

**Department of Education  
Analysis of Staffing Structure**

**Pay Periods Ending  
September 6, & September 20, 2003**

**OPA Report No. 04-03  
February 2004**



OFFICE OF THE PUBLIC AUDITOR

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Distribution:

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Guam Media via E-Mail



## EXECUTIVE SUMMARY

OPA Report No. 04-03 February 2004

### Department of Education Analysis of Staffing Structure Pay Periods Ending September 6 & 20, 2003

The Office of the Public Auditor (OPA) initiated an analysis of the Department of Education's (DOE) staffing structure in response to a request by the Legislature's minority leader.

We have concluded that DOE is sufficiently staffed with both teachers and non-teachers to provide services for Guam's public school students. However, non-teaching personnel are not distributed evenly throughout the public school system. Our report contains complete tables displaying the results of our analysis.

Other findings addressed in the report:

- DOE teachers instruct 25% less students than teachers of selected comparable U.S. districts<sup>1</sup> and student teacher ratios **do not** exceed class size limitations set in the Guam Educational Policy Board/Guam Federation of Teachers Union agreement. Additionally, we found that the four high schools had the highest number of students per teacher: Southern High-19, John F. Kennedy and George Washington-21, and Simon Sanchez-22. This suggests that Guam's high schools employ fewer teachers than the elementary and middle school levels.

	Number of Students	Number of Teachers	Students per Teacher
Selected U.S. Districts	33,747	1,716	20
Guam DOE	30,821	2,046	15

- Overall, DOE had 20 students per non-teacher compared to 24 students in the selected U.S. districts, or 20% more non-teachers. At the school level, DOE schools had 28 students per non-teacher, however, after the proportionate allocation of non-school personnel, (business office, curriculum and instruction, facilities and maintenance, etc.) this number falls to 20. We found that eight schools provided more support staff per student than comparable U.S. school districts and DOE's overall average of 20, and ten schools were deficient in non-teaching support staff:

School	Students per non-teacher	School	Students per non-teacher
<b><i>Eight schools that provide the most support staff:</i></b>			
1. J.P. Torres	3	5. P.C. Lujan	16
2. F.Q. Sanchez	9	6. Merizo Martyrs	17
3. Talofofo	13	7. Marcial Sablan	17
4. Tamuning	15	8. Agueda Johnston	17

<sup>1</sup> We selected ten U.S. school districts with similar student enrollments and number of schools.

School	Students per non-teacher	School	Students per non-teacher
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**Ten schools deficient in non-teaching staff:**

1. Juan M. Guerrero	33	6. V.S.A. Benavente	48
2. Agana Heights	33	7. John F. Kennedy	49
3. M.U. Lujan	38	8. Finegayan	53
4. B.P. Carbullido	39	9. Simon Sanchez	54
5. F.B. Leon Guerrero	41	10. George Washington	59

- DOE's personnel cost per student per pay period ranged from a low of \$105 to a high of \$660 with an average of \$188. We identified three schools that exceeded our threshold of the average personnel cost per student: (1)J.P. Torres Alternative, (2)F.Q. Sanchez, and (3)Talofofo. However, when DOE employees not associated with a particular school were factored in, an additional seven schools exceeded the average. We identified eight schools that fell below DOE's average personnel cost:

School	School level only	DOE employees proportionately allocated	School	School level only	DOE employees proportionately allocated
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**Schools that exceed average personnel cost per student per pay period:**

1. J.P. Torres Alternative	\$ 660	\$ 690	6. Harry S. Truman	\$ 218	\$ 248
2. F.Q. Sanchez	\$ 350	\$ 380	7. Marcial Sablan	\$ 216	\$ 246
3. Talofofo	\$ 268	\$ 299	8. Oceanview	\$ 215	\$ 245
4. Tamuning	\$ 221	\$ 251	9. Agueda Johnston	\$ 215	\$ 245
5. P.C. Lujan	\$ 219	\$ 249	10. Agana Heights	\$ 197	\$ 227

**Schools that fall below average personnel cost per student per pay period:**

1. F.B. Leon Guerrero	\$ 147	\$ 177	5. Finegayan	\$ 119	\$ 149
2. Southern	\$ 147	\$ 177	6. John F. Kennedy	\$ 116	\$ 146
3. Juan M. Guerrero	\$ 143	\$ 173	7. George Washington	\$ 114	\$ 144
4. V.S.A. Benavente	\$ 125	\$ 155	8. Simon Sanchez	\$ 105	\$ 135

- F.Q. Sanchez is the most expensive elementary school with personnel costs of \$350 per student. In May 2003, the Guam Educational Policy Board decided not to merge the school with Merizo Martyrs. In preserving the school, it has cost nearly double the average cost per student.
- Simon Sanchez High has the lowest personnel cost per student at \$105, the highest number of students per teacher at 22, and the second highest number of students per non-teacher at 54.

We recommend that DOE re-evaluate the allocation of non-teaching personnel among the schools in an effort to consider a more equitable distribution of personnel among all DOE schools. All public schools should be staffed proportionately to ultimately benefit all students.



Doris Flores Brooks, CPA, CGFM  
Public Auditor



OFFICE OF THE PUBLIC AUDITOR

**Department of Education  
Analysis of Staffing Structure**

**Table of Contents**

<b>Introduction .....</b>	<b>1</b>
<b>Jurisdiction to Investigate.....</b>	<b>1</b>
<b>Background Information.....</b>	<b>1</b>
<b>Objectives .....</b>	<b>5</b>
<b>Scope and Methodology.....</b>	<b>5</b>
<b>Prior Audit Coverage .....</b>	<b>6</b>
<b>Overall Analytical Conclusion.....</b>	<b>6</b>
<b>Specific Findings and Conclusions.....</b>	<b>8</b>
Finding 1: Ratios .....	8
<i>Number of Students Per Teacher Ratios .....</i>	<i>8</i>
<i>Number of Students to Non-Teacher Ratios .....</i>	<i>10</i>
<i>Number of Teachers Per Non-Teacher Ratios.....</i>	<i>13</i>
Finding 2: Personnel Costs Per Pay Period .....	16
<i>Average Personnel Cost Per Student .....</i>	<i>16</i>
<i>Average Cost of Personnel.....</i>	<i>17</i>
<b>Recommendation .....</b>	<b>19</b>
<b>Management Response .....</b>	<b>21</b>
<b>Limitations of the Report.....</b>	<b>21</b>
<b>Appendices .....</b>	<b>22</b>
Appendix A: Listing of Guam Public Schools.....	23
Appendix B: Public School District Data 2001-2002 School Year .....	24
Appendix C: Average Data for DOE Schools and Divisions .....	25
Appendix D: Average Data for DOE Schools.....	27
Appendix E: Average Data for DPW Bus Drivers .....	28
Appendix F: Average Data for DOE Schools.....	29
Appendix G: Management Response .....	31

**Department of Education  
Analysis of Staffing Structure**

**List of Tables and Charts**

<b>Table 1:</b>	<b>Number of Schools and Enrollment per Level.....</b>	<b>1</b>
<b>Table 2:</b>	<b>Class Size Limitation.....</b>	<b>3</b>
<b>Table 3:</b>	<b>Average Number of Students per DOE Teacher .....</b>	<b>9</b>
<b>Table 4.1:</b>	<b>Students Per Non-Teacher Ratios, School Level Only.....</b>	<b>11</b>
<b>Table 4.2:</b>	<b>Students Per Non-Teacher Ratios, After Allocation of all DOE Employees and DPW Bus Drivers.....</b>	<b>12</b>
<b>Table 5.1:</b>	<b>Teachers Per Non-Teacher Ratios, School Level Only .....</b>	<b>13</b>
<b>Table 5.2:</b>	<b>Teachers Per Non-Teacher Ratios, After Allocation of All DOE Employees and DPW Bus Drivers.....</b>	<b>14</b>
<b>Table 6:</b>	<b>Private Schools Ratios.....</b>	<b>14</b>
<b>Table 7.1:</b>	<b>Personnel Cost per Student Exceeding 20% Threshold, or \$226 .....</b>	<b>16</b>
<b>Table 7.2:</b>	<b>Personnel Cost per Student Below 20% Threshold, or \$151 .....</b>	<b>17</b>
<b>Table 8.1:</b>	<b>Top Ten Schools With Highest Teacher Salaries per Pay Period: .....</b>	<b>18</b>
<b>Table 8.2:</b>	<b>Top Ten Schools With Highest Non-Teacher Salaries per Pay Period:</b>	<b>18</b>
<b>Table 9:</b>	<b>Personnel Classification and Associated Costs. ....</b>	<b>19</b>
<b>Table 10.1:</b>	<b>Schools with Most Non-Teachers .....</b>	<b>20</b>
<b>Table 10.2:</b>	<b>Schools with Least Non-Teachers .....</b>	<b>20</b>
<b>Chart 1:</b>	<b>DOE Personnel Trend FY 1999 Through FY 2003.....</b>	<b>4</b>
<b>Chart 2:</b>	<b>DOE Student Enrollment Trend SY 1999 Through SY 2003.....</b>	<b>4</b>



## Introduction

An analysis of the Department of Education’s (DOE) staffing structure was initiated based on a request by the Legislature’s minority leader to conduct a manpower assessment of DOE.

## Jurisdiction to Investigate

The Public Auditor is required to annually audit “all the transactions and accounts of all departments, offices, corporations, authorities, and agencies in all of the branches of the Government of Guam. The Public Auditor may conduct or cause to be conducted such other audits or reviews as he or she deems necessary.”<sup>2</sup>

## Background Information

The Department of Education was established by 17 G.C.A. §3101. DOE’s mission/vision statement is “our educational community prepares all students for life, promotes excellence and provides support.”

There are 37 DOE schools responsible for educating approximately 30,800 public school students enrolled as of September 30, 2003. See **Table 1** for a breakdown of the number of schools and enrollment by school level. See **Appendix A** for a listing of these schools.

**Table 1: Number of Schools and Enrollment per Level**

	Number of Schools	Number of Students
Elementary Schools	25	14,492
Middle Schools	7	7,283
High Schools	4	8,996
Alternative School	1	50
<b>Total</b>	<b>37</b>	<b>30,821</b>

### **Alternative School**

The Alternative School program began in September 2002 and is formerly known as the Planned Alternative Center for Education, or PACE program, which was established in 1982. The No Child Left Behind Act of 2001 allows uses of federal funds for innovative

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<sup>2</sup> 1 G.C.A. §1908

assistance programs to include alternative educational programs for those students who have been expelled or suspended from their regular educational settings.

The Alternative School strives to improve the outlook of the lives, academics, and relationships of middle and high school students who have been referred because of expulsion or adjudication by the courts. There are two programs:

1. The re-direction program lasts three weeks and is designed for students suspended for 10 days or more.
2. The long-term program lasts one year and is designed for students who have committed serious offenses or have been arrested.

The Alternative School was located in Oceanview Middle School until August 2003, when the school relocated to the former J.P. Torres Elementary School.

The 2002-2003 Annual State of Public Education Report of DOE indicates that a total of 186 students entered the Alternative School during the school year. Of the 186 students, 78 were referred to the long-term program and 108 students remained in the re-direction program. 19 of the students released after completion of the re-direction program, or 18%, returned to the Alternative School after being released.

A statistical analysis report entitled Public Alternative Schools and Programs for Students At Risk of Education Failure issued by the National Center for Education Statistics states that over 75% of districts with alternative schools have curricula leading toward a regular high school diploma, academic counseling, policies requiring smaller class sizes than regular schools, remedial instruction, opportunity for self-paced instruction, crisis/behavioral intervention, and career counseling. However, least commonly required were extended school day or school year, security personnel, and evening and weekend classes.

For pay periods ending September 6 and 20, 2003, J.P. Torres Alternative School was staffed with seven teachers, nine school aides, two social workers, and five administrative personnel.

### **Guam Educational Policy Board**

In July 2001, Public Law 26-26 created the 11-member Guam Educational Policy Board (Board) consisting of nine district voting members elected at each General Election for a two-year term, one student non-voting member elected by the Island-Wide Board of Governing Students, and one Board appointed non-voting member.<sup>3</sup> The first Board members were elected in the November 2002 General Election.

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<sup>3</sup> 17 G.C.A. §3111



District	Municipalities	Number of Members
Haya (South)	Agat, Inarajan, Merizo, Santa. Rita, Talofoyo, Umatac, & Yona	2 members
Luchan (West)	Agana Heights, Asan-Maina, Hagatna, Piti, Sinajana, & Tamuning	2 members
Lagu (North)	Dededo & Yigo	3 members
Kattan (East)	Barrigada, Chalan Pago-Ordot, Mangilao, & Mongmong-Toto-Maite	2 members
Student Representative		1 member
Interim PTO Congress Representative		1 member

The Board is responsible for formulating policies and guidelines relating to all aspects of educating Guam public school students. The Superintendent of Education is responsible for implementing the policies of the Board.<sup>4</sup>

### Class Size

The Guam Federation of Teachers (Union) is recognized by the Board as the sole and exclusive bargaining representative for many DOE employees. The Collective Bargaining Agreement between the Board and the Union states that the department shall make every effort to keep classes at a size that will facilitate learning. The class size shall not be larger than the following:

**Table 2: Class Size Limitation<sup>5</sup>**

Level	Maximum Number of Students	Level	Maximum Number of Students
<b>Elementary</b>		<b>Secondary</b>	
Preschool	18	Regular classroom	28
Kindergarten	18	Art	24
Primary (Grades 1 – 3)	24	Music	28
Multi-age primary	23	Physical Education	28
Intermediate (Grades 4, 5)	25	Industrial Arts	20
		Home Economics	20
<b>Languages Other Than English (LOTE)</b>		Remedial classes	17
Level 1	12		
Level 2	14	<b>Special Education</b>	
Level 3	16	Resource Room	12
Level 4	18	Hearing Impaired	10
Bilingual	18	State School for Exceptional Children	13

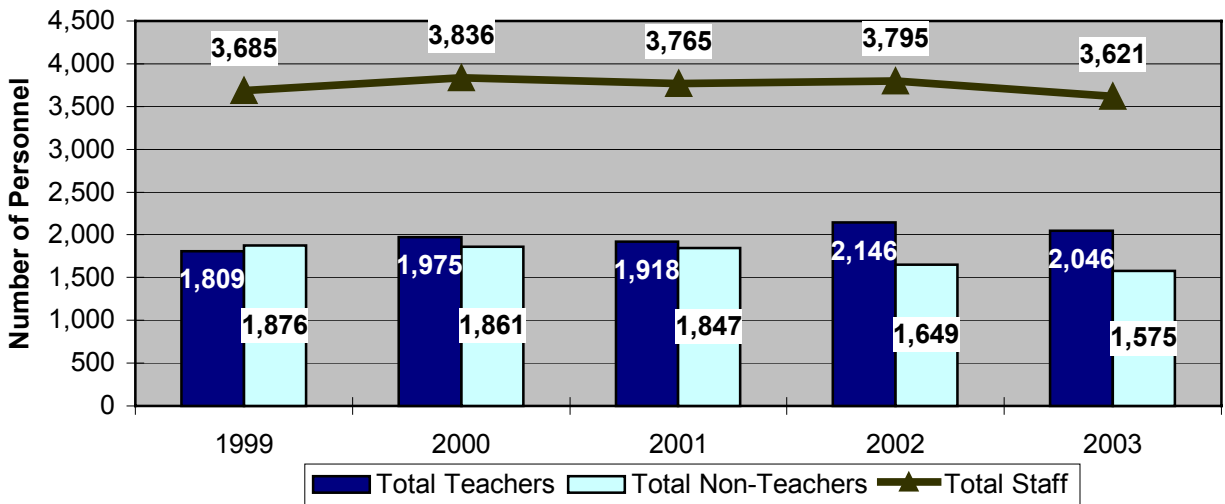
Additionally, the Bargaining Agreement requires the assistance of school aides for kindergarten teachers, special education teachers, LOTE teachers and elementary teachers that request for instructional aide support.

<sup>4</sup> 17 G.C.A. §3102

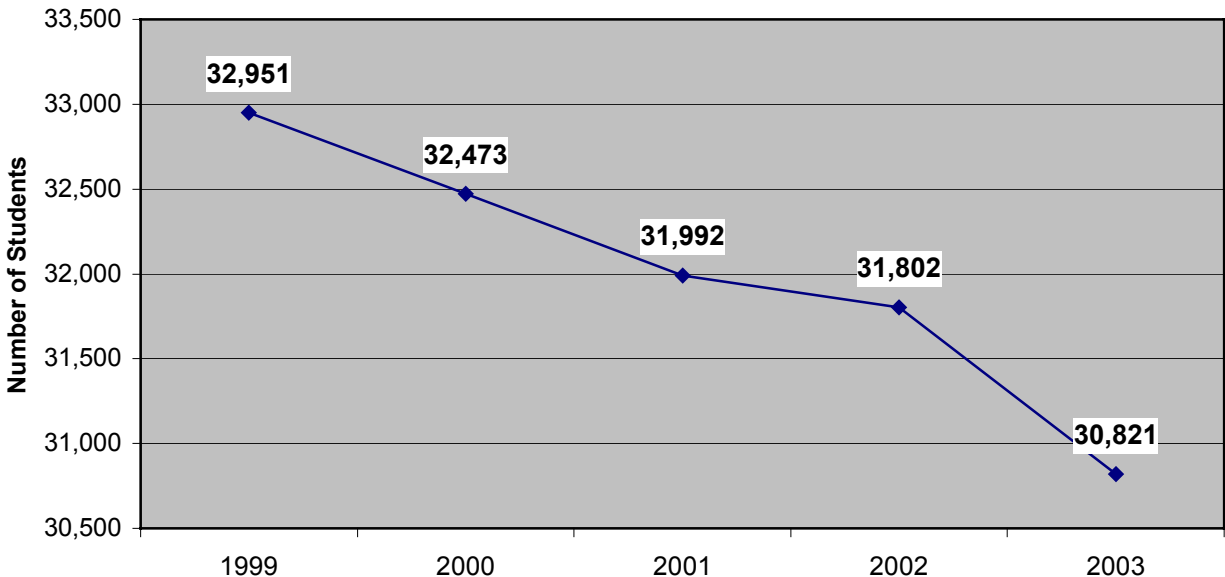
<sup>5</sup> Guam Federation of Teachers and Guam Education Policy Board Agreement, Article V, Section B, Paragraph 13.

The following charts depict the trends of DOE's staffing pattern for fiscal years 1999 through 2003 and student enrollment for school years 1999 through 2003. Data for 1999 through 2001 were provided by the National Center for Education Statistics at <http://www.nces.ed.gov/> and 2002 data was provided by Guam's DOE website at <http://www.doe.edu.gu/>. The 2003 data was obtained from DOE payroll data for periods ending September 6 and 20, 2003 and enrollment data was obtained through direct inquiries of all public schools.

**Chart 1: DOE Personnel Trend FY 1999 Through FY 2003**



**Chart 2: DOE Student Enrollment Trend SY 1999 Through SY 2003**



The Department of Education has steadily increased the number of teachers by 13% and decreased the number of non-teachers by 16% from 1999 to 2003. The number of student's enrolled in DOE has also decreased by 6% from 1999-2003. The decrease in non-teachers corresponds to the decrease in student enrollment, while the increase in teachers does not.

The Department of Defense Education Activity (DoDEA) Schools opened in September 1996 to all active-duty military members and federal employees hired from the U.S. Because the DoDEA schools opened in 1996, the decline in DOE student enrollment from 1999 to 2003 was unaffected by DOE students who transferred to DoDEA.

## **Objectives**

The objectives of our analysis were to calculate (1) the number of students per teacher, (2) the number of students per non-teacher, and (3) the number of teachers per non-teacher ratios for each DOE school and compare these ratios with comparable U.S. districts. After analyzing DOE's ratios, we identified those schools whose ratios fell below or above the U.S. district average. Our analysis also entailed the computations of personnel cost per student for comparison to DOE's average cost per student.

## **Scope and Methodology**

The scope of the analysis was limited to the number of DOE personnel and Department of Public Works (DPW) bus drivers and associated costs of pay periods ending September 6, 2003 and September 20, 2003.

Our methodology included reviewing applicable laws, regulations, Board/Union agreements, and Board policies to determine the number of students per teacher, the number of students per non-teacher, and the number of teachers per non-teacher. We selected ten U.S. school districts with similar student enrollments and number of schools relative to Guam's DOE number of students and schools. We based our selection on the rationale that it would take the same number of people to administer the same number of students and schools. See **Appendix B** for details of the ten U.S. school districts we selected for comparison to DOE.

We reclassified the locations of employees observed in Federal Programs, Special Education, and Chamorro Studies that were detailed to specific schools. We proportionately allocated the costs and count of non-teachers and teachers of the various DOE divisions that were not associated with a particular school based on the percentage of students at each school over total students enrolled.

We also included DPW bus drivers in the analysis as bus drivers play a role in supporting the students of Guam's public schools. In addition, the U.S. school districts

include the cost and count of bus drivers, thus, presenting a more consistent comparison of districts.

### **Prior Audit Coverage**

We are not aware of any prior audits relating to DOE staffing and personnel. An Audit Report on On-Call Substitute Teachers, Department of Education, Government of Guam was generated by the U.S. Department of the Interior, Office of Inspector General in October 1998. The report found that during fiscal years 1996 and 1997, there was a shortage of substitute teachers because the Government of Guam's retirement law prevented retired teachers from working as substitute teachers and found the schools did not maintain adequate records of the frequency and cost of using school aides as substitute teachers. The report recommended that the Guam Legislature exempt retired teachers from the required suspension of benefits if they are employed as on-call substitute teachers.

In October 1998, Public Law 24-284 amended Title 4, §8121 of the Guam Code Annotated and exempts substitute teachers from the suspension of their annuity payment for the duration of employment.

The Department of Education has not been audited since fiscal year 1997. In September 2003, DOE was designated a "high-risk grantee" by the U.S. Department of Education because of its lack of audits for the past five years. However, in November 2003, DOE's external auditors issued their Single Audit reports for fiscal years 1998 through 2001, their report on DOE's balance sheet as of September 30, 2001, and Report on Internal Control and Compliance for the year ended September 30, 2001.

### **Overall Analytical Conclusion**

We have concluded that DOE is sufficiently staffed with both teachers and non-teachers to provide services for the 30,800 public school students. However, DOE non-teaching personnel are not proportionately distributed among the schools based on the number of students enrolled.

#### **Number of Students Per Teacher**

Guam DOE teachers instruct 25% less students than teachers of the selected comparable U.S. districts and student teacher ratios **do not** exceed class size limitations set in the Agreement between the Board and the Union.

	<b>Number of Students</b>	<b>Number of Teachers</b>	<b>Students per Teacher</b>
Selected U.S. Districts	33,747	1,716	20
Guam DOE	30,821	2,046	15

## Number of Students Per Non-Teacher

Overall, DOE has 20% more non-teachers per student than the selected U.S. district average.

	Number of Students	Number of Non-Teachers	Students per Non-Teacher
Selected U.S. Districts	33,747	1,456	24*
Guam DOE	30,821	1,575	20

\*This is average of selected districts' number of students to non-teachers ratios.

We identified eight schools that have more non-teaching support staff than the average of the selected comparable U.S. school districts and also had the most non-teachers in DOE. These schools are:

School	Students per non-teacher	School	Students per non-teacher
1. J.P. Torres Alternative	3	5. P.C. Lujan Elem.	16
2. F.Q. Sanchez Elem.	9	6. Merizo Martyrs Elem.	17
3. Talofofo Elem.	13	7. Marcial Sablan Elem.	17
4. Tamuning Elem.	15	8. Agueda Johnston Middle	17

## Number of Teachers Per Non-Teacher

We identified one school, J.P. Torres Alternative, with more non-teachers than teachers. For every teacher at J.P. Torres, there are two non-teachers.

## Average Personnel Costs Per Student

DOE's cost per student ranges from a low of \$105 to a high of \$660. Based on the average cost per DOE student of \$188, we identified three schools that exceeded the average personnel cost per student. They are:

School	Personnel cost per student
1. J.P. Torres Alternative School	\$ 660
2. F.Q. Sanchez Elementary	\$ 350
3. Talofofo Elementary	\$ 268

However, when we allocated DOE employees we could not associate with a particular school, an additional seven schools exceed the DOE average:

School	Personnel cost per student	School	Personnel cost per student
1. J.P. Torres Alternative	\$ 690	6. Harry S. Truman Elem.	\$ 248
2. F.Q. Sanchez Elem.	\$ 380	7. Marcial Sablan Elem.	\$ 246
3. Talofofo Elem.	\$ 299	8. Oceanview Middle	\$ 245
4. Tamuning Elem.	\$ 251	9. Agueda Johnston Middle	\$ 245
5. P.C. Lujan Elem.	\$ 249	10. Agana Heights Elem.	\$ 227

We identified eight schools that fell below \$151, which is a threshold of 20% below DOE's average personnel cost per student of \$188:

School	Personnel cost per student	School	Personnel cost per student
1. FB Leon Guerrero Middle	\$ 147	5. Finegayan Elem.	\$ 119
2. Southern High	\$ 147	6. John F. Kennedy High	\$ 116
3. Juan M. Guerrero Elem.	\$ 143	7. George Washington High	\$ 114
4. VSA Benavente Middle	\$ 125	8. Simon Sanchez High	\$ 105

However, with the allocation of other DOE employees not associated with a particular school, this number of schools is reduced to four. See **Table 7.2** on page 17 for this listing.

With the allocation of DOE employees that are not associated with a particular school and the allocation of DPW bus drivers, there is an increase in the range of the proportionately distributed cost per student from a low of \$141 to a high of \$696.

### **Average Personnel Costs**

For the pay periods ended September 6 and 20, 2003, there were an average of 3,621 DOE personnel with an average cost of \$5,802,857. There were an average of 148 DPW bus drivers with an average cost of \$189,355 for the same pay periods. Overall, there were an average of 3,769 DOE and DPW personnel costing \$5,992,212.

## **Specific Findings and Conclusions**

### **Finding 1: Ratios**

#### ***Number of Students Per Teacher Ratios***

Overall, there are 25% fewer students per DOE teacher than the average of the comparable selected U.S. school districts. We computed an average of 20 students per teacher in the ten U.S. school districts we selected compared to 15 students for Guam schools. The student teacher ratio was derived by dividing the total student population by the average number of teachers identified in DOE's payroll for pay periods ending September 6 and 20, 2003.

For analysis of each DOE school, we observed data sets on three levels:

1. School level alone, which excludes teachers we were not able to associate with a particular school,
2. All DOE employees, which includes the proportionate allocation of DOE teachers excluded on the school level because they were not associated with a particular school, and
3. All DOE employees and DPW bus drivers.

We established an acceptable threshold range of five students of the U.S. average of 20 students per teacher, or 15 to 25 students per teacher.

We identified 19 of the 37 Guam DOE schools that have less than 15 students per teacher, which is lower than a 5-student threshold of the 20-student U.S. average. However, after the allocation of the other teachers that we were not able to associate with a particular school, the number of schools we identified with less than 15 students per teacher increased to 24 schools. The remaining schools have students per teacher ratios that were within five points of the U.S. average.

Our analysis did not identify any Guam DOE schools with students per teacher ratios significantly higher than 20 students per teacher, and the only schools that surpassed the U.S. district average were George Washington and John F. Kennedy high schools, each with 21 students per teacher, and Simon Sanchez High School with 22 students per teacher. These ratios are still within reasonable range of the U.S. school districts. The inclusion of the DPW bus drivers did not affect the students per teacher ratios. See **Table 3** for a listing of schools and their respective student teacher ratios.

**Table 3: Average Number of Students per DOE Teacher**

**Table 3A:** 19 schools with number of students per teacher less than 5-point threshold of U.S. average of 20, or 15 students per teacher.

School	Number of students per 1 DOE teacher		School	Number of students per 1 DOE teacher	
	School level only	After allocation of DOE teachers not associated with a particular school		School level only	After allocation of DOE teachers not associated with a particular school
1. J.P. Torres Alternative	8	7	11. Jose Rios Middle	13	13
2. F.Q. Sanchez Elem.	9	8	12. P.C. Lujan Elem.	14	13
3. Oceanview Middle	11	11	13. J.Q. San Miguel Elem.	14	13
4. Talofoto Elem.	12	12	14. Marcial Sablan Elem.	14	13
5. Lyndon B. Johnson Elem.	12	12	15. C.L. Taitano Elem.	14	13
6. Inarajan Elementary	13	12	16. Astumbo Elem.	14	13
7. Inarajan Middle	13	12	17. L.P. Untalan Middle	14	13
8. Agueda Johnston Middle	13	12	18. Tamuning Elem.	14	13
9. Harry S. Truman Elem.	13	12	19. B.P. Carbullido Elem.	14	14
10. Agana Heights Elem.	13	13			

**Table 3B:** 18 remaining schools within 5-point threshold of U.S. average of 20, or 15 to 25 students per teacher.

School	Number of students per 1 DOE teacher		School	Number of students per 1 DOE teacher	
	School level only	After allocation of DOE teachers not associated with a particular school		School level only	After allocation of DOE teachers not associated with a particular school
1. Price Elem.	15	14	10. UPI Elem	16	15
2. Wettengel Elem.	15	14	11. FB Leon Guerrero Middle	16	15
3. M.U. Lujan Elem.	15	14	12. Juan M. Guerrero Elem.	17	16
4. Daniel L. Perez Elem.	15	14	13. VSA Benavente Middle	18	17
5. Machananao Elem.	15	14	14. Finegayan Elem.	18	17
6. Maria A. Ulloa Elem.	16	15	15. Southern High	19	17
7. Chief Brodie Memorial Elem.	16	15	16. John F. Kennedy High	21	19
8. Ordot/Chalan Pago Elem.	16	15	17. George Washington High	21	19
9. Merizo Martyrs Elem.	16	15	18. Simon Sanchez High	22	20

Additionally, student teacher ratios **do not** exceed limitations set in the Agreement between the Board and the Union as mentioned in **Background Information** of this report.

**Conclusion:**

Guam teachers teach fewer students on the average than their counterparts in the U.S comparable districts selected. We found that in 19 schools, teachers taught fewer students than comparable U.S. districts and the remaining DOE schools were within reasonable range of the U.S. average. We did not find any DOE school that had significantly exceeded the U.S. district average. We also found that Guam teachers have class sizes within the limits set in the contract between the Union and the Board. Additionally, we found that the four public high schools had the highest number of students per teacher, suggesting that Guam’s high schools employ fewer teachers than the elementary and middle school levels.

**Number of Students to Non-Teacher Ratios**

Overall, DOE has 20% more non-teachers per student than the selected U.S. district average. There were an average of 24 students per non-teacher in the ten U.S. school districts we selected compared to 20 students for every DOE non-teacher, therefore, DOE students are managed by more non-teachers than the selected U.S. districts. The number of students to non-teacher ratio was derived by dividing the total student population by the average number of non-teachers identified in DOE’s payroll for pay periods ending September 6 and 20, 2003.

Again, for analytical purposes, we observed three data sets: (1) on the school level alone, (2) inclusive of allocated DOE non-teachers that we were unable to associate



with a particular school, and (3) inclusive of DPW bus drivers. We established an acceptable threshold range of five students of this average of 24 students per non-teacher, or 19 to 29 students per non-teacher.

Solely considering DOE non-teachers on the school level, DOE had 28 students per non-teacher, compared to 20 students per non-teacher for DOE overall. We identified eight of the 37 DOE schools that have fewer students per non-teacher than the lower threshold of the comparable U.S. districts of 19, which is also lower than DOE's overall average of 20 students per non-teacher. These schools' ratios ranged from three to 17 students per non-teacher. Our analysis identified 19 schools that were within the acceptable range (19 to 29 students per non-teacher) of the U.S. average and ten schools that exceeded 29 students per non-teacher, the upper threshold of the U.S. average range. See **Table 4.1**.

**Table 4.1: Students Per Non-Teacher Ratios, School Level Only**

**Table 4.1 A:** 8 schools identified with number of students per non-teacher less than lower threshold (19) of U.S. average of 24:

School	Number of students per non-teacher	School	Number of students per non-teacher
1. J.P. Torres	3	5. P.C. Lujan	16
2. F.Q. Sanchez	9	6. Merizo Martyrs	17
3. Talofoto	13	7. Marcial Sablan	17
4. Tamuning	15	8. Agueda Johnston	17

**Table 4.1 B:** 19 schools identified with number of students per non-teacher within threshold range (19 to 29) of U.S. average of 24:

School	Number of students per non-teacher	School	Number of students per non-teacher
1. J.Q. San Miguel	19	11. Daniel L. Perez	24
2. Wettengel	20	12. Machananao	24
3. Astumbo	21	13. Inarajan Elementary	24
4. Oceanview	21	14. Inarajan Middle	25
5. Harry S. Truman	22	15. Maria A. Ulloa	26
6. Ordot/Chalan Pago	22	16. Price	28
7. Southern	22	17. C.L. Taitano	29
8. UPI	23	18. L.P. Untalan	29
9. Jose Rios	23	19. Chief Brodie Memorial	29
10. Lyndon B. Johnson	24		

**Table 4.1 C:** 10 schools identified with number of students per non-teacher greater than upper threshold (29) of U.S. average of 24:

School	Number of students per non-teacher	School	Number of students per non-teacher
1. Juan M. Guerrero	33	6. V.S.A. Benavente	48
2. Agana Heights	33	7. John F. Kennedy	49
3. M.U. Lujan	38	8. Finegayan	53
4. B.P. Carbullido	39	9. Simon Sanchez	54
5. F.B. Leon Guerrero	41	10. George Washington	59

However, when we proportionately allocated non-teachers not associated to a school, our analysis showed that there are 23 schools, an increase from the eight schools identified on the school level, with less students per non-teacher than the lower threshold of the U.S average. See **Table 4.2** for the listing of schools.

**Table 4.2: Students Per Non-Teacher Ratios, After Allocation of all DOE Employees and DPW Bus Drivers**

**Table 4.2 A:** 23 schools identified with number of students per non-teacher less than 5-student threshold of U.S. average of 24, or 19.

School	Number of students per non-teacher		School	Number of students per non-teacher	
	DOE employees only	Including DPW Bus Drivers		DOE employees only	Including DPW Bus Drivers
1. J.P. Torres	3	3	13. Harry S. Truman	16	15
2. F.Q. Sanchez	8	7	14. Ordot/Chalan Pago	16	15
3. Talofofo	10	10	15. Southern	17	15
4. Tamuning	12	11	16. UPI	17	15
5. P.C. Lujan	13	12	17. Jose Rios	17	16
6. Merizo Martyrs	13	12	18. Lyndon B. Johnson	17	16
7. Marcial Sablan	13	12	19. Daniel L. Perez	17	16
8. Agueda Johnston	14	13	20. Machananao	18	16
9. J.Q. San Miguel	15	14	21. Inarajan Elementary	18	16
10. Wettengel	15	14	22. Inarajan Middle	18	16
11. Astumbo	16	15	23. Maria A. Ulloa	18	17
12. Oceanview	16	15			

**Table 4.2 B:** 13 schools identified with number of students per non-teacher within threshold range of U.S. average, or 19 to 29.

School	Number of students per non-teacher		School	Number of students per non-teacher	
	DOE employees only	Including DPW Bus Drivers		DOE employees only	Including DPW Bus Drivers
1. Price	19	18	8. B.P. Carbullido	24	22
2. C.L. Taitano	20	18	9. F.B. Leon Guerrero	25	22
3. L.P. Untalan	20	18	10. V.S.A. Benavente	27	24
4. Chief Brodie Memorial	20	18	11. John F. Kennedy	28	24
5. Juan M. Guerrero	22	20	12. Finegayan	29	25
6. Agana Heights	22	20	13. Simon Sanchez	29	26
7. M.U. Lujan	24	21			

George Washington High was identified with 30 students per non-teacher after the allocation of DOE employees and 27 students per non-teacher after the allocation of DPW bus drivers. George Washington was the only school to exceed the 5-student threshold of 29 students per non-teacher. See **Appendix D**.

## Conclusion:

Overall, DOE students are supported by 20% more non-teachers than their counterparts in the U.S. On the school level, we found that eight schools provided more support staff per student than comparable U.S. school districts and DOE's overall average, that is, there are fewer students per non-teacher. Ten schools were deficient in non-teacher support staff where one non-teacher serves 33 to 59 students and the average of selected comparable U.S. school districts is 24 students per one non-teacher. The overall average of DOE is 20 students per one DOE non-teacher.

Our analysis also found that the number of students per non-teacher is significantly affected after the allocation of other DOE non-teachers that were not associated to a particular school.

### ***Number of Teachers Per Non-Teacher Ratios***

Generally, for every non-teacher employed by DOE and in the comparable U.S. districts, there is one teacher to serve the same number of students. The number of teachers per non-teacher ratio was derived by dividing the average number of teachers by the average number of non-teachers identified in DOE's payroll for pay periods ending September 6 and 20, 2003.

On the school level alone, our analysis found that most schools had an acceptable ratio of one to two teachers per non-teacher employed at the schools. However, we identified one DOE school, J.P. Torres Alternative, with more non-teachers than teachers. Every teacher at J.P. Torres is supported by two non-teachers. See **Table 5.1**.

We identified six schools that had three teachers being supported by one non-teacher, which signified that they were staffed with the fewest non-teachers relative to the number of teachers at those schools. See **Table 5.1**.

**Table 5.1: Teachers Per Non-Teacher Ratios, School Level Only**

School	Teachers Per Non-Teacher	Number of teachers	Number of non-teachers
J.P. Torres Alternative	.44	7	16
<b><i>6 schools identified with more than 2 teachers per non-teacher on school level:</i></b>			
1. Agana Heights	3	35	14
2. M.U. Lujan	3	50	20
3. V.S.A. Benavente	3	100	37
4. B.P. Carbullido	3	35	13
5. George Washington	3	126	45
6. Finegayan	3	60	21

However, these ratios improve after the allocation of other DOE employees not associated with a particular school and the allocation of DPW bus drivers. The

remaining DOE schools had one to two teachers per non-teacher. See **Table 5.2** for a listing of these schools.

**Table 5.2: Teachers Per Non-Teacher Ratios, After Allocation of All DOE Employees and DPW Bus Drivers**

School	Allocation of DOE Employees Only			Allocation of DOE Employees and DPW Bus Drivers		
	Teachers Per Non-Teacher	Number of teachers	Number of non-teachers	Teachers Per Non-Teacher	Number of teachers	Number of non-teachers
J.P. Torres Alternative	.41	7	17	.41	7	17

**6 schools identified with more than 2 teachers per non-teacher on school level:**

1. Agana Heights	2	37	21	2	37	24
2. M.U. Lujan	2	53	32	2	53	35
3. V.S.A. Benavente	2	107	65	1	107	74
4. B.P. Carbullido	2	37	22	2	37	23
5. George Washington	2	136	87	1	136	99
6. Finegayan	2	64	38	1	64	43

**Table 6** below indicates private school ratios we compiled through inquiries of two private elementary schools, two private middle schools, and one private high school, randomly selected. This data is shown, not as a basis of comparison, but simply as a representation of ratios at Guam’s private schools.

The ratios of number of students per teacher are within our threshold (15 to 25) derived from comparable U.S. districts, however, the private high school ratio was well below the lower threshold of 15. We also found that the average number of students per non-teacher in the elementary, middle, and high schools all exceed the threshold (19 to 29) of the U.S. district average. The number of private school teachers is generally twice the number of non-teachers, while the average in our selected U.S. districts is one teacher for every non-teacher.

**Table 6: Private Schools Ratios**

School	Number of Students per 1 Teacher	Number of Students per 1 Non-Teacher	Number of Teachers per 1 Non-Teacher
Elementary School	18	44	3
Middle School	17	30	2
High School	13	30	2

**Conclusion:**

J.P. Torres Alternative School is staffed with more non-teachers than teachers, specifically, every teacher at J.P. Torres is supported by two non-teachers. Furthermore, we identified six schools where one non-teacher supports three teachers, which signified that they were staffed with the fewest non-teachers relative to the

number of teachers at the schools. Those schools are: (1) Agana Heights, (2) M.U. Lujan, (3) V.S.A. Benevente, (4) B.P. Carbullido, (5) George Washington, and (6) Finegayan.

These situations indicate that DOE is sufficiently staffed with both teachers and non-teachers to provide services for the 30,800 public school students as indicated by comparison of the overall number of students per teacher and non-teacher to selected comparable U.S. school districts. However, non-teaching personnel are not distributed evenly throughout the public school system as indicated by the disparities in ratios of personnel when compared with other DOE schools and the average of the comparable U.S. school districts we selected for our analysis.

As indicated in **Table 4.1 A**, the following eight schools were staffed with the most non-teachers and exceeded non-teaching staff of the comparable U.S. district average:

School	Students per non-teacher	School	Students per non-teacher
1. J.P. Torres Alternative	3	5. P.C. Lujan Elem.	16
2. F.Q. Sanchez Elem.	9	6. Merizo Martyrs Elem.	17
3. Talofoto Elem.	13	7. Marcial Sablan Elem.	17
4. Tamuning Elem.	15	8. Agueda Johnston Middle	17

**Table 4.1 C** showed that the following ten schools were staffed with the fewest non-teaching staff compared to other DOE schools and comparable U.S. school districts:

School	Students per non-teacher	School	Students per non-teacher
1. Juan M. Guerrero Elem.	33	6. VSA Benevente Middle*	48
2. Agana Heights Elem.*	33	7. John F. Kennedy High	49
3. M.U. Lujan Elem.*	38	8. Finegayan Elem.*	53
4. B.P. Carbullido Elem.*	39	9. Simon Sanchez High	54
5. FB Leon Guerrero Middle	41	10. George Washington High*	59

\* These schools' non-teachers support the most teachers in DOE as shown in **Table 5**, Number of Teachers Per Non-Teacher.

This is further substantiated by comparison of the number of teachers per non-teacher at the schools in **Table 5.1** where our analysis found that six of these schools (indicated by \* above) were staffed with the fewest non-teachers relative to teaching staff.

It is the inclusion of other DOE employees that are not associated with a particular school that causes DOE's non-teacher staffing ratios to fall outside of the selected U.S. district average. On the school level alone, there are 28 students per non-teacher, which is the higher end of the threshold. The number of students per non-teacher reduces to 20 after the allocation of the DOE employees not associated with a school. The inclusion of DPW bus drivers further reduces the number of students to 18 for every non-teacher. This suggests that there may be additional staff outside of the schools that causes the non-teaching staff ratio to exceed the U.S. district average.

**Appendix C** shows a complete listing of the Guam DOE schools and divisions and their associated average costs and ratios for the relevant pay periods. This list also relocates employees from J.P. Torres Alternative, Federal Programs, Special Education, and Chamorro Studies that were detailed to specific schools. **Appendix D** is a list of the average cost and ratios of Guam DOE schools inclusive of the proportionate allocated average costs of the divisions. **Appendix E** is a list of the average cost of Guam DPW bus drivers. **Appendix F** is the proportionate list (Appendix D) of the average cost of Guam DOE schools plus the proportionate allocated average cost of DPW bus drivers. These appendices pertain to the average of pay periods ending September 6 and 20, 2003.

## Finding 2: Personnel Costs Per Pay Period

### *Average Personnel Cost Per Student*

We determined the average personnel cost per student at each DOE school by dividing the average cost of the two pay periods of our scope by the total number of students. The average personnel cost per pay period of one DOE student is \$188. Observing at the school level only, the cost per student at each school ranges from \$105 to \$660. The cost per student at each school, after the allocation of DOE employees not identified to a particular school, ranges from a low of \$135 to a high of \$690. The costs of DPW bus drivers raised the average personnel cost per student by \$6, or \$194.

To reasonably identify schools that exceeded the average cost per student of \$188, we allowed a 20% threshold, based on professional judgement, or \$226. We identified three schools: (1) J.P. Torres Alternative, (2) F.Q. Sanchez Elementary, and (3) Talofofo Elementary exceeding costs per student of \$226, the upper threshold we established in the analysis. However, after the allocation of other DOE employees not associated with a particular school and DPW bus drivers, we identified an additional seven schools that exceeded the upper threshold of \$226 per student. See **Table 7.1** for this listing:

**Table 7.1: Personnel Cost Per Student Exceeding 20% Threshold, or \$226**

School	Personnel Cost per Student for Single Pay Period		
	School level only	DOE employees allocated	Total DOE plus DPW bus drivers
1. J.P. Torres	\$ 660	\$ 690	\$ 696
2. F.Q. Sanchez	\$ 350	\$ 380	\$ 386
3. Talofofo	\$ 268	\$ 299	\$ 305
4. Tamuning	\$ 221	\$ 251	\$ 257
5. P.C. Lujan	\$ 219	\$ 249	\$ 255
6. Harry S. Truman	\$ 218	\$ 248	\$ 254
7. Marcial Sablan	\$ 216	\$ 246	\$ 252
8. Oceanview	\$ 215	\$ 245	\$ 252
9. Agueda Johnston	\$ 215	\$ 245	\$ 251
10. Agana Heights	\$ 197	\$ 227	\$ 233

Our analysis identified eight schools that are below a 20% threshold, or \$151, of the average cost per DOE student. This is reduced to four schools (Finegayan, John F. Kennedy, George Washington, and Simon Sanchez) after the allocation of DOE employees not associated with a particular school. See **Table 7.2** for this listing.

**Table 7.2: Personnel Cost Per Student Below 20% Threshold, or \$151**

School	Personnel Cost Per Student for Single Pay Period		
	School level only	DOE employees proportionately allocated	Total DOE plus DPW bus drivers
1. F.B. Leon Guerrero	\$ 147	\$ 177	\$ 183
2. Southern	\$ 147	\$ 177	\$ 183
3. Juan M. Guerrero	\$ 143	\$ 173	\$ 179
4. V.S.A. Benavente	\$ 125	\$ 155	\$ 161
5. Finegayan	\$ 119	\$ 149	\$ 155
6. John F. Kennedy	\$ 116	\$ 146	\$ 152
7. George Washington	\$ 114	\$ 144	\$ 151
8. Simon Sanchez	\$ 105	\$ 135	\$ 141

**Conclusion:**

Based on our analysis, F.Q. Sanchez is the most expensive elementary school at personnel costs of \$350 per student. F.Q. Sanchez was slated to be merged with Merizo Martyrs Elementary School in early 2003 in an effort to save costs. However, at a Board meeting held on May 14, 2003 at F.Q. Sanchez Elementary School in Umatac, the Board decided not to merge the schools after considering testimony from various citizens not to close the school. This decision has come at a cost of nearly double the average cost per student of \$188.

Simon Sanchez High School has the lowest personnel cost per student of \$105 and also had 22 students per teacher, the highest of all DOE schools. Simon Sanchez also had 54 students per non-teacher, the second highest of all DOE schools, the highest being George Washington High with 59 students per non-teacher.

***Average Cost of Personnel***

The average cost for the pay periods ending September 6, 2003 and September 20, 2003 per pay period for DOE employees is \$5,802,857 and the average number of personnel is 3,621. The average payroll cost per non-teacher is \$1,268 within a range of \$1,011 to \$1,419 per non-teacher and the average teacher earns \$1,860 per pay period within a range of \$1,660 to \$2,067. The overall average DOE employee is paid \$1,603 per pay period. The average cost per teacher and non-teacher was derived by dividing the total cost for teachers and non-teachers by the respective number of personnel for each school. See **Appendix C**.

The following tables illustrate the top ten schools with the highest paid teachers and non-teachers. These figures are derived from the school level only. They do not consider the allocation of other DOE employees that were not associated with a particular school.

**Table 8.1: Top Ten Schools With Highest Teacher Salaries per Pay Period:**

School	Average salary of teacher	School	Average salary of teacher
1. Agana Heights	\$ 2,067	6. Harry S. Truman	\$ 2,004
2. Chief Brodie Memorial	\$ 2,041	7. George Washington	\$ 1,977
3. P.C. Lujan	\$ 2,025	8. Marcial Sablan	\$ 1,973
4. Tamuning	\$ 2,019	9. C.L. Taitano	\$ 1,932
5. Talofoyo	\$ 2,007	10. Daniel L. Perez	\$ 1,923

**Table 8.2: Top Ten Schools With Highest Non-Teacher Salaries per Pay Period:**

School	Average salary of non-teacher	School	Average salary of non-teacher
1. Agana Heights	\$ 1,419	6. Inarajan Elementary	\$ 1,371
2. F.Q. Sanchez	\$ 1,416	7. M.U. Lujan	\$ 1,315
3. Harry S. Truman	\$ 1,414	8. Merizo Martyrs	\$ 1,314
4. F.B. Leon Guerrero	\$ 1,414	9. Talofoyo	\$ 1,314
5. J.P. Torres	\$ 1,390	10. Finegayan	\$ 1,309

J.P. Torres, F.Q. Sanchez, and Talofoyo Elementary were among the schools with the highest costs per student, the fewest number of students per teacher, and the highest number of non-teachers per student. Incidentally, F.Q. Sanchez had the second highest paid non-teachers, averaging \$1,416 per pay period and the lowest paid teachers, averaging \$1,661 per pay period. J.P. Torres had the fifth highest paid non-teachers and the second to lowest paid teachers. Talofoyo Elementary teachers and non-teachers ranked as one of the highest paid school staff within DOE. See **Appendix C**.

School districts in the United States are often responsible for the transportation of their students. However, on Guam, transportation duties are delegated to the Department of Public Works. The inclusion of DPW bus drivers increased the number of Government of Guam employees responsible for the welfare of public school children to a total of 3,769 and average payroll cost to \$5,992,212. See **Table 9** for a breakdown of DOE and DPW personnel during these pay periods:



**Table 9: Personnel Classification and Associated Costs.**

<b>Employee Classification</b>	<b>Number of Employees</b>	<b>Average Payroll Cost</b>	<b>Average Payroll Cost per Employee</b>
Admin	451	\$ 752,146	\$ 1,668
Aides	593	\$ 612,592	\$ 1,033
Cafeteria	135	\$ 157,464	\$ 1,166
Health & Social	77	\$ 123,729	\$ 1,607
Maintenance	226	\$ 280,763	\$ 1,242
Part-Time	93	\$ 69,768	\$ 750
<b>Total DOE non-teachers</b>	<b>1,575</b>	<b>\$ 1,996,462</b>	<b>\$ 1,268</b>
Teachers	2,046	\$ 3,806,395	\$ 1,860
<b>DOE Grand Total</b>	<b>3,621</b>	<b>\$ 5,802,857</b>	<b>\$ 1,603</b>
DPW Bus Drivers	148	\$ 189,355	\$ 1,279
<b>Grand Total</b>	<b>3,769</b>	<b>\$ 5,992,212</b>	<b>\$ 1,590</b>

Teachers account for 57% of DOE’s payroll while non-teachers account for the remaining 43%.

**Conclusion:**

Agana Heights Elementary had both the highest paid teachers and non-teachers of DOE. However, our analysis showed that they were among the ten schools that were deficient in support staff (with 33 students per non-teacher) compared to the DOE average of 28 students per non-teacher and 24 students per non-teacher in the comparable U.S. school districts (see **Table 4.1 C**).

**Recommendation**

We recommend that DOE re-evaluate the allocation of non-teaching personnel among the schools in an effort to consider a more equitable distribution of personnel among all DOE schools. All public schools should be staffed proportionately to ultimately benefit all students.

DOE should consider the allocation of DOE employees not associated with a school where they might benefit DOE on the school level.

The eight schools our analysis found having the most non-teaching staff are shown in **Table 10.1** below with the corresponding ratios of students per teacher and non-teacher and personnel costs per student. The table also shows how these schools compare to DOE overall and to comparable U.S. school districts. J.P. Torres, F.Q. Sanchez, and Talofoto Elementary had the highest personnel costs per student. Tamuning Elementary, P.C. Lujan, Merizo Martyrs, Marcial Sablan, and Agueda Johnston also ranked in the top 11 of highest personnel costs per student.

**Table 10.1: Schools with Most Non-Teachers**

	Number of Students Per Non-Teacher	Number of Students Per Teacher	Personnel Cost Per Student	Avg Salary of Teacher	Avg Salary of Non-Teacher
<i>Comparable U.S. District Average</i>	24	20	N/a	N/a	N/a
<b>Overall Guam DOE</b>	<b>20</b>	<b>15</b>	<b>\$ 188.28</b>	<b>\$ 1,860</b>	<b>\$ 1,268</b>
1. J.P. Torres	3	8	\$ 660.26	\$ 1,660	\$ 1,390
2. F.Q. Sanchez	9	9	\$ 349.65	\$ 1,661	\$ 1,416
3. Talofofo	13	12	\$ 268.47	\$ 2,007	\$ 1,314
4. Tamuning	15	14	\$ 221.31	\$ 2,019	\$ 1,165
5. P.C. Lujan	16	14	\$ 218.59	\$ 2,025	\$ 1,149
6. Merizo Martyrs	17	16	\$ 193.24	\$ 1,840	\$ 1,314
7. Marcial Sablan	17	14	\$ 215.64	\$ 1,973	\$ 1,171
8. Agueda Johnston	17	13	\$ 215.28	\$ 1,883	\$ 1,240

**Table 10.2** below lists those schools with the least number of non-teachers. The table also shows how these schools compare to DOE overall and to comparable U.S. school districts.

**Table 10.2: Schools with Least Non-Teachers**

	Number of Students Per Non-Teacher	Number of Students Per Teacher	Personnel Cost Per Student	Avg Salary of Teacher	Avg Salary of Non-Teacher
<i>Comparable U.S. District Average</i>	24	20	N/a	N/a	N/a
<b>Overall Guam DOE</b>	<b>20</b>	<b>15</b>	<b>\$ 188.28</b>	<b>\$ 1,860</b>	<b>\$ 1,268</b>
1. Juan M. Guerrero	33	17	\$ 143.28	\$ 1,807	\$ 1,177
2. Agana Heights	33	13	\$ 197.07	\$ 2,067	\$ 1,419
3. M.U. Lujan	38	15	\$ 154.89	\$ 1,800	\$ 1,315
4. B.P. Carbullido	39	14	\$ 165.82	\$ 1,922	\$ 1,280
5. F.B. Leon Guerrero	41	16	\$ 146.93	\$ 1,832	\$ 1,414
6. V.S.A. Benavente	48	18	\$ 125.22	\$ 1,747	\$ 1,303
7. John F. Kennedy	49	21	\$ 116.05	\$ 1,915	\$ 1,198
8. Finegayan	53	18	\$ 118.58	\$ 1,695	\$ 1,309
9. Simon Sanchez	54	22	\$ 104.63	\$ 1,859	\$ 1,110
10. George Washington	59	21	\$ 114.44	\$ 1,977	\$ 1,208

These schools could benefit from the abundance of personnel listed in **Table 10.1**. These schools could also benefit from the relocation of DOE employees not associated with a particular school.

## **Management Response**

We provided a draft copy of our report to DOE management for review and comment. The DOE Superintendent and Board generally concurred with the findings and recommendations of the report. Their letter responses are attached as **Appendix G** of this report.

## **Limitations of the Report**

This report has been released to the Superintendent of Education, the Guam Educational Policy Board, the Governor of Guam, the Speaker and members of the 27<sup>th</sup> Guam Legislature, the Director of the Department of Administration, the Director of the Bureau of Budget and Management Research and the U.S. Department of Interior Guam Office. This report is a matter of public record and its distribution is not limited.

### **OFFICE OF THE PUBLIC AUDITOR**



Doris Flores Brooks, CPA, CGFM  
Public Auditor

## **Appendices**

## Appendix A: Listing of Guam Public Schools

School	Location
<b>Elementary Schools</b>	
1. Agana Heights Elementary	Agana Heights
2. Astumbo Elementary	Dededo
3. Carbullido Elementary	Barrigada
4. Carlos L. Taitano Elementary	Sinajana
5. Chief Brodie Memorial Elementary	Tamuning
6. Daniel Laynez Perez Elementary	Yigo
7. Finegayan Elementary	Dededo
8. F. Q. Sanchez Elementary	Umatac
9. Harry S. Truman Elementary	Santa Rita
10. Inarajan Elementary	Inarajan
11. Juan M. Guerrero Elementary	Dededo
12. Juan Q. San Miguel Elementary	Toto
13. Lyndon B. Johnson Elementary	Tamuning
14. Machanaonao Elementary	Machanaonao
15. Manuel U. Lujan Elementary	Yona
16. Marcial Sablan Elementary	Agat
17. Maria A. Ulloa	Dededo
18. Merizo Martyrs Elementary	Merizo
19. Ordot/ Chalan Pago Elementary	Ordot
20. Pedro C. Lujan Elementary	Barrigada
21. Henry B. Price Elementary	Mangilao
22. Talofoto Elementary	Talofoto
23. Tamuning Elementary	Tamuning
24. Upi Elementary	Yigo
25. Wettengel Elementary	Dededo
<b>Middle Schools</b>	
1. Agueda Johnston Middle School	Ordot
2. Francisco B. Leon Guerrero Middle	Yigo
3. Inarajan Middle School	Inarajan
4. Jose L. G. Rios Middle School	Piti
5. Luis P. Untalan Middle School	Barrigada
6. Oceanview Middle School	Agat
7. Vicente S. A. Benavente Middle School	Dededo
<b>High Schools</b>	
1. John F. Kennedy High School	Tamuning
2. George Washington High School	Mangilao
3. Simon Sanchez High School	Yigo
4. Southern High School	Santa Rita
<b>Alternative School</b>	
JP Torres Alternative	Santa Rita

## Appendix B: Public School District Data 2001-2002 School Year

Source: National Center for Education Statistics (NCES)

Agency name	City	State	Number of Students	Number of Teachers	Number of Non-Teachers	Number of Schools	Students per Teacher	Students per Non-Teacher	Teachers per Non-Teacher
1.Chino Valley Unified	Chino	CA	32,481	1,432	1,034	31	23	31	1
2.Clear Creek ISD	League City	TX	31,048	1,983	1,640	33	16	19	1
3.Clovis Unified	Clovis	CA	33,418	1,510	1,400	36	22	24	1
4.Fontana Unified	Fontana	CA	38,930	1,789	1,558	35	22	25	1
5.Gilbert Unified District	Gilbert	AZ	31,276	1,709	1,627	33	18	19	1
6.Klein ISD	Klein	TX	34,223	2,162	2,344	32	16	15	1
7.Moreno Valley Unified	Moreno Valley	CA	33,295	1,612	1,337	33	21	25	1
8.Peoria Unified District	Peoria	AZ	35,171	1,833	1,398	36	19	25	1
9.Poway Unified	Poway	CA	32,507	1,506	1,192	30	22	27	1
10.Saddleback Valley Unified	Mission Viejo	CA	35,117	1,624	1,028	37	22	34	1
<b>District Averages</b>			<b>33,747</b>	<b>1,716</b>	<b>1,456</b>	<b>34</b>	<b>20</b>	<b>24</b>	<b>1</b>

Note: 12 districts were located by the NCES database; however, two districts with less than 30 schools were eliminated. Therefore, 10 districts were selected for comparison to Guam DOE.

## Appendix C: Average Data for DOE Schools and Divisions

Note: This information is the average of pay periods ending September 6 and 20, 2003. Chamorro Studies, Federal Programs, Special Education, and J.P. Torres employees have been detailed to respective schools where applicable.

Location	Average Cost per Pay Period	Enrollment 9/30/03	Cost Per Student	Total Staff	Number of Non-Teachers	Cost of Non-Teachers	Average Salary for Non-Teacher	Number of Teachers	Cost of Teachers	Ave. Salary for Teacher	Students per 1 DOE Teacher	Students per 1 DOE Non-Teacher	Teachers per 1 Non-Teacher
Agana Heights	\$ 92,227	468	\$197.07	49	14	\$ 19,871	\$1,419	35	\$ 72,355	\$2,067	13	33	3
Agueda Johnston	\$180,619	839	\$215.28	113	49	\$ 60,137	\$1,240	64	\$120,482	\$1,883	13	17	1
Astumbo	\$127,511	682	\$186.97	82	33	\$ 37,847	\$1,147	49	\$ 89,663	\$1,830	14	21	1
B.P. Carbullido	\$ 83,905	506	\$165.82	48	13	\$ 16,627	\$1,280	35	\$ 67,278	\$1,922	14	39	3
C.L. Taitano	\$103,656	560	\$185.10	61	20	\$ 24,432	\$1,253	41	\$ 79,224	\$1,932	14	29	2
Chief Brodie Memorial	\$105,189	615	\$171.04	60	21	\$ 25,603	\$1,219	39	\$ 79,586	\$2,041	16	29	2
Daniel L. Perez	\$138,601	773	\$179.30	83	32	\$ 40,535	\$1,267	51	\$ 98,066	\$1,923	15	24	2
F.B. Leon Guerrero	\$196,887	1,340	\$146.93	115	33	\$ 46,650	\$1,414	82	\$150,236	\$1,832	16	41	2
F.Q. Sanchez	\$ 30,769	88	\$349.65	20	10	\$ 14,164	\$1,416	10	\$ 16,605	\$1,661	9	9	1
Finegayan	\$127,715	1,077	\$118.58	80	21	\$ 26,822	\$1,309	60	\$100,893	\$1,695	18	53	3
George Washington	\$302,584	2,644	\$114.44	171	45	\$ 54,444	\$1,208	126	\$248,141	\$1,977	21	59	3
Harry S. Truman	\$ 87,319	400	\$218.30	49	19	\$ 26,175	\$1,414	31	\$ 61,144	\$2,004	13	22	2
Inarajan Elementary	\$ 60,292	316	\$190.80	38	13	\$ 17,824	\$1,371	25	\$ 42,467	\$1,699	13	24	2
Inarajan Middle	\$125,037	701	\$178.37	82	29	\$ 34,179	\$1,199	54	\$ 90,858	\$1,698	13	25	2
J.P. Torres	\$ 33,013	50	\$660.26	23	16	\$ 22,246	\$1,390	7	\$ 10,767	\$1,660	8	3	0
J.Q. San Miguel	\$ 94,516	493	\$191.72	62	26	\$ 29,347	\$1,151	36	\$ 65,169	\$1,810	14	19	1
John F. Kennedy	\$284,549	2,452	\$116.05	168	51	\$ 60,520	\$1,198	117	\$224,029	\$1,915	21	49	2
Jose Rios	\$156,794	868	\$180.64	102	38	\$ 41,218	\$1,099	65	\$115,576	\$1,792	13	23	2
Juan M. Guerrero	\$130,819	913	\$143.28	82	28	\$ 32,375	\$1,177	55	\$ 98,444	\$1,807	17	33	2
L.P. Untalan	\$197,590	1,210	\$163.30	128	42	\$ 52,121	\$1,241	86	\$145,469	\$1,702	14	29	2
Lyndon B. Johnson	\$ 63,552	331	\$192.00	41	14	\$ 17,687	\$1,263	27	\$ 44,865	\$1,662	12	24	2
M.U. Lujan	\$116,320	751	\$154.89	70	20	\$ 26,304	\$1,315	50	\$ 90,016	\$1,800	15	38	3
Machananao	\$ 65,857	400	\$164.64	43	17	\$ 20,711	\$1,255	26	\$ 45,145	\$1,736	15	24	2
Marcial Sablan	\$122,697	569	\$215.64	76	34	\$ 39,817	\$1,171	42	\$ 82,880	\$1,973	14	17	1
Maria A. Ulloa	\$158,370	923	\$171.58	96	36	\$ 45,434	\$1,280	60	\$112,935	\$1,882	15	26	2
Merizo Martyrs	\$ 51,401	266	\$193.24	33	16	\$ 21,029	\$1,314	17	\$ 30,372	\$1,840	16	17	1
Oceanview	\$117,355	545	\$215.33	73	26	\$ 30,531	\$1,197	48	\$ 86,824	\$1,827	11	21	2
Ordot/Chalan Pago	\$ 92,878	555	\$167.35	60	25	\$ 30,775	\$1,227	35	\$ 62,103	\$1,774	16	22	1

Appendix C, continued

Location	Average Cost per Pay Period	Enrollment 9/30/03	Cost Per Student	Total Staff	Number of Non-Teachers	Cost of Non-Teachers	Average Salary for Non-Teacher	Number of Teachers	Cost of Teachers	Ave. Salary for Teacher	Students per 1 DOE Teacher	Students per 1 DOE Non-Teacher	Teachers per 1 Non-Teacher
P.C. Lujan	\$109,949	503	\$218.59	68	31	\$ 35,031	\$1,149	37	\$ 74,918	\$2,025	14	16	1
Price	\$125,050	798	\$156.70	83	29	\$ 32,014	\$1,104	54	\$ 93,036	\$1,725	15	28	2
Simon Sanchez	\$235,318	2,249	\$104.63	144	42	\$ 46,582	\$1,110	102	\$188,736	\$1,859	22	54	2
Southern	\$241,964	1,651	\$146.56	162	74	\$ 74,832	\$1,011	88	\$167,132	\$1,900	19	22	1
Talofofo	\$ 72,488	270	\$268.47	44	22	\$ 28,335	\$1,314	22	\$ 44,153	\$2,007	12	13	1
Tamuning	\$150,491	680	\$221.31	94	46	\$ 53,592	\$1,165	48	\$ 96,900	\$2,019	14	15	1
UPI	\$135,447	827	\$163.78	88	37	\$ 40,468	\$1,109	52	\$ 94,979	\$1,844	16	23	1
V.S.A. Benavente	\$222,896	1,780	\$125.22	137	37	\$ 48,217	\$1,303	100	\$174,679	\$1,747	18	48	3
Wettengel	\$135,786	728	\$186.52	86	37	\$ 42,492	\$1,164	49	\$ 93,294	\$1,903	15	20	1
<b>Total School</b>	<b>\$4,877,410</b>	<b>30,821</b>	<b>\$158.25</b>	<b>3,007</b>	<b>1088</b>	<b>\$1,316,987</b>	<b>\$1,210</b>	<b>1,919</b>	<b>\$3,559,423</b>	<b>\$1,855</b>	<b>16</b>	<b>28</b>	<b>2</b>
Business Office	\$ 42,793	n/a	n/a	28	28	\$ 42,793	\$1,528	0	\$0	n/a	n/a	n/a	n/a
C&I	\$ 35,311	n/a	n/a	20	20	\$ 35,311	\$1,766	0	\$0	n/a	n/a	n/a	n/a
Chamorro Studies	\$ 20,809	n/a	n/a	13	11	\$ 17,830	\$1,621	2	\$ 2,979	\$1,490	n/a	n/a	0
Director's Office	\$ 34,175	n/a	n/a	15	15	\$ 34,175	\$2,278	0	\$0	n/a	n/a	n/a	n/a
Elementary Admin	\$ 6,827	n/a	n/a	3	3	\$ 6,827	\$2,276	0	\$0	n/a	n/a	n/a	n/a
Facilities & Maint.	\$149,310	n/a	n/a	108	108	\$149,310	\$1,382	0	\$0	n/a	n/a	n/a	n/a
Federal Programs	\$ 48,845	n/a	n/a	32	23	\$ 31,038	\$1,404	9	\$ 7,807	\$2,101	n/a	n/a	0
Food Service Admin	\$ 10,290	n/a	n/a	6	6	\$ 10,290	\$1,715	0	\$0	n/a	n/a	n/a	n/a
FSAIS	\$ 7,677	n/a	n/a	5	5	\$ 7,677	\$1,535	0	\$0	n/a	n/a	n/a	n/a
Headstart	\$ 80,834	n/a	n/a	70	46	\$ 49,412	\$1,097	24	\$ 31,422	\$1,309	n/a	n/a	1
LRC	\$ 7,681	n/a	n/a	6	6	\$ 7,681	\$1,280	0	\$0	n/a	n/a	n/a	n/a
Personnel Division	\$ 37,921	n/a	n/a	24	24	\$ 37,921	\$1,615	0	\$0	n/a	n/a	n/a	n/a
Procurement	\$ 29,646	n/a	n/a	20	20	\$ 29,646	\$1,474	0	\$0	n/a	n/a	n/a	n/a
RP&E	\$ 8,702	n/a	n/a	5	5	\$ 8,702	\$1,740	0	\$0	n/a	n/a	n/a	n/a
Secondary Admin	\$ 19,054	n/a	n/a	9	6	\$ 10,554	\$1,931	3	\$ 8,500	\$2,833	n/a	n/a	1
Special Education	\$362,306	n/a	n/a	238	149	\$177,746	\$1,202	89	\$184,559	\$2,074	n/a	n/a	1
Student Support Svcs	\$ 21,092	n/a	n/a	13	13	\$ 20,388	\$1,631	1	\$ 705	n/a	n/a	n/a	n/a
Vocational Education	\$ 2,173	n/a	n/a	1	1	\$ 2,173	\$2,173	0	\$0	n/a	n/a	n/a	n/a
<b>Total Non-Schools</b>	<b>\$925,447</b>	<b>0</b>	<b>\$0.00</b>	<b>614</b>	<b>487</b>	<b>\$679,475</b>	<b>\$1,399</b>	<b>127</b>	<b>\$245,972</b>	<b>\$1,937</b>	<b>n/a</b>	<b>n/a</b>	<b>0</b>
<b>Grand Total</b>	<b>\$5,802,857</b>	<b>30,821</b>	<b>\$188.28</b>	<b>3,621</b>	<b>1,575</b>	<b>\$1,996,462</b>	<b>\$1,268</b>	<b>2,046</b>	<b>\$3,805,395</b>	<b>\$1,860</b>	<b>15</b>	<b>20</b>	<b>1</b>



## Appendix D: Average Data for DOE Schools

Note: This information is the average of pay periods ending September 6 and 20, 2003. Division costs have been proportionately distributed based on percentage of students enrolled in each school.

Location	Average Cost per Pay Period	Enrollment 9/30/03	Cost Per Student	Total Staff	Number of Non-Teachers	Cost of Non-Teachers	Average Salary for Non-Teacher	Number of Teachers	Cost of Teachers	Ave. Salary for Teacher	Students per 1 DOE Teacher	Students per 1 DOE Non-Teacher	Teachers per 1 Non-Teacher
Agana Heights	\$106,279	468	\$227.09	58	21	\$ 30,189	\$1,412	37	\$ 76,090	\$2,060	13	22	2
Agueda Johnston	\$205,811	839	\$245.30	129	62	\$ 78,633	\$1,274	67	\$127,178	\$1,885	12	14	1
Astumbo	\$147,989	682	\$216.99	96	44	\$ 52,883	\$1,208	52	\$ 95,106	\$1,836	13	16	1
B.P. Carbullido	\$ 99,098	506	\$195.85	58	21	\$ 27,783	\$1,324	37	\$ 71,316	\$1,923	14	24	2
C.L. Taitano	\$120,471	560	\$215.13	72	28	\$ 36,778	\$1,298	43	\$ 83,693	\$1,933	13	20	2
Chief Brodie Memorial	\$123,655	615	\$201.07	72	31	\$ 39,161	\$1,275	42	\$ 84,494	\$2,034	15	20	1
Daniel L. Perez	\$161,811	773	\$209.33	98	44	\$ 57,576	\$1,303	54	\$104,235	\$1,924	14	17	1
F.B. Leon Guerrero	\$237,122	1,340	\$176.96	142	54	\$ 76,192	\$1,407	88	\$160,930	\$1,839	15	25	2
F.Q. Sanchez	\$ 33,411	88	\$379.67	22	11	\$ 16,104	\$1,414	10	\$ 17,308	\$1,670	8	8	1
Finegayan	\$160,054	1,077	\$148.61	101	38	\$ 50,566	\$1,348	64	\$109,488	\$1,712	17	29	2
George Washington	\$381,975	2,644	\$144.47	223	87	\$112,733	\$1,300	136	\$269,242	\$1,974	19	30	2
Harry S. Truman	\$ 99,330	400	\$248.32	57	25	\$ 34,993	\$1,410	32	\$ 64,336	\$2,001	12	16	1
Inarajan Elementary	\$ 69,780	316	\$220.82	44	18	\$ 24,791	\$1,378	26	\$ 44,989	\$1,710	12	18	1
Inarajan Middle	\$146,086	701	\$208.40	96	40	\$ 49,633	\$1,254	56	\$ 96,453	\$1,711	12	18	1
J.P. Torres	\$ 34,514	50	\$690.28	23	17	\$ 23,348	\$1,391	7	\$ 11,166	\$1,665	7	3	0
J.Q. San Miguel	\$109,319	493	\$221.74	71	33	\$ 40,215	\$1,208	38	\$ 69,103	\$1,817	13	15	1
John F. Kennedy	\$358,174	2,452	\$146.07	216	89	\$114,577	\$1,284	127	\$243,598	\$1,917	19	28	1
Jose Rios	\$182,857	868	\$210.67	119	51	\$ 60,354	\$1,179	68	\$122,503	\$1,799	13	17	1
Juan M. Guerrero	\$158,233	913	\$173.31	100	42	\$ 52,503	\$1,253	58	\$105,730	\$1,815	16	22	1
L.P. Untalan	\$233,922	1,210	\$193.32	152	61	\$ 78,796	\$1,290	90	\$155,126	\$1,714	13	20	1
Lyndon B. Johnson	\$ 73,490	331	\$222.03	48	19	\$ 24,985	\$1,300	28	\$ 48,506	\$1,710	12	17	1
M.U. Lujan	\$138,870	751	\$184.91	85	32	\$ 42,860	\$1,345	53	\$ 96,010	\$1,808	14	24	2
Machananao	\$ 77,867	400	\$194.67	50	23	\$ 29,530	\$1,294	28	\$ 48,338	\$1,748	14	18	1
Marcial Sablan	\$139,782	569	\$245.66	87	43	\$ 52,361	\$1,218	44	\$ 87,421	\$1,971	13	13	1
Maria A. Ulloa	\$186,084	923	\$201.61	114	50	\$ 65,783	\$1,314	64	\$120,302	\$1,886	14	18	1
Merizo Martyrs	\$ 59,388	266	\$223.26	38	20	\$ 26,893	\$1,331	18	\$ 32,495	\$1,847	15	13	1

**Appendix D, continued**

Location	Average Cost per Pay Period	Enrollment 9/30/03	Cost Per Student	Total Staff	Number of Non-Teachers	Cost of Non-Teachers	Average Salary for Non-Teacher	Number of Teachers	Cost of Teachers	Ave. Salary for Teacher	Students per 1 DOE Teacher	Students per 1 DOE Non-Teacher	Teachers per 1 Non-Teacher
Oceanview	\$133,719	545	\$245.36	84	34	\$ 42,546	\$1,248	50	\$ 91,174	\$1,833	11	16	1
Ordot/Chalan Pago	\$109,543	555	\$197.37	71	34	\$ 43,010	\$1,274	37	\$ 66,533	\$1,784	15	16	1
P.C. Lujan	\$125,053	503	\$248.61	78	38	\$ 46,120	\$1,200	39	\$ 78,932	\$2,020	13	13	1
Price	\$149,011	798	\$186.73	99	42	\$ 49,606	\$1,193	57	\$ 99,405	\$1,735	14	19	1
Simon Sanchez	\$302,848	2,249	\$134.66	188	77	\$ 96,163	\$1,241	111	\$206,685	\$1,866	20	29	1
Southern	\$291,537	1,651	\$176.58	195	100	\$111,230	\$1,112	95	\$180,308	\$1,902	17	17	1
Talofofo	\$ 80,595	270	\$298.50	49	26	\$ 34,287	\$1,331	23	\$ 46,308	\$2,004	12	10	1
Tamuning	\$170,909	680	\$251.34	108	57	\$ 68,583	\$1,209	51	\$102,327	\$2,014	13	12	1
UPI	\$160,279	827	\$193.81	104	50	\$ 58,700	\$1,185	55	\$101,579	\$1,850	15	17	1
V.S.A Benavente	\$276,343	1,780	\$155.25	172	65	\$ 87,458	\$1,344	107	\$188,885	\$1,760	17	27	2
Wettengel	\$157,645	728	\$216.55	100	48	\$ 58,542	\$1,220	52	\$ 99,104	\$1,906	14	15	1
<b>Total</b>	<b>\$5,802,857</b>	<b>30,821</b>	<b>\$188.28</b>	<b>3,621</b>	<b>1,575</b>	<b>\$1,996,462</b>	<b>\$1,268</b>	<b>2,046</b>	<b>\$3,806,395</b>	<b>\$1,860</b>	<b>15</b>	<b>20</b>	<b>1</b>

**Appendix E: Average Data for DPW Bus Drivers**

Note: This information is the average of pay periods ending September 6 and 20, 2003.

Number of Bus Drivers	Cost of Bus Drivers
148	\$ 189,354.97

## Appendix F: Average Data for DOE Schools

Note: This information is the average of pay periods ending September 6 and 20, 2003. Division and bus driver costs have been proportionately distributed based on percentage of students enrolled in each school.

Location	Average Cost per Pay period	Enrollment as 9/30/03	Cost Per Student	Total Staff	Number of Non-Teachers	Cost of Non-Teachers	Ave. Salary for Non-Teacher	Number of Teachers	Cost of Teachers	Ave. Salary for Teacher	Students per 1 DOE Teacher	Students per 1 DOE Non-Teacher	Teachers per 1 Non-Teacher
Agana Heights	\$109,154	468	\$233.24	61	24	\$ 33,064	\$1,399	37	\$ 76,090	\$2,060	13	20	2
Agueda Johnston	\$210,965	839	\$251.45	133	66	\$ 83,788	\$1,274	67	\$127,178	\$1,885	12	13	1
Astumbo	\$152,179	682	\$223.14	99	47	\$ 57,073	\$1,213	52	\$ 95,106	\$1,836	13	15	1
B.P. Carbullido	\$102,207	506	\$201.99	61	23	\$ 30,891	\$1,319	37	\$ 71,316	\$1,923	14	22	2
C.L. Taitano	\$123,911	560	\$221.27	74	31	\$ 40,218	\$1,296	43	\$ 83,693	\$1,933	13	18	1
Chief Brodie Memorial	\$127,433	615	\$207.21	75	34	\$ 42,939	\$1,276	42	\$ 84,494	\$2,034	15	18	1
Daniel L. Perez	\$166,560	773	\$215.47	102	48	\$ 62,325	\$1,301	54	\$104,235	\$1,924	14	16	1
F.B. Leon Guerrero	\$245,355	1340	\$183.10	148	61	\$ 84,424	\$1,393	88	\$160,930	\$1,839	15	22	1
F.Q. Sanchez	\$ 33,952	88	\$385.82	22	12	\$ 16,644	\$1,409	10	\$ 17,308	\$1,670	8	7	1
Finegayan	\$166,671	1,077	\$154.75	107	43	\$ 57,182	\$1,340	64	\$109,488	\$1,712	17	25	2
George Washington	\$398,218	2,644	\$150.61	236	99	\$128,977	\$1,297	136	\$269,242	\$1,974	19	27	1
Harry S. Truman	\$101,787	400	\$254.47	59	27	\$ 37,451	\$1,401	32	\$ 64,336	\$2,001	12	15	1
Inarajan Elementary	\$ 71,722	316	\$226.97	46	20	\$ 26,732	\$1,371	26	\$ 44,989	\$1,710	12	16	1
Inarajan Middle	\$150,393	701	\$214.54	99	43	\$ 53,940	\$1,256	56	\$ 96,453	\$1,711	12	16	1
J.P. Torres	\$ 34,821	50	\$696.43	24	17	\$ 23,656	\$1,388	7	\$ 11,166	\$1,691	8	3	0
J.Q. San Miguel	\$112,348	493	\$227.89	74	36	\$ 43,244	\$1,213	38	\$ 69,103	\$1,817	13	14	1
John F. Kennedy	\$373,239	2,452	\$152.22	228	101	\$129,641	\$1,284	127	\$243,598	\$1,917	19	24	1
Jose Rios	\$188,190	868	\$216.81	123	55	\$ 65,687	\$1,186	68	\$122,503	\$1,799	13	16	1
Juan M. Guerrero	\$163,842	913	\$179.45	105	46	\$ 58,112	\$1,255	58	\$105,730	\$1,815	16	20	1
L.P. Untalan	\$241,356	1,210	\$199.47	157	67	\$ 86,230	\$1,289	90	\$155,126	\$1,714	13	18	1
Lyndon B. Johnson	\$ 75,524	331	\$228.17	49	21	\$ 27,018	\$1,298	28	\$ 48,506	\$1,710	12	16	1
M.U. Lujan	\$143,484	751	\$191.06	89	35	\$ 47,474	\$1,339	53	\$ 96,010	\$1,808	14	21	1
Machananao	\$ 80,325	400	\$200.81	52	25	\$ 31,987	\$1,293	28	\$ 48,338	\$1,748	14	16	1
Marcial Sablan	\$143,278	569	\$251.81	90	46	\$ 55,857	\$1,222	44	\$ 87,421	\$1,971	13	12	1
Maria A. Ulloa	\$191,755	923	\$207.75	118	55	\$ 71,453	\$1,311	64	\$120,302	\$1,886	14	17	1
Merizo Martyrs	\$ 61,022	266	\$229.41	39	21	\$ 28,527	\$1,328	18	\$ 32,495	\$1,847	15	12	1

Appendix F, continued

Location	Average Cost per Pay period	Enrollment as 9/30/03	Cost Per Student	Total Staff	Number of Non-Teachers	Cost of Non-Teachers	Ave. Salary for Non-Teacher	Number of Teachers	Cost of Teachers	Ave. Salary for Teacher	Students per 1 DOE Teacher	Students per 1 DOE Non-Teacher	Teachers per 1 Non-Teacher
Oceanview	\$137,068	545	\$251.50	86	37	\$ 45,894	\$1,245	50	\$ 91,174	\$1,837	11	15	1
Ordot/Chalan Pago	\$112,952	555	\$203.52	74	36	\$ 46,420	\$1,274	37	\$ 66,533	\$1,784	15	15	1
P.C. Lujan	\$128,143	503	\$254.76	80	41	\$ 49,211	\$1,205	39	\$ 78,932	\$2,020	13	12	1
Price	\$153,914	798	\$192.87	103	45	\$ 54,509	\$1,200	57	\$ 99,405	\$1,735	14	18	1
Simon Sanchez	\$316,665	2,249	\$140.80	199	88	\$109,980	\$1,246	111	\$206,685	\$1,866	20	26	1
Southern	\$301,681	1,651	\$182.73	203	108	\$121,373	\$1,124	95	\$180,308	\$1,902	17	15	1
Talofofo	\$ 82,254	270	\$304.64	50	27	\$ 35,946	\$1,328	23	\$ 46,308	\$2,004	12	10	1
Tamuning	\$175,087	680	\$257.48	111	60	\$ 72,760	\$1,213	51	\$102,327	\$2,014	13	11	1
UPI	\$165,360	827	\$199.95	108	54	\$ 63,781	\$1,192	55	\$101,579	\$1,850	15	15	1
V.S.A Benavente	\$287,279	1,780	\$161.39	181	74	\$ 98,394	\$1,336	107	\$188,885	\$1,760	17	24	1
Wettengel	\$162,118	728	\$222.69	103	51	\$ 63,014	\$1,224	52	\$ 99,104	\$1,906	14	14	1
<b>Total</b>	<b>\$5,992,212</b>	<b>30,821</b>	<b>\$194.42</b>	<b>3,768</b>	<b>1,723</b>	<b>\$2,185,817</b>	<b>\$1,269</b>	<b>2,046</b>	<b>\$3,806,395</b>	<b>\$1,861</b>	<b>15</b>	<b>18</b>	<b>1</b>

## **Appendix G: Management Response**



Juan P. Flores  
Superintendent of Education

## DEPARTMENT OF EDUCATION

P.O. Box DE  
Agana, Guam 96932  
Tel: (671) 475-0457  
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February 19, 2004

Ms. Doris Flores Brooks, CPA, CGFM  
Public Auditor  
Suite 401, Pacific News Building  
238 Archbishop Flores Street  
Hagatña, Guam 96910

Received by Office of the  
Public Auditor

2/20/04  
11:25AM

Dear Ms. Brooks:

Thank you for the opportunity to review and respond to a draft copy of OPA Report No. 04-02, Department of Education, Analysis of Staffing Structure. The report and subsequent corrective actions we will follow as a result of the report will help the department improve efforts to meet the educational needs of more than 30,000 students in the Guam Department of Education schools.

The over-all picture of the department's staffing structure was clearly and accurately portrayed in the report. There are some findings that warrant some responses regarding the contexts in which the findings were made and call for elaboration of the situations in which the department operates. Here are some of the responses:

- Page 4, 5: Decrease in enrollment. The decrease in enrollment in the department is occurring at the elementary level. In most secondary schools, the enrollment levels have been maintained or have increased.
- Page 6: "We have concluded that DOE is adequately staffed with both teachers and non-teachers to provide services for the 30,800 public school students." This conclusion raises concerns because of vacancies that have been unfilled because of budget constraints and because of the availability of qualified professionals to fill the positions.

While the number of non-teaching staff members may appear to be adequate, our unique situation regarding the roles and responsibilities of the teaching and non-teaching personnel at the school level call for more non-teaching personnel to monitor students during non-instructional time and for assistance in the classrooms than in other school districts. Budget constraints prevent the department from hiring enough school aides to meet the needs of the schools. At the same time, cafeteria, custodial and clerical positions have been left unfilled and the vacancies have caused a great strain on the school leaders and the employees required to carry out duties without adequate support.

COMMONWEALTH NOW!



Ms. Doris Flores Brooks, CPA, CGFM  
February 19, 2004

There are also teacher and other certified instructional support vacancies in the schools. Most of the positions are unfilled because of the shortage of qualified personnel. These positions include school health counselors, guidance counselors, librarians, and guidance counselors. There are vacancies in classroom teaching positions due to difficulties to recruit teachers in areas such as secondary mathematics and science and special education.

- Page 8: “. . . there are 25% fewer students per DOE teacher than the average of the comparable selected U.S. school districts.” The teaching designation in the Guam DOE payroll includes certified professionals in the schools who are not regular classroom teachers and for whom the student-teacher ratio is significantly lower than in most classrooms. Those professionals include Gifted and Talented Education (GATE) teachers, special education teachers, Department of Education Extended Day (DEED) teachers, reading coordinators, and Language Other Than English (LOTE) teachers and coordinators. Many of the Guam DOE schools have also qualified and received funding for Class Size Reduction (CSR) limiting the number of students in one class to 18.
- Page 10: “Overall, DOE has 20% more non-teachers per student than the selected U.S. district average.” Page 12: “Overall, DOE students are supported by 20% more non-teachers than their counterparts in the U.S.” There are several points to consider in responding to these statements.

Once again, the use of non-teaching school aides in the schools contributes to the conclusions. Some of the school aides are federally funded and assigned to meet the needs of an individual student. Some are teaching assistants who are supporting the department’s reading instruction initiative in the kindergarten to third grade classes and others are supporting the LOTE teachers in the classrooms. These specialized aides are all federally funded.

There are non-teaching employees assigned to central office divisions who provide services directly to the schools. They are not associated with a specific school because they are itinerant staff members who provide services to more than one school.

The department currently employs non-teaching individuals who are not able to render appropriate services due to special conditions such as temporary disability, medical leave, and military obligations. While these positions are still listed on payroll lists and compensation through various leave options are continuing, the services to the schools are not being provided by the employees.

Ms. Doris Flores Brooks, CPA, CGFM  
February 19, 2004

At this point, the department is dealing with the declining number of non-teaching employees whose positions were vacated because of long term illness, resignations, retirement, and disciplinary terminations. Budget constraints and a moratorium on the hiring of some locally funded non-teaching employees at the schools have caused problems in meeting the needs of the schools.

I appreciate the opportunity to review and respond to the report. I hope our responses and future responses to the report will help us design and implement a plan of action that will improve our efforts to be an effective and efficient government department.

Sincerely,

A handwritten signature in black ink, appearing to read 'J. Flores', with a long horizontal stroke extending to the right.

**JUAN P. FLORES**  
Superintendent, Guam Department of Education





**Romeo Hernandez**  
Chairman

## GUAM EDUCATION POLICY BOARD

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**Jose T. Nededog, Ph. D.**  
Vice Chairman

February 19, 2004

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Student Representative

George Salas  
Parent Representative

Ron Benoit  
Business Representative

GFT Representative

**Executive Secretary:**

JUAN P. FLORES  
Superintendent

Doris Flores Brooks  
Public Auditor  
Office of the Public Auditor  
Suite 401, Pacific Daily New Building  
238 Archbishop Flores Street  
Hagatna, Guam 96910

Dear Ms. Brooks,

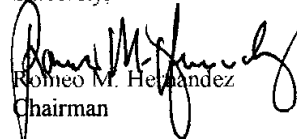
Hafa Adai! Thank you for allowing the Guam Education Policy Board the opportunity to response to the Analysis of Staffing Report. Members of the board have received copies of the draft report and recommendations will be addressed more specifically in future meetings.

The report quantifies the area on management and impacts on how it accomplishes the Department of Education's mission. Certainly we are committed to making sure our limited resources are allocated fairly through out all school children on our Island. We will be working in consultation with the Superintendent of Education to confirm the data provided and to implement ways to address inequities pointed out on the report.

The Board will be revisiting the issue of consolidating services and personnel. Our efforts, includes considerations on outsourcing of non-core competency such as the cafeteria services and addressing the teaching/non-teaching ratio within the restrictive Civil Service rules and regulations. In addition we will be reviewing the site-base management concepts in an effort to bring services closer to school level.

Again, Thank you for providing this valuable report as an additional tool in our efforts to create a premiere public education on Guam. Please let us know on how we can assist further on this report.

Sincerely,



Romeo M. Hernandez  
Chairman

Cc: All GEPB members  
Superintendent of Education

*"Prepare all students for life, Promote excellence & Provide support"*