

**Albuquerque High School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



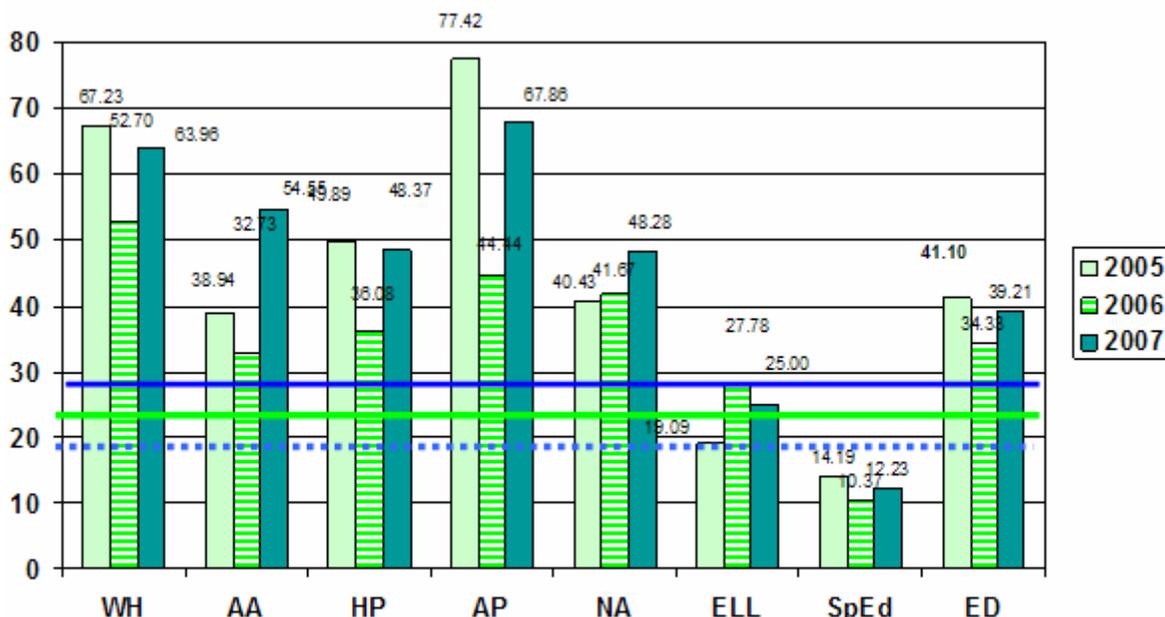
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**Albuquerque High School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**



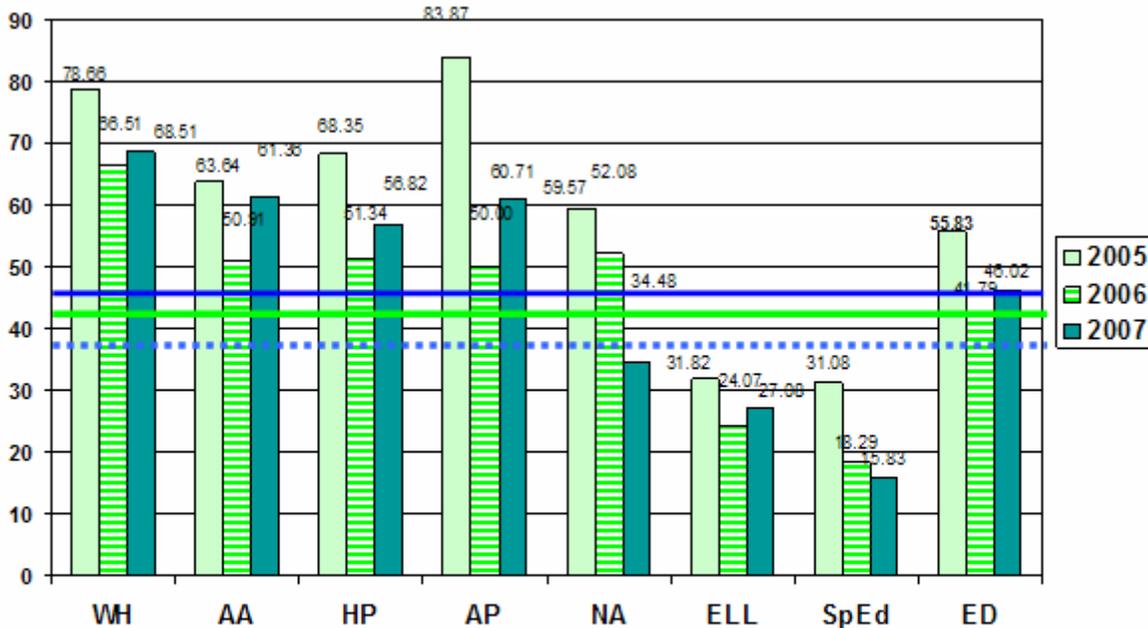
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**Cibola High School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



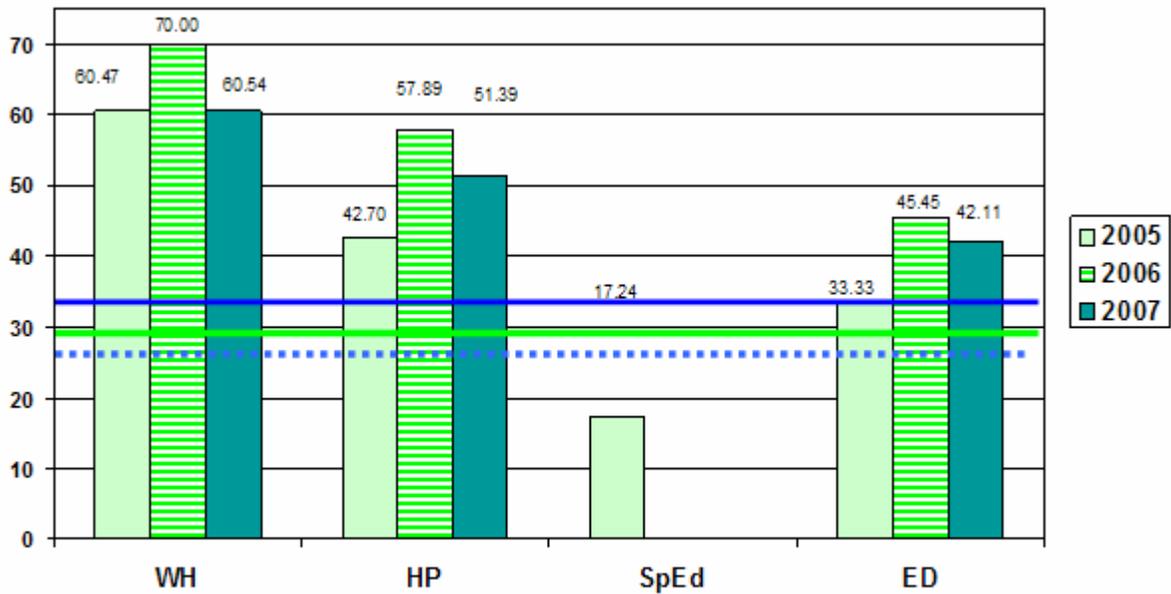
Note: Blue Dotted Line - Annual AYP Goal For 2005 = 18.29; Green Solid Line - Annual AYP Goal For 2006 = 22.00. Solid Blue line is AYP Goal for 2007 = 27.00; This is an important comparison because it is based on similar testing over three years.

**Cibola High School
Change In Percent Of Students Proficient In Reading Compared
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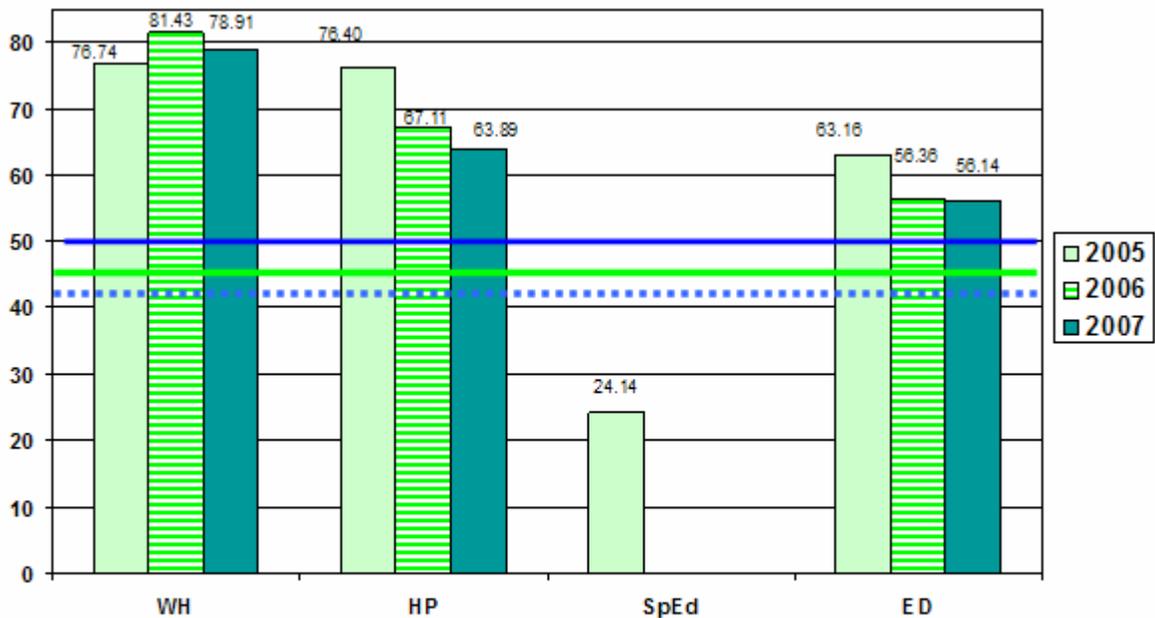
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**Corrales Elementary School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



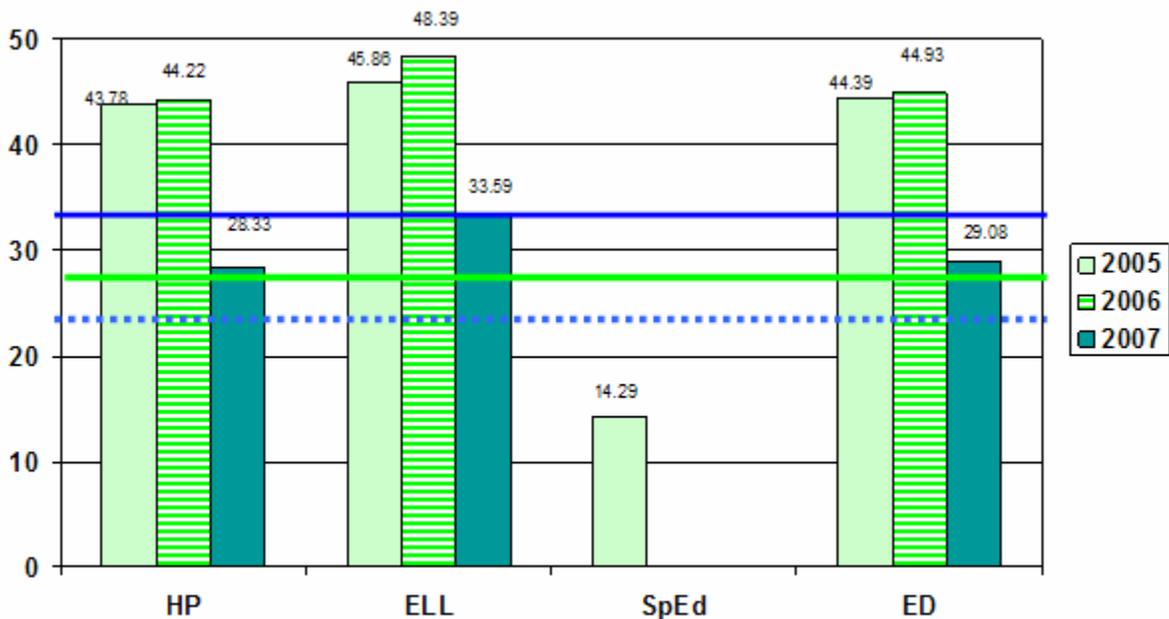
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**Corrales Elementary School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**



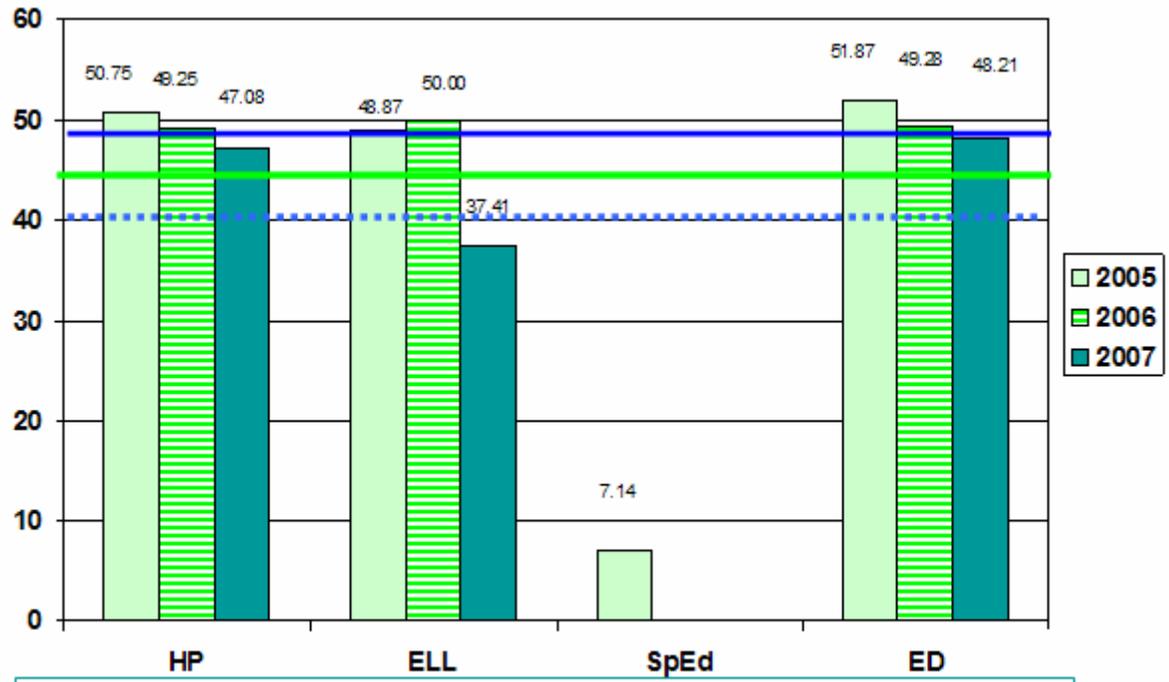
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**East San Jose Elementary School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



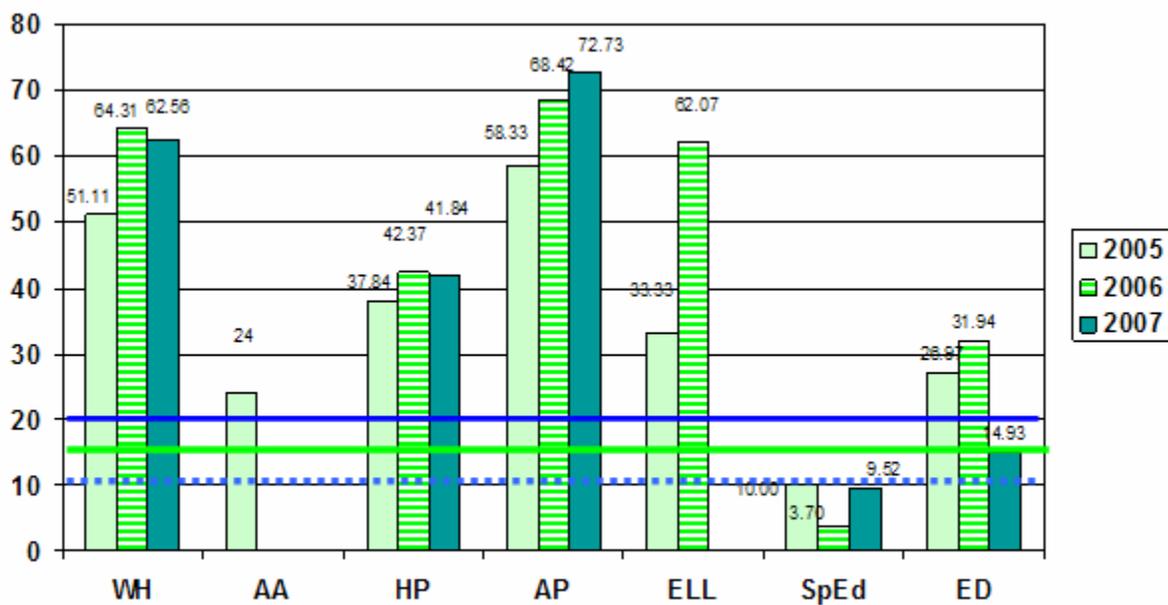
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**East San Jose Elementary School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**



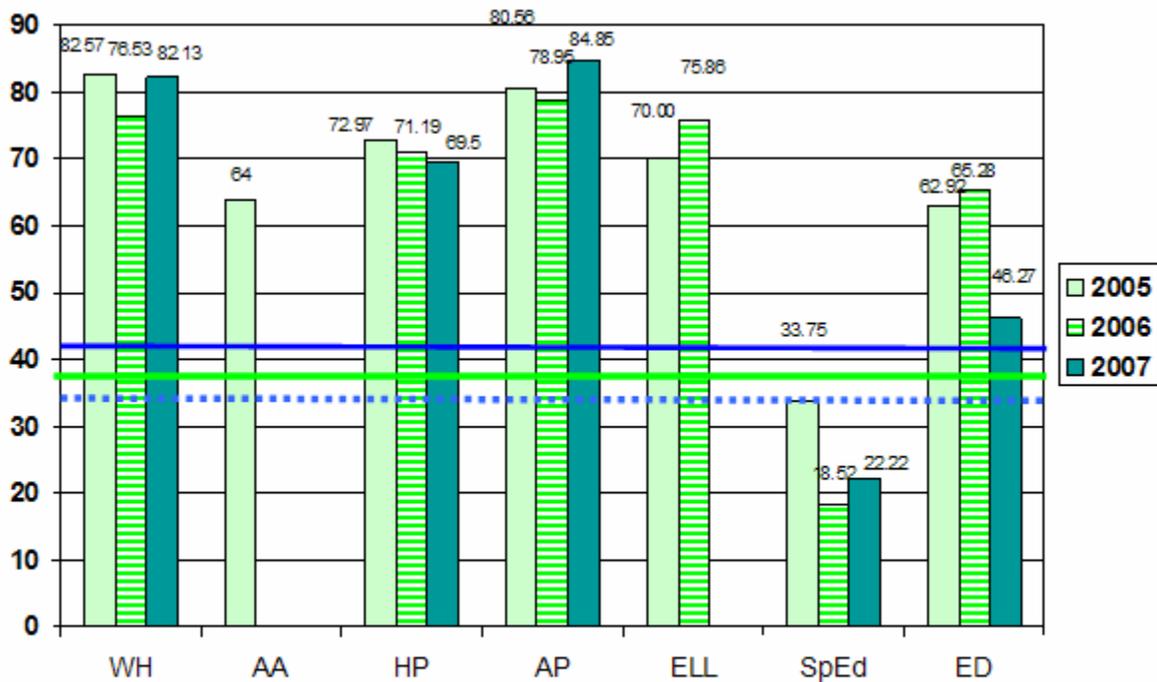
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**Eisenhower Middle School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



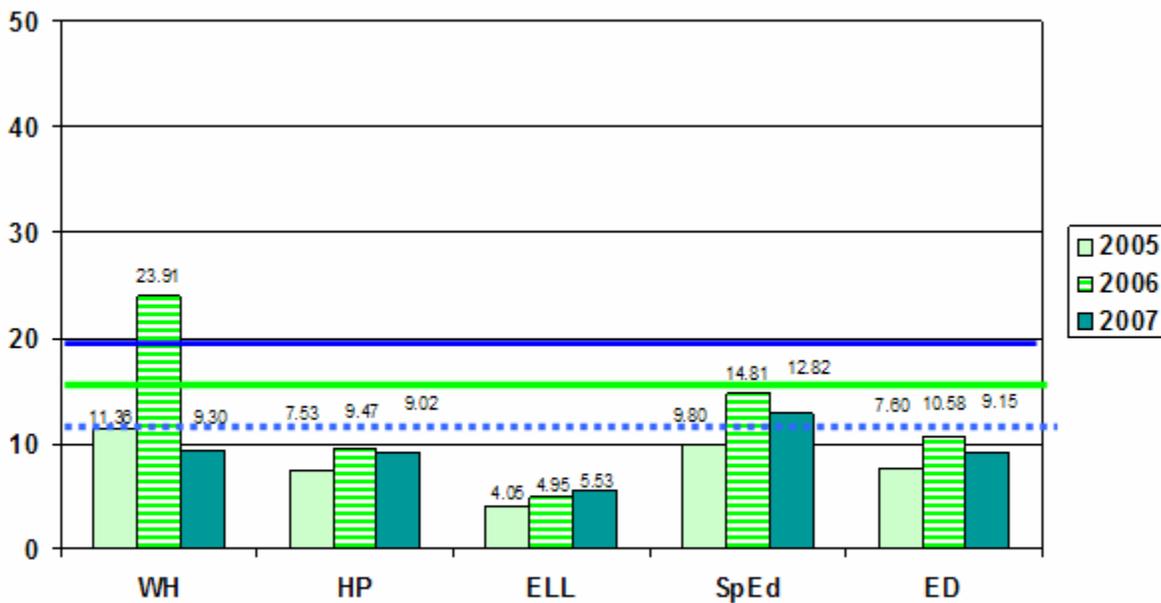
Note: Blue Dotted Line - Annual AYP Goal For 2005 = 10.58; Green Solid Line - Annual AYP Goal For 2006 = 15.00. Solid Blue line is AYP Goal for 2007 = 20.00; This is an important comparison because it is based on similar testing over three years.

**Eisenhower Middle School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**



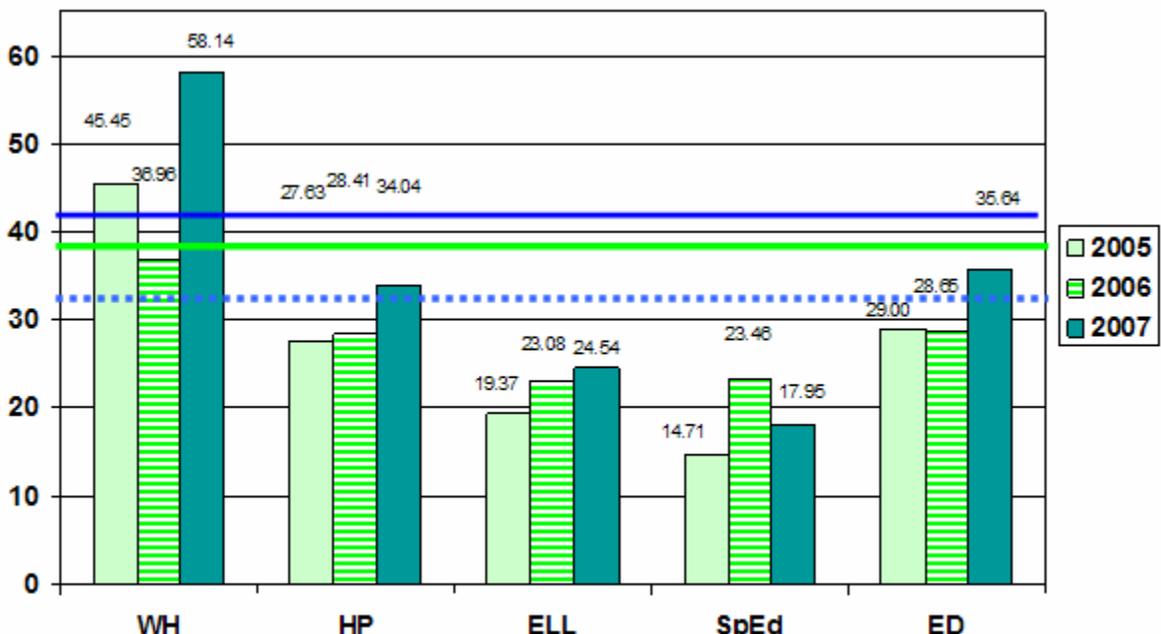
Note: Blue Dotted Line - Annual AYP Goal For 2005 = 34.14; Green Solid Line - Annual AYP Goal For 2006 = 38.00. The solid Blue line is AYP Goals for 2007 = 42.00; This is an important comparison because it is based on similar testing over three years.

**Harrison Middle School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



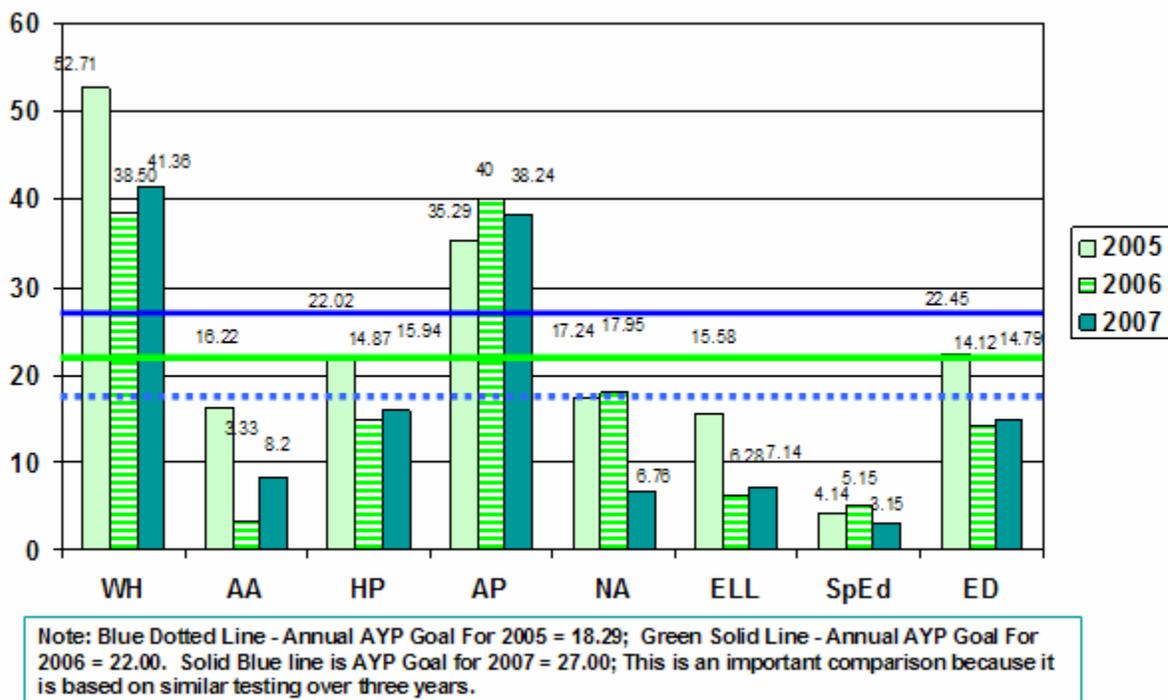
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**Harrison Middle School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**

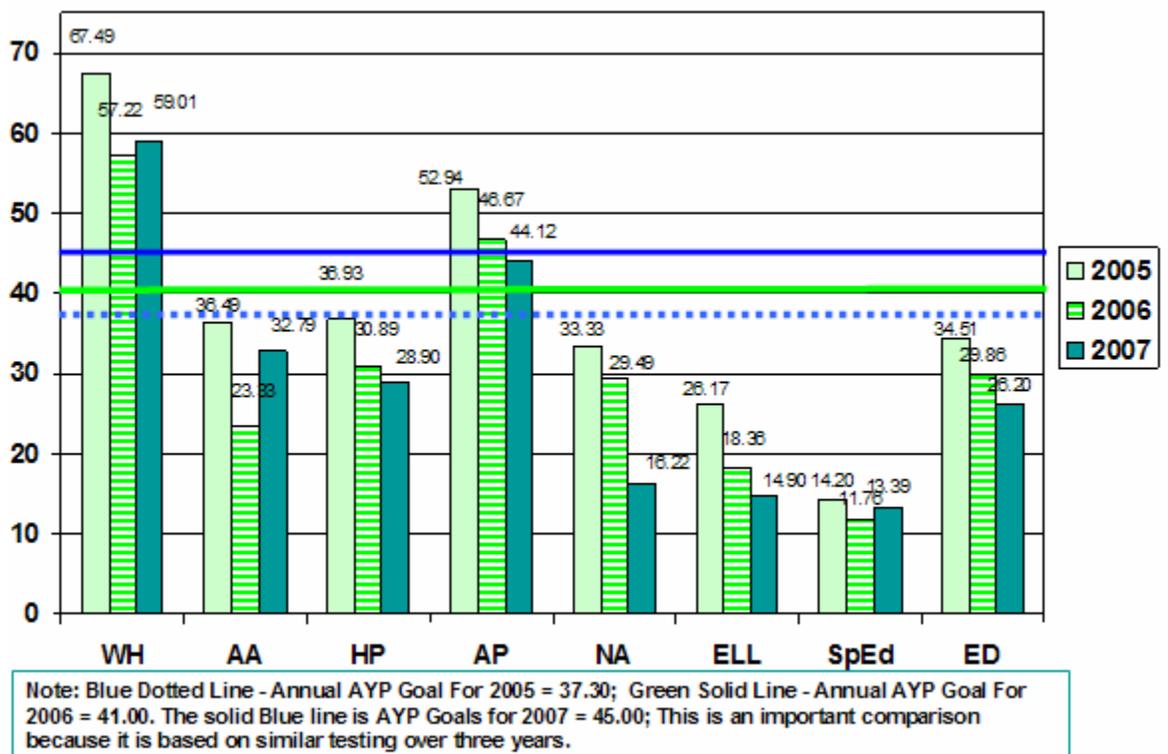


Note: Blue Dotted Line - Annual AYP Goal For 2005 = 34.14; Green Solid Line - Annual AYP Goal For 2006 = 38.00. The solid Blue line is AYP Goals for 2007 = 42.00; This is an important comparison because it is based on similar testing over three years.

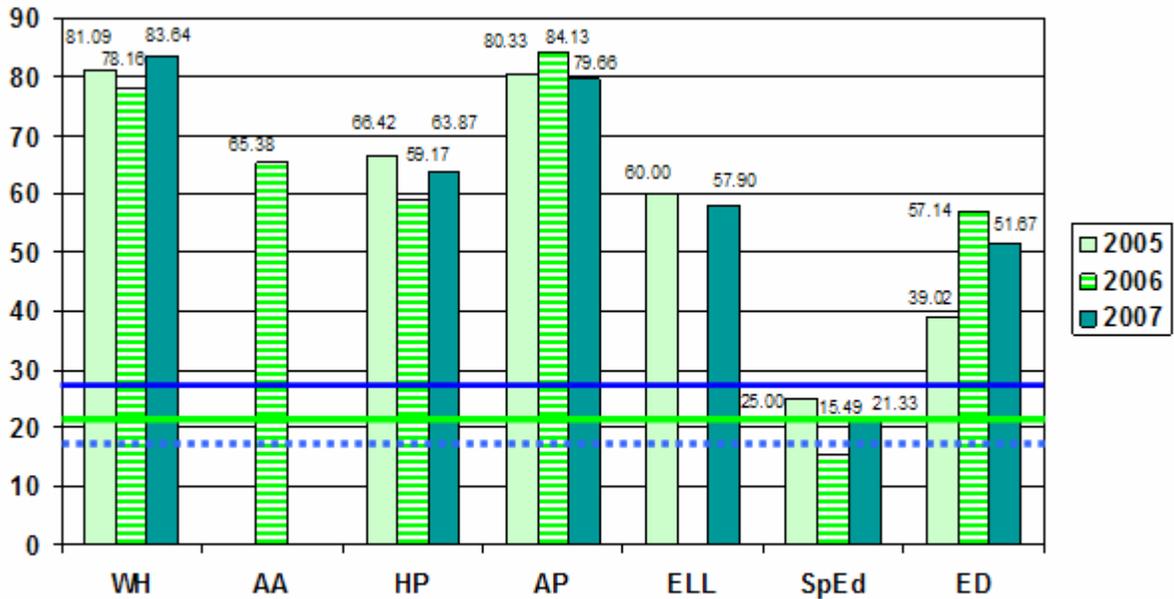
**Highland High School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



**Highland High School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**

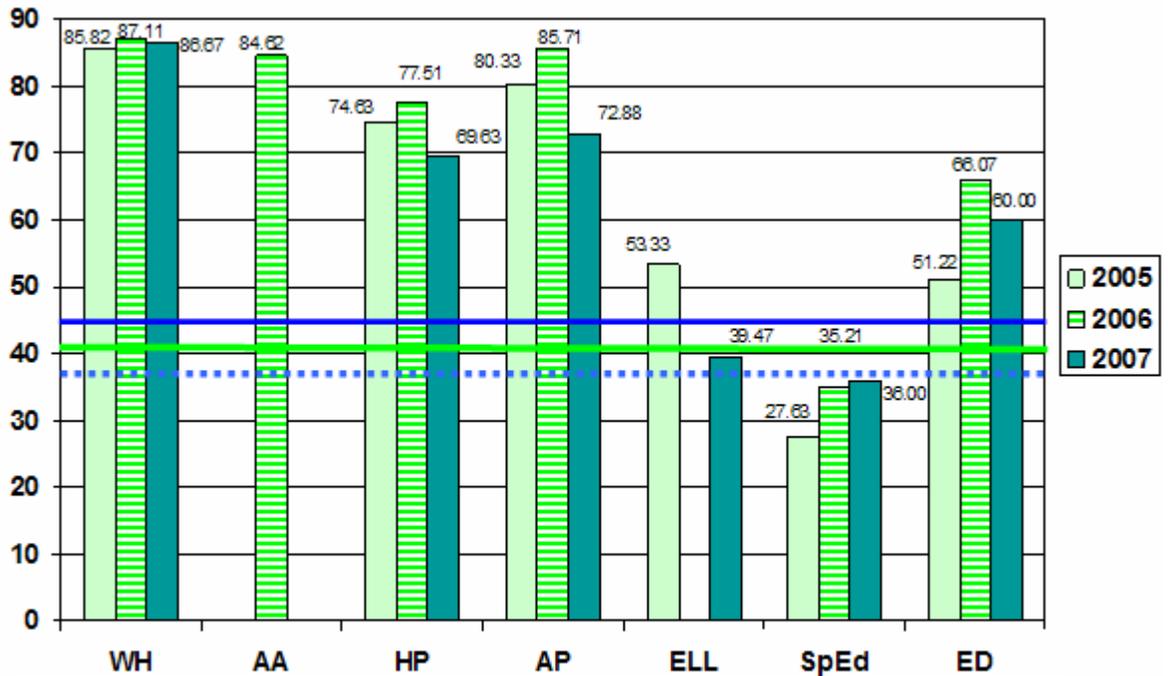


**La Cueva High School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



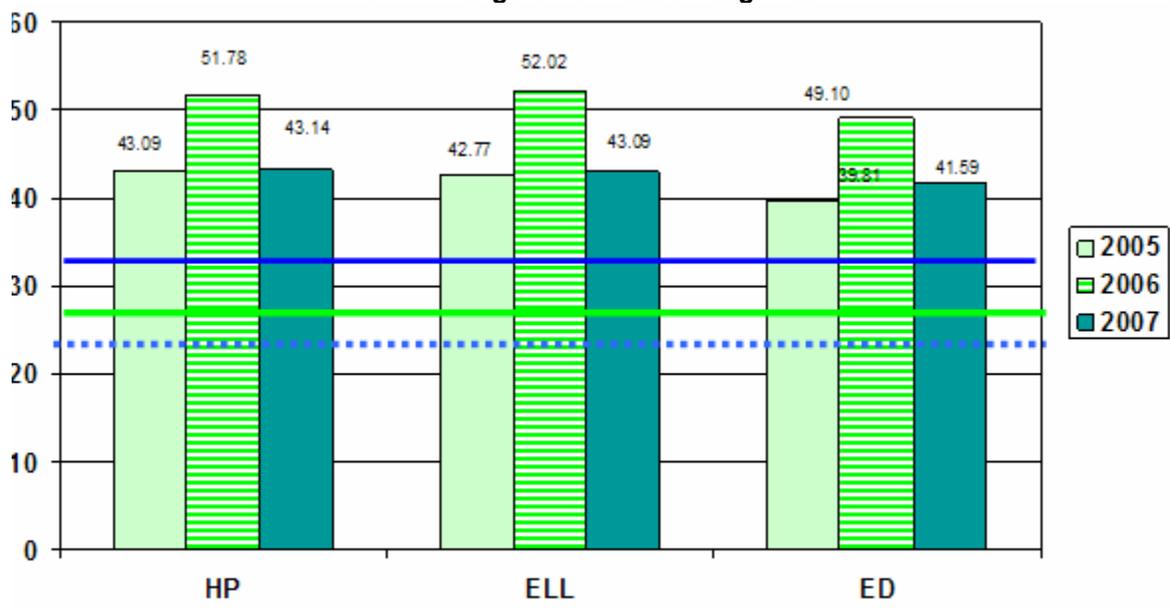
Note: Blue Dotted Line - Annual AYP Goal For 2005 = 18.29; Green Solid Line - Annual AYP Goal For 2006 = 22.00. Solid Blue line is AYP Goal for 2007 = 27.00; This is an important comparison because it is based on similar testing over three years.

**La Cueva High School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**



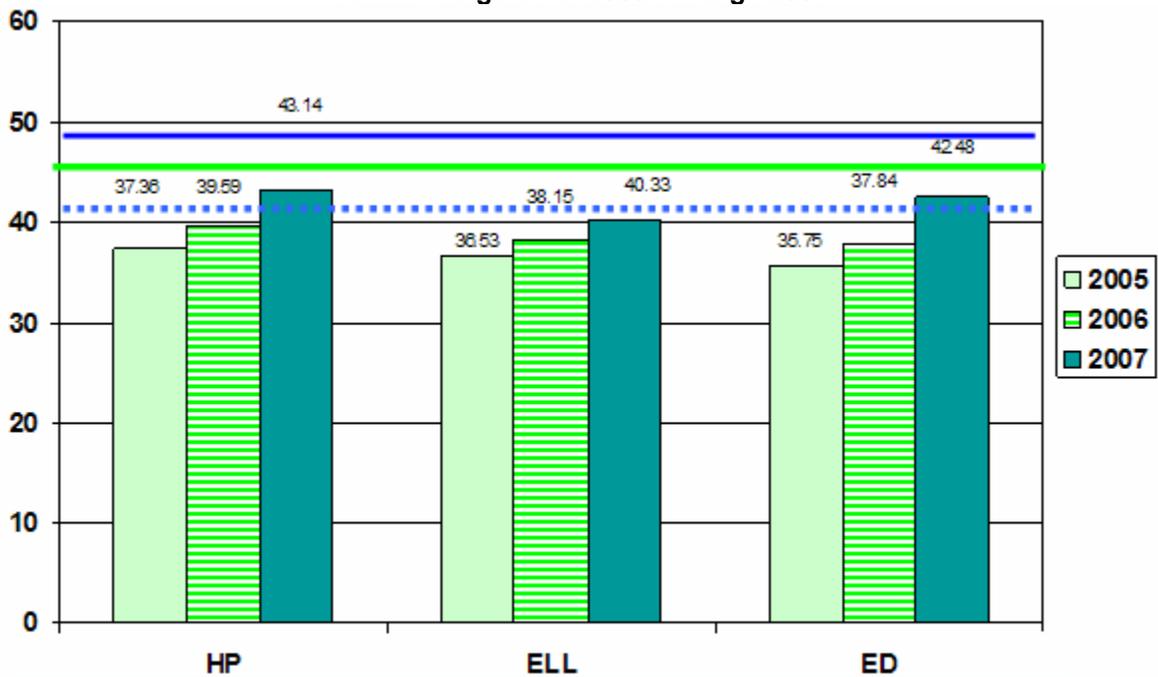
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**La Mesa Elementary School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



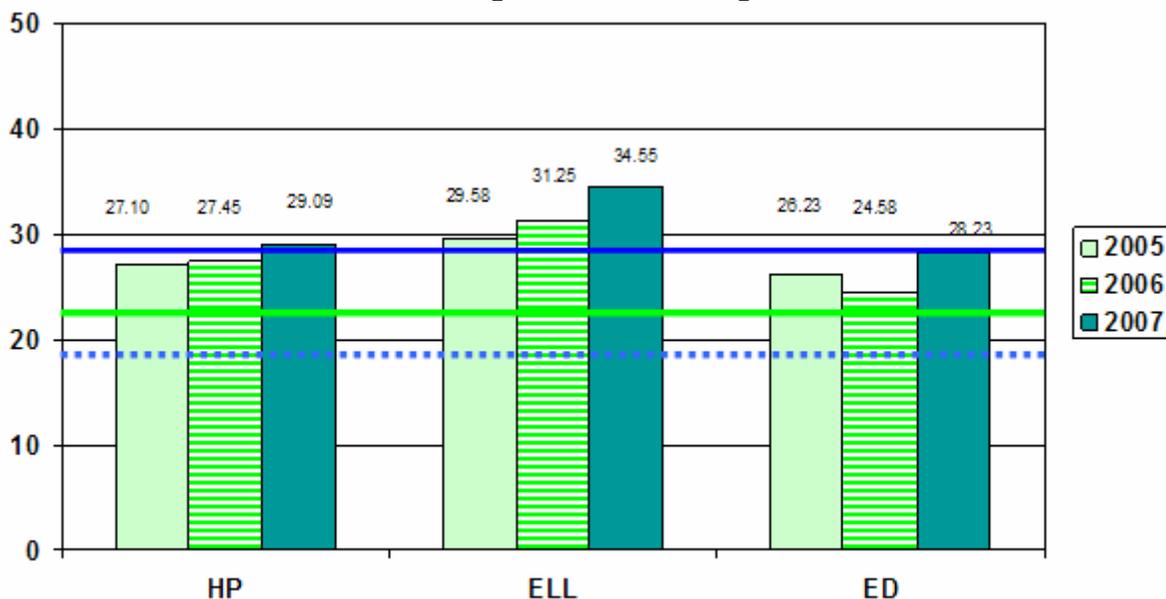
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**La Mesa Elementary School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**



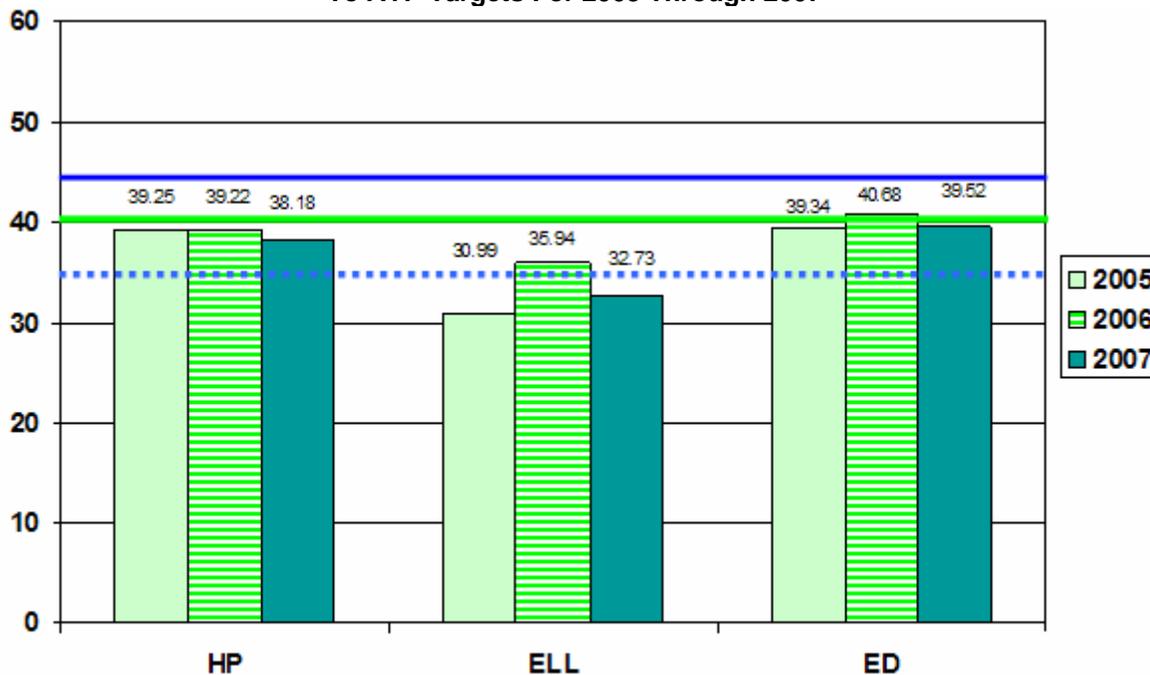
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**Los Padillas Elementary School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



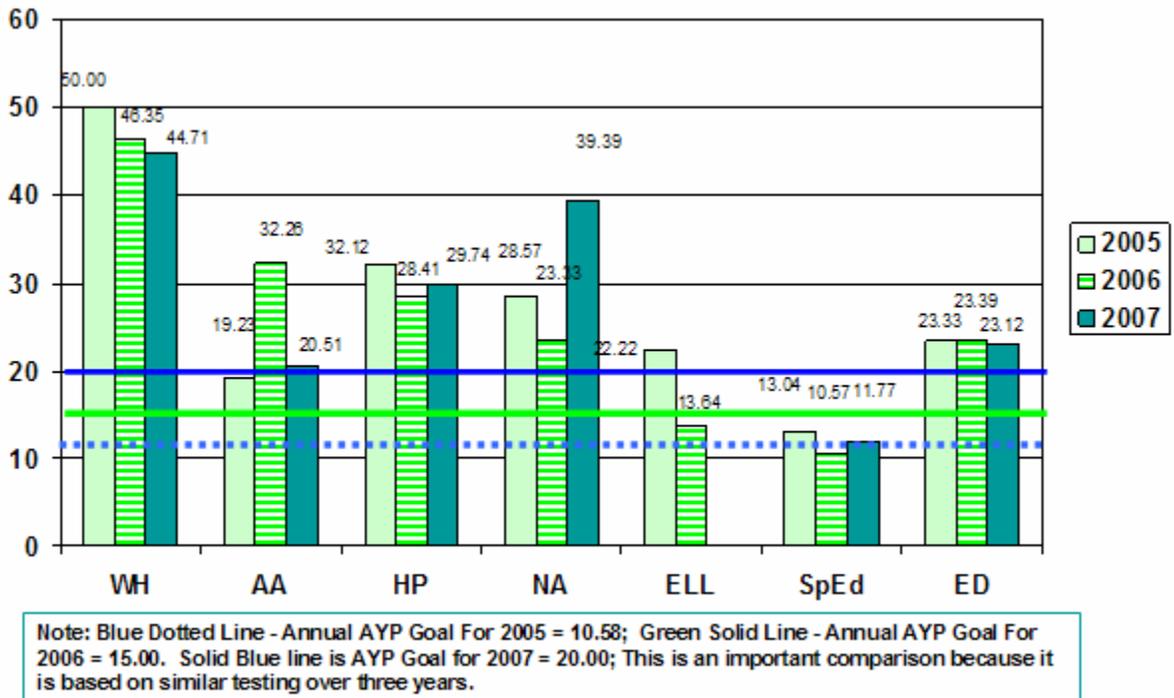
Note: Blue Dotted Line - Annual AYP Goal For 2005 = 19.40; Green Solid Line - Annual AYP Goal For 2006 = 23.00. Solid Blue line is AYP Goal for 2007 = 28.00; This is an important comparison because it is based on similar testing over three years.

**Los Padillas Elementary School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**

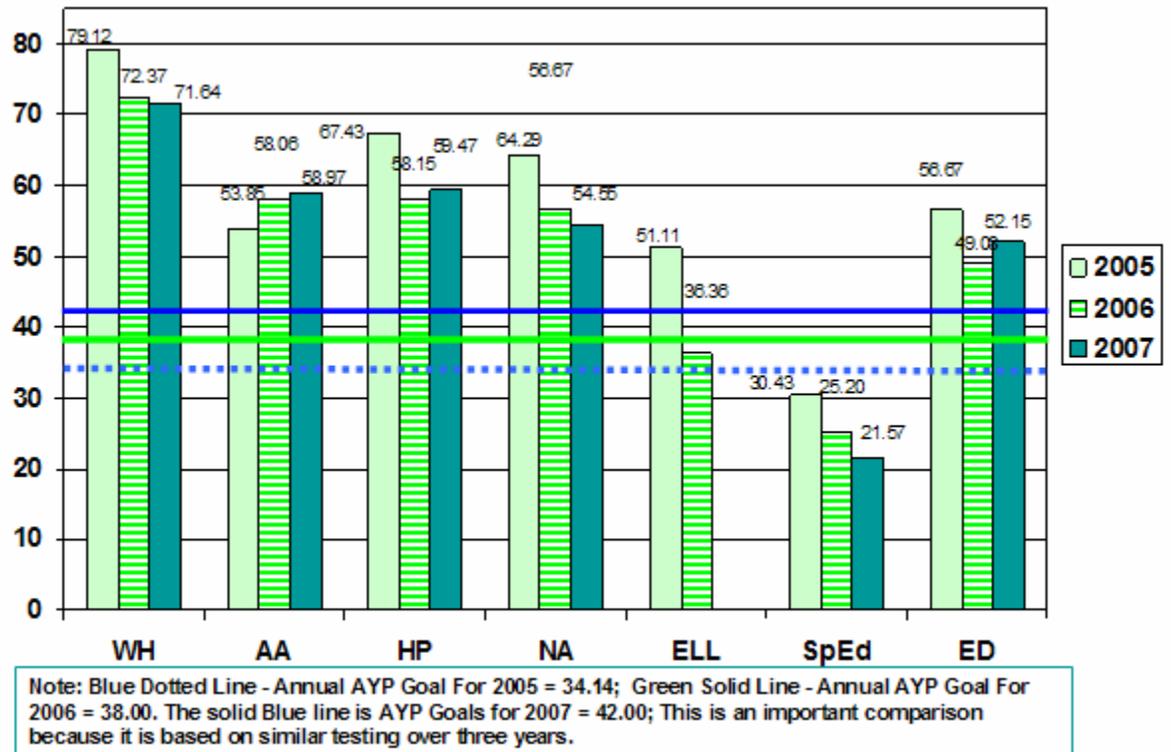


Note: Blue Dotted Line - Annual AYP Goal For 2005 = 36.00; Green Solid Line - Annual AYP Goal For 2006 = 40.00. The solid Blue line is AYP Goals for 2007 = 44.00; This is an important comparison because it is based on similar testing over three years.

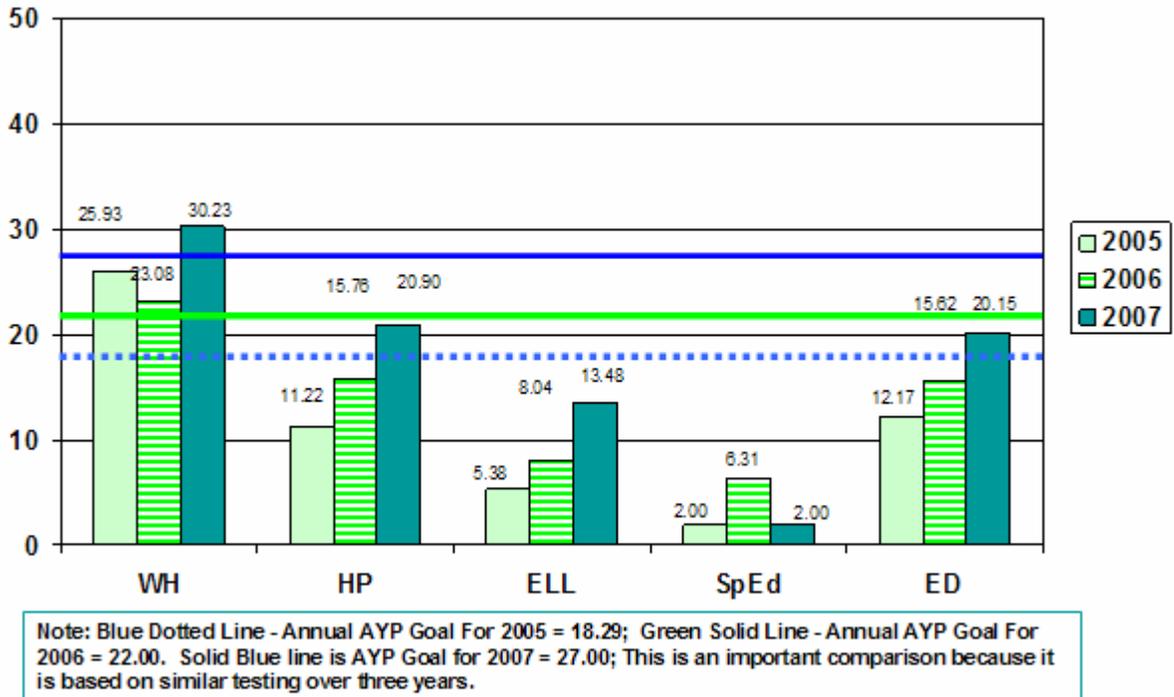
**Lyndon B. Johnson Middle School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



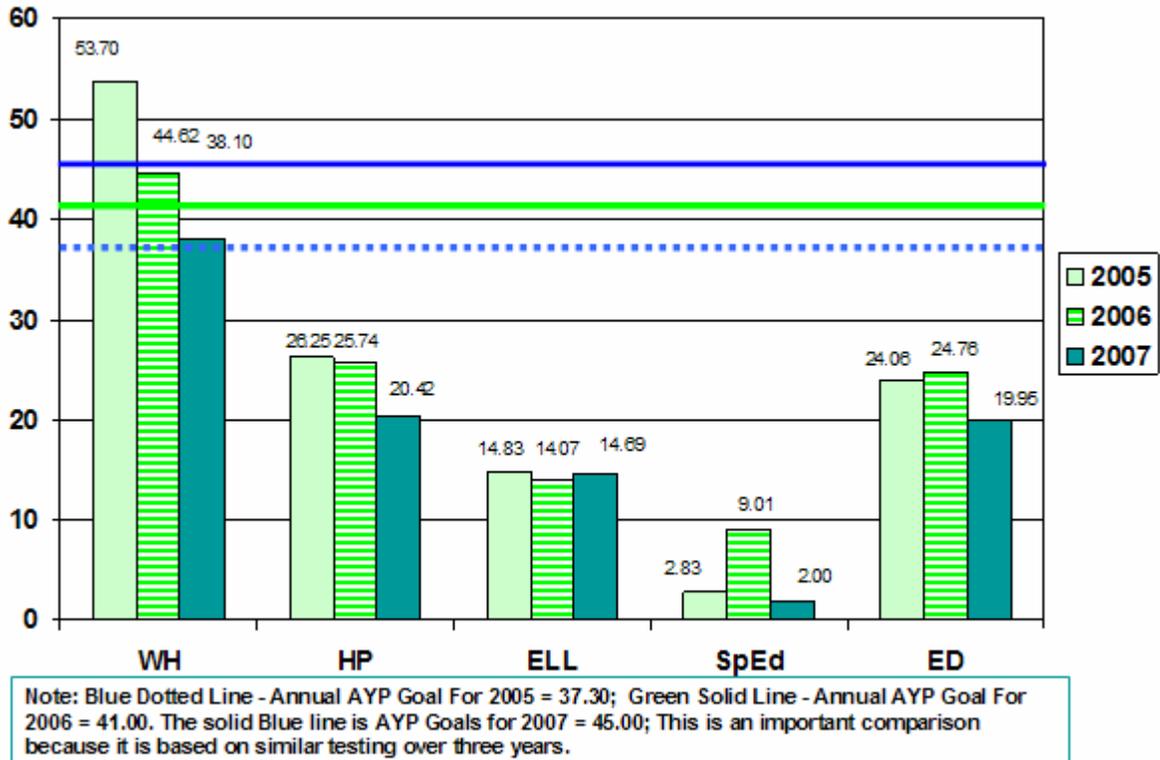
**Lyndon B. Johnson Middle School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**



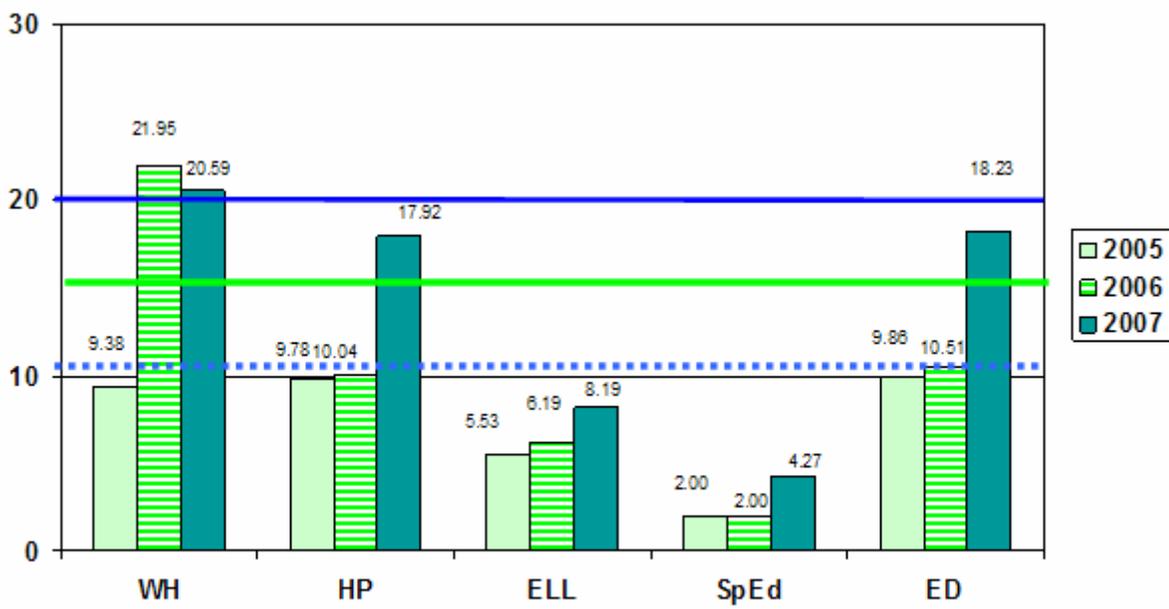
Rio Grande High School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007



Rio Grande High School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007

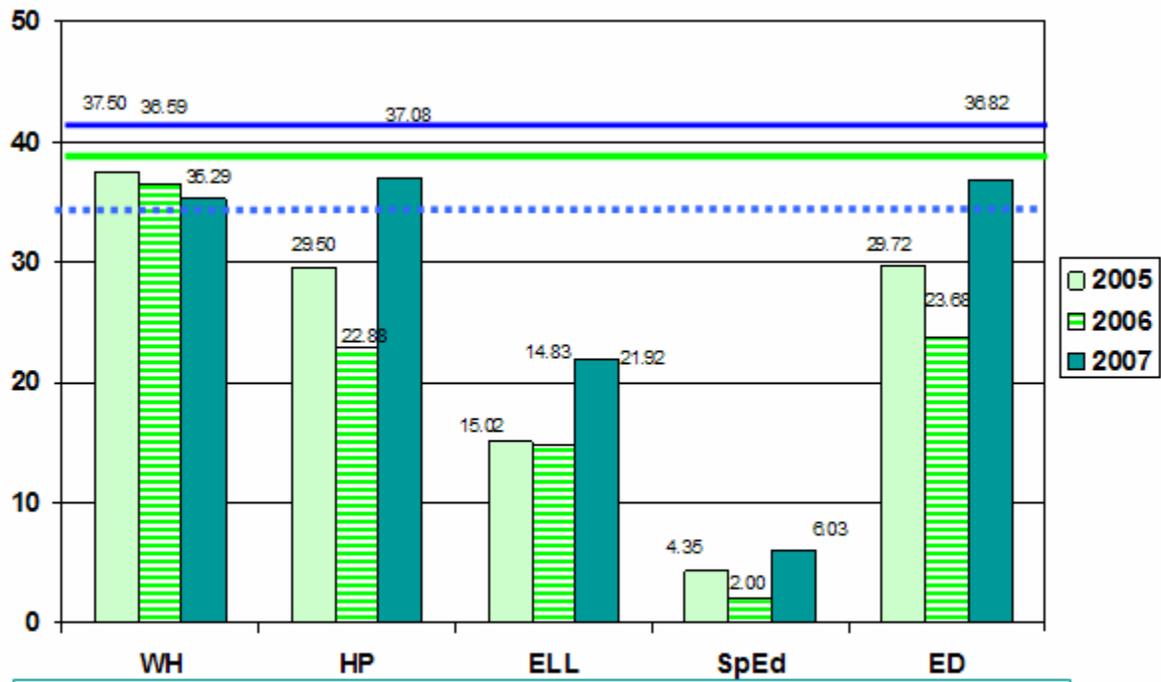


**Truman Middle School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



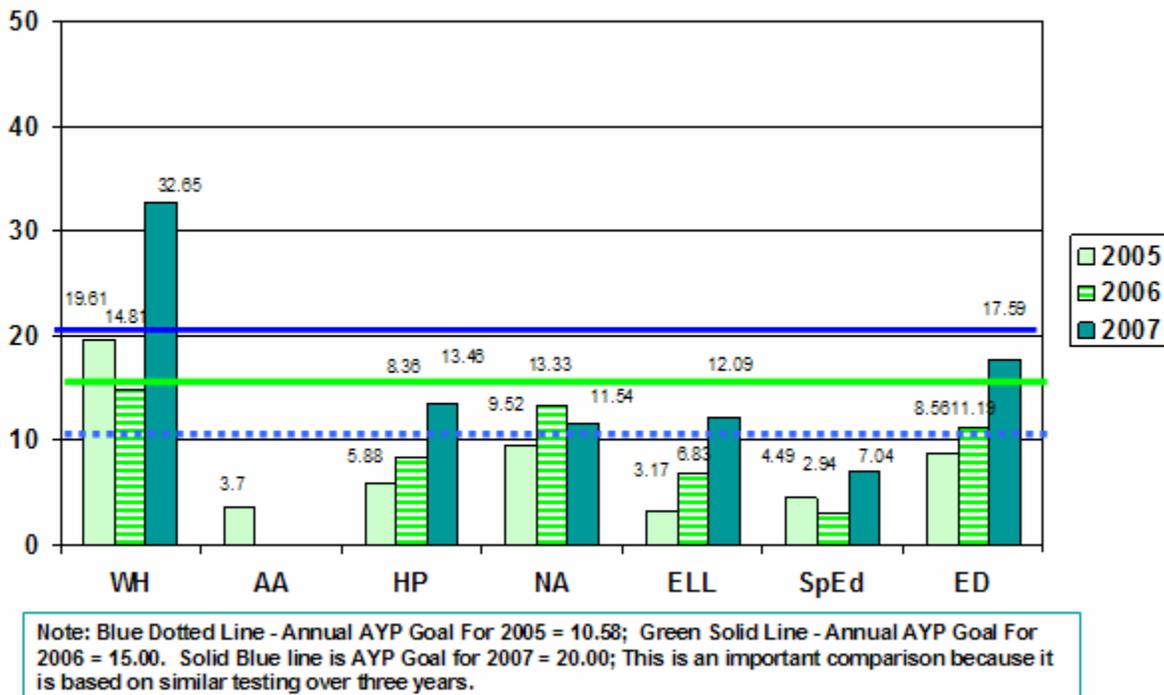
Note: Blue Dotted Line - Annual AYP Goal For 2005 = 10.58; Green Solid Line - Annual AYP Goal For 2006 = 15.00. Solid Blue line is AYP Goal for 2007 = 20.00; This is an important comparison because it is based on similar testing over three years.

**Truman Middle School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**

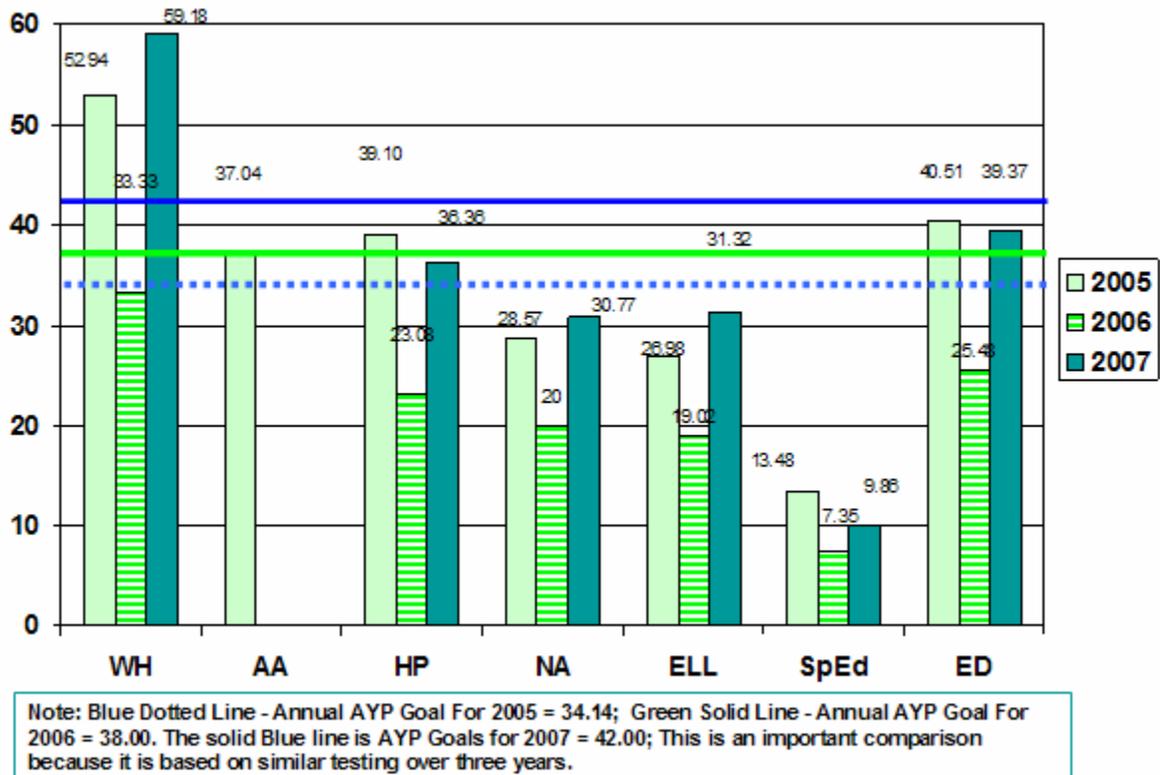


Note: Blue Dotted Line - Annual AYP Goal For 2005 = 34.14; Green Solid Line - Annual AYP Goal For 2006 = 38.00. The solid Blue line is AYP Goals for 2007 = 42.00; This is an important comparison because it is based on similar testing over three years.

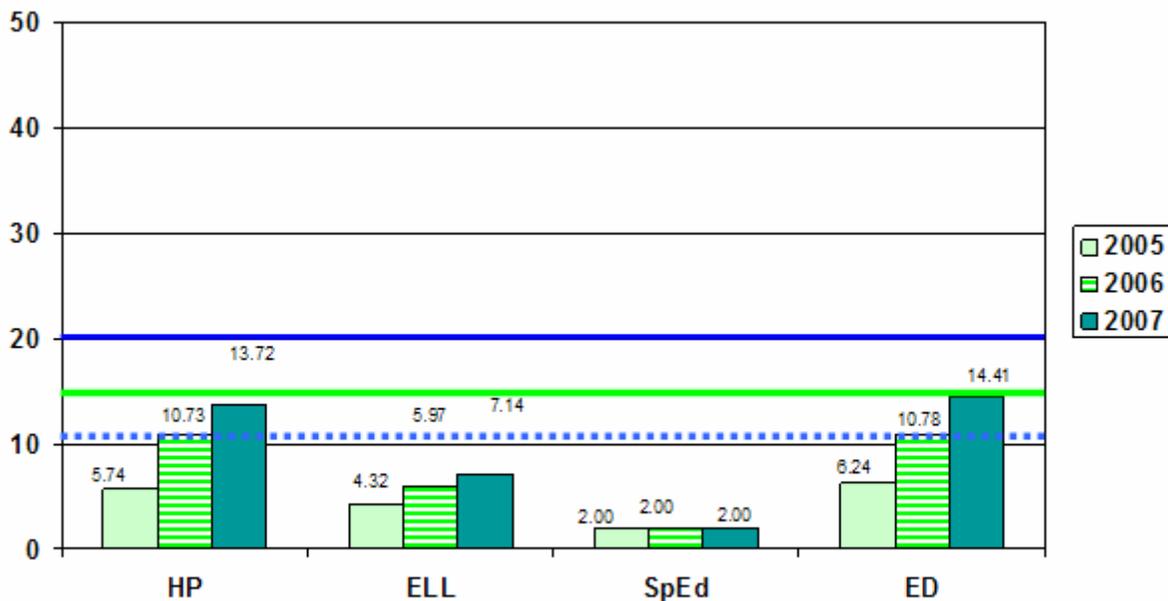
**Van Buren Middle School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



**Van Buren Middle School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**

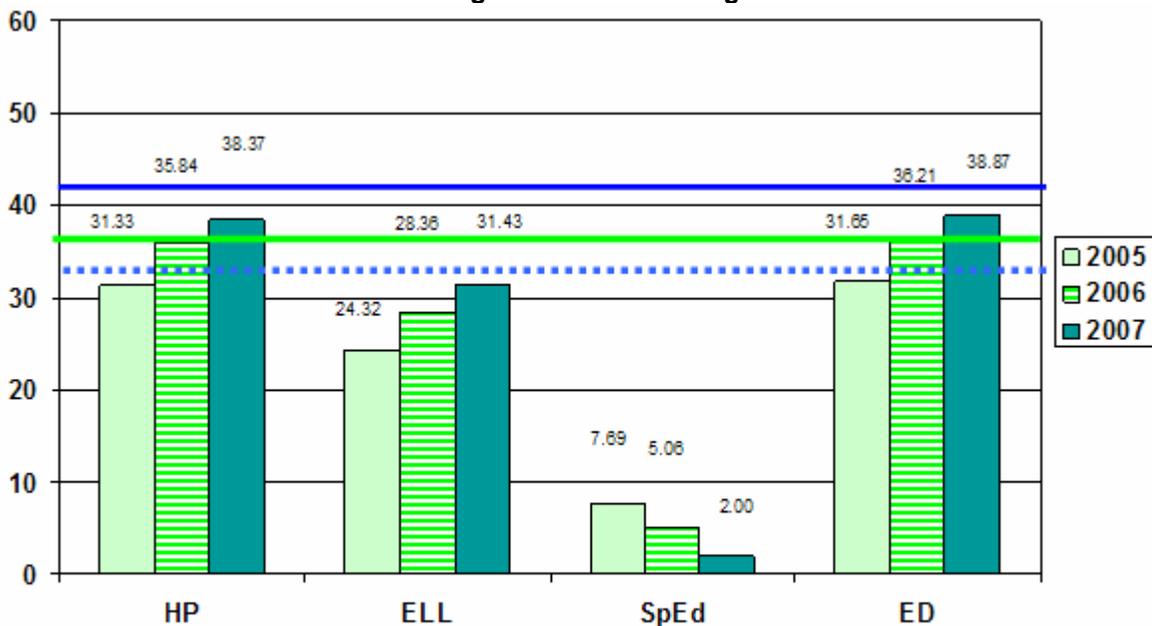


**Washington Middle School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



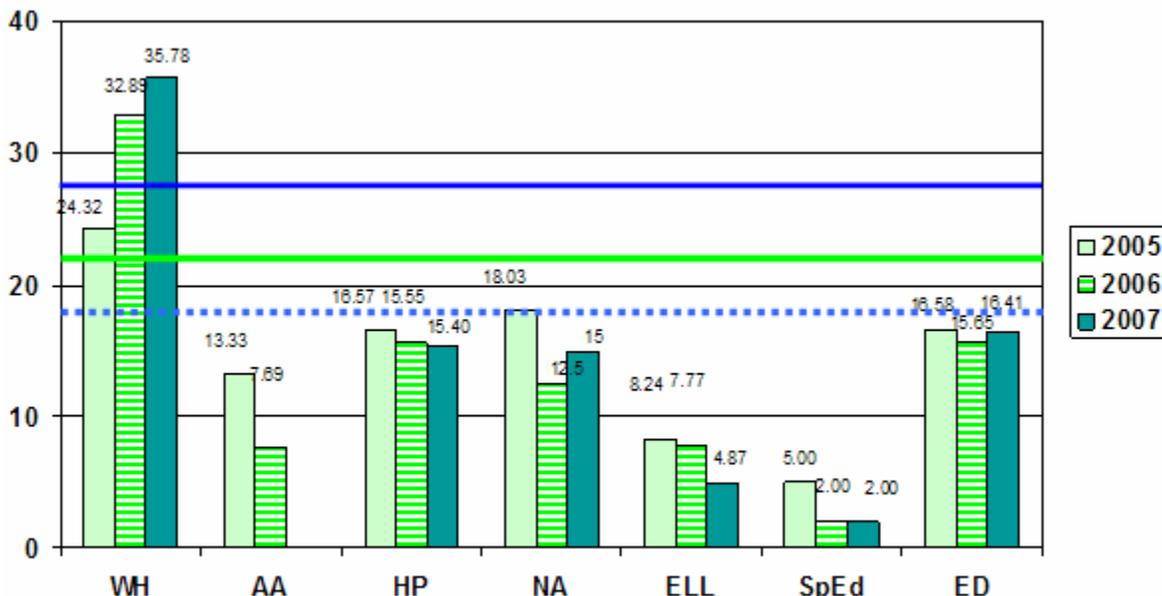
Note: Blue Dotted Line - Annual AYP Goal For 2005 = 10.58; Green Solid Line - Annual AYP Goal For 2006 = 15.00. Solid Blue line is AYP Goal for 2007 = 20.00; This is an important comparison because it is based on similar testing over three years.

**Washington Middle School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**



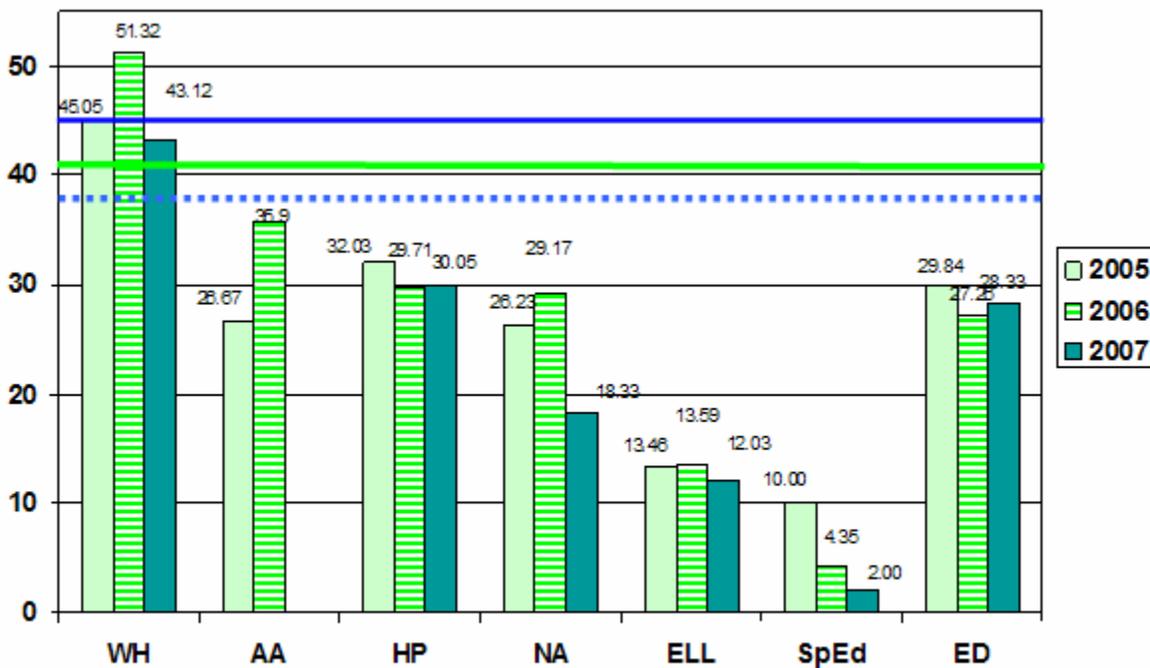
Note: Blue Dotted Line - Annual AYP Goal For 2005 = 34.14; Green Solid Line - Annual AYP Goal For 2006 = 38.00. The solid Blue line is AYP Goals for 2007 = 42.00; This is an important comparison because it is based on similar testing over three years.

**West Mesa High School
Change In Percent Of Students Proficient In Math Compared
To AYP Targets For 2005 through 2007**



Note: Blue Dotted Line - Annual AYP Goal For 2005 = 18.29; Green Solid Line - Annual AYP Goal For 2006 = 22.00. Solid Blue line is AYP Goal for 2007 = 27.00; This is an important comparison because it is based on similar testing over three years.

**West Mesa High School
Change In Percent Of Students Proficient In Reading Compared
To AYP Targets For 2005 Through 2007**



Note: Blue Dotted Line - Annual AYP Goal For 2005 = 37.30; Green Solid Line - Annual AYP Goal For 2006 = 41.00. The solid Blue line is AYP Goals for 2007 = 45.00; This is an important comparison because it is based on similar testing over three years.

SEG Expenditures

Instruction	\$362,681,648.00	62.05%
Support Services-students	\$57,632,656.00	9.86%
Support services-instruction	\$16,823,657.00	2.88%
Support services-general administration	\$2,635,440.00	0.45%
Support services-school administration	\$56,945,419.00	9.74%
Central Services	\$15,658,686.00	2.68%
Operations and maintenance of plant	\$67,661,480.00	11.58%
Student transportation	\$247,223.00	0.04%
Food services operation	\$4,250,000.00	0.73%
Community services operations	\$1,985.00	0.00%
Total Expenditures	\$584,538,194.00	