



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. districts¹ 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
<i>Eight schools that provide the most support staff:</i>			
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

¹ 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
--------	--------------------------	--------	--------------------------

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
--------	-------------------	---	--------	-------------------	---

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