TRANSMITTAL LETTER

August 22, 2003

The Honorable Rick Perry, Governor
The Honorable David Dewhurst, Lieutenant Governor
The Honorable Thomas R. Craddick, Speaker of the House
Commissioner Don W. Brown, Texas Higher Education Coordinating
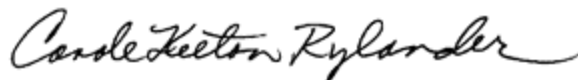Board

Fellow Texans:

I am pleased to present my performance review of the Alamo Community
College District (ACCD).

This review is intended to help ACCD hold the line on costs, streamline
operations, and improve services to ensure that more of every education
dollar goes directly into the college system for faculty and students. To aid
in this task, I contracted with McConnell Jones Lanier and Murphy, LLP.

I have made a number of recommendations to improve ACCD's
efficiency. I also have highlighted a number of "best practices" in college
operations? model programs and services provided by the district
administrators, faculty, and staff. This report outlines 119 detailed
recommendations that could save ACCD nearly $34.9 million over the
next five years, while reinvesting nearly $4.7 million to improve
educational services and other operations. Net savings are estimated to
reach nearly $30.2 million that the district can redirect to the college
classroom.

I am grateful for the cooperation of ACCD's board, chancellor, staff,
students and community members. I commend them for their dedication to
improving the educational opportunities offered to the residents of the
greater San Antonio metropolitan area

I am also pleased to announce that the report is available on my Window
on State Government Web site at
http://www.window.state.tx.us/tspr/raymondville/.

Carole Keeton Rylander
Texas Comptroller

c: Senate Committee on Education
   House Committee on Higher Education
   The Honorable Troy Fraser, Senate District 024
   The Honorable Frank L. Madla, Jr., Senate District 019
   The Honorable Leticia R. Van de Putte, Senate District 026
   The Honorable Jeff Wentworth, Senate District 025
   The Honorable Judith Zaffirini, Senate District 021
   The Honorable Gabi Canales, House District 035
   The Honorable Carter Casteel, House District 073
   The Honorable Joaquin Castro, House District 125
   The Honorable Frank J. Corte, Jr., House District 122
   The Honorable Harvey Hilderbran, House District 053
   The Honorable Elizabeth Ames Jones, House District 121
   The Honorable Edmund Kuempel, House District 044
   The Honorable Trey Martinez Fischer, House District 116
   The Honorable Ruth Jones McClendon, House District 120
   The Honorable Jose Menendez, House District 124
   The Honorable Ken Mercer, House District 117
   The Honorable Robert R. Puente, House District 119
   The Honorable Carlos Uresti, House District 118
   The Honorable Micheal U. Villarreal, House District 123

EXECUTIVE SUMMARY

In October 2002, Comptroller Carole Keeton Strayhorn chose Alamo Community College District (ACCD) for a Texas School Performance Review (TSPR) and agreed to bear the full associated costs.

Onsite work began on January13, 2003. After six months of work, this report identifies exemplary programs as well as areas for improvement. If fully implemented, the Comptroller's 119 recommendations could result in net savings of nearly $30.2 million over the next five years-savings that could be directed toward improving instruction.

Expanding TSPR for Higher Education Institutions

The general powers of the Comptroller enable the agency to review expenditures of state funds. In 1999, shortly after Comptroller Strayhorn took office, performance reviews of Texas Southern University and the El Paso Community College were released. These two reviews provided Texas School Performance Review (TSPR) valuable experience in the higher education arena. Rider 19 of the 2002-03 General Appropriations Act further clarified legislative intent for additional higher education reviews and the Comptroller moved forward to expand TSPR's mission to include ongoing reviews of higher education. Comptroller Strayhorn released a review of Austin Community College in November 2002 and a review of the Houston Community College System in May 2003.

TSPR, in cooperation with the Texas Higher Education Coordinating Board (THECB) and the Texas Association of State Senior College and University Business Officers, as well as individuals working in higher education institutions, began to develop a comprehensive set of audit protocols to use in higher education reviews.

Drawing upon her goal of driving more of every education dollar directly into the classroom, Comptroller Strayhorn directed TSPR staff to quickly and systematically share best practices and exemplary programs learned from these reviews with all the state's colleges and universities and with anyone else who requests such information. Best practices as well as the audit protocols can be found on the Comptroller's A+ Ideas for Managing Schools (AIMS) Database at <www.aimsdatabase.org>.

Under Comptroller Strayhorn's approach, consultants and the TSPR team will work with colleges and universities to:

- ensure students and faculty receive the support and resources necessary to succeed;

- identify innovative ways to address the college's and university's core management challenges;
- ensure administrative duties are performed efficiently, without duplication, and in a way that fosters education;
- develop strategies to ensure the college's and university's processes and programs are continuously assessed and improved;
- challenge any process, procedure, program or policy that impedes instruction and recommend ways to reduce or eliminate obstacles; and
- put goods and services to the "Yellow Pages Test": government should do no job if a business in the Yellow Pages can do that job better and at a lower cost.

Finally, Comptroller Strayhorn has opened her door to Texans who share her optimism about the potential for higher education, and she welcomes any suggestions to improve Texas colleges and universities at any time. The Comptroller believes colleges and universities deserve all the attention and assistance they can receive.

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

TSPR in ACCD

In September 2001, ACCD's board secretary, Jim Rindfus, requested a review alleging financial mismanagement, overspending and possible illegal activities. In May 2002, Representative John Longoria made a second request for a review of ACCD expressing concerns about potential hiring irregularities, employment practices and general accountability.

In October 2002, former Chancellor Bob Ramsey left the district after 10 years in that position. The chancellor's departure came on the heels of the indictment of two sitting board members and the former board chairman on corruption charges. Over the course of the past year, ACCD has suffered a wave of negative publicity in the local press regarding the ethical propriety of the board and administrative leadership. It was in this environment that Interim Chancellor Earnest Martinez took office on October 24, 2002, after being selected by a board that saw three new members elected to its ranks in May 2002.

In April 2003, the board unanimously voted to appoint Dr. J. Parker Chesson, Jr. to replace Dr. Martinez as the interim chancellor after he resigned amid allegations of misconduct. Dr. Chesson began serving in the role of interim chancellor on April 23, 2003 until the permanent chancellor's position is filled. On June 17, 2003, the board unanimously

nominated Dr. J. Terrence Kelly as ACCD's new chancellor, and he is expected to take the reigns in September 2003.

Amidst this ongoing leadership change, the board is also experiencing continued controversies and criminal proceedings. The District 2 board member resigned in May 2003 and subsequently he and an indicted former board member entered into a plea bargain in conjunction with the October 2002 indictments. Another board member was convicted in July 2003 on charges including bribery and money laundering and was sentenced to 12 years in jail.

As of July 2003, one vacant board position has been filled, while broader allegations continue to surface in the media and from the actual deposition of the architect who pled guilty to conspiracy to commit bribery charges for a $14.4 million construction contract.

The Comptroller contracted with McConnell Jones Lanier and Murphy LLP, a Houston based consulting firm, to conduct the review. The review team interviewed college employees, faculty, board members, business leaders and community members and conducted public forums at seven locations including all four colleges, the district's administrative offices and the two satellite campuses on January 13, 14 and 15, 2003. To obtain additional comments, the review team sent out surveys and conducted focus group sessions with various college staff and community organizations.

The review team received 384 survey responses from 233 faculty, staff and administrators and 151 students. In addition, TSPR conducted a random telephone survey of 387 area households. Details from these surveys and public forums appear in **Appendices A** through **D**. The Comptroller's Office also received letters, e-mails and phone calls from faculty, staff, students and community members.

ACCD selected several "peer colleges" for comparisons based on similarities in student enrollment, budget and other factors. The colleges selected included North Harris Montgomery Community College District (North Harris Montgomery CCD), Dallas County Community College District (Dallas CCCD) and San Jacinto Community College District (San Jacinto CCD).

Exhibit 1 shows comparative student enrollment and tax data for ACCD and selected peer colleges.

Exhibit 1
Enrollment and Tax Data
ACCD and Peer Colleges

Descriptor	ACCD	Dallas CCCD	North Harris Montgomery CCD	San Jacinto CCD
Student Enrollment Fall 2002*	**44,460**	56,304	32,833	23,047
M&O Tax Rate 2001-02	**$.09230**	$.06	$.0742	$.10128
Debt Service Tax Rate 2001-02	**$.0148**	$.00	$.0313	$.13071
Total Tax Rate Per $100 Assessed Property Value 2001-02	**$.1071**	$.06	$.1055	$.13071
Total Property Valuation 2001-02 ($ amount in millions)	**$53,334**	$133,097	$57,541	$53,334

TSPR also obtained data on community colleges in general and ACCD specifically from THECB, the state agency responsible for overseeing community colleges in Texas and the Texas State Auditor's Office.

Many of TSPR's recommendations would have no direct financial impact, but would improve the college's operations; others call for additional investments to make such improvements. Cumulative net savings from all recommendations could reach nearly $30.2 million by 2007-08.

Exhibit 3 provides a detailed list of costs and savings by recommendation.

Acknowledgments

The Comptroller's Office and McConnell, Jones, Lanier, and Murphy, LLP wish to express their appreciation to the ACCD Board of Trustees, Chancellor J. Terrence Kelly, Interim chancellor J. Parker Chesson and the many college employees and community members for their assistance and input during this review. The team would like to express a special thanks to Jo B. Tucker, Director Special Projects, who served as ACCD's liaison to the review team. Ms. Tucker arranged for office space, equipment and meeting rooms, organized meetings, responded to numerous requests and made other valuable contributions to the review team's effort.

Community Colleges in Texas

Community colleges play a vital role in Texas providing technical and vocational programs; freshman and sophomore courses in arts and sciences; continuing adult education programs; compensatory education programs; workforce development programs; adult literacy classes; and other basic skills programs.

Two-year academic programs lead to either an associate of arts or an associate of science degree and feed into baccalaureate programs at four-year institutions. Two-year technical programs result in an associate of applied science degree, while programs of shorter duration lead to occupational certificates.

Community colleges respond to the employment needs of citizens, agencies, businesses and industry through customized and contract workforce instruction, courses for professional certification or licensure and general continuing education opportunities. The colleges work cooperatively with local public schools to provide greater educational options for high school students through school-to-work and tech-prep programs. School-to-work programs provide students opportunities for early career exploration and counseling. Tech-prep programs allow high school students to receive college credit for high quality technical courses. In addition, concurrent course enrollment programs allow advanced students to complete courses for concurrent credit in high school and college.

Community colleges represent the largest segment of Texas higher education. In its publication, *Enrollment Forecasts 2000-2015 Texas Institutions of Higher Education*, THECB predicts that community college enrollment will reach 1.2 million students by 2015. The increased number should include 96,000 new community college students.

According to a enrollments figures, THECB estimates community college enrollment at more than 500,000 in fall 2002. Out of Texas' 50 community college districts, 39 reported record enrollment for fall 2002 reflecting an increase of 66,750 students from enrollment in fall 2000; just two years earlier. In addition, more than 250,000 individuals enrolled in workforce training programs. THECB attributes the increased enrollments to the state's slow economic growth.

Community colleges receive funding through a combination of state appropriations, which are based on a contact or instructional hour formula, as well as property taxes, tuition and fees.

ACCD in Profile

The Alamo Community College District (ACCD) is the state's second largest community college district and the tenth largest in the country, serving nearly 49,000 students in four independently accredited colleges, San Antonio College (SAC), Palo Alto College (PAC), St. Philip's College (St. Philip's) and Northwest Vista College (NVC). Additionally, classes are offered at East Kelly Air Force Base through St. Philip's Southwest Campus, at Northeast Campus in downtown San Antonio and 27 off-campus locations including local businesses and military bases.

In 2002-03, ACCD's enrollment reached 48,984, which included non-credit, continuing education, adult literacy and semester hour credit students. ACCD offers instruction through four colleges, two campuses, a satellite location and 27 off-campus locations and serves students in Bexar County, its taxing district, as well as students from the district's service area including Atascoscosa, Bandera, Comal, Guadalupe, Kendall, Kerr and Wilson counties. From 1997-98 through 2001-02, 7 percent of ACCD's total tax levy came from students who live outside the system's taxing district and pay higher fees than in-district students. ACCD serves an ethnically diverse student population including 41 percent Anglo, 49 percent Hispanic, 9 percent African American and 1 percent other.

ACCD's courses include general education (university transfer), workforce programs, customized training for businesses, continuing education and developmental education. The district offers 86 majors for associate degrees in arts and sciences and 161 areas of study for associate degrees in applied sciences or workforce certificates.

In 2002-03, ACCD employed 5,803 individuals, including 3,097 faculty (1,289 full-time and 1,808 part-time); 42 administrators; 323 professional - non-faculty, 806 technical/clerical (upper-level); 1,334 part-time temporary; and 201 full-time temporary.

ACCD provides excellent academic and workforce development programs, is committed to student success and is centralizing services to create a more efficient system.

ACCD is facing the following challenges:

- stabilizing governance;
- strengthening management oversight;
- reorganizing operations and staffing for efficiency and effectiveness;
- enhancing contract oversight and compliance; and
- improving student services and instructional delivery systems.

Stabilize Governance

Develop a board Code of Conduct and enforce policy for board member training including participation in annual ethics training. Board members do not have a process of self-monitoring or evaluation. Board members are inappropriately involved in the day-to-day operations of the district, are not meeting state requirements for orientation and professional training and have stated that they did not understand their roles and responsibilities. In addition, district policy defining board duties is contradictory, fueling the board's inappropriate interactions with employees, departmental reorganizations and hiring practices. By developing a Code of Conduct including succinct governance policies and a self-evaluation process, while enforcing state training requirements including ethics, the board's individual and corporate conduct can be improved and micromanagement reduced.

Implement a formal districtwide strategic planning process to establish effective mission and vision statements, goals, objectives and performance measures. ACCD does not have an effective districtwide strategic planning process or long-range plan linked to the budget, although individual colleges develop strategic plans. Between 1995 and 2000, the district had a Strategic Planning Committee that developed a broad strategic plan, last updated in fall 2001; however, the board chair said there is no initiative to update the plan and prior to 2001-02, the board was unaware of the existence of a strategic plan. Using the board's vision to guide implementation of a formal districtwide strategic planning process and providing regular progress reports to the board should enable the district to more effectively monitor identified strengths, weaknesses and opportunities for improvement for all colleges.

Strengthen Management Oversight

Reorganize the central administration. ACCD's central organizational structure is duplicative in some cases and does not provide logical alignment and adequate expertise for key functional areas of the district's operations. For example, the risk management function has moved three times in three years with current oversight by the chancellor; and technology management is duplicative at each of the colleges with no coordination of services. The Human Resources Department, with far-reaching responsibilities districtwide, is itself unorganized and inefficient; and Internal Audit staff administer elections which is inherently a conflict of interest with the internal audit function. Reorganizing the district's central and departmental management, appropriately staffing key functions, eliminating duplicative administrative positions and creating a vice-chancellor of Fiscal Affairs at the executive level would help the district streamline operations, logically align functions and ensure consistent services districtwide.

Establish in-house legal services to reduce routine legal costs. ACCD averaged legal costs of $583,163 per year from 1998-99 through 2001-02 and the hourly rates have increased by 4 percent during the same time. The district is plagued with lawsuits, many of which are employee grievances or lawsuits settled prior to trial. ACCD consequently hires counsel for both special and routine matters. By hiring two full-time attorneys and a legal secretary to handle routine legal matters, the district should realize net savings of more than $1.6 million over five years.

Prepare a districtwide facilities master plan. ACCD lacks a long-range facilities master plan and strategic facilities plan that defines facility improvements and growth needs as well as potential capital outlay. Additionally, the district does not have a long-range plan that coordinates maintenance and operations for facilities and considers the geographic location of each college and the administrative facilities. Developing a districtwide facilities master plan will ensure that ACCD proactively defines, plans and is prepared to fund future facility, maintenance and operations improvements and growth needs for all college facilities. It is estimated that this can be accomplished with a one-time cost of $403,264.

Reorganize Operations and Staffing for Efficiency and Effectiveness

Eliminate the central stores inventory and require all departments to use the contracted online ordering services. The district's central warehouse stocks and provides office items for departmental use, although the district maintains a contract for these items available on a just-in-time basis. The district has a local office supply contract providing online ordering service and a two-day delivery period with the same vendor that provides the warehouse materials. The elimination of the central stores inventory and mandatory use of the online ordering system will enable to district to reduce staff, free warehouse space for other purposes and save the district more than $19,000 a year.

Reorganize central and college-level Information Services management creating a service-oriented organization model and establish formal Service Level Agreements. The district has four Information Technology departments that operate autonomously without college-level or central Information Systems coordination. There is also no districtwide strategic technology direction nor a practice or methodology to measure performance and service delivery. Reorganizing the Information Services Department to centralize the planning, service and accountability functions and establishing formalized Service Level Agreements will enhance immediate and long-term communication and services provided to users districtwide and will result in more than $1.4 million in savings over five years.

Eliminate the mailing of Continuing Education course schedules. Each
of ACCD's four colleges produces and mails separate Continuing
Education course schedules. In total, ACCD prints more than 353,000
Continuing Education course schedules a year and mass mails more than
262,000. ACCD could realize net savings of $224,554 by replacing course
schedule mailings with postcard mailers sent each semester and directing
potential students to either request a hardcopy or go directly to the ACCD
Web site for registration and class schedule information.

Centrally coordinate all grant proposals. Although the district employs a
director of Public Funding to secure major grants for ACCD, each college
has a Resource Development Office that works independently to secure
grant funding for its own college. Each college president can also approve
grant proposals, effectively bypassing the director of Public Funding and
unknowingly competing against another college within the district for
grants. Centralizing oversight for all competitive grants would ensure that
all grant proposals are tracked, completed on time and are consistent with
the district's goals.

Enhance Contract Oversight and Compliance

***Develop a comprehensive contract management plan and assign
contract management and monitoring responsibilities.*** Contract
management and monitoring of district contracts are fragmented because
no one position or department is responsible for financial and operational
performance oversight. Moreover, committees at each campus are
responsible for contract oversight, but neglect to do so; therefore contract
enforcement does not ensure that the contractors meet all contractual
obligations. A formal process that assigns contract management
responsibilities and requires contract performance data to be compiled and
reported to the Acquisitions and Administrative Services Department will
not only ensure that the district is receiving the services that it is paying
for but also identify and document compliance issues early so that
corrective action can be taken in a timely manner.

***Revise board policy and written procedures for facilities construction
and professional service contract selection.*** ACCD lacks clearly written
procedures and policies regarding the contracting process for capital
improvements. As evidenced by criminal proceedings, three former board
members and an architect were engaged in some level of bidding and
contract award improprieties. ACCD Facilities staff evaluate and rank
proposals prior to submitting a recommendation for vendor selection to the
board. Board policy, however, states that evaluation results be submitted
to the board unranked. Additionally, the Facilities Department does not
have written procedures and processes with respect to monitoring the
quality of professional services received from vendors. By revising

existing policies and developing detailed procedures for obtaining professional services for capital improvements, the district should avoid any perceived contracting improprieties and ensure it receives the best professional and cost-effective services.

Establish specific detailed reporting guidelines to monitor bookstore contract performance. Neither ACCD nor the Texas Book Company capture and report essential data to evaluate the bookstores' performance. In addition, TSPR survey results from students, faculty, staff and administrators indicated that adequate books and supplies are not always available in the bookstore. By monitoring performance and adding reporting measures to the contract will ensure that the colleges receive all stipulated revenues and that the bookstores are more responsive to customer needs.

Improve Student Services and Instructional Delivery Systems

Establish a policy to direct allocation of resources for student services based on standardized criteria, such as enrollment. ACCD does not allocate student services equitably among the colleges. Budgeted resources for student services range from $87 per student at SAC to $129 per student at Palo Alto College. By establishing board policy, the allocation of revenues and resources for student services will be equitably distributed among the district's colleges based upon enrollment.

Increase average class size across the district. The average 2001-02 ACCD class size for full-time faculty declined from 1998-99 levels. Enrollment maximums are based upon classroom size, availability of equipment and requirements of programs regulated by accrediting agencies. By continuously evaluating each section individually for appropriateness and conservatively raising the average class size from 18.3 to 20 students for full-time and adjunct faculty would require fewer full-time faculty and adjunct faculty for savings of more than $25.5 million over five years.

Establish reasonable deadlines and cancel registrations of students who do not pay tuition and fees on time. ACCD allows too much time for early registrants to pay tuition and does not require a deposit. Students are allowed to register for courses up to four months prior to a semester, often tying up valuable classroom slots and dropping before the tuition payment deadline without a penalty. In fall 2001 and spring 2002, nearly one-third of early registrants were dropped for non-payment of tuition affecting the accuracy of course enrollment projections. By establishing reasonable payment deadlines and canceling student registrations earlier for non-payment, the district should increase paying students' access to prime

classroom slots and increase the accuracy of course enrollments projections.

Upgrade the district Web site to include e-Portal access to program and course information. The district does not have a centralized database for students to obtain information about programs and courses offered through any of the colleges, although the district has the technological capabilities through its Web site and e-Portal access. Each college lists programs and courses by name; however, the program names vary by college and details about the programs and courses are not accessible. By using the district's e-Portal access and centralized Web site, students, staff and the general public will be able to access program and course information consistently and efficiently.

Exemplary Programs and Practices

TSPR identified numerous "best practices" in ACCD. Through commendations in each chapter, this report highlights model programs, operations and services provided by ACCD administrators, faculty and staff members. The Comptroller encourages other colleges and universities throughout Texas to examine these exemplary programs and services to see if they can be adapted to meet their own needs. TSPR's commendations include the following:

ACCD successfully implemented workforce development partnership with the San Antonio business community. ACCD has a lengthy history of working with business and industry to develop and improve the skills of the area workforce through on-the-job training, acquisition of state-of-the-art equipment and volunteer mentors and teachers. The district has a One Stop Employer Clearinghouse that connects employers to ACCD training and workforce resources in the aerospace, information systems and security industries. These collaborations provide opportunities for ACCD to introduce students to career opportunities, integrate classroom and work-based learning, build educational programs that prepare students for successful careers and re-train workers in need of skills improvement.

ACCD has established collaborative relationships with the military bases in San Antonio and provides for the unique needs of military personnel and their dependents. Application, registration and enrollment services as well as some classes are provided on base by ACCD faculty. Providing these services on an outreach basis ensures convenient higher education opportunities are available to military personnel and their families.

ACCD's budget instruction manual provides a useful resource to assist budget managers with developing and monitoring their budgets. ACCD's Budget Office publishes an informative and useful instruction manual for

the district's budget managers. The publication entitled, "Budget Management Information for Budget Managers," helps budget managers with developing, monitoring and processing their budgets. The manual is especially useful as a helpful reference for new budget managers.

ACCD uses sweep accounts to effectively manage cash balances and maximize interest earnings. Before acquiring sweep accounts, the treasurer had to manually move funds in and out of the district's operating accounts each day and monitor pledged collateral requirements for remaining balances. Sweep accounts are designated accounts in which funds are automatically swept to zero and invested on a nightly basis and then returned with any earned interest the following morning. As of February 2003, remaining cash balances are minimized using the sweep account, which also reduces the amount of pledged collateral needed to insure the funds. ACCD's sweep account facilitates cash management while maximizing interest earning.

The Acquisitions and Administrative Services Department maintains accurate and detailed records to document competitive bid requirements. The Acquisitions and Administrative Services Department has developed a checklist of all documents required to be maintained in the bid files that it uses to ensure all items have been placed in the file. The review team examined six randomly selected bid files, noting no major exceptions to the bid file requirements. Items are organized in the files in the order that they appear on the checklist, which makes it very easy to locate documents.

ACCD operates a user-friendly, comprehensive Web site that provides students and the community with useful resources and information. ACCD maintains a comprehensive Web site that posts detailed information for current and prospective students about academic and workforce departments, registration, catalogs and schedules, financial aid, academic calendars, Texas Academic Skills Program (TASP) information and continuing education. Additionally, the Web site posts board agendas and minutes, press releases, frequently asked questions, a link to the ACCD e-portal and links to each college's homepage. Maintaining a user-friendly Web site provides another avenue for ACCD to communicate with its students and the community.

ACCD entered into an interagency agreement with Texas A&M University (TAMU) Experimental Research Station's Energy Systems Lab to evaluate its energy management activities and identify savings. In a proactive move to evaluate and identify potential energy management savings, ACCD entered into a two-year agreement with Texas A&M University to evaluate its facilities and utility costs from January 2002 through November 2004 including installation of meters to capture actual

energy readings and measure savings after equipment improvement or new equipment installation. ACCD expects savings of $511,364 annually.

Savings and Investment Requirements

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

TSPR recommends 119 ways to save ACCD nearly $34.9 million in gross savings over a five-year period. Reinvestment opportunities would cost the college nearly $4.7 million during the same period. Full implementation of all recommendations in this report could produce net savings of nearly $30.2 million by 2007-08.

Exhibit 2
Summary of Net Savings
TSPR Review of Alamo Community College District

Year	Total
2003-04 Initial Annual Net Savings/(Costs)	$2,314,029
2004-05 Additional Annual Net Savings	$7,287,032
2005-06 Additional Annual Net Savings	$7,182,603
2006-07 Additional Annual Net Savings	$7,069,522
2007-08 Additional Annual Net Savings	$6,956,441
One Time Net Savings/(Costs)	($615,664)
TOTAL SAVINGS PROJECTED FOR 2003-2008	**$30,193,963**

A detailed list of costs and savings by recommendation appears in **Exhibit 3**. The page number for each recommendation is listed in the summary chart for reference purposes. Detailed implementation strategies, timelines and estimates of fiscal impact follow each recommendation in this report. The implementation section associated with each recommendation highlights the actions needed to achieve the proposed results. Some items should be implemented immediately, some over the next year or two and some over several years.

TSPR recommends the ACCD board ask college administrators to review the recommendations, develop an implementation plan and monitor its progress. As always, TSPR staff members are available to help implement these proposals.

EXECUTIVE SUMMARY

Exhibit 3
Summary of Costs and Savings by Recommendation

	Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08	Total 5-Year (Costs) or Savings	One Time (Costs) or Savings
Chapter 1: Governance and Leadership								
1	Develop a board Code of Conduct and enforce policy for board member training including participation in annual ethics training.p. 35	$0	$0	$0	$0	$0	$0	$0
2	Hire a facilitator to conduct conflict resolution and communication training.p. 37	($8,000)	($8,000)	$0	$0	$0	($16,000)	$0
3	Develop formal board polices governing the presentation of information attached to agenda items.p. 39	$0	$0	$0	$0	$0	$0	$0
4	Reorganize the central administration. p. 42	$0	$0	$0	$0	$0	$0	$0
5	Conduct an annual retreat with central and college administrators and create inter-college work teams to identify, address and resolve issues of mutual concern. p.	$0	$0	$0	$0	$0	$0	$0

	45							
6	Implement a formal districtwide strategic planning process guided by the board's vision. p. 48	$0	$0	$0	$0	$0	$0	$0
7	Strengthen the ability of the district to monitor policy implementation by conducting a policy compression project.p. 50	$0	$0	$0	$0	$0	$0	$0
8	Reduce costs by bringing routine legal matters in-house. p. 53	$239,262	$348,893	$348,893	$348,893	$348,893	$1,629,834	($5,000)
	Totals-Chapter 1	**$231,262**	**$340,893**	**$348,893**	**$348,893**	**$348,893**	**$1,613,834**	**($5,000)**

Chapter 2 - Instruction and Academic Support

9	Upgrade the district Web site to include e-Portal access to interactive program and course information in user-friendly formats. p. 74	$0	$0	$0	$0	$0	$0	$0
10	Establish a districtwide revenue policy that returns continuing education profit margin monies to the departments as discretionary funds. p. 75	$0	$0	$0	$0	$0	$0	$0
11	Develop and implement an equitable salary structure for continuing education instructors based	$0	$0	$0	$0	$0	$0	$0

	upon market demand. p. 77							
12	Develop a comprehensive, districtwide system to collect, analyze and communicate institutional effectiveness information. p. 84	$0	$0	$0	$0	$0	$0	$0
13	Ensure that ACCD occupational-technical programs meet THECB criteria for effectiveness, including number of graduates and job placement. p. 85	$0	$0	$0	$0	$0	$0	$0
14	Increase average class size across the district. p. 88	$1,502,111	$6,008,443	$6,008,443	$6,008,443	$6,008,443	$25,535,883	$0
	Totals-Chapter 2	**$1,502,111**	**$6,008,443**	**$6,008,443**	**$6,008,443**	**$6,008,443**	**$25,535,883**	**$0**

Chapter 3 - Student Services

15	Establish a policy to direct allocation of resources for student services based on standardized criteria, such as enrollment. p. 114	$0	$0	$0	$0	$0	$0	$0
16	Use districtwide data, surveys and evaluations to improve student services at the college and the district level. p. 116	$0	$0	$0	$0	$0	$0	$0
17	Charge a fee for processing student transcript requests that recovers some	$306,033	$612,065	$612,065	$612,065	$612,065	$2,754,293	$0

	or all of the costs. p. 118							
18	Establish reasonable deadlines and cancel registrations of students who do not pay tuition and fees on time to ensure that paying students are given access to prime classroom slots. p. 131	$0	$0	$0	$0	$0	$0	$0
19	Streamline registration at campuses to reduce long waits. p. 132	$0	$0	$0	$0	$0	$0	$0
20	Provide financial aid computer assistance at all campuses at times that are convenient for students.p. 140	$0	$0	$0	$0	$0	$0	$0
21	Lower the ACCD student loan default rate using proven techniques by other colleges and institutions of higher education. p. 141	$0	$0	$0	$0	$0	$0	$0
22	Develop a board policy on Student Health Services that includes a value statement, goals for delivery of health services and guidelines for administrative procedures.p. 144	$0	$0	$0	$0	$0	$0	$0
23	Contract with a doctor to annually review Health Services procedures	($5,000)	($5,000)	($5,000)	($5,000)	($5,000)	($25,000)	$0

	and protocols to be sure nurses and staff have medically sound and up-to-date practices. p. 145							
24	Establish and incorporate specific reporting performance measures in the bookstore contract to monitor and improve operations and customer service. p. 150	$0	$0	$0	$0	$0	$0	$0
25	Hold the bookstore contractor to terms and conditions of the contract in providing goods and services at competitive prices. p. 152	$0	$0	$0	$0	$0	$0	$0
	Totals-Chapter 3	**$301,033**	**$607,065**	**$607,065**	**$607,065**	**$607,065**	**$2,729,293**	**$0**

Chapter 4 - Human Resources Management

26	Develop a comprehensive strategic planning process and update the Human Resources Department strategic planning document. p. 162	$0	$0	$0	$0	$0	$0	$0
27	Consolidate all equal employment opportunity responsibilities under Human Resources Representatives' job duties and avoid duplicity of functions. p. 164	$27,196	$54,391	$54,391	$54,391	$54,391	$244,760	$0

28	Develop desk manuals to document procedures for the recruiting, hiring, training and records management functions of Human Resources. p. 167	$0	$0	$0	$0	$0	$0	$0
29	Revise all job descriptions to accurately reflect current duties. p. 168	$0	$0	$0	$0	$0	$0	$0
30	Streamline the Human Resources Department's administrative processing of personnel action requests and fully implement the automated software package. p. 171	$0	$0	$0	$0	$0	$0	$0
31	Implement control procedures and a training program to ensure ongoing compliance with the Immigration and Reform Act of 1986 Employment Eligibility Verification (I-9) form regulations. p. 172	$0	$0	$0	$0	$0	$0	$0
32	Update district policy and procedures to assign all workplace sexual harassment investigations to the appropriate Human Resources Department staff. p. 174	$0	$0	$0	$0	$0	$0	$0

33	Revise grievance policy and procedures to increase confidentiality and expedite resolution. p. 177	$0	$0	$0	$0	$0	$0	$0
34	Measure the effectiveness of using temporary positions on a division-by-division basis to improve efficiency and ensure compliance with federal guidelines. p. 180	$0	$0	$0	$0	$0	$0	$0
35	Adopt a sound compensation plan to ensure internal consistency and external market-based salary competitiveness.p. 184	$0	$0	$0	$0	$0	$0	$0
36	Implement a performance based salary policy and procedure for non-faculty positions. p. 186	$0	$0	$0	$0	$0	$0	$0
37	Develop and implement a workforce and succession planning process to meet short- and long-term staffing needs. p. 190	$0	$0	$0	$0	$0	$0	$0
38	Develop and implement a districtwide performance	$0	$0	$0	$0	$0	$0	$0

#								
	appraisal process for non-faculty employees using a collaborative process.p. 192							
	Totals-Chapter 4	**$27,196**	**$54,391**	**$54,391**	**$54,391**	**$54,391**	**$244,760**	**$0**

Chapter 5 - Financial Management

#								
39	Reorganize Fiscal Affairs to more logically align functions and develop a collaborative process for communicating staff reassignments to those most affected. p. 207	$169,927	$169,927	$169,927	$169,927	$169,927	$849,635	$0
40	Adopt and refine the proposed budget allocation methodology and incorporate it into the district's budget policies and procedures. p. 215	$0	$0	$0	$0	$0	$0	$0
41	Develop a cost allocation plan for allocating support costs to determine the total cost of instruction by college and discipline.p. 217	$0	$0	$0	$0	$0	$0	$0
42	Revise budget documents and apply for the Distinguished Budget Presentation Award offered by the Government Finance Officers Association.p. 219	$0	$0	$0	$0	$0	$0	$0
43	Inform the	$0	$0	$0	$0	$0	$0	$0

#	Description							
	community on the benefits of annexation by encouraging out-of-district business and community leaders to educate the community about the benefits of joining the Alamo Community College District. p. 226							
44	Transfer election administration responsibilities from the Internal Audit Department to the Governmental and Public Relations Department. p. 229	$0	$0	$0	$0	$0	$0	$0
45	Document the annual risk assessment and its link to the annual audit plan.p. 231	$0	$0	$0	$0	$0	$0	$0
46	Include budgeted hours in the annual audit plan, track hours for each project, including special projects and make monthly reports to the board. p. 233	$0	$0	$0	$0	$0	$0	$0
47	Establish a formal professional development program for Internal Audit Department staff. p. 235	($1,900)	($1,900)	($1,900)	($1,900)	($1,900)	($9,500)	$0
48	Enforce payroll procedures and establish a resolution committee to	$0	$0	$0	$0	$0	$0	$0

	improve payroll processing. p. 240						
49	Develop a formal plan to test and evaluate the time reporting module. p. 241	$0	$0	$0	$0	$0	$0	$0
50	Develop and implement formal procedures to provide accurate accounting and final resolution of unclaimed payroll checks. p. 243	$0	$0	$0	$0	$0	$0	$0
51	Establish and implement a formal process to effectively manage and collect payroll overpayments. p. 244	$0	$0	$0	$0	$0	$0	$0
52	Increase direct deposit marketing efforts and expand electronic options for payment of employees' salaries. p. 246	$0	$0	$0	$0	$0	$0	$0
53	Require payroll checks to be sealed prior to giving custody to the Bursar's Office staff. p. 247	$0	$0	$0	$0	$0	$0	$0
54	Automate the third-party payment process for payroll deductions. p. 248	$0	$0	$0	$0	$0	$0	$0
55	Require the senior payroll assistant to send copies of work-	$0	$0	$0	$0	$0	$0	$0

#	Description							
	study students' timesheets received from all colleges for invoices to be promptly processed.p. 250							
56	Establish a formal training program for accounts receivable employees assigned to functions for the first time, including a comprehensive procedures manual. p. 252	$0	$0	$0	$0	$0	$0	$0
	Totals-Chapter 5	**$168,027**	**$168,027**	**$168,027**	**$168,027**	**$168,027**	**$840,135**	**$0**

Chapter 6 - Asset and Risk Management

#	Description							
57	Add one full-time cashier in the Bursar's Office at Palo Alto College and Northwest Vista College. p. 264	($32,108)	($38,926)	($38,926)	($38,926)	($38,926)	($187,812)	$0
58	Base credit card fees on a cost recovery basis. p. 266	$84,779	$113,039	$113,039	$113,039	$113,039	$536,935	$0
59	Eliminate faxed and mailed credit card tuition payments, and make telephone tuition payments available to all continuing education students. p. 268	$676	$1,024	$1,024	$1,024	$1,024	$4,772	$0
60	Hire an investment consultant. p. 270	($50,000)	($50,000)	($50,000)	($50,000)	($50,000)	($250,000)	$0
61	Use the hiring plan, employee census and state supplement information to accurately project	$0	$0	$0	$0	$0	$0	$0

	and budget local ACCD healthcare costs. p. 277							
62	Establish a formal strategy and timeline to ensure completion of the project to integrate the Employee Retirement System and Human Resources System employee benefit databases. p. 279	$0	$0	$0	$0	$0	$0	$0
63	Promote online enrollment for employee benefits more aggressively. p. 280	$1,631	$2,283	$2,935	$2,935	$2,935	$12,719	$0
64	Fill the risk management position and redefine and expand its role within ACCD. p. 286	($19,939)	($34,181)	($34,181)	($34,181)	($34,181)	($156,663)	$0
65	Incorporate the newly adopted "right to income" practice into the district's formal policies and procedures. p. 291	$14,458	$14,458	$14,458	$14,458	$14,458	$72,290	$0
66	Use historical workers' compensation loss data to spot trends and patterns of injury, and require the third-party administrator to provide loss reports on a fiscal year basis. p. 292	$26,433	$31,720	$31,720	$31,720	$31,720	$153,313	$0
67	Remove ambiguities	$0	$0	$0	$0	$0	$0	$0

#	Recommendation							
	and inconsistencies in workers' compensation and sick leave policies. p. 294							
68	Develop a written, comprehensive plan for conducting perpetual annual fixed asset inventories and conduct annual inventories. p. 296	$0	$0	$0	$0	$0	$0	$0
69	Require individuals entrusted with district property to sign a written receipt acknowledging receipt and responsibility for the property. p. 298	$0	$0	$0	$0	$0	$0	$0
	Totals–Chapter 6	**$25,930**	**$39,417**	**$40,069**	**$40,069**	**$40,069**	**$185,554**	**$0**

Chapter 7 - Purchasing and Material Management

#	Recommendation							
70	Simplify the process for the purchase of materials and services for aggregate purchases between $10,000 and $25,000 and provide departments with guidance for purchasing items that can be obtained using quotes. p. 309	$0	$0	$0	$0	$0	$0	$0
71	Develop a comprehensive purchasing procedures manual. p. 311	$0	$0	$0	$0	$0	$0	$0
72	Conduct a comprehensive	$0	$0	$0	$0	$0	$0	$0

#	Description							
	review of purchasing procedures with a goal of increasing the department's efficiency and effectiveness and improve customer service. p. 313							
73	Implement electronic bid technology to streamline the purchasing process.p. 315	$7,074	$7,074	$7,074	$7,074	$7,074	$35,370	$0
74	Reorganize the purchasing function to report to Fiscal Affairs. p. 317	$0	$0	$0	$0	$0	$0	$0
75	Reestablish requisition procedures and controls for the Facilities Department.p. 318	$0	$0	$0	$0	$0	$0	$0
76	Revise board agenda contract approval documents to require the approval from the director of Acquisitions and Administrative Services.p. 322	$0	$0	$0	$0	$0	$0	$0
77	Develop detailed procedures to ensure contract performance is monitored. p. 324	$0	$0	$0	$0	$0	$0	$0
78	Monitor auxiliary enterprises contracts, enforce contract terms and require reports to the Auxiliary Enterprise Committee. p. 326	$0	$0	$0	$0	$0	$0	$0

79	Eliminate the central stores inventory and require mandatory online office supply requisitioning for all departments. p. 330	$13,157	$19,736	$19,736	$19,736	$19,736	$92,101	$0
80	Document Material Management's performance information and prepare monthly reports. p. 332	$0	$0	$0	$0	$0	$0	$0
81	Automate the direct delivery form and establish partial receipt procedures.p. 334	$0	$0	$0	$0	$0	$0	$0
82	Improve the receiving process, provide formal staff training and eliminate or revise inefficient procedures. p. 335	$0	$0	$0	$0	$0	$0	($4,400)
83	Develop a policy defining the formal role and responsibilities of the Auxiliary Enterprise Committee. p. 339	$0	$0	$0	$0	$0	$0	$0
84	Document Mail Services' operating procedures and update the Web site. p. 342	$0	$0	$0	$0	$0	$0	$0
85	Develop specifications and rebid the district's coin operated copier contract.p. 346	$0	$0	$0	$0	$0	$0	$0
86	Assign districtwide	$0	$0	$0	$0	$0	$0	$0

#	Recommendation							
	copier management to Print Services and conduct a comprehensive needs analysis. p. 347							
87	Conduct a cost benefit analysis to determine if print services are competitive and efficient.p. 349	$0	$0	$0	$0	$0	$0	$0
	Totals-Chapter 7	**$20,231**	**$26,810**	**$26,810**	**$26,810**	**$26,810**	**$127,471**	**($4,400)**

Chapter 8 - Administrative and Instructional Technology

#	Recommendation							
88	Hire a chief information officer and implement a service-oriented reorganization. p. 361	$183,338	$314,294	$314,294	$314,294	$314,294	$1,440,514	$0
89	Create a unified district support model to eliminate the current division of labor of information technology services to faculty, administrator and student computers. p. 365	$0	$0	$0	$0	$0	$0	$0
90	Create an interdepartmental strategic technology committee to develop unified technology planning districtwide. p. 369	$0	$0	$0	$0	$0	$0	$0
91	Develop a districtwide software and a technology procurement process	$0	$0	$0	$0	$0	$0	$0

	for use by all colleges and the Information Systems Department using strategic objectives and budget guidelines. p. 371							
92	Create formal Service Level Agreements to promote response time consistency and efficiency. p. 375	$0	$0	$0	$0	$0	$0	$0
93	Eliminate four communications assistant positions, use the district's automated call-accounting system and develop procedures to monitor caller abuse. p. 377	$72,248	$108,367	$108,367	$108,367	$108,367	$505,716	$0
94	Relocate servers from San Antonio College to the district's data center on West Houston Street with restricted entry for staff to support dedicated servers.p. 379	$0	$0	$0	$0	$0	$0	($20,000)
95	Create a districtwide planning group to establish instructional technology standards that will result in consistent implementation of instructional technologies. p. 380	$0	$0	$0	$0	$0	$0	$0
96	Implement a skills	$0	$0	$0	$0	$0	$0	$0

	development training plan with timelines to assess and upgrade the skills of Information Technology staff relevant to their essential job duties and the district's technology needs. p. 384								
97	Require and obtain project management training throughout the Information Technology departments that leads to certification as a Certified Associate in Project Management for 15 managers. p. 387	$0	$0	$0	$0	$0	$0	($27,000)
	Totals-Chapter 8	**$255,586**	**$422,661**	**$422,661**	**$422,661**	**$422,661**	**$1,946,230**	**($47,000)**

Chapter 9 - College and Community Relations

98	Eliminate unnecessary positions within the Public Relations organizational structure and transfer those positions that are not appropriately aligned.p. 397	$109,470	$131,358	$131,358	$131,358	$131,358	$634,902	$0
99	Eliminate mailing continuing education course schedules and encourage the use of online searchable class schedules. p. 405	$17,274	$51,820	$51,820	$51,820	$51,820	$224,554	$0
100	Include open records request information on the district's Web	$0	$0	$0	$0	$0	$0	$0

	site and increase public communication regarding the Governmental/Public Relations Office's responsibility for all open records requests. p. 417							
101	Centrally coordinate all grant proposals and develop summary reports accessible districtwide including college grant awards and total grant awards. p. 420	$0	$0	$0	$0	$0	$0	$0
102	Maximize the amount of direct cost recovery allowed on existing and future grants. p. 422	$17,651	$35,302	$35,302	$35,302	$35,302	$158,859	$0
103	Implement student scholarship tracking system training for all Alamo Community College District Foundation staff members. p. 427	$0	$0	$0	$0	$0	$0	$0
104	Create a task force to develop strategies and establish alumni committees at each of Alamo Community College District's colleges. p. 429	$0	$0	$0	$0	$0	$0	$0
	Totals-Chapter 9	**$144,395**	**$218,480**	**$218,480**	**$218,480**	**$218,480**	**$1,018,315**	**$0**

Chapter 10 - Plant Operations and Maintenance

#	Recommendation							
105	Revise board policy and procedures for facilities construction and professional service contract selection. p. 438	$0	$0	$0	$0	$0	$0	$0
106	Centralize facilities planning and assign oversight to the ACCD Facilities Department. p. 440	$0	$0	$0	$0	$0	$0	$0
107	Prepare a districtwide long-range facilities master plan. p. 442	$0	$0	$0	$0	$0	$0	($403,264)
108	Develop districtwide enrollment projections to facilitate improved planning and coordination for facility use and educational programming. p. 444	$0	$0	$0	$0	$0	$0	$0
109	Conduct a space utilization study of district facilities. p. 445	$0	$0	$0	$0	$0	$0	$0
110	Update the district's design standards handbook. p. 446	$0	$0	$0	$0	$0	$0	$0
111	Develop and implement a districtwide plan for addressing deferred maintenance. p. 449	$0	$0	$0	$0	$0	$0	$0
112	Conduct a detailed analysis of custodial operations to determine the cost-effectiveness of	$0	$0	$0	$0	$0	$0	$0

#	Description							
	contracting with an external service provider. p. 455							
113	Increase the custodial average salary to be more competitive with the local economy. p. 457	($205,761)	($308,642)	($308,642)	($308,642)	($308,642)	($1,440,329)	$0
114	Require engineers to compare facilities with similar use patterns when planning for energy conservation management systems for future facilities. p. 460	$0	$0	$0	$0	$0	$0	$0
115	Upgrade the Motor Pool's computer hardware to fully optimize the work order and parts inventory modules bundled with its fuel management system.p. 463	$0	$0	$0	$0	$0	$0	($6,000)
116	Lock the automotive inventory parts room and assign an attendant to distribute and log parts issued to mechanics.p. 464	$0	$0	$0	$0	$0	$0	$0
117	Increase mechanics' salaries to reflect local industry wages and convert the three temporary mechanic positions to full-time status. p. 466	($42,900)	($64,351)	($64,351)	($64,351)	($64,351)	($300,304)	$0
118	Include security upgrades and alarm	$0	$0	$0	$0	$0	$0	($150,000)

	systems in the facilities master plan, purchase video surveillance cameras and implement a key control system. p. 471							
119	Increase the patrol officers' average salary to be competitive with the local market. p. 473	($113,081)	($226,162)	($339,243)	($452,324)	($565,405)	($1,696,215)	$0
	Totals-Chapter 10	**($361,742)**	**($599,155)**	**($712,236)**	**($825,317)**	**($938,398)**	**($3,436,848)**	**($559,264)**
	Total Savings	**$2,792,718**	**$8,024,194**	**$8,024,846**	**$8,024,846**	**$8,024,846**	**$34,891,450**	**$0**
	Total Costs	**($478,689)**	**($737,162)**	**($842,243)**	**($955,324)**	**($1,068,405)**	**($4,081,823)**	**($615,664)**
	Net Savings (Costs)	**$2,314,029**	**$7,287,032**	**$7,182,603**	**$7,069,522**	**$6,956,441**	**$30,809,627**	**($615,664)**

5 Year Savings	**$34,891,450**
5 Year Costs	**($4,697,487)**
Grand Total	**$30,193,963**

Chapter 1
GOVERNANCE AND LEADERSHIP

This chapter reviews the governance and leadership functions of the Alamo Community College District (ACCD) in the following sections:

A. Governance and Board Policies
B. Management and Organization
C. Planning
D. Institutional Policies
E. Legal Services

Effective governance and leadership in higher education is defined by the productive cooperation and interactions of the elected Board of Trustees, the chancellor and the staff of the institution. The board's role is one of policy development and approval ensuring that goals and objectives are set for academics and operations within the institution. Boards also approve the plans to implement those policies and provide the necessary funding to carry out the plans. The ability of community college boards to perform these duties effectively is often determined by their acknowledgement that the chancellor is responsible for policy implementation and the planning and execution of the day-to-day operations of the college.

The chancellor, as the chief executive officer of the institution, recommends staffing and resource requirements necessary to accomplish the board's goals and objectives. The chancellor is also responsible for reporting organizational performance information to the board and making sure that the institution is held accountable for meeting its performance goals. Institutional managers and staff are responsible for managing the day-to-day implementation of the policies and plans approved by the board and for recommending modifications to ensure that the institution operates efficiently and effectively and in accordance with its intended purpose.

BACKGROUND

ACCD is the 2nd largest community college in the state and the 10th largest in the nation, serving 48,984 students as of spring 2003 in four colleges: San Antonio College (SAC), Palo Alto College (PAC), St. Philip's College (St. Philip's) and Northwest Vista College (NVC). The four ACCD colleges are located on the southside, northwest, north central and eastside of San Antonio, the nation's 9th largest city with a population of 1.2 million, serving students in Bexar County as well as the surrounding counties of Atascosa, Bandera, Comal, Guadalupe, Kendall, Kerr and Wilson. Classes are also offered at East Kelly Air Force Base through St.

Philip's College's Southwest Campus, at Northeast Campus and additional off-campus locations including local businesses and military bases.

ACCD's oldest college, St. Philip's College, was founded in 1898 as a means of educating and training recently emancipated slaves. St. Philip's expanded from a small sewing class in a house located in the area known today as La Villita in downtown San Antonio. The school rapidly expanded its mission and grew to become a vital resource in the local African-American Community.

In September 1902, Miss Artemesia Bowden, a teacher and daughter of a former slave, assumed leadership of the school. Over the next 52 years, under the direction of Miss Bowden, St. Philip's underwent monumental transformations, evolving from a parochial day school to an industrial school and then to a fully accredited two-year college offering a diverse curriculum. Changes included a move in 1917 from the school's original site to its present location just east of downtown and an affiliation with San Antonio College and the San Antonio Independent School District (SAISD) in 1942.

San Antonio College was established as San Antonio Union Junior College in September 1925, under the supervision of the University of Texas. The following year, control of the college was transferred to the San Antonio Independent School District and the name was changed to San Antonio Junior College. Following passage of state legislation that authorized junior college districts, the San Antonio Union Junior College District was formed in 1945 and assumed control of San Antonio College and its sister college, St. Philip's Junior College, in 1946. In 1948, San Antonio Junior College changed its name to San Antonio College, and the college moved to its present location on San Pedro Avenue in 1951. In 1955, the Southern Association of Colleges and Schools granted accreditation to the college. In the late 1960s, San Antonio College became a comprehensive community college by expanding its offerings in occupational and technical courses and by assuming the SAISD's continuing education program. The name of the district was changed to San Antonio Community College District in 1978, and in 1982, the district changed its name to the Alamo Community College District.

The ACCD board established Palo Alto College on February 21, 1983, as an institution of higher learning for citizens in the south side of Bexar County, and was subsequently chartered by the Texas Legislature on March 19, 1983, as an open-admission, public, two-year college. Initial classes were held at various locations, including the Southwest Center of the ACCD, local high schools and military bases until the present day campus opened in January 1987. St. Philip's College grew again in 1987 when Southwest Campus, formerly part of East Kelly AFB, was

designated as an official campus of St. Philip's. The campus, which had operated as an ACCD extension since 1975, continues to serve both students and the business and industry community as a hub for technical training programs. New additions to St. Philip's include a multimillion dollar capital expansion in the early 1990s that added four major new building to the main campus. Other expansions included the opening of the Northeast Learning Center in 1996 and the completion of the Learning and Leadership Development Center in 1997. The Northeast Campus on Pat Booker Road is the most recent addition for both St. Philip's and San Antonio College.

Northwest Vista College was established in 1994 with a donation of approximately 112 acres in the northwest quadrant of San Antonio by World Savings and Loan Association. Prior to completion of the campus, the college's administrative offices were housed at ACCD's offices on Sheridan Street in downtown San Antonio. The college celebrated its grand opening in October 1999, with the completion of the learning center and the college commons. **Exhibit 1-1** shows the location and foundation year for each of ACCD's four colleges.

Exhibit 1-1
ACCD Colleges
2002-03

College	Year Founded	Location
St. Philip's College	1898	1801 Martin Luther King Dr. San Antonio, Texas 78203
San Antonio College	1925	1300 San Pedro Ave. San Antonio, Texas 78212
Palo Alto College	1983	1400 Villaret Blvd. San Antonio, Texas 78224
Northwest Vista College	1995	3535 N. Ellison Dr. San Antonio, Texas 78251

Source: ACCD, Web site www.accd.edu.

In October 2002, former Chancellor Bob Ramsey left the district after 10 years in that position. The chancellor's departure came on the heels of the indictment of two sitting board members and the former board chairman on corruption charges. Over the course of the past year, ACCD has suffered a wave of negative publicity in the local press regarding the ethical propriety of the board and administrative leadership. It was in this environment that Interim Chancellor Earnest Martinez took office on

October 24, 2002, after being selected by a board that saw three new members elected to its ranks in May 2002.

In April 2003, the board unanimously voted to appoint Dr. J. Parker Chesson, Jr. to replace Dr. Martinez as the interim chancellor after he resigned amid allegations of misconduct. Dr. Chesson began serving in the role of interim chancellor on April 23, 2003 until the permanent chancellor's position is filled. On June 17, 2003, the board unanimously nominated Dr. J. Terrence Kelly as ACCD's new chancellor and he is expected to take the reigns in September 2003.

Amidst this ongoing leadership change, the board is also experiencing continued controversies and criminal proceeding. The District 2 board member resigned in May 2003 and subsequently he and the indicted former board member entered into a plea bargain in conjunction with the October 2002 indictments. Another board member was convicted in July 2003 on charges including bribery and money laundering and was sentenced to 12 years in jail.

As of August 2003, all vacant board positions have been filled, while broader allegations continue to surface in the media and from the actual deposition of the architect who pled guilty to conspiracy to commit bribery charges for a $14.4 million construction contract.

Chapter 1
GOVERNANCE AND LEADERSHIP

A. GOVERNANCE AND BOARD POLICIES

The functions of the ACCD board can be divided into two broad areas. One of these areas is vision and goal setting, including determination of the long-range priorities and objectives for the district. To achieve this end, boards typically try to determine in what ways a college needs to improve in the next three, five or 10 years. Boards also typically assist with the development and approval of the mission statement of a college.

The second broad task area of the board is to provide policy and fiscal oversight and direction to the chancellor. This means that the board must ensure that public resources are used in accordance with policy and legal guidelines. To provide oversight in this area, boards are responsible for hiring, firing and evaluating the chancellor.Both of these areas of responsibilities are intended to ensure that the board and college prudently fulfill their responsibilities to the community.

ACCD's board consists of nine members, who are elected at large by place and serve six-year terms. Board elections are held every even-numbered year on the first Saturday in May. Three members each are elected in each even-number year on a rotating basis.

The members of ACCD's current board are listed in **Exhibit 1-2**.

Exhibit 1-2
Alamo Community College District
Board of Trustees
2002-03

Name	Title	Term Expires	Length of Service as of June 2003	Occupation
Dr. Gene Sprague, District 6	Chairperson	2006	9 years	Professor of Radiology
Luz Marie Prieto, District 1	Vice Chairperson	2004	5 years	Spanish Interpreter, Translator and Art Consultant
Vincent Lazaro,	Treasurer	2008	7 years	Attorney

District 3				
James A. Rindfuss, District 9	Secretary	2008	7 years	Attorney
*Denver McClendon, District 2	Member	2004	Newly Appointed	Real Estate Management
Marcelo S. Casillas, District 4	Member	2008	1 year	Insurance Agent
**Roberto Zarate, District 5	Member	2006	Newly Appointed	Public School Principal
Charles J. Connor, District 7	Member	2008	1 year	Retired General Contractor
Gareth "Gary" Beitzel, District 8	Member	2008	1 year	Retired Air Force

Source: ACCD, Board Member Interview, January 2003.
*Note: In July 2003, Denver McClendon replaced Donald McClure, Sr. who resigned in May 2003.
**Note: In August 2003, Roberto Zarate replaced Jesse H. Gonzales who resigned on July 11, 2003.

ACCD's 2002-03 board budget is presented in **Exhibit 1-3**.

Exhibit 1-3
Alamo Community College District
Board of Trustees' Budget
2002-03

Account Code	Description	Amount
40	Board Travel	$16,000
43	Phone Service	$4,000
46	General Expense	$16,000

Total		$36,000

Source: ACCD, Fiscal Affairs Department.

ACCD board meetings are held at 7:00 pm on the third Tuesday of each month at the George E. Killen Community Education and Service Center located at 201 W. Sheridan Street in San Antonio. Work sessions and special board meetings are convened as needed. Citizens can speak before the board for a maximum of three minutes as long as they have added their name to the agenda prior to the meeting. Board members do not take any actions on items or requests brought forth during the portion of the meeting when citizens speak.

District security personnel hand-deliver board members' agenda packets on the Thursday preceding the Tuesday meetings. These packets contain information compiled by staff to aid the board members in their understanding of any issue appearing on the agenda. These packets include background information on items that will be voted upon and any additional information requested by the board.

FINDING

ACCD's board does not have a process for self-monitoring and evaluation. As a result, the board continues its perceived history of complaint without correction, misstep without improvement and an inability to submit, receive and act upon constructive criticism.

ACCD policy section BBD (Legal) states that, "Each member of the institution's governing board shall attend during the member's first two years of service at least one training program seminar under this section." District policy also stipulates that mandatory training must include a two-day seminar in Austin conducted by staff from the Texas Higher Education Coordinating Board (THECB), the Office of the Comptroller of Public Accounts, the Office of the State Auditor and the Texas Ethics Commission. Required training includes the areas of budgeting, policy development and governance as well as a formal orientation session on the legal and budgetary oversight responsibilities of the board for all new members.

Board members could produce no evidence that they had completed the minimum number of training hours, nor were many aware of the requirement to do so. The most recently elected board members said that they had received only a cursory orientation to district operations. The district's current method of orientation consists of having each of the department heads and college presidents introduce themselves and briefly describe their department and introduce key personnel.

In addition, district policy is contradictory to district practice in describing the authority of board members to request and obtain information. Section BBE (Local), Individual Authority states that, "a board member as an individual shall have no authority over the District, its property or employees." The concept of no authority being placed in individual board members is reinforced in policy section BAA (Local), Board Powers, Duties and Responsibilities where it states that, "Individual board members have no official authority except when functioning as a member of the Board in an official meeting." However, a contradiction occurs further in section BBE (Local) when it states that, "Individual board members do have a right to seek information from district records and employees so long as they follow any relevant board policies in seeking that information." However, the district does not have any such formal policy or procedure governing the method and process of contact between board members and staff. In lieu of such a policy, board members assume individual authority to request information directly from staff and to issue directives to staff.

For example, one board member sent a letter directly to district staff requesting information and issuing directives on how to improve and manage departments to achieve greater operational efficiency. In addition to angering fellow board members, the trustee who authored the letter was told by legal counsel that such micromanagement led to misunderstandings among employees as to who was in charge of the daily operations of the district, the chancellor or the board members. It also then prompted the former chancellor to issue an edict to staff that they were to no longer provide any information to board members, which was perceived as a violation of policy since BBE (Local) states that individual board members have the right to request information if the request follows relevant policies in seeking the information.

Many ACCD staff members from the central office and all four colleges said that board members routinely contact them directly by phone to gather information or issue instructions for them to fulfill individual board prerogatives. The review team has also received copies of e-mails and letters sent from board members to central office staff and a call log from administrative staff enumerating the volume of calls placed by trustees directly to staff, without the chancellor's knowledge or approval.

Human Resource staff also reported being pressured by individual board members to reprimand or fire district employees. The board's misunderstanding of its roles and responsibilities also manifests itself in issues of potential conflict of interest, which are exacerbated by the fact that the board as a whole lacks a clear understanding of appropriate board conduct.

In addition, the indictments, criminal proceedings and July 2003 conviction of one board member on charges including bribery and money laundering provide evidence that ethical violations are a real concern for the community and staff. The board does not have an updated Code of Ethics.The board has also never received any ethics training concerning the administration of board powers and responsibilities. Board members have openly accused one another of the secret taping of private conversations, physical intimidation, political subversion and mental harassment. In interviews with the review team, they have also alleged other abuses of power.

According to both board members and administrative staff, the board's real and perceived ethical missteps have had a fiscal impact on the district. Because of all of the negative publicity generated in the local media as a result of board actions, the district cancelled a bond election citing possible rejection by the voters.

Some governing bodies in San Antonio have already begun ethics training and a review of how they can responsibly administer their duties. The City of San Antonio recently concluded an ethics task force that conducted a series of meetings to try and find ways the city could improve the conduct of the city council. Another group underwent a day-long training session with a local federal judge who led training on ethical conduct. The purpose of the session was to heighten the awareness of those in attendance as to what constituted ethical board conduct. Conducting ethics training may improve the awareness of board members of how to responsibly and fairly administer their duties. This allows them to review and update their policy manual as it relates to issues of ethics. A solid base of understanding will also help improve the manner in which the board members communicate and interact with one another.

Another process that has worked well in another community college system is used by Austin Community College (ACC). ACC's board members consistently evaluate the board's performance after each meeting. The board allocates time in the agenda at the end of each meeting and work session to review the meeting and critically evaluate what went right and what went wrong. After each regular meeting and work session, the chairperson asks each member to quickly assess how effectively they felt the meeting was managed and if they thought the objectives of the session were met. The agenda item is titled "Quick Meeting Review" and the chairperson allows each board member to give their candid evaluation of the meeting, rating the meeting on a scale of one to five, with five being the best. The review enables ACC's board members to critically review the board's performance in its meetings and improves the efficiency of board meetings and allows individual members to self-police. In fact, it is not

uncommon for an ACC board member to point out that someone may have crossed the line between policy and administration.

Many boards use a Code of Conduct to better define roles and responsibilities, to help the board function as an effective team, to create a mechanism for members to police their actions and to provide sanctions for those members not acting in a manner deemed beneficial to the education of students and the goals of the district. These Codes of Conduct often address four primary educational and ethical standards (**Exhibit 1-4**).

Exhibit 1-4
Sample Code of Conduct

Function	Standard
Governance	• Bring about desired changes through legal and ethical procedures, upholding and enforcing all laws, Texas Higher Education Coordinating Board rules and court orders pertaining to district policies and procedures. • Make decisions in terms of the educational welfare of all students in the district, regardless of ability, race, creed, sex or social standing. These decisions will place the needs of students above the wants of others. • Recognize that board must make decisions as a whole and make no personal promise or take private action that may compromise the board. All action should take place in an official board meeting. • Focus board action on policy making, goal setting, planning and evaluation and insist on regular and impartial evaluation of all staff. • Vote to appoint the best qualified personnel available after consideration of recommendations by the chancellor. • Delegate authority for the administration of the district to the chancellor. Board members will not engage in micromanagement.
Conduct	• Hold confidential all matters that, if disclosed, may have an impact on the district. Respect the confidentiality of information that is privileged under applicable law, including closed session agenda items. • Attend all regularly scheduled board meetings, arrive on time, and become informed concerning the issues to be considered at those meetings. • Make policy decisions only after full discussion at

	publicly held board meetings, render all decisions based on the available facts, and refuse to surrender judgment to individuals or special groups. • Refrain from using board position for personal or partisan gain. • Disagree in an agreeable manner. We will not hold grudges or question another board member's vote on an issue, but will respect other views and opinions. • Be firm, fair, just and impartial in all decisions and actions.
Communication	• Encourage the free expression of opinion by all board members. Make a good faith effort to understand and to accommodate the views of others. • Seek communication between the board and students, staff, and all elements of the community. • Communicate to fellow board members and the chancellor, at appropriate times, expression of public concerns. • The board chair shall make sure that persons addressing the board follow established guidelines.
Board Preparation	• Become informed about current educational issues and seek continuing education opportunities such as those sponsored by state and national higher education and community college board associations. • Disseminate pertinent information gained at training workshops and conventions with the chancellor and fellow board members.

Source: TSPR.

A sample of standard board operating procedures indicate how these standards are upheld by many boards on a daily basis. **Exhibit 1-5** provides a sampling of issues addressed by these procedures.

Exhibit 1-5
Sample of Standard Board Operating Procedures

Subjects Addressed	
• developing the board meeting agenda; • member conduct during board	• role and authority of board members and/or board officers;

meetings; • voting; • individual board member requests for information or reports; • citizen requests/complaints to individual board members; • employee requests/complaints to individual board members; • board members visit to colleges or campuses; • communications; • evaluation of the chancellor; • evaluation of the board; • criteria and process for selecting board officers;	• role of board executive session; • media inquiries to the board; • media inquiries to individual board members; • phone calls/letters; • response to signed letters; • required board member training; • addressing issues involving your own family; • reimbursable expenses; • reviewing standard board operating procedures; • campaigning for election or reelection; and • goal setting

Source: TSPR.

Using a Code of Conduct and Standard Operating Procedures often diminish interference between district leadership and management and improve a board's focus on continued improvement of the education of students.

Recommendation 1:

Develop a board Code of Conduct and enforce policy for board member training including participation in annual ethics training.

Members of the board should begin by developing a Code of Conduct or a mechanism of "self-censorship" that considers all applicable federal and state laws and guidelines regarding their roles and responsibilities. Establishing criteria for self-evaluation would allow for objective assessment of board member conduct, participation and performance with regard to accomplishing district objectives. Board members that are not participating regularly or who are performing contrary to district established goals would be subject to sanctions including additional training, counseling or suspension from the board.

Improvements to the orientation and training program of board members should include:

- developing a comprehensive orientation program for new board members introducing them to district operations;

- developing an "Open-house" program for board members whereby they will receive information about operations for each of the district's administrative offices;
- developing and documenting a process for tracking board member training hours; and
- establishing a process to conduct board ethics training.

Improvements to minimize the board's micromanagement should include:

- developing a policy governing communication procedures between the board and staff;
- requiring board members to report citizen complaints to the chancellor for review;
- providing orientation to district staff on protocols for communicating with board members; and
- reviewing and updating the policy manual governing the authority span of individual board members.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board directs the chancellor to create a strategy to give board members access to improved training and orientation opportunities including ethics training.	August - October 2003
2.	The board obtains and reviews sample board Codes of Conduct and standard board operating procedures.	September 2003
3.	The board reviews the obtained information as a group and develops a Code of Conduct for the ACCD board.	October 2003
4.	The board directs the chancellor to create a process to reconcile the inconsistencies between district policy and practice in the area of board information requests.	October - December 2003
5.	The chancellor presents drafts of the processes for training, orientation and board data requests to the board for review, comment and revision.	January 2004
6.	The board approves the processes and directs the chancellor to provide the board with updates on the implementation of the processes.	February 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The absence of trust among board members has hampered communication, resulted in an adversarial relationship between board members and has diminished the overall effectiveness of the board as a corporate body. Over the course of the past year, media reports that three ACCD former or current board members have been criminally indicted, furthering the feeling among board members that some of them may have ulterior motives and personal agendas that have been placed above the general welfare of the district.

Moreover, in 2002, one board member filed a police report alleging harassment and physical intimidation from a colleague on the board, while another board member told the review team that they seriously considered doing the same because this member has at times felt physically threatened by the actions of another member of the board. These two board members continue to have a strained and confrontational relationship with the aforementioned board member.

In 2001, a board member resigned allegedly due to the handling of the former chancellor's contract extension. Several of the most recently elected board members have also said that they have been cautioned by their colleagues to choose their words carefully around another board member because that conversation might be misrepresented later.

The board reportedly has a history of division as evidenced by numerous five to four votes and the acknowledgement by all board members interviewed that trustees frequently form political allegiances to block and subvert the efforts of rival board members. For example in March 2003 after the former interim chancellor was audited on alleged policy violations, the board cast a split vote of five to four to support him. Another board member said that he literally cannot get into contact with two other board members. These same board members refused to respond to numerous calls and e-mails by the review team seeking interviews.

The SAC newspaper, *The Ranger,* has chronicled and quoted board members and administrators reflecting their mistrust of one another. In addition, the *San Antonio Express-News* published four articles between February 20 and March 7, 2003, including an editorial that described the problems of leadership and mistrust permeating the district. In June 2003, the *San Antonio Express-New*s reported that the former District 2 board member and the former board chairman did not completely trust each other yet agreed to testify against the District 5 board member later convicted and sentenced to 12 years in July 2003.

The majority of board members interviewed by the review team said that the board has significant work to do to overcome the internal and external lack of trust and to improve communication. The board members

interviewed were also uniform in speculating to the review team that the basis for the mistrust stems from ACCD's penchant for forming divisive political alliances and the suspicion among board members that some members may have pursued conflicting interests while on board.

Many elected boards also use team-building sessions and consulting services provided by trained facilitators to understand each other's differences, build trust and establish a cohesive governance team that works together as a unit to achieve the overall goals of a college or district. These facilitated sessions and services frequently address conflict resolution strategies and communication training. At the extreme end of the spectrum in conflict resolution is the decision to reconstitute. In effect, in this situation board members reapply for their positions or petition through the appropriate channels for re-election.

Recommendation 2:

Hire a facilitator to conduct conflict resolution and communication training.

A basic element of trust and mutual respect is a critical element of success for board members charged with the responsibility of leading an organization as large and complex as ACCD. To improve the level of trust between board members, the board should conduct an internal retreat, moderated by an independent facilitator, to create strategies and to resolve lingering issues of distrust between members. This retreat should also focus on creating ways to ensure the solidity of future relationships between board members. The facilitator should prepare an agenda for the board's review and secure an amenable time, date and on-site location for the retreat.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board directs the chancellor to hire an independent facilitator and coordinate an on-site retreat to resolve issues of distrust and poor communication.	August 2003
2.	The chancellor hires an independent facilitator who then suggests a date, time and on-site location for the retreat and presents a proposed agenda to the board for review.	August 2003
3.	The board reviews and approves the proposed agenda and coordination for the on-site retreat pending their comment and suggestions for revision.	September 2003
4.	The board engages in the on-site retreat.	October 2003
5.	The board implements the strategies developed at the retreat.	October 2003

		and Ongoing

FISCAL IMPACT

This fiscal impact assumes an experienced mediator will cost $4,000 per session, which was determined by contacting the membership of the Association of Attorney-Mediators. ACCD should budget for at least two sessions to take place within the first year ($4,000 x 2 sessions = $8,000) and two follow-up sessions for the second year of implementation. The board has a $16,000 general fund allocation for 2002-03, a portion of which is eligible to use for board training and the anticipation of another allocation in 2003-04 for similar use.

Recommendation	2003-04	2004-05	2005-06	2007-08	2006-07
Hire a facilitator to conduct conflict resolution and communication training.	($8,000)	($8,000)	$0	$0	$0

FINDING

The board is not always provided sufficient and timely information with which to make decisions. Multiple trustees told the review team that there have been several times they have been on the dais and asked to vote on material without the benefit of all available information. For example, one board member cited the fact that they were asked to approve an 83-page audit report that was only presented to them five minutes before the commencement of the meeting.

Board members said they have not had any opportunity to create a template of data to be included in all reports that come before the board. Also, the district does not have a policy specifying the type of data they need or a time frame in which the information is needed. In some organizations, for example, board policy requires that major proposals must be heard at two consecutive meetings prior to a vote being taken to ensure that public input is heard and the board's knowledge of the issue is improved. One board member summed it up by saying, "The agenda packet does not always contain all of the information that we need to know, and sometimes there is information that is lacking. We have not had any opportunity to weigh in on what the executive reports should look like." According to district staff responsible for compiling the agendas, the problem of information is exacerbated by board members who do not adhere to ACCD Policy BD (Local), which requires the signatures of three board members in order to place to an item on the agenda. For example, on April 11, 2003, a board member called the interim board liaison via telephone to have an item added to the agenda despite the fact that he did

not have the requisite three signatures needed to do so. This call caused the production of the agenda to be delayed in addition to the fact that no informational material was included to support the newly added item.

To combat or minimize the likelihood of board members making decisions without having considered all of the facts, many organizations have rules concerning when items can be voted upon, what information must be presented to the board members for their review and how that information is presented. For example, Austin Community College (ACC) maintains a policy that, barring an emergency, no item can be voted on for approval the first time that it is brought before the board. This policy allows board members and the public an opportunity to become familiarized with the item under consideration and also affords them time to ask questions, get additional information and review any data that has been presented at the initial presentation.

To further ensure that items awaiting a board decision will be rigorously reviewed, the ACC Board also holds a board workshop once a month. No items are voted upon at this meeting, and the session is only intended to provide board members with an opportunity to discuss an item, request additional information and review any previously submitted documentation. Many also include a first reading of any new or changed policies during an open meeting.

Other institutions also employ a calendar of review that lists all of the reports, evaluations and items requiring board action on an annual calendar. This allows both board members and staff to be aware of when to expect a presentation on an item and gives them plenty of advance opportunity to request additional documentation.

In addition to having a policy that no item may be voted upon the first time that it is presented, the City of San Antonio's City Council maintains rules that govern how staff must present information being reviewed by the council. The city maintains a template of information for which all items brought before the council must provide information. This information includes who in the organization has already reviewed the item if it has been approved, the current and projected fiscal impact, how it affects other policy areas and who will maintain oversight for the item's implementation.

Recommendation 3:

Develop formal board polices governing the presentation of information attached to agenda items.

These policies will increase the likelihood of the board making data-driven decisions and should include the following measures:

- Institute a practice of having board workshop sessions to review items on the upcoming agenda.
- Adopt a policy mandating that no item can be voted on the first time that it is presented to the board.
- Create a board-approved template containing critical information to accompany any item being presented to the board.
- Create an annual calendar of reports and evaluations to the board, which will detail what reports and the evaluations the board can expect and when they can be expected.

The template should be included in the board's agenda packet and contain detailed information such as fiscal impacts, expected benefits of enactment, links to and projected impact upon existing policies, the signatures of district personnel who have reviewed the item, including their endorsement or rejection of the item, a listing of who will be accountable for implementation of the item should it be approved and the results of any previously conducted evaluations on the item.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board directs the chancellor to create a draft of policy template to include a fiscal impact, the benefit of enactment, links to and the projected impact upon existing policies, listing of persons accountable for implementation and schedule for evaluation.	September 2003
2.	The board directs the chancellor to create a draft of policy mandating that no policy can be voted upon without a first reading at an open session board meeting.	September 2003
3.	The superintendent presents the draft policy regarding a first reading at an open session to the board at its regular meeting for review and adoption.	October 2003
4.	The board directs the chancellor to develop a policy mandating that the board meet in non-voting work sessions to be held monthly.	October 2003
5.	The chancellor presents a draft of all items requested by the board at the board meeting for their review, revision and discussion.	December 2003
6.	The chancellor makes any necessary corrections to the drafted documents and presents them to the board for approval.	January 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 1
GOVERNANCE AND LEADERSHIP

B. MANAGEMENT AND ORGANIZATION

ACCD is led by the interim chancellor, whose executive leadership consists of the presidents of each of the four colleges. Though this group is supposed to meet once every two weeks, the college presidents report that they have met at a rate much less than this due to a frequent cancellation of meetings. When the meetings do occur, they are intended to allow the presidents and chancellor to discuss issues facing the district and how they may be best overcome. However, the district's various directors meet with the chancellor as needed to discuss items relevant to their area.

ACCD is structured so that the central administrative office coordinates and facilitates the operations of the four colleges. Accordingly, the district attempts to maintain central control over human resources, strategic planning, purchasing, facilities, information technology, public safety, fiscal affairs and student financial services.

FINDING

ACCD's central organizational structure does not provide logical alignment in all areas, adequate expertise or oversight for key functional areas of the district's operations and contains overlapping functions, roles and duties. ACCD's organization structure as of May 1, 2003, and approved by the board is presented in **Exhibit 1-6**.

Exhibit 1-6
ACCD Organization Structure
Effective April 2003
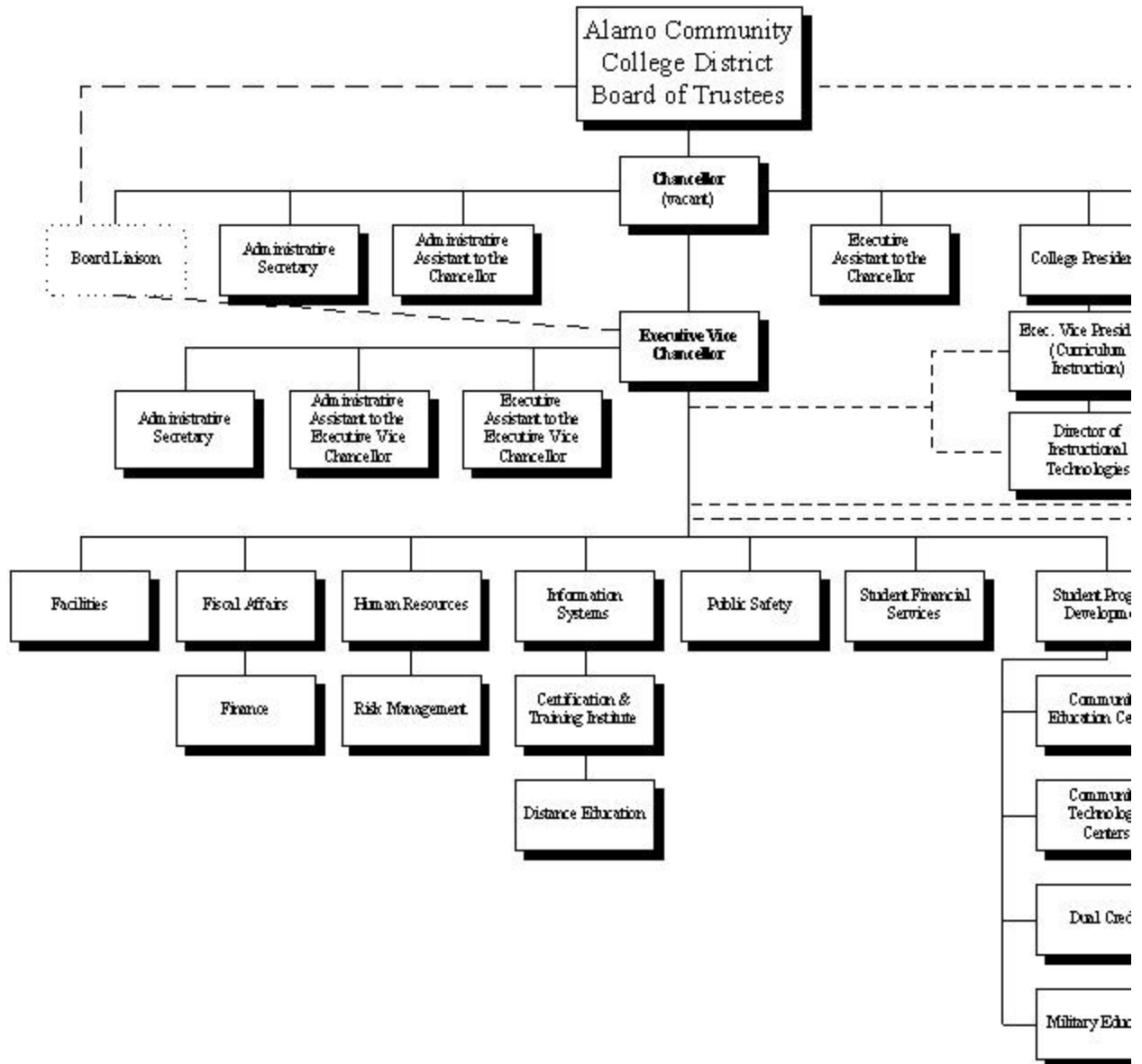
Source: ACCD, chancellor's Office.

While not reflected in the district's latest submitted organization chart, as of May 19, 2003 the new interim chancellor added the position of assistant to the chancellor, Special Projects and filled the position with a staff member who had served in this same capacity previously. Several staff changes also occurred to the executive assistant to the chancellor and the administrative secretary's positions.

ACCD aligns too many roles and responsibilities under some areas and groups functions together that have no similarities. For example, the Risk Management function currently resides under the Human Resources Department and has been moved between that department and the Fiscal

Affairs Department several times since 2001. In October 2002, the former interim chancellor reassigned the chief budget officer and the budget officer's assistant from Fiscal Affairs to the executive vice chancellor's office. The director Fiscal Affairs is responsible for compiling the district's budget, however the chief budget officer is reporting directly to the interim chancellor, causing communication problems for the director Fiscal Affairs.

In November 2002, the district commissioned a study resulting in a proposed reorganization of the districtwide business functions and activities. The study recommended that the district create two new vice chancellor positions that report to the chancellor - the vice chancellor for Business Affairs and the vice chancellor for Educational Affairs. The district did not implement either of these proposed positions; however, the interim chancellor has already expressed a desire to affect these changes. Additionally, ACCD is the only district of three of its peers with a direct reporting relationship between the chancellor and the Purchasing Department.

The district's organizational structure also allows for duplication of effort. Several roles and responsibilities between the Information Technology Departments at each college and the district's centralized Information Systems Department overlap. Similarly, the Americans with Disabilities' coordinator in the Human Resources Department performs duplicative duties with Human Resource representatives.

A review of the organization, as presented in **Exhibit 1-7**, also shows that three administrative positions report directly to the chancellor and three also report to the executive vice chancellor. The job descriptions of the positions indicate overlap in job duties between the administrative assistant to the chancellor and executive vice chancellor and the administrative secretary. **Exhibit 1-7** presents the duties of both positions.

Exhibit 1-7
Comparison of Job Duties for the Administrative Secretary and the Administrative Assistant to the Chancellor and Executive Vice Chancellor

Essential Job Duties	
Administrative Secretary	*Administrative Assistant to the Chancellor*
• Compose/prepare documents. Conduct research/prepare basic information on own	• Compose, assemble and prepare documents for the chancellor's signature to include highly confidential

initiative. Gather/review/compile information from all lower units. • Handle/review/confirm travel plans/documents for all departments/subunits. Coordinate arrangements/budget of travel plans between travel agent and college. • Make appointments; provide specialized information to visitors and callers. May handle administrative matters following policy in supervisor's absence or to relieve supervisor. • Perform bookkeeping duties/maintain departmental budget. Work with vendors and accounting personnel on discrepancies. Review budget documents of all departments/subunits. Track necessary transfer of funds, recommend needed funds for planning purposes. May attend budget meetings for supervisor. Provide budget assistance to supervisor and subunits.	and/or complex materials, forms, reports, manuscripts, grant proposals, etc. • Schedule/coordinate all meetings, appointments, conferences, and travel for the Chancellor. Maintain calendar to preclude/resolve conflicting appointments. • Receive calls/correspondence directed to the Chancellor and screen/redirect to office of primary responsibility as appropriate; assist callers/visitors whenever possible following established policies and procedures and within authorized limits. Maintain log on receipt and disposition of legal documents such as service notices, subpoenas, production requests, etc. • Assist in the maintenance and preparation of budget(s) and perform complex accounting procedures. Work with district administrators, vendors and accounting personnel on budget matters. Resolve problems.
• Establish/implement department/division procedures with little supervisory input; serve as group leader for other clerical employees in department/division; review work for accuracy, return for changes, train others; serve as resource person to professionals in department/division. • Order/maintain supplies; research/recommend purchases/input requisitions for supervisor's accounts and any	• Answer inquiries, follow up on routine activities, and respond to problems or complaints without supervision based on standard practices and procedures. Communicate relevant information to the chancellor and/or appropriate individuals as needed. • Manage and coordinate the administrative functions within the offices of the

subunit without a CUFS-authorized employee; track inventory and keep related files. • Supervise temporary or regular clerical staff (recommend for hire, train, delegate work, motivate, recommend discipline and/or termination). Produce division semester schedule or other complex schedules. Work with printer to ensure accurate/timely production. • Set up/maintain numerous complex/confidential files; deal with serious matters (like enforced scholastic withdrawals, grievances, lawsuits). • Make meeting/event arrangements. Prepare invitations/receive replies. • Process district forms (payment requests, PARs, work orders, time logs); prepare/verify board materials; may process/verify payroll documents for faculty and/or staff; review and/or compile same information from subunits.	chancellor and executive vice chancellor. Address and resolve routine office matters and supply and equipment needs. • Prepare agendas; attend meetings; take and transcribe minutes. Assist with interpretation of policy to faculty, staff, students, and visitors and serve as a resource for the institution. • Establish and maintain effective working relationships with chancellor's staff, officials, and the general public. • Regulate flow of correspondence, forms, and other documents to/from Executive offices, ensuring proper coordination/approvals. • Supervise and/or serve as a leader or resource person for other support staff members within Executive offices to include hiring, training, terminating, etc. • Serve as liaison between the board, the chancellor, the institution and the community.

Source: ACCD, Human Resources Department.

Exhibit 1-7 shows overlap between the two positions in the areas of document composition, meeting preparation and coordination, call and appointment reception, bookkeeping and office supply management. In addition, none of the respondent peer college districts had more than two administrative personnel reporting to the chancellor, whereas ACCD currently has four.

In a proactive move, the new interim chancellor expressed a desire to logically have centralized positions aligned and a willingness to

reorganize departmental functions, such as returning Risk Management to Fiscal Affairs.

Many colleges and districts ensure the roles and responsibilities associated with the financial, human resources, technological and operational aspects of day-to-day business functions are accordingly separated, logically aligned and maximize staff therefore eliminating any duplication of effort.

Recommendation 4:

Reorganize the central administration.

To accomplish this task, proposed reorganizations as addressed in pertinent chapters of this report should accomplish needed grouping of roles and responsibilities as well as eliminate duplicative functions and overlapping duties performed by more than one staff member.

These changes are briefly summarized below and discussed in detail in subsequent chapters of the report.

First, the proposed reorganization includes realigning the Risk Management function from the Human Resources Department to the Fiscal Affairs Department and includes filling the vacant Risk manager's position. Additionally, the district should compress the duties of the controller and assistant controller in the Fiscal Affairs Department into a single position.

The district should also eliminate two administrative positions at the district level and compress the duties of the executive assistant to the chancellor and the administrative assistant to the executive vice chancellor.

Further, the district should replace the director of Instructional Technologies with a chief Information Officer and consolidate the college Information Systems Departments with the district's Information Technology Department to achieve a streamlined and more service-oriented department. This would also include the elimination of several administrative and technological positions.

In the Human Resources Department, the district should eliminate the Americans with Disabilities (ADA) coordinator's position. Oversight of accommodations will remain with the Human Resources representatives, who already duplicate many of the functions performed by the ADA coordinator.

The reorganization also includes elimination of the public Information Officers at PAC and St. Philip's, as well as PAC's Outreach Service specialist. In addition, the NVC recruiter and the PAC Web site specialist should be reassigned to the appropriate departments.

The district should also hire an investment consultant and full-time cashiers for both PAC and NVC. The district should also hire two in-house attorneys and a legal secretary

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The interim chancellor reviews recommended organizational changes, both additions and deletions, with input from the college presidents.	September 2003
2.	The interim chancellor directs the director of Human Resources to prepare and submit job descriptions for the newly created positions.	October 2003
3.	The interim chancellor informs executive administration and the college presidents of plans to eliminate the positions and schedules meetings of notification with the affected individuals.	October 2003
4.	The interim chancellor reviews the job descriptions and requests board approval for the reorganization, including adding and eliminating positions.	November 2003
5.	The board approves the reorganization.	December 2003
6.	The interim chancellor begins implementation, ensures meetings of notification with the affected individuals are scheduled and informs all staff of the districtwide changes.	December 2003

FISCAL IMPACT

All associated costs or savings relating to added or deleted positions are discussed in the appropriate chapters.

FINDING

Although ACCD is organized as a district neither central administrators nor college administrators function as a cohesive unit. As a result, ACCD does not consistently communicate nor plan between colleges and central administration. Currently, the only formal and consistent opportunity for planning and communication between the colleges and central administration comes in the form of bi-weekly executive team meetings, which are comprised of the chancellor and each of the four college

presidents. However, these meetings are not solely dedicated to the task of addressing issues of planning and coordination between the colleges and districtwide issues. It should also be noted that the review tram was told these bi-weekly meetings are frequently cancelled.

Each of the four colleges undergo a separate process to create and develop their own strategic plan, goals and objectives. While these plans are supposed to link to a unifying central office plan, operating under this assumption means that college staff are not given opportunities to meet and create solutions to problems that span different colleges or take advantage of practices that may be occurring at one college that can be duplicated districtwide. The lack of consistent communication and collaboration between the district's central office and the colleges has also resulted in the duplication of services and an adversarial relationship between the central office and each of the district's four colleges. Among the most pervasive themes brought to bear throughout the review team's interviews and focus groups with staff at the college and central office levels was the adversarial nature of the relationship between the central office and the colleges. Several college-level personnel, from the presidents to faculty and campus administrators, cited difficulties with the districtwide Human Resources, Information Technology, Purchasing and Finance Departments. One college administrator said, "The central office people approach every request from the standpoint that they are going to say no and then make you jump through every obstacle and hoop they possibly can to delay the process."

For example, an administrator from Palo Alto College said that after requesting additional adjunct faculty in 2002 from the Human Resources Department and not receiving any candidates after several months, the college circumvented the Human Resource Department's normal hiring and approval process, and the president sponsored, organized and managed an adjunct faculty fair. The college was afraid that it would not have an adequate number of adjunct faculty to offer scheduled classes and advertised the fair in the *San Antonio Express-News*, the major daily newspaper for the metropolitan area. Through this fair, the college acquired the needed adjunct personnel, and when asked if the fair represented an unnecessary duplication of service, an executive administrator at Palo Alto said, "This would be a duplication of service except that since Human Resources was not doing it, then it really was not a duplication." Staff at all levels expressed similar frustration in terms of time or inconvenience with other departments at the central office level.

Conversely, one district administrator said that, "the colleges are here to serve the district offices." The central office directors interviewed by the review team acknowledged that the relationship between the district offices and the colleges could be greatly improved. They also

acknowledged the fact that time delays exist and are a considerable source of consternation on both sides. However, the central office staff assert that the reasons for the delays have less to do with their unwillingness to work with the colleges and more to do with the colleges' inability to learn and adhere to procedure. One district director told the review team, "The colleges complain a lot about the process, but they don't take the time to learn the process. For example, they are always talking about Human Resources and Purchasing, but sometimes a document will have been filled out wrong on their end or be awaiting some action on their part and they think that we are being bureaucratic." Other directors echoed this sentiment and the underlying theme that the problem is a lack of understanding of the process and restraints on the part of the colleges. Some of these restraints are also political at times. A district director also said that individual board members have directed them not to fulfill some college requests.

Both administrators and staff at each of the four colleges said each institution is fundamentally different and unique with different and individual student profiles, community needs, history, goals and objectives. This view was held not only by each of the four college presidents interviewed by members of the review team, but also by the focus groups of full- and part-time faculty and business and community members and employee groups. Given this perspective, one president stated, "If you look at the culture of the colleges, you will see that these are very separate colleges. The presidents here really are in charge. In this respect, we function more like a university. I think that the layer of having a centralized office goes against our historical culture."

Problems that arise at the college level are seen by their stakeholders as individual issues pertinent only to one institution with solutions that must come from and be tailored exclusively to that entity. As a result of this perspective, the colleges have experienced difficulty in communication, coordination and planning, which has resulted in a number of unintended consequences. For example, the director of Human Resources told the review team about several cases of individuals who were in the process of being removed from one college but were also in the process of being hired at another. One president echoed this sentiment in saying that the college frequently recycles low-performing staff due to breakdowns in communication. Faculty and staff told the review team during focus group sessions that students who have attempted to transfer between colleges have been faced with long delays, due to problems relaying student information from one campus to another and inconsistencies arising from having the same class with a different title at each school.

Best practices suggest not only formally recognizing adversarial relationships but forming a collaborative process to mend the broken

fences. Steps in this process often include orientation sessions regarding processes and procedures for both sides, including representatives from both sides in problem-solving and conflict resolution for recurring problems, holding retreats to foster collaboration and communication and the use of surveys to gauge communicative efforts.

One way multi-campus colleges facilitate productive communication and planning is to create inter-college work teams and charge them with the task of identifying and solving problems that commonly and uniquely affect each campus. These inter-college work teams often provide scheduled opportunities for staff to meet and resolve issues of system or process integration in areas pertinent to their expertise.

Recommendation 5:

**Conduct an annual retreat with central and college administrators and create
inter-college work teams to identify, address and resolve issues of mutual concern.**

The district should conduct an annual retreat to improve the relationship between both central and college administrators. These teams, structured by disciplinary fields and coordinated centrally, should meet as needed at a rate of no less than once a month. For example, the registrar personnel from each college will comprise one team as would staff in technology, planning, student services, human resources and so forth. These teams should meet to inventory how the services offered to students in their respective area can be improved through greater and more consistent communication. The focus of the teams should be on problem solving and implementation, which will allow those with the most contact with students and their concerns to be those most directly responsible for innovation service improvement.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor directs the college presidents to establish inter-college work teams and designate members with the cooperation and input of department heads and the college vice-presidents.	September 2003
2.	The college presidents direct the established work teams to conduct an initial meeting, prioritize their most pressing issues, develop a meeting schedule and conduct research on successful strategies to address identified issues.	October 2003 and Ongoing
3.	The chancellor works with college presidents and selected department heads in developing an agenda for the retreat.	October 2003

4.	The interim chancellor engages a facilitator, schedules the retreat and communicates the mutually agreed upon date, time and location to the college presidents, department heads and appropriate staff.	November 2003
5.	The facilitator conducts the retreat between central and college administration.	December 2003
6.	The interim chancellor selects an administrative member to receive facilitation and communication training and directs Human Resource staff to ensure the person receives the appropriate training.	December 2003 - June 2004
7.	The inter-college work teams report progress to the chancellor and the college presidents on a quarterly basis.	January 2004 and Ongoing Quarterly
8.	The chancellor ensures the retreat is held on an annual basis.	September 2004 and Ongoing Annually

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 1
GOVERNANCE AND LEADERSHIP

C. PLANNING

State law and accrediting bodies such as the Southern Association of Colleges and Schools (SACS) require institutions to ensure that careful planning and evaluation occurs at the campus and college level. A college with a strategic plan that has received broad-based input and has well-defined goals will be better able to attain state and SACS standards in respect to its academic programs. Evaluation of a college's academic and workforce development programs allows the board and administrators to gauge the success of each program by determining if key objectives and results were obtained and the benefits merit the costs. Planned programmatic changes can then be made based on those results.

FINDING

ACCD's colleges have a useful and productive strategic planning process. In 1999, the strategic planning process of San Antonio College was commended by the Texas Higher Education Coordinating Board during their review of the college. San Antonio College's Office of Institutional Effectiveness coordinates the planning process. This office houses the institutional effectiveness steering committee, which is chaired by the college's vice-president and comprised of 24 members including college deans, faculty representatives, adjunct faculty representatives and college staff representatives, as well as the head of the department. This committee reviews data compiled by the office of institutional effectiveness regarding each of the college's departmental unit plans. Based upon these unit plans and their deliberations as representatives of their respective groups, the steering committee formulates the college's goals and objectives that will support the goals and objectives of the overall district strategic plan. The departmental units then devise action plans to meet these objectives. The success of the action plans in meeting these identified objectives is measured by the annual Progress and Achievement report, or PAR, which is monitored by the steering committee. The steering committee uses the PAR to specify which of the goals and objectives for any given year were complete or incomplete. The steering committee then makes recommendations on what course of action should be taken to improve the status of incomplete objectives. These recommendations are submitted to the college council. Each iteration of the plan for the last five years is online at the Office of Institutional Effectiveness' Web site.

At Palo Alto College, which was also commended by SACS, the Strategic Planning Councils guides development of the college's strategic plan. The college president leads the council which consists of the executive vice-president, deans, director of Institutional Advancement, Planning and Development, a senior statistical specialist, three instructional department chairs, five department directors, the president and vice-president of the faculty senate, president of the Staff Council, a representative of counseling and two students. The council is responsible for setting the strategic goals and objectives for the college, and the individual departments are then responsible for setting the action steps and performance measures needed to reach those goals through the development of their individual unit plans.

The Institutional Effectiveness Council monitors the implementation and accomplishment of the unit plans by reviewing individual unit plans and ensuring that they are supportive of both the college and district strategic objectives. Therefore, the unit plans specify not only how their action plans will result in the accomplishment of the goals and objectives, but also what resources are needed to bring the action plans to fruition. The Resource Allocation Council, comprised of the unit directors, department chairs, deans, vice-presidents and the president, then prioritizes any requests for resources. In 2002, the SACS review team for accreditation did not make any recommendations for improvement of the strategic plan or the strategic planning process. The college also maintains a copy of the plan online at the Office of Institutional Effectiveness' Web site.

COMMENDATION

Individual ACCD colleges use councils with diverse representation to collaboratively develop effective college strategic plans.

FINDING

Although individual colleges develop strategic plans, the district does not have an effective districtwide strategic planning process or long-range plan linked to the budget to effectively identify and manage its strengths, weaknesses and opportunities for improvement. The district has a Strategic Planning Committee comprised of representatives from each of the four colleges and the central offices and is responsible for identifying and prioritizing the mission, goals and objectives of the strategic plan. **Exhibit 1-8** depicts the priorities of the district's strategic plan for 2001 through 2004 and was last updated in September 2001.

Exhibit 1-8
ACCD Strategic Plan Priorities
2001 through 2004

Strategic Initiative Number	Initiative
Strategic Initiative 1	The Alamo Community College District will nurture a student-oriented environment.
Strategic Initiative 2	The Alamo Community College District will increase its presence in Bexar and surrounding counties.
Strategic Initiative 3	The Alamo Community College District will provide and effectively use applicable state-of-the-art technology to fulfill its mission.
Strategic Initiative 4	Using measures of effectiveness to ensure continuous improvement, the colleges of the Alamo Community College District will provide relevant educational programs, comprehensive student support systems, and effective systems to facilitate learning consistent with the needs of their designated service area.
Strategic Initiative 5	By September 2003, within a semester, student retention rates will be 92 percent.

Source: ACCD, Strategic Plan.

Between 1995 and 2000, the district's Strategic Planning Committee was active. One of the college's director of Planning said that the board does not identify the direction that the district is going. Until 2001-02, the board was unaware of the strategic plan. The board chair said there is no plan to update the strategic plan.

These strategic planning priorities are not linked to the budgeting process. Each individual college is expected to link its campus plan to the overall ACCD plan before it is brought before the board for comment and approval. Additionally, the plan is broadly written and does not provide substantive direction to each of the colleges.

The board does not have an opportunity to shape the strategic plan by setting the vision, mission and priorities of the district. This is due to the fact that the board does not receive the plan until district staff has already drafted it. Several of the board members interviewed by the review team said that their participation in the strategic planning process has been limited to reviewing the completed document. Once it is brought for their formal review at the board meeting, they are left to make only minor edits and suggestions. Board members also said this encumbers their ability to fulfill their duty to be proper financial stewards of the district, since they have no meaningful input into the activities that drive the overall budget. Board members also do not have any means of gauging the effectiveness of the strategic plan from one year to the next so that they can recommend

any appropriate corrective action. This is because they do not receive regular updates and reports on the plan activities at either the district or college level.

Each of the strategic objectives in the district's strategic plan has dates of proposed completion. For example, objective 1.1.01 states that by "September 2002 each of the academic years 95 percent of all district employees will participate in at least one activity related to increasing staff, faculty and administrative productivity." However, the plan does not delineate any performance measures or means of checking on the district's progress towards that goal.

To improve their ability to monitor the accomplishment of strategic planning objectives, some community college districts may elect to conduct regular updates of the strategic plan in accordance to a published scheduled of review.

Recommendation 6:

Implement a formal districtwide strategic planning process guided by the board's vision.

This process must include board input, setting measurable performance measures and creating a system of consistent reporting. To accomplish this task the district should consider:

- providing the board with regular updates on the progress of the college and district strategic plans;
- creating a means for the board to set the strategic vision and objectives of the plan; and
- including annual performance measures to the plan to allow the district to measure its progress in accomplishing the objectives of the strategic plan.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor directs the district's Strategic Planning Committee to draft an updated strategic planning and evaluation process.	September - October 2003
2.	The chairman of the Strategic Planning Committee presents the draft of the updated strategic planning process to the chancellor and the board.	November 2003
3.	The chancellor and the board review the process, provide input and make necessary revisions and changes.	December 2003

4.	The Strategic Planning Committee updates the process based upon board and chancellor input and presents the updated version to the board for their final approval.	January 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

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D. INSTITUTIONAL POLICIES

Community college districts must have policies and administrative procedures that guide the college's operation. Institutional policies and procedures typically cover all major operations of the district and are formally disseminated to operating and administrative departments throughout the district.

The district is in the midst of a policy update process. The process is functioning by having the chancellor's staff work with the district's attorney to review and update each of the policies in the district's policy manual. To accomplish this task, the attorney and staff solicit input from relevant stakeholders, such as the department heads or college staff, to get their input on how the policy can be strengthened and updated. Based in part on this input, the policy is amended.

FINDING

While the board's primary role is setting policy, the district's current policies are vague and sometimes conflicting. Board members said that policies must be strengthened to mitigate the potential for conflicts of interest. For example, unlike the City of San Antonio and Bexar County, the district currently lacks a policy to forbid a respondent from discussions with any board member or staff until the issue has been decided. The district also does not require bidders to sign affidavits signifying that they will not have contact with staff in an attempt to subvert the legitimacy of the request for proposal process. Board members are also not excluded from voting on contracts from agents from whom they have received campaign contributions. The board does not have a policy to prevent them from voting and approving something the first time they see it, and though they operate as a committee of the whole, not every issue is fully discussed by the board before it is presented for a vote.

A major weakness of the district's policies can be found in the fact that they do not actually provide direction to the actions of district personnel. Several high level administrators including the former interim chancellor said that for all intents and purposes, the district does not have a complete set of policies and procedures. Said the interim chancellor, "We need a complete set of polices and procedures. We don't have that now." Several board members said that their colleagues on the board know little of what is actually contained in the policy manual, and none of the review team's interviews and focus groups with staff reflected a clear understanding of

the current district policies or how to gain such an understanding. Much of this is attributable to the sheer size of the document, which is approximately 650 pages. Also, the relevance of the document has been questioned by many interviewed by the review team who noted that many of the polices contained in the document had not been updated since 1992.

In recognition of the need to improve the policy manual, the district is currently undergoing a policy-updating process, whereby a member of the administration has been charged with working with the district's attorney to update each of the policies. However, this process is not inclusive of all pertinent administrative staff, department heads and board members. Staff said that this will be a lengthy and arduous process for the staff member assigned to lead this project due to the sheer volume of the document.

Some community colleges have adopted the John Carver Policy Governance Model, or governing models predicated on the primary principles of Carver, which dictates that boards must retain the ultimate accountability for the happenings of the organization. In a community college, this accountability is managed by setting policy and supervising the chancellor. To facilitate the ease and clarity with which boards manage policy, some institutions go through a policy compression process, which serves three primary purposes. First, it allows the district to comprehensively review its policy manual for accuracy and relevance and rid itself of policies that should not be in the manual. This process often results in a significant reduction in size of the overall policy guide. Second, the institution is permitted to rigorously review which activities should be under the supervision of the board and which should be handled administratively, which goes to support the third purpose of this exercise. Third, the process serves as an indoctrination for both board members and administrative staff as to the proper roles of each and helps lessen likelihood of deviation from policy as a result of lack of understanding of those polices. These steps help boards strengthen and update policies and also lessen the likelihood of their being manipulated. **Exhibit 1-9** depicts the steps of an example policy consolidation process.

Exhibit 1-9
Sample Policy Consolidation Process

Step	Action
1	Group existing policies into policy categories such as: Board Operations, Central Administration Operations, Instruction, Planning and Evaluation, Personnel, Budgeting.
2	Specify which polices should be placed in the categories of step one and which should be left to be governed by administrative rule.

3	Repeal any policy that has been specified to be under administrative rule and allow its implementation to be administered by the chancellor.
4	Adopt a policy that will mandate a process by which the board will receive regular updates and evaluations on policy implementation.
5	Adopt an annual board calendar, which schedules board activities on policy review, evaluation and a state of the district review and evaluation.

Source: MJLM.

Recommendation 7:

Strengthen the ability of the district to monitor policy implementation by conducting a policy compression project.

Upon consolidating the policy manual, the district will receive several benefits. First, the policy manual will be easier to monitor and use due to the reduction in volume. Second, the board will be better able to manage the district based on a clear policy model, thereby reducing the need for them to involve themselves in creating or circumventing procedure. Also, the policy consolidation process will allow the district to determine which policies should be updated, addressed through administrative rule or done away with completely.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board directs the chancellor to develop a process to review, evaluate and consolidate the policy manual.	September - November 2003
2.	The chancellor presents a draft of process to the board for their review, revision and comment.	December 2003 - January 2004
3.	The chancellor includes all board comments and presents the final version of the process to the board for their approval.	February 2004
4.	The chancellor begins the policy compression project.	March 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 1
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E. LEGAL SERVICES

ACCD contracted with Langley & Banack, Inc. in August 2002, to provide the college with legal representation in specific matters related to personnel, students, real estate, construction and facilities, intellectual property, elections and redistricting. The original agreement negotiated by ACCD contains the hourly billing rates charged by principle attorneys, staff attorneys and paralegals as follows:

- Paralegals $100
- Staff Attorneys $125
- Principal Attorneys $170 for litigation, testimony and contract review
                      $160 for telephone conversations exceeding five minutes and training sessions
                      $160 for appearance at board meetings

ACCD also has an educators' legal liability insurance policy underwritten by Royal Indemnity. This policy carries a $100,000 deductible and an $85,000 premium. The policy provides $4,000,000 of coverage to the district and expires in September 2003. ACCD also maintains a secondary educator's legal liability insurance, which is underwritten by National Union Fund and provides an additional $4,000,000 in coverage after a $25,000 deductible and a $24,864 premium. This policy also expires in September 2003.

FINDING

ACCD is defending itself against numerous lawsuits and official grievances, and has changed outside law firms four times from 1996 through June 2002. The district spends an average of $583,163 annually in routine legal expenses. Additionally, according to a current legal services contract, either the law firm or the district can terminate the contract upon written notification to the other.

In a June 2000 letter from a current board member to several state officials, the district's Fiscal Affairs Department reported that legal costs rose from $200,000 in 1996 to $560,940 in 2000, an increase of 180 percent. In 1998-99, ACCD incurred $719,501 in legal expenses and according to board members, the district has continually struggled in its efforts to control legal costs. As depicted in **Exhibit 1-10**, the district paid more than $2.3 million in outside legal fees for the period from 1998 through June 2002 alone.

Exhibit 1-10
Annual Legal Costs Incurred by ACCD
1998-99 through June 2002

Year	Cost
1998-99	$719,501
1999-2000	$538,859
2000-01	$560,940
2001-June 2002	$513,349
Total	**$2,332,649**
Average Annual Cost	**$583,163**

Source: ACCD, chancellor's Office.

At the request of the board's Legal Affairs Committee in spring 2002, ACCD's director of Audits conducted a review of paid legal expenses in August 2002 for the fiscal years 1998-99 through 2001-June 2002. **Exhibit 1-11** details the total number of hours logged for annual legal services and the average hourly costs per year. At a total of 19,158 hours of legal services for 1998-99 through 2001-June 2002, the average annual number of hours is 4,790.

Exhibit 1-11
ACCD Annual Legal Hours and Legal Costs Per Hour
1998 through June 2002

Year	Total Legal Hours Used	Average Cost Per Hour
1998-99	6,100	$118
1999-00	4,551	$118
2000-01	4,345	$129
2001-02	4,162	$123

Source: ACCD, chancellor's Office.

This audit request came at the heels of a May 2002 board election. The selection of legal firms has historically been a major point of contention between board members from 1996 through the present. The two-year tenures of law firms employed by the district are in direct correlation with the changes in board makeup, which has been the primary impetus for

frequent changing of firms according to board member interviews. One board member said, "Changes in law firms were due to shift in boards. A group came in and felt that they needed to get rid of the previous group's firm." **Exhibit 1-12** depicts the tenure of ACCD's law firms from 1996 through May 2003.

Exhibit 1-12
ACCD Legal Representation
1996 - May 2003

Firm	Years Employed by District
Walsh, Anderson, Brown, Schulze, & Aldridge, P.C.	1996 - 1998
Salas, Herrera, & Villarreal, PLLC and Wickliff & Hall	1998 - 2000
Gale Wilson & Sanchez and Shelton and Valadez	2000 - 2002
Langley and Banack, Inc.	2002 - present
Goode, Casseb, Jones, Riklin, Choate, and Watson, PC	2002 - present

Source: ACCD, chancellor's Office.

In a proactive move after review team meetings with the district in May 2003, HR Department staff conducted a cursory study on salary costs of in-house legal counsel and supporting staff. A survey conducted by the College and University professional Association for Human Resources (CUPA-HR) reports that 11 of the 80 largest community colleges in the nation employ in-house general counsel. The median salary for these institutions was $104,552. Using this data, HR Department staff used weighted averages to calculate the midpoint of a range for use as a reference point. To check these calculations, the district also obtained and used legal counsel salary range information from Dallas County Community College District (DCCCD) of $64,884 - $99,828 and from Maricopa County Community College District (MCCCD) of $80,892 - $121,338.

Houston Community College System (HCCS) reduced the amount it spends in legal services fees by creating an in-house general counsel position. HCCS reduced its legal expenditures by over 40 percent from $808,145 in 1998-99 to $482,580 in 2001-02. HCCS subsequently budgeted $500,000 for legal expenses in 2002-03. The in-house counsel resulted in significant savings for the system because the position was charged with reviewing and monitoring legal work that outside attorneys

performed. In addition, the in-house counsel position performs many of the routine legal functions that HCCS formerly sent to outside attorneys.

Many colleges and large school districts that employ in-house legal staff also understand that litigation and certain other issues require outside legal expertise due to the complexity and diversity of some issues. Like HCCS, many of these entities use the in-house counsel to monitor outside legal work and frequently factor legal staff and necessary legal services and library access into annual budgeted amounts for legal services.

Prior to any decision, many of these colleges and districts examine actual expenditures, current year's budget and invoices for legal services to detail the nature of the work performed by firm and according to hourly and total fees. Since costs in one year could be an anomaly, cost trends are also routinely performed to ensure that costs can actually be avoided by hiring an in-house attorney. These reviews also include legal issues that cause the most difficulty or most frequently arise such as governance, open meetings, contracts and purchasing, personnel and special programs.

In addition, these colleges and districts also scrutinize any major lawsuits, judgments or litigation and determine historical and projected associated costs. Careful consideration is given to the decision surrounding the possibility that a staff attorney may provide preventive measures to help the college or district avoid costly problems in the future. The State Bar of Texas or its local affiliates are also available to provide assistance to colleges and districts in the process of determining available attorneys for identified areas of specialization and to identify firms that may handle a broad spectrum of issues.

Recommendation 8:

Reduce costs by bringing routine legal matters in-house.

The district should hire two attorneys and a legal secretary who will allow them to avoid the costs associated with changing law firms and reduce their exposure to hourly rates. In addition, having dedicated staff attorneys working for the district will improve the district's ability to quickly gather information or receive counsel thereby avoiding certain internal practices or procedures that could turn litigious. Bringing the legal services in-house will also reduce the district's annual legal service costs. The two attorneys will allow the district to receive the services of both an employee grievance specialist and a general counsel. This is needed due to the high volume of employee grievances the district has faced since 1996.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board directs the interim chancellor to hire one attorney with a specialization in employee grievances and another general practice attorney in addition to a legal secretary.	September 2003
2.	The chancellor directs the director of Human Resources to draft job descriptions for the attorneys and a legal secretary and to appropriately post the job listings.	October 2003
3.	The director of Human Resources screens applicants and presents those meeting minimum qualifications to the interim chancellor for review and presentation to the board for approval.	November - December 2003
4.	Board chairman provides Langley and Banack with written notification of the termination of the legal services retainer agreement, to take effect January 1, 2004 as stipulated according to present contract terms.	November 2003
5.	The interim chancellor hires the attorneys and the legal secretary to begin work as in-house legal counsel.	January 2004

FISCAL IMPACT

Using an average of 4,790 for annual legal hours, this usage warrants the hiring of two FTE attorneys and a legal secretary working a standard 40-hour week. This fiscal impact is based upon the district hiring one attorney with a specialization in employee grievances at a salary of $100,000 and an additional attorney with general skills at an annual salary of $75,000, plus benefits at a rate of 9.4 percent for each ($100.000 x 1.094 = $109,400 and $75,000 x 1.094 = $82,050). In addition, the secretary will receive $30,000 per year plus benefits of 9.4 percent for a total of $32,820 ($30,000 x 1.094). Together, the salaries for these positions equal $224,270 ($109,400 + $82,050 + $32,820). This fiscal impact further assumes the district will allocate $5,000 for initial one-time equipment purchases and $5,000 for the first year of legal books, Lexus/Nexus and legal update services during the first year of implementation and $10,000 annually thereafter.

During the first year of implementation, the district will only pay salaries for eight months equating to $149,513 ($224,270 x 8 months / 12 months = $149,513). Similarly, during the first year, the district will also only realize savings calculated from eight months of the $583,163 average annual legal expenses ($583,163 x 8 months / 12 months = $388,775) for a total first year savings of $234,262 ($388,775 - $149,513 - $5,000). Savings each year thereafter should equal $348,893 annually, which is the cost of the legal staff and services ($224,270 + $10,000 = $234,270) deducted from the $583,163 average annual legal expenses ($583,163 - $234,270 = $348,893).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Initial purchase of computers and office equipment.	($5,000)	$0	$0	$0	$0
Reduce costs by bringing routine legal matters in-house.	$239,262	$348,893	$348,893	$348,893	$348,893
Net Savings/(Costs)	$234,262	$348,893	$348,893	$348,893	$348,893

Chapter 2
INSTRUCTION AND ACADEMIC SUPPORT

This chapter reviews the instruction and academic support functions of the Alamo Community College District (ACCD) in the following sections:

A. Organization and Program Management
B. Institutional Effectiveness and Program Review
C. Resource Management and Productivity
D. Academic Support
E. Special Programs
F. K-16 Initiatives

As community colleges have grown and increasingly distinguished themselves, certain educational values and principles have emerged: innovative, motivational leadership; committed faculty and staff; inspired curriculum and a universal belief that everyone dedicated to doing so should have an opportunity to enjoy lifetime learning opportunities. However, to deliver on this mission, colleges must be organized to maximize teaching and learning. The curriculum must be meaningful and applicable; faculty must be provided with the resources they need to do their jobs and everyone must work to create an environment conducive to student success.

BACKGROUND

In spring 2003, ACCD enrolled the largest number of students for a spring semester, 48,984, which represents a 9.7 percent increase over the spring 2002 enrollment of 44,654. ACCD is the second largest community college district in the state, behind the Dallas County Community College District, and is the tenth largest community college district in the nation. All ACCD colleges serve large numbers of minority students, many of whom are academically and/or economically disadvantaged.

The Texas Higher Education Coordinating Board (THECB) and the Southern Association of Colleges and Schools (SACS) are the primary regulating and accrediting agencies that oversee community college education in the state of Texas. SACS has individually accredited each of the four ACCD colleges: Northwest Vista, Palo Alto, San Antonio and St. Philip's. The THECB also reviews each college every four to five years as separate institutions. Agencies that accredit or approve ACCD colleges to offer certain programs include those listed in **Exhibit 2-1**.

Exhibit 2-1
Accrediting Agencies and/or Program Approval Authorities
2002-03

Agency or Approval Authority	Northwest Vista	Palo Alto	San Antonio	St. Philip's
American Association of Medical Assistants			X	
American Board of Funeral Service Education			X	
American Dental Association			X	
American Society of Health Systems Pharmacists	X			
American Society of Transportation and Logistics		X		
American Veterinary Medical Association		X		
Board of Nurse Examiners for the State of Texas			X	
Commission on Accreditation of Allied Health Education Programs			X	X
Community College Journalism Association			X	
Federal Aviation Administration		X		X
National League for Nursing			X	X
Texas Association of Music Schools			X	
Texas Educational Theatre Association			X	

Source: ACCD, College Bulletins, 2002-03.

As a "multi-college" district, ACCD resembles two of its peer college districts: Dallas County Community College District (Dallas CCCD) and North Harris Montgomery Community College District (North Harris Montgomery CCD). The other two peer college districts selected for comparison, San Jacinto (San Jacinto CCD) and Tarrant County (Tarrant County CCD), are organized as "multi-campus" districts. The distinction between such organizational structures is that certain functions are

centralized in multi-campus districts and decentralized to individual colleges in multi-college districts.

Chapter 2
INSTRUCTION AND ACADEMIC SUPPORT

A. ORGANIZATION AND PROGRAM MANAGEMENT (PART 1)

In the ACCD, individual colleges are responsible for instruction and academic support although the district manages some programs, such as international programs and workforce development initiatives that have implications for more than one college. Each college provides its program management.

Each college is organized to best serve its students, paying attention to the unique economic, cultural and demographic characteristics of its surrounding community. Although all colleges provide general education courses, each college also specializes in certain programs, depending to some degree upon community characteristics. For example, Palo Alto offers unique courses in agriculture and agribusiness to reflect the needs of its rural surroundings; Northwest Vista has strong programs in business and information systems to meet the needs of the growing technology industry in the northwest region; and the Southwest Campus of St. Philip's specializes in heavy equipment, aerospace and manufacturing programs because of its proximity to military and industrial businesses.

Each college arranges its instructional functions in divisions, departments or clusters designed to satisfy certain initiatives and objectives that flow from the district's strategic plan. The individual colleges' strategic plans describe these objectives more specifically. The district strategic plan for 2001-04 seeks to provide "relevant educational programs, comprehensive student support systems and effective systems to facilitate learning consistent with the needs of [each college's] designated service area."

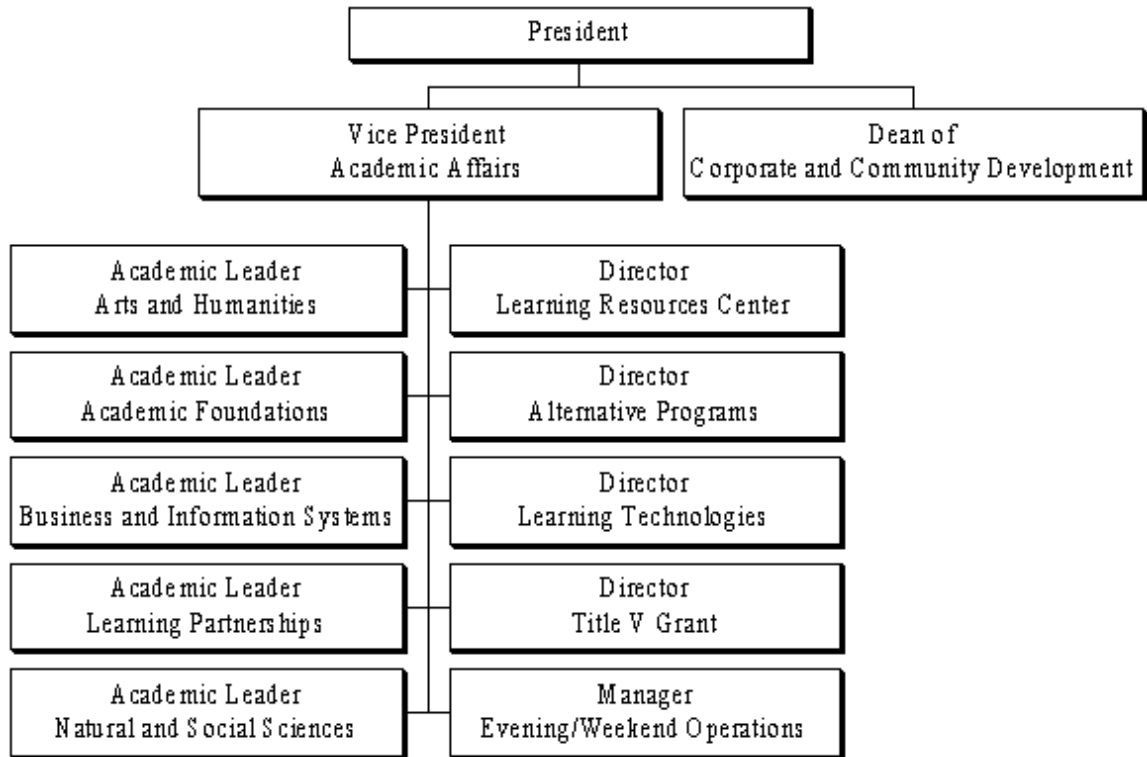All ACCD colleges attempt to fulfill their missions by offering the following:

- programs for students who wish to transfer to upper-level or senior institutions;
- a general education "core curriculum" of arts and sciences courses that support all college programs;
- occupational and technical programs to prepare students for immediate employment;
- developmental education and basic skills enrichment for those students who need additional preparation for college-level work;
- continuing education courses for career exploration, upgrading and cultural enrichment;
- community outreach and economic development initiatives;
- academic support services including learning resource centers (LRCs), student labs and student success programs to enhance the educational experience;
- instructional technologies and distance education; and

- a learning environment that is attractive, convenient and accessible.

Northwest Vista College, the newest college in the ACCD, primarily serves the northwest quadrant of Bexar County. It organizes academic functions into "clusters" focused on student-centered values for learning, community, caring, synergy, diversity, creativity, openness, integrity and joy. The college has grown from 12 students in the fall of 1995 to nearly 8,000 credit students in the spring 2003. This is a 22.5 percent increase over spring 2002 and exceeds projected growth by more than 44 percent. In fact, the college is the fourth fastest growing college of its size in the country, according to the U.S. Department of Education.

Northwest Vista's published organizational chart is circular. Students, workforce and community are at the center of the circle and institutional functions are organized in quadrants related to one of the following: the president and college support, academics, student success and corporate and community development. **Exhibit 2-2** depicts the college's instructional functions in a more traditional organizational format.The dean of Corporate and Community Development reports directly to the college president reflecting an institutional value for the business needs of the growing northwest region.

Exhibit 2-2
Northwest Vista College Instruction and Academic Support
2002-03

According to the catalog, the mission of Palo Alto College, located in the southern part of the city, is to "educate, nurture, and inspire students through a dynamic and supportive learning environment, which promotes the intellectual, cultural, economic and social life of the community." Palo Alto had a spring 2003 enrollment of more than 7,000 students. Core values are quality instruction, student success, commitment to community and appreciation of diversity. The college organization is designed to ensure that these values are reflected in the general education curriculum, occupational-technical programs, developmental education courses and continuing education opportunities. The organization of these instructional functions, as well as several academic support components, is shown in **Exhibit 2-3**.

Exhibit 2-3
Palo Alto College Instruction and Academic Support
2002-03
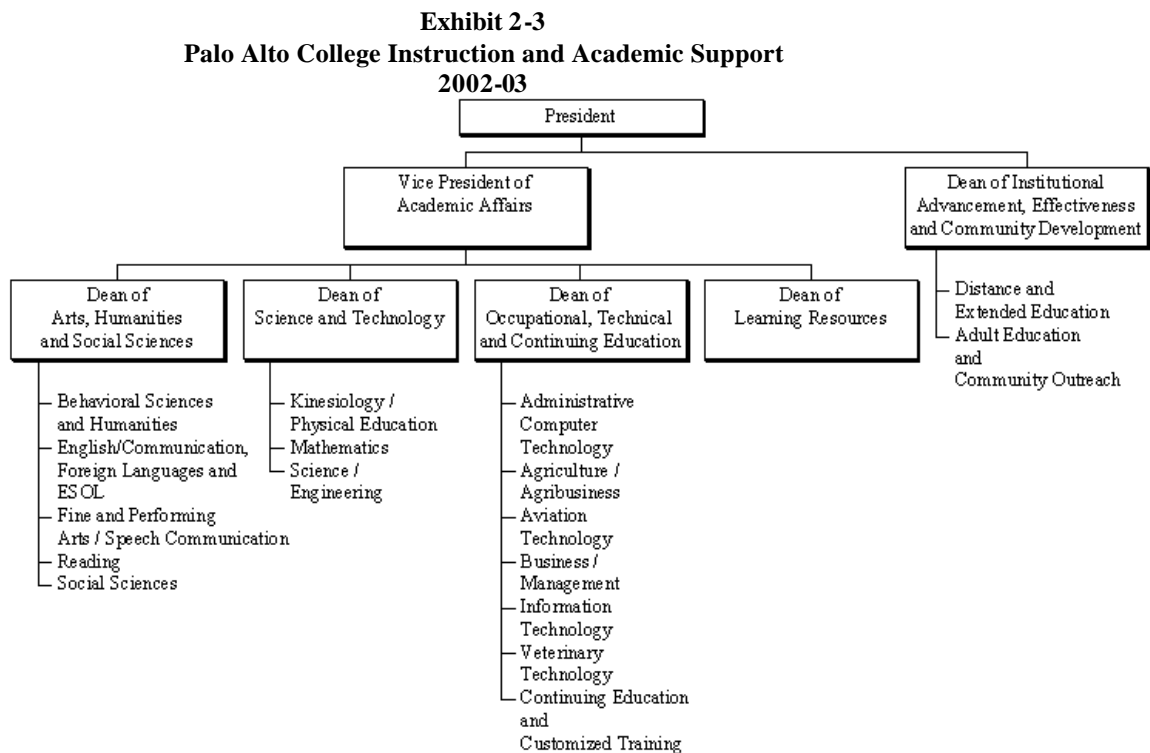
San Antonio College, the largest of the colleges with a spring 2003 enrollment of more than 22,000 credit students, has more than 75 years of history. After many years as a two-year junior college with a primarily transfer mission, it became a comprehensive community college in the 1960s when it expanded its offerings to include occupational and technical courses and continuing education. In June 2003, the SAC president approved the renaming and reorganization of SAC's continuing education and workforce development program. Its instructional organization, shown

in **Exhibit 2-4**, reflects the college's commitment to offering academic transfer liberal arts and sciences courses; professional and technical education; evening, weekend and distance education; student support services; developmental education; and continuing education and workforce development.

Exhibit 2-4
San Antonio College Instruction and Academic Support
2002-03*

President

Institutional Effectiveness

Executive Vice President

Dean of Arts and Sciences
- Basic Skills / Academic Development
- Biological Science
- Chemistry
- Earth Sciences
- Astronomy
- Economics
- English
- Foreign Languages / ESOL
- History
- Interdisciplinary Studies
- Journalism / Photography
- Kinesiology, Physical and Health Education
- Mathematics and Computer Sciences
- Philosophy / Political Science
- Physics, Engineering and Architecture
- Psychology
- Reading and Education
- Sociology / Social Work / Anthropology
- Student Learning Assistance Center
- Theatre and Communication
- Visual Arts and Technology

Dean of Professional and Technical Education
- Administrative Computer Technology and Court Reporting
- Allied Health
- Business
- Child Development
- Computer Information Systems
- Engineering Technology
- Interpreter Training American Sign Language
- Nursing
- Protective Services
- Radio, TV and Film

Dean of Continuing Education Training Network
- Various career and certificate programs
- Community Education
- GED
- Planetarium

Dean of Evening, Weekend and Distance Education
- Evening and Weekend Programs
- Dual Credit
- Distance Education

Dean of Learning Resource Center and Counseling
- Learning Resources
- Counseling Services
- Assessment Center
- Instructional Innovation Center
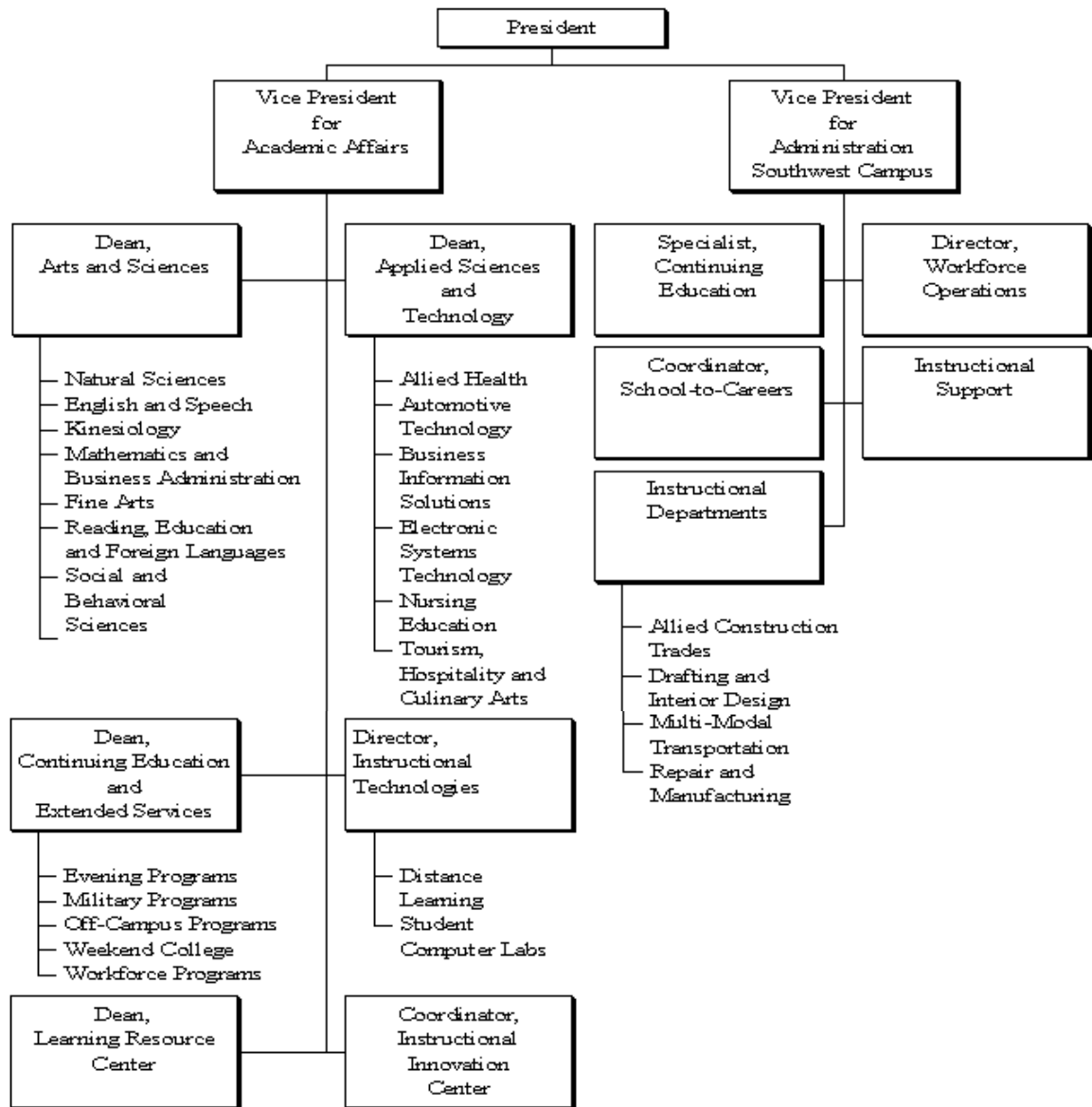- Technology Center

Source: ACCD, San Antonio College Fact Book, 2001-02.
* Changes to the Division of Continuing Education Training Network in June 2003.

Finally, St. Philip's College, on the east side of the city with more than 11,000 credit students, is organized into divisions with deans and departments with chairs, similar to San Antonio College, as shown in **Exhibit 2-5**. St. Philip's is one of 103 Historically Black Colleges in the country, which means that it was established before 1964 with the primary mission of educating Black Americans. It is also designated as an Hispanic-Serving Institution, which means that at least 25 percent of its full-time equivalent enrollment is Hispanic. Because of these formal designations, St. Philip's is eligible for substantial federal funding that has been earmarked for the education of students from minority and disadvantaged backgrounds. In 1987, in order to expand its technical training programs, St. Philip's added the Southwest Campus, formerly part of East Kelly Air Force Base. As part of its mission, St. Philip's "strives to be an important force in the community, responsive to the needs of a population rich in its ethnic, cultural and socioeconomic diversity."

Exhibit 2-5
St. Philip's College Instruction and Academic Support
2002-03

President

Vice President for Academic Affairs

Vice President for Administration Southwest Campus

Dean, Arts and Sciences
- Natural Sciences
- English and Speech
- Kinesiology
- Mathematics and Business Administration
- Fine Arts
- Reading, Education and Foreign Languages
- Social and Behavioral Sciences

Dean, Applied Sciences and Technology
- Allied Health
- Automotive Technology
- Business Information Solutions
- Electronic Systems Technology
- Nursing Education
- Tourism, Hospitality and Culinary Arts

Specialist, Continuing Education

Coordinator, School-to-Careers

Instructional Departments
- Allied Construction Trades
- Drafting and Interior Design
- Multi-Modal Transportation
- Repair and Manufacturing

Director, Workforce Operations

Instructional Support

Dean, Continuing Education and Extended Services
- Evening Programs
- Military Programs
- Off-Campus Programs
- Weekend College
- Workforce Programs

Director, Instructional Technologies
- Distance Learning
- Student Computer Labs

Dean, Learning Resource Center

Coordinator, Instructional Innovation Center

Source: ACCD, St. Philip's College Organization Charts And Vice President Of Academic Affairs, February 2003.

FINDING

Across the ACCD, instructional functions have been organized to support effective decision-making. Because college organizational structures are relatively "flat," that is, simple without numerous administrative layers, communication among faculty, department chairs, division deans and instructional vice-presidents flows smoothly, and academic decision-making is shared. The larger colleges, San Antonio and St. Philip's, have both deans and division chairs to manage their larger faculties, but these structures serve to improve rather than impede communication within the colleges. Furthermore, college faculty is involved in institutional planning

through the faculty senate at each college and participation on various councils and committees, particularly those focused on curriculum, program development and faculty development. Faculty also reports that it influences decision-making through regular, effective interaction with department colleagues, chairs and division deans, who carry concerns to the chief academic officer.

COMMENDATION

ACCD faculty effectively participate in academic decision-making through interaction with colleagues, department chairs and division deans.

FINDING

ACCD offers a broad range of educational programs including general academic, occupational-technical and continuing education, as well as special programs for non-traditional students. Many ACCD programs lead to the Associate of Arts (AA), the Associate of Science (AS) or the Associate of Applied Science (AAS) degree. The AA and AS are general degrees with concentrations or fields of study in subject areas as shown in **Exhibit 2-6**, while the AAS degree emphasizes technical competencies. Typically, students wishing to transfer to a four-year college or university will pursue an AA or AS degree, and those who desire to move quickly into the workplace follow an educational track that leads to an AAS degree. All ACCD colleges offer the AA and AS degrees, but not all concentrations are available at each institution.

Exhibit 2-6
ACCD Associate of Arts and Associate of Science Degree
Areas of Concentration
2002-03

Concentrations	Associate of Arts	Associate of Science
Allied Health	X	X
Anthropology	X	
Architecture	X	
Art	X	
Biology		X
Business Administration	X	X
Chemistry		X
Child Development	X	
Computer Science	X	X

Criminal Justice	X	X
Drama	X	X
Earth / Environmental Science		X
Education	X	
Engineering		X
English	X	
Foreign Languages	X	
Electronic Music	X	
Geographic Information Systems	X	
Economics	X	
Geography	X	
Government	X	
History	X	
International Studies	X	
Journalism	X	
Kinesiology / Physical Education	X	X
Liberal Arts	X	
Mathematics	X	X
Music	X	
New Media Communications	X	
Psychology	X	
Social Work / Sociology	X	
Philosophy	X	
Photography	X	
Physics		X
Pre-Professional (various)	X	X
Sign Language	X	
Speech	X	
Stage Production and Technology	X	
Urban Studies	X	

Source: ACCD, College Bulletins, 2002-03.

Colleges also award certificates to students who complete an approved
sequence of courses, generally in fewer hours than it takes to complete an

associate's degree. In addition, some continuing education and special programs award certificates to those who complete all course requirements. Academic transfer courses and programs are offered across the district, while workforce education programs are usually concentrated on specific campuses in order to optimize the use of equipment. **Exhibit 2-7** lists Applied Science degree and certificate programs by college.

Exhibit 2-7
ACCD Associate of Applied Science Degree and Certificate Programs by College
2002-03
C = Certificate AAS = Associate of Applied Science

Program	Northwest Vista	Palo Alto	San Antonio	St. Philip's
Accounting				
Accounting Computer Applications			C	
Accounting Technician			C	AAS
Accounting Technology			AAS, C	
Payroll Clerk				C
Administrative or Office Technology				
Administrative Assistant		C	C	AAS
Administrative Computer Tech		AAS, C	AAS, C	AAS, C
Computer-Aided Transcription Tech			AAS, C	
Computer Assistant			C	
Computer Data Entry Tech		C	C	
Computer Skills, Personal		C		
Computer Support / Help Desk	AAS, C		AAS, C	C
Court Reporting (various)			C	
Customer Service	C	C	C	
General Office		C		
Human Resources (various)			C	
Legal Secretarial Assistant			C	AAS
Legal Word Processing Specialist				C
Medical Transcription Specialist			C	C
Office Assistant				C
Records Management			AAS, C	
Voice Recognition Systems Tech			C	
Air Conditioning, Heating and				

Refrigeration				
Air Conditioning and Heating				AAS, C
Refrigeration				AAS, C
Agriculture and Agribusiness				
Agribusiness Management		AAS, C		
Horticulture Business Management		C		
Landscape and Horticultural Science		AAS		
Nursery and Landscape Operations		C		
Turfgrass / Golfcourse Management		AAS, C		
Turf and Landscape Irrigation		C		
Allied Health and Sciences				
Biomedical Equipment Tech				AAS
Biotechnology	AAS			
Coding Specialist (various)				C
Community Health	AAS, C			
Dental Assisting			AAS, C	
Dietetic Tech				AAS
Emergency Medical Services			AAS, C	
Funeral Directing			C	
Health Information Tech				AAS, C
Histologic Tech				C
Medical Assisting (Administrative)			AAS, C	AAS, C
Medical Laboratory Tech				AAS
Mortuary Science			AAS	
Occupational Therapy Assistant				AAS
Pharmacy Technology	C			
Physical Therapy Assistant				AAS
Radiography (various)				AAS, C
Respiratory Care				AAS
Arts				
Arts			AAS	
Drama				AAS, C
International Studies			C	
Automotive/Diesel				

Automotive Body Repairer				AAS
Automotive Tech (various)				AAS, C
Brake / Front End Specialist				C
Collision Repair				C
Diesel / Heavy Equipment				AAS, C
Machinist / Machine Tech				AAS, C
Vehicle Interior and Trim				AAS, C
Aviation				
Aircraft Mechanic (various)				C
Aircraft Tech				AAS
Aviation Management	AAS			
Private Pilot	C			
Professional Pilot	AAS			
Business				
Administrative Design Management			C	
Banking and Financial Services			AAS, C	
Budgeting (Public Sector)			C	
Business Communications		C	C	
Business Management			AAS, C	
Entrepreneurship		C		C
Financial Analysis			C	
Financial Management			AAS, C	
Financial Services Industry			C	
Human Resources Management			AAS, C	
International Business		C	AAS, C	
Labor Studies			C	
Leadership		C		
Leadership in Public Service			C	
Management	AAS			
Management Assistant				AAS
Marketing (various)		C	AAS, C	
Mortgage Banking			AAS, C	
Non-Lawyer Advocacy			AAS	
Operations Management			C	

Paralegal Studies			AAS	
Public Administration			AAS	
Real Estate Management			AAS, C	
Small Business			C	
Supervision, Entry-Level		C		
Child Development				
Child Development (various)			AAS, C	AAS, C
Communications				
Braille Textbook Transcription	C			
Computer Information Systems				
Cisco Systems Networking				C
Computer Database Specialist			AAS, C	
Computer Information Systems		AAS		
Computer Programming	AAS, C		AAS, C	
Computer Security (various)	AAS		AAS	
Microcomputer Application Specialist				AAS, C
Microsoft Certifications (various)		C		
Network Administration (various)	AAS, C		AAS, C	AAS, C
Software Specialist			C	
Web Publishing Skills		C		
Construction				
Home Building Technology				AAS, C
Interior Design				AAS, C
Plumbing Trades (various)				C
Structural/Pipe Layout				C
Counseling Psychology				
Substance Abuse Counseling (various)			AAS, C	
Education				
Teacher Education and Assistants/Aides		AAS, C	C	
Electrical and Mechanical				
Electrical Trades				AAS, C
Electro-Mechanical (various)		AAS, C		
Electronics				
Computer Maintenance Tech				AAS, C

Communications Equipment Tech				AAS
Electronics Tech			AAS, C	
Industrial Electronics			C	
Engineering Technologies				
Computer-Aided Drafting-Architectural			AAS, C	AAS, C
Computer-Aided Drafting-Engineering			AAS	
Disaster Response			C	
Engineering Tech			AAS, C	
Facility Management			C	
Geographic Information Systems			AAS, C	
Occupational Safety and Health			AAS, C	
Surveying Engineering Tech			C	
Environmental				
Environmental Technologies (various)		AAS, C		
Water Resources Management		C		
Food and Hospitality				
Baking				C
Culinary Arts / Studies				AAS, C
Restaurant Management				AAS
Graphic Arts				
Graphic Arts (various)			AAS	
Languages				
Spanish for various occupations			C	
Logistics Management				
Logistics Management (various)		AAS, C		
Manufacturing Management		C		
Warehouse Management		C		
Manufacturing				
Semiconductor Manufacturing Tech	AAS, C			
Media				
Multimedia Specialist	AAS, C			
Radio-Television Broadcasting			AAS	
Nursing				
Nursing			AAS	AAS

Vocational Nurse				C
Protective Services				
Criminal Justice (various)			AAS	
Fire Science			AAS	
Fire Fighter or Inspector			C	
Fire Arson Investigation			AAS, C	
Sign Language				
American Sign Language (various)			AAS, C	
Transportation				
Railroad Operations				C
Transportation Management		C		
Travel and Tourism				
Hotel Management (various)				AAS, C
Tourism Management				AAS
Veterinary Technology				
Animal Health Specialist		C		
Veterinary Tech		AAS		
Welding				
Welding Technology (various)				AAS, C

Source: ACCD, College Bulletins, 2002-03.

Chapter 2
INSTRUCTION AND ACADEMIC SUPPORT

A. ORGANIZATION AND PROGRAM MANAGEMENT (PART 2)

COMMENDATION

ACCD colleges meet the needs of both transfer and occupational-technical students by offering a broad range of degree and certificate programs across the district without unnecessary duplication.

FINDING

ACCD colleges offer a wide array of continuing education courses to the public and to area business and industry. The goal is to provide educational services of quality, including:

- vital, up-to-date occupational skills training for initial entry into the workforce;
- opportunities to upgrade and enhance current occupational skills and qualifications;
- customized courses for business and industry to meet specific training needs;
- "co-listed" courses that open up learning options to non-degree-seeking, lifelong learners; and
- community and personal enrichment courses.

In 2002-03 ACCD colleges offered continuing education courses in the following general areas, among others: adult literacy, English as a Second Language (ESL), community enrichment, information and multimedia technology, job entry preparation, allied health, leadership and management and professional continuing education. In addition, students can enroll concurrently with credit students in certain course sections, a practice which is becoming increasingly common across the country. Many of these courses and programs award continuing education units (CEU) and/or certificates of completion recognized by industry. According to the International Association for Continuing Education and Training (IACET), one CEU is the equivalent of "ten contact hours of participation in an organizedcontinuing education/training experience under responsible, qualified direction and instruction."**Exhibit 2-8** shows a sample of continuing education offerings available across the district.

Exhibit 2-8
Sample of Continuing Education Courses, Programs and Awards by College

2002-03
C = Certificate CEU = Continuing Education Units

Courses and Programs	Northwest Vista	Palo Alto	San Antonio	St. Philip's
Office XP/2002	CEU	CEU	CEU	CEU
Certified Network Systems Technician Prep. (CNST)		C		
Certified Corporate Trainer			C	
GED	CEU	CEU	CEU	CEU
Peace Officer			C	
English as a Second Language	CEU	CEU	CEU	CEU
International Executive Housekeeping Association (IEHA)			C	
Administrative Computer Technology		C		C
Computer Training	CEU	CEU	CEU	CEU
Web/Multimedia Designer	C	C	C	C
Instrument Pilot Rating Certificate		C		
Command Spanish/Industry Specific	CEU	CEU	CEU	CEU
Sun Certified Network Administrator for Solaris	C			
Entrepreneurship	CEU	CEU	CEU	CEU
Food Service Workers Training		C	C	C
Medical Office Skills			C	C
Dance Academy	CEU			
Emergency Medical Technician (EMT)			C	
Childcare Training Program		C	C	
Texas Workforce Advocates (TWA)		C		

Licensed Chemical Dependency Counselor (LCDC)				C
Summer Kids College		Program		Program
Certified Nurse Aide				C
Photography		CEU		

Source: ACCD, Continuing Education Departments, Course Schedules, spring 2003.

More than 6,600 students enrolled in continuing education courses through an ACCD college during fall 2002. Approximately 88 percent enrolled for classes at one of the college sites and 10 percent at alternate locations. Compared to the state's continuing education course completion rate of 98 percent for fall 2002, San Antonio College had a 88 percent completion rate, Northwest Vista a 96 percent rate, Palo Alto a 98 percent rate and St. Philip's College a 97 percent rate.

COMMENDATION

ACCD successfully responds to community needs and interests by offering entry-level skills and certification training, continuing professional education and lifelong learning courses.

FINDING

The district has centralized its International Programs to make the operation more efficient and cost-effective. Established in 1994, the ACCD Office of International Programs coordinates district initiatives in the following areas:

- creating a climate that reflects global understanding;
- providing international exchange opportunities for faculty, staff and students;
- forging educational, business and governmental partnerships designed to strengthen international growth;
- implementing international training programs through the ACCD colleges;
- encouraging the study of languages and ESL courses; and
- internationalizing curricula across the district.

Since 1997, the districtwide program has received 20 grants for both short- and long-term training projects in radiology, community health, leadership, ESL, democracy and civic participation, women's development, government and small business development. These grants have generated $5.5 million in grant funds, which cover the salaries of five

temporary positions and reimburse the district for two permanent positions. In addition, the college vice presidents of Academic Affairs fully support this function in its centralized form because it promotes consistency and coordination across all college campuses and enables each college to participate as it chooses in district-sponsored initiatives. Furthermore, grant proposals prepared at the district level are strengthened as in a consortium rather than appearing competitive, and monies are distributed to the campuses as appropriate. Centralizing most of the International Programs functions in one location with liaisons at each campus is cost-effective, prudent and functionally advantageous. The program requires familiarity with the unique needs of international students, a commitment to and understanding of how to internationalize the curricula and a strong knowledge of how such programs can be most effective.

The typical model for international programs is a centralized one. For example, the Dallas, Austin, Houston, North Harris Montgomery and El Paso community college districts in Texas, as well as the large Maricopa (Phoenix area) and Miami-Dade districts, all have centralized programs.

COMMENDATION

For cost-effectiveness, ACCD coordinates its International Programs at the district level, but all colleges share in the resources and participate in the programs.

FINDING

Although ACCD publishes a list of degrees and certificates on its Web site, the list is not sorted by college or subject area, nor is it interactive to make it easy for a prospective student to browse through program or course information. If students want to know which colleges offer which degrees or certificates, there is no centralized database. Instead, they must go to each college's individual Web site or request print catalogs from each college. There is no single source of all ACCD programs organized by general subject area. As a result, students do not have a convenient way to compare and contrast programs among the four colleges. Furthermore, several programs have similar titles but different expected outcomes, such as Microcomputer Specialist (St. Philip's), Computer Assistant (San Antonio), Computer Support (Northwest Vista) and Personal Computer Support (Palo Alto). Similarly, several colleges offer certificate and/or degree programs in network administration, but the titles are different. This requires students to be sophisticated enough in their areas of interest to discriminate among programs and the colleges that offer them.

The district has the technology to provide online information access through a single point of entry called an "e-Portal." ACCD's e-Portal is a secure site that connects ACCD students, faculty and staff to academic resources, e-mail, registration and other online services. All active students who enroll at any of the four colleges automatically receive an account that allows them to access the e-Portal. Students use this technological tool often to check their e-mail and get updates on district activities.

ACCD reports educational data on enrollments, program completions, faculty, staff and finances to the National Center for Educational Statistics using the U.S. Department of Education's standard program classification system. Updated most recently in 2000, this *Classification of Instructional Programs* (CIP) is the accepted federal government statistical standard on instructional program classifications and contains both titles and descriptions of postsecondary instructional programs. The CIP reflects how instructional program data are organized, collected and reported, using categories that can capture the vast majority of program completion activity. CIP titles and program descriptions represent discrete categories into which appropriate data and even program titles or majors can be placed. **Exhibit 2-9** lists the basic categories of instructional programs defined in the CIP.

Exhibit 2-9
Categories of Instructional Programs (CIP)
2000

Two-Digit Classification Code	Academic and Occupationally Specific Programs
01	Agriculture, Agriculture Operations and Related Sciences
03	Natural Resources and Conservation
04	Architecture and Related Services
05	Area, Ethnic, Cultural and Gender Studies
09	Communication, Journalism and Related Programs
10	Communications Technologies/Technicians and Support Services
11	Computer and Information Sciences and Support Services
12	Personal and Culinary Services
13	Education

14	Engineering
15	Engineering Technologies/Technicians
16	Foreign Languages, Literature and Linguistics
19	Family and Consumer Sciences/Human Sciences
22	Legal Professions and Studies
23	English Language and Literature/Letter
24	Liberal Arts and Sciences, General Studies and Humanities
25	Library Science
26	Biological and Biomedical Sciences
27	Mathematics and Statistics
29	Military Technologies
30	Multi/Interdisciplinary Studies
31	Parks, Recreation, Leisure and Fitness Studies
38	Philosophy and Religious Studies
39	Theology and Religious Vocations
40	Physical Sciences
41	Science Technologies/Technicians
42	Psychology
43	Security and Protective Services
44	Public Administration and Social Service Professions
45	Social Sciences
46	Construction Trades
47	Mechanic and Repair Technologies/Technicians
48	Precision Production
49	Transportation and Materials Moving
50	Visual and Performing Arts
51	Health Professions and Related Clinical Sciences
52	Business, Management, Marketing and Related Support Services
54	History

The Dallas CCCD has a user-friendly Web page at the district level that provides matrices of all district degree plans by subject and location, so that students can readily identify which colleges offer each type of degree or certificate. For example, all Dallas CCCD Accounting degree and certificate programs are referenced under the Accounting heading, and all computer technology programs are listed together under the heading of Computer Information Technology. From this page, students can click on a program once and link immediately to a description of the program, its requirements and the colleges that offer it. This ability to compare and contrast reliable, current instructional program information can make the process of managing an academic career a positive experience for students.

Recommendation 9:

Upgrade the district Web site to include e-Portal access to interactive program and course information in user-friendly formats.

District and college officials should work together to develop an easy-to-use format to view, interact with and update information on degree and certificate programs using the e-Portal. Web information should include a matrix of all degree and certificate programs by subject area and by college. Each program should include a brief overview of requirements and the kinds of jobs it prepares students to perform, as well as a listing of all courses required. Each course within the listing should then be linked to course descriptions. This would enable an interested student to review ACCD offerings in one of two key ways: (1) by area of interest for clarification of program requirements and outcomes and (2) by college. With the e-Portal platform already in place at ACCD, the district can focus on organizing course information in a logical way that incorporates the best program classification schemes available, similar to the approach that Dallas CCCD uses.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The executive vice chancellor of the ACCD convenes the vice presidents of Academic Affairs and the district Web master to discuss and develop a matrix of degree and certificate programs based on CIP guidelines that will enable students to review programs with greater ease.	September 2003
2.	The college vice presidents of Academic Affairs work with their academic and occupational-technical deans to organize and submit degree and certificate information to the Web	October 2003

		master for insertion into the matrix and any linked Web pages.	
3.		The Web master creates the matrix and related Web pages and submits them to the vice presidents of Academic Affairs for approval.	December 2003
4.		The vice presidents of Academic Affairs approve the matrix and Web pages and submit them to the executive vice chancellor for approval.	January 2004
5.		The executive vice chancellor approves and instructs the Web master to post the matrix and linked pages on the college and district Web site and to create a link to ACCD's home page.	January 2004
6.		The Web master maintains and updates the matrix on an annual basis with information from the vice presidents of Academic Affairs.	August 2004 and Annually Thereafter
7.		The director of Human Resources updates the Web master's job description as needed.	August 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD colleges handle their continuing education revenues in different ways. At San Antonio College, funds generated by the Continuing Education Department go into a revenue account that is used to pay for salaries, benefits, materials, publicity and other expenses associated with its programs. Profits are channeled back into future programming or used to offset deficits elsewhere in the continuing education or general college budget at the end of the fiscal year. At Palo Alto, if revenues exceed projections, the budget specialist adjusts the department budget mid-year as necessary to accommodate the program. St. Philip's Continuing Education Department, including its Southwest Campus operation, covers staff salaries, instructional materials and all other program costs through tuition, fees and state reimbursement, which is based on the number of contact hours generated. Additional monies generated in conjunction with course offerings are encumbered for new programs, curriculum and professional development. Monies are also used for marketing, advertisement, supplies, materials, equipment and other costs associated with collaborative training agreements. Northwest Vista's Corporate and Community Development Department, in existence since 1999, has as its goal to become self-supporting. That is, any employees initially funded by operational dollars are expected to cover their costs with revenue including contact-hour reimbursement funds. Any revenue generated

beyond expenses is reported to the executive team, comprising the president, vice president, dean of Student Success and the dean of Corporate and Community Development. The college then spends this revenue on a prioritized list of college needs.

ACCD Continuing Education deans receive frequent requests for education and training that cannot be anticipated at budget time. This means that being able to access revenue and negotiate a contract in the field for just-in-time programming is critical in order to serve the San Antonio business and industry community adequately and timely. Not having a consistent, districtwide policy in place that enables the colleges to access monies and work together to provide responsive, flexible training solutions has impeded collaboration with several businesses. Furthermore, lack of flexibility and consistent policy across the district makes it difficult to market responsive, state-of-the-art education and training in a competitive business environment that demands immediate solutions.

The Accrediting Council for Continuing Education and Training (ACCET) specifically addresses criteria for financially managing revenue from continuing education programs. According to ACCET, good continuing education financial policies are consistently and fairly administered across the organization. Increasingly, community colleges are adopting the university model, which allows for revenues generated over and above those budgeted to be returned to the department for additional programming so officials can respond quickly to emerging needs. ACCET also reports that departments that have discretionary monies can respond more readily to market need than those that have none.

Recommendation 10:

Establish a districtwide revenue policy that returns continuing education profit margin monies to the departments as discretionary funds.

Developing and implementing such a policy districtwide will empower Continuing Education departments to respond more quickly to requests for education and training that frequently arise during the year. Furthermore, they will also be better equipped to negotiate contracts for tuition and fees on-site because they will be empowered to channel their revenues into new programs as appropriate. Finally, having the flexibility to continue to market to business and industry with confidence that a program can be implemented will ultimately generate more revenue for the institution.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The ACCD vice-chancellor creates a Continuing Education Council consisting of the four college Continuing Education deans and one district appointee to review revenue practices and recommend consistent districtwide policies for managing continuing education revenues.	September 2003
2.	The chancellor and the board consider the recommendations, make any necessary revisions, approve and implement the new, districtwide policies.	November 2003
3.	The Continuing Education Council continues to meet to ensure consistent policy implementation districtwide.	February 2004 and Quarterly Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The pay scale for ACCD continuing education instructors is below the market rate, and colleges report that they have trouble recruiting and retaining competent teachers. Continuing education instructors are paid on an hourly basis because their courses vary in length depending upon content. The ACCD board sets the rate based upon recommendations from college officials. Actual hourly pay is based upon experience, credentials, years of service and other special expertise.

Recruitment and retention of quality continuing education instructors is a serious problem in certain high-demand occupational areas, like nursing and information technology, both of which expect worker shortages over the next decade. San Antonio College, for example, estimates a 5 percent turnover rate every semester out of an average 100-member instructor pool. It has a 10 percent vacancy rate due to difficulty keeping quality instructors. Recruitment is especially difficult in the following areas: food handler certification, real estate inspection, hazardous materials training, nursing and information technology. According to the Texas Workforce Commission (TWC), the average salary for a beginning nurse in the state of Texas is $42,620 with signing bonuses of up to $5,000, and the average salary for beginning workers in the Information Technology field is $40,000. Even at the low end of the salary range, these positions provide a steady income of approximately $21 per hour with benefits.

ACCD has a common hourly pay rate for continuing education instructors. They are paid on one of five levels, with the lowest level set at $17 per hour for beginning instructors and the highest at $26 per hour depending upon education and experience. Continuing education instructors do not

receive benefits. These teacher salary costs, as well as materials, equipment and any administrative expenses, figure into the pricing of ACCD continuing education courses. ACCD colleges set tuition and fees for these courses based upon the cost of offering them, thereby ensuring self-sufficiency. In fact, these programs generate enough tuition, fees and state reimbursement to easily cover their costs. If courses do not have enough student enrollment to cover the expense of offering them, the college generally cancels them and does not pay salaries.

Continuing Education administrators report that they have little, if any, flexibility to negotiate hourly pay rates for teachers, which makes it increasingly difficult to compete for competent instructors, particularly in the areas of high-demand certificate programs and advanced professional continuing education. **Exhibit 2-10** shows 2001-02 revenue and expense budgets for Continuing Education departments by college.

Exhibit 2-10
ACCD Continuing Education Expenses and Revenue
Fiscal Year 2001-2002*

Colleges	Northwest Vista	Palo Alto	San Antonio	St Philip's	Total
Expenses	$82,961	$149,980	$1,039,288	$377,334	**$1,649,563**
Revenue	$69,013	$301,384	$1,237,461	$495,221	**$2,103,079**
Net Revenue	**($13,948)**	**$151,404**	**$198,173**	**$117,887**	**$453,516**

Source: ACCD, deans of Continuing Education.
*Note: Because actual 2002-03 expenses and revenue cannot be determined until August 2003, figures for 2001-02 have been used.

North Harris Montgomery CCD has developed an hourly salary schedule with ranges for continuing education instructors and corporate trainers, depending upon their levels of experience. This schedule pays instructors $15-$20 per hour for general teaching expertise; $18-35 per hour for "recognized expertise," that is, education and experience and $30-$60 per hour for having a license or certification. In addition, they have also established hourly wage ranges within these levels, which allow negotiation as appropriate.

Many colleges periodically assess the market to determine the going rate for continuing education and contract training and set salaries accordingly to enhance teacher recruiting and retention efforts in subjects traditionally

governed by industry competition. In addition, a number of community colleges have the flexibility to negotiate salaries, particularly when recruiting instructors to teach in high-demand fields. Accordingly, many of the colleges also base tuition rates on a cost-recovery basis.

Recommendation 11:

Develop and implement an equitable salary structure for continuing education instructors based upon market demand.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The executive vice chancellor creates a Continuing Education Council consisting of the four college Continuing Education deans and one district appointee to conduct a market survey of part-time, adjunct instructor salaries in the Bexar County area and of a sample of community colleges in other urban areas.	September 2003
2.	The council recommends to the vice chancellor a continuing education salary schedule that is market-competitive and consistent throughout the district based upon information gathered from this survey.	December 2003
3.	The executive vice chancellor discusses budget implications with the district director of Fiscal Affairs and makes a recommendation to the chancellor who, upon approval, carries the recommendation to the board.	February - March 2004
4.	Upon board approval, the college Continuing Education deans revise their tuition and fee schedules to incorporate the new salary schedule into their revenue budgets.	April 2004

FISCAL IMPACT

The fiscal impact of this recommendation cannot be fully determined until the results of the market survey have been analyzed.

Chapter 2
INSTRUCTION AND ACADEMIC SUPPORT

B. INSTITUTIONAL EFFECTIVENESS AND PROGRAM REVIEW

Whether an institution is effective or not hinges upon meeting both internally and externally established performance standards. Effectiveness is measured by how well a college is accomplishing its mission, carrying out its policies and following its strategic plan. Both SACS and THECB require that colleges qualitatively and quantitatively demonstrate that they are accomplishing their purpose. SACS expects that they be able to "document quality and effectiveness by employing a comprehensive system of planning and evaluation in all major aspects of the institution."

In an effort to assess overall effectiveness, colleges in the ACCD capture data on a number of measures and analyze their meaning for policy, planning and decision-making. For example, they examine access and enrollment; student success in remediation; the rates of course completion, retention, graduation and transfer; the number of degrees and certificates awarded and the number of students who pass licensure exams.

Course completion rates are based on a measurement of class contact hours recorded on the official census date compared to the number reported at the end of the semester. This latter figure is based on a count of those who drop out of a course between the census date and the end of the semester. **Exhibit 2-11** shows that approximately 80 percent of ACCD students in class on the official census date near the beginning of the term completed their courses. This compares favorably with peers and the state average of 83 percent, although the number of ACCD completers declined from 2000 to 2001.

Exhibit 2-11
Percentage of Course Completers by College
Fall 1997 through Fall 2001

College District	1997	1998	1999	2000	2001
ACCD	**81.9%**	**82.0%**	**80.2%**	**80.7%**	**80.1%**
Dallas CCD	77.7 %	78.3%	77.0%	78.5%	81.0%
North Harris Montgomery CCD	81.4%	80.6%	81.6%	79.4%	80.5%
San Jacinto CCD	78.3%	78.7%	78.2%	78.4%	78.7%
Tarrant County CCD	80.5%	80.0%	78.5%	79.1%	80.1%

State	**81.6%**	**81.2%**	**81.3%**	**81.0%**	**83.3%**

Source: THECB, Data Resources for 2002 Legislative Budget Board (LBB) Performance Measures and 2002 Statewide Factbook.

The number of students who transfer to a university is another key indicator of community college effectiveness. However, colleges have a very difficult time tracking their students once they leave. In fact, 63 percent of the students enrolled during fall 2000 in Texas community colleges, who had graduated by the following summer, could not be located in Texas public higher education. This is due partially to the state's inability to collect data on those who transfer to private institutions, enter the military or move out of state. To try to determine transfer rates, colleges compare enrollments from fall of one year to fall of the next, while also working with other colleges and universities to track their former students. In addition, they conduct student follow-up surveys and participate in THECB Automated Student and Adult Learner Follow-up System, which attempts to capture both transfer and employment data.

Exhibit 2-12 shows the percentage of ACCD and peer college students who transferred to another Texas public college or university upon graduation in spring 2001. According to THECB data, in 2000-01, ACCD students transferred to four-year institutions upon graduation at a somewhat lower rate than their peers or the statewide average and are some of the most difficult to locate, perhaps due to the large number of private institutions in the San Antonio area. However, a national study in the mid-1990s found that the transfer rate at Palo Alto was among the highest in the nation. A 2003 study found that this rate increased 3.4 percent between 1997 and 2000, compared to the statewide increase of 1.2 percent.

Exhibit 2-12
Transfer Rates to Various Texas Colleges and Universities
Students Enrolled Fall 2000 Who Graduated Spring 2001
Compared with Peer Colleges
2000-01*

College District	Same Institution	Different Community College	Four-Year College or University	Concurrent Enrollment	Could not be Located
ACCD	**18%**	**2%**	**14%**	**0%**	**66%**
Dallas CCD	20%	4%	20%	1%	55%

North Harris Montgomery CCD	21%	3%	15%	1%	60%
San Jacinto CCD	22%	5%	19%	1%	54%
Tarrant Count CCD	17%	3%	23%	1%	56%
State	**18%**	**2%**	**17%**	**0%**	**63%**

In 2000-01 Texas community colleges awarded more than 40,547 degrees and certificates, 61 percent of which were degrees. This represents a 50 percent increase in just over a decade. **Exhibit 2-13** shows that ACCD colleges awarded 5 percent of all the academic degrees in the state and 7 percent of the technical degrees in 1998-99, for a total of 12 percent. Two years later, in 2001, this had increased to 13 percent of all degrees awarded in the state, a significant increase when most of the peer rates remained flat.

Exhibit 2-13
Academic and Technical Degrees Awarded
ACCD Compared with Peer Colleges
1998-99 through 2000-01

College District	1998-99		1999-2000		2000-01	
	Academic	Technical	Academic	Technical	Academic	Technical
ACCD	**552**	**882**	**599**	**911**	**686**	**883**
Dallas CCD	1,199	994	1,181	873	1,084	825
North Harris Montgomery CCD	377	424	440	436	530	451
San Jacinto CCD	496	587	545	544	526	566
Tarrant County CCD	1,047	695	1,071	743	1,052	684

Statewide Total Degrees	10,700	12,761	11,800	13,010	11,959	12,590
ACCD Percent of Statewide Total of Degrees	5%	7%	5%	7%	6%	7%

Source: THECB, Texas Public Community, State and Technical Colleges 2002 Statewide Factbook.

In addition to the number of degrees and certificates, Texas community colleges are also required to report the number of students who pass professional licensure exams. ACCD reviews these data to determine how prepared its students are in fields that require certification. **Exhibit 2-14** shows how well ACCD students performed on several state licensure exams compared to the statewide average. "Non-applicable" (NA) means that no one tested during that year or that results were unavailable. Programs in which only one person tested in a given year have been omitted so as not to skew percentages. A review of exam results reveals that, overall, ACCD students tended to perform better than average on their licensure exams in several of the protective services fields, such as law enforcement and fire protection, but considerably below the state average in the health sciences.

Exhibit 2-14
ACCD Passing Rates on State Licensure Exams
1998-99 through 2000-01

College and Licensure Area	1999		2000		2001	
	ACCD	State	ACCD	State	ACCD	State
Northwest Vista						
None to date	NA	NA	NA	NA	NA	NA
Palo Alto*						
Veterinary Technician (Texas)	75%	NA	84%	NA	72%	95%
Veterinary Technician (National)	87%	NA	94%	NA	89%	75%
San Antonio						
Funeral (Texas)	NA	NA	93%	93%	100%	100%

Funeral Director	NA	NA	43%	43%	67%	67%
Funeral Director - Embalmer	NA	NA	54%	54%	44%	53%
Law Enforcement - Peace Officer (Academic)	67%	42%	78%	76%	64%	52%
Law Enforcement - Peace Officer (Academy)	75%	61%	75%	53%	80%	75%
Law Enforcement - Reserve Officer (Academic)	NA	NA	NA	NA	76%	67%
Breath Test Operator	NA	NA	NA	NA	98%	98%
Fire Protection (Inspector)	100%	86%	72%	83%	NA	98%
Fire Protection (Structure)	65%	76%	79%	85%	77%	87%
Deaf Interpreter	77%	60%	NA	50%	56%	48%
Medical Assistant	48%	47%	62%	60%	NA	38%
Paramedic	91%	86%	85%	84%	NA	89%
Nurse, Registered	86%	89%	84%	86%	88%	88%
Nurse Aide	88%	84%	NA	86%	NA	83%
St. Philip's						
Massage Therapy	50%	72%	82%	74%	65%	69%
Aircraft Mechanic (General)	79%	74%	67%	90%	80%	91%
Aircraft Mechanic (Airframe)	92%	88%	67%	94%	60%	91%
Aircraft Mechanic (Powerplant)	89%	90%	100%	98%	100%	95%
Physical Therapy Assistant	79%	72%	100%	99%	56%	73%
Nurse, LVN	80%	89%	81%	86%	83%	88%
Nurse Aide	81%	84%	NA	86%	58%	83%
Medical Radiologic Technologist (Radiography)	74%	92%	59%	88%	62%	80%
Nurse, Registered	87%	89%	88%	86%	90%	88%

Source: THECB, Statewide Annual Licensure Report, 2002.
*Note: Palo Alto supplied scores for the Veterinary Technology program.

FINDING

All ACCD colleges demonstrate a strong commitment to institutional effectiveness as a critical element in the planning and evaluation process. Each engages in an ongoing review of institutional purpose, policies, procedures and programs. The colleges have stepped up this effort in light of SACS reviews during the early 1990s, in which the review teams noted weaknesses in how the colleges related planning to measurable student outcomes.

SACS requires that educational institutions "document quality and effectiveness by employing a comprehensive system of planning and evaluation in all major aspects of the institution." According to SACS, program review measures can include evaluations of the following: instructional delivery, facilities and equipment; standardized tests and licensing exams; course completion rates, job placement rates and employer follow-up; student transfer success and other student follow-up studies. When ACCD students fail to meet minimum expectations on these measures, departments develop corrective action plans to ensure improvement.

As part of its institutional effectiveness review process, each ACCD college:

- has a planning committee or council that provides guidance in the identification of opportunities and priorities, sets planning goals and timelines and ensures that the college community understands and carries out the process;
- has an office and staff dedicated to institutional research and effectiveness; and
- conducts a variety of studies and publishes reports on student success and satisfaction throughout the year.

Exhibit 2-15 lists some of the various reviews and reports that ACCD colleges have engaged in and/or produced that reflect how well they are satisfying their institutional missions.

Exhibit 2-15
Institutional Effectiveness
Studies and Reports

Type of Study	Northwest Vista	Palo Alto	San Antonio	St. Philip's
Community College Survey of Student Engagement (CCSSE)	X	X	X	X
Progress/achievement reports related to strategic plans	X	X	X	

Enrollment and retention studies/reports	X	X	X	X
Faculty studies			X	
Surveys of "Leavers"	X	X	X	X
Graduate surveys and trend analyses	X	X	X	X
Program reviews	X	X	X	X
Employer surveys	X	X	X	X
Climate surveys (both student and staff)	X			X
College fact books		X	X	X
Annual reports	X			

Source: ACCD, SAC, St. Philip's, Northwest Vista and Palo Alto college reports and Web sites, February, 2003.

ACCD colleges further demonstrate their commitment to assessing institutional effectiveness through ongoing program review or evaluation. It is widely acknowledged that program review is an integral part of a college's planning and evaluation process and helps colleges assess how well specific programs are meeting expected or required standards. The purpose of such a review is to formalize the collection and analysis of data for continuous improvement.

All of ACCD's colleges have such a program review process in place for several reasons:

- it provides an opportunity to study program data and evaluate effectiveness at the department level;
- it addresses college objectives regularly;
- it targets areas that need improvement and additional resources in a timely way; and
- it responds to SACS criteria for accreditation.

Although each unit or program is involved in an annual cycle of planning and evaluation, one-fifth of these undergo intensive scrutiny of mission, purpose, goals, objectives, methods and outcomes each year. During this time faculty and administrators track enrollments, contact hour production, grade distribution, graduates and other performance measures in depth. The goal is to enhance institutional effectiveness by improving unit quality and to stay abreast of industry changes in order to keep instruction or other services current. As part of the annual cycle of planning and evaluation,

college officials examine key measures, such as enrollments, course completion rates and licensure passage, and make tactical adjustments as needed. For example, when students fail to pass their licensure exams, college officials implement several interventions immediately. For example, they

- determine what sections of the exams give students the most difficulty and stress them in future classes;
- set up opportunities for faculty development as appropriate;
- encourage faculty to provide students with additional assistance;
- increase pre-assessments to familiarize students with test-taking;
- revise curricula and delivery modes as appropriate; and
- create special seminars, study groups and mentoring opportunities for students.

COMMENDATION

Each college measures how well it delivers on its mission through a comprehensive institutional effectiveness process that is strongly supported by program review.

FINDING

ACCD has a lengthy history of working with business and industry to develop and improve the skills of the area workforce. In keeping with the mission of the community college, college educators collaborate with area employers to introduce students to career opportunities, integrate classroom and work-based learning, build educational programs that prepare students for successful careers and re-train workers in need of skills improvement.

ACCD's colleges have developed agreements with numerous businesses in the area to provide clinical locations for certain health care programs; state-of-the-art equipment for both high- and low- tech programs and highly qualified employees to help with curriculum development and classroom teaching. In addition, business and industry representatives serve on occupational-technical advisory committees at all colleges.

An important partnership between the ACCD and Alamo Workforce Development, Inc. led to the development of the ACCD Advanced Technology Center, which opened in fall 2002 at the former Kelly Air Force Base. Designed to accelerate the creation and expansion of high-paying jobs in the technology industry, the goal of this San Antonio Technology Accelerator Initiative is to train a new technical workforce and help current technology workers upgrade their skills. The center connects the training resources of the ACCD colleges and partnership

schools to provide advanced, specialized workforce development training in certain new and emerging technologies, such as Aerospace Avionics, Automated Manufacturing, Computer Information Security Assurance and e-Commerce. The center is equipped with state-of-the-art equipment including both wired and wireless Internet connectivity; a three-screen, 100-seat multimedia auditorium; satellite downlinking; videoconferencing; VHS/DVD playback/recording; wireless microphones; Internet connectivity in computer labs; document camera and 35mm slide projector and conference and meeting rooms. The Center also houses a customer-driven one-stop employer clearinghouse that connects employers to ACCD training and workforce resources in the aerospace, information systems and e-commerce industries.

ACCD was also involved in the education and training proposal for the highly visible Toyota Tundra assembly workforce development project awarded to San Antonio in February 2003. **Exhibit 2-16** is a matrix of key Toyota occupations and the colleges that plan to provide education and/or training in these areas.

Exhibit 2-16
Occupational Training Matrix
Toyota Assembly Project

Workforce Program	Northwest Vista	Palo Alto	San Antonio	St. Philip's
Accounting Specialist		X	X	X
Administrative Secretary		X	X	X
Administrative Clerk		X		
Business Management		X	X	X
CNC Specialist				X
Collections / Customer Service	X	X	X	X
Design Engineer				X
Electro-Mechanical Tech		X		
Engineer for Quality and Misc			X	X
Environmental Tech				X
Executive Secretary		X		
Facility/Transportation Logistics Specialist		X		
Financial Service			X	

Fuel Cell Technician				X
Human Resources Manager			X	
HVAC Systems Spec/Engineer				X
Industrial Electrician / Electronics Engineering			X	X
Information Systems Specialist	X	X	X	X
Machinist / Precision Metals				X
Manufacturing Engineering Tech				X
Material's Handler				X
Network Engineer	X		X	X
Programmer CIM	X		X	X
Quality Management / Lean Manufacturing, TQM, ISO 9000 and related				X
Quality System Manufacturing Spec/Engineer			X	X
Robotic Specialist				X
Stamping Specialist				X
Tool and Die Specialist				X
Vehicle Evaluation Engineer				X
Warehouse Spec / Warehouse Supervisor		X		
Waste Treatment Manager		X		
Welding Specialist				X

Source: ACCD, Toyota Tundra Education and Training Briefing Document, revised 2003.

COMMENDATION

ACCD collaborates with area business and industry to create education and training programs that support economic development.

FINDING

Although individual ACCD colleges monitor their effectiveness, there is minimal coordination of related projects or discussion of districtwide implications. Colleges perform their own studies and analyses based on internal decisions and produce their own reports. College researchers interact only occasionally although they collect and analyze much of the same data. There is no centralized office of institutional effectiveness, nor is there a districtwide committee to coordinate research efforts. Institutional researchers indicated that they have met as a group only a few times.

North Harris CCD has a centralized Office of Institutional Effectiveness and Research that provides assistance to district colleges to help them identify, locate and analyze data for decision-making. In addition, North Harris CCD officials have developed comprehensive systems to document how well the district is fulfilling its mission. Information about students, staff, classes and community used in planning and evaluation is centrally accessible. Such coordination helps prevent duplication of effort and ensures that reports are consistent and information is adequate for district-level decision-making. Technical assistance in database design and development, data analysis and the use of various software tools is also available. In addition to providing links to the various district college research Web sites, the office also publishes links to key government and education sites.

Recommendation 12:

Develop a comprehensive, districtwide system to collect, analyze and communicate institutional effectiveness information.

This should ensure that ACCD planners and decision-makers have the information they need to set direction and strategy. It should also create an opportunity for institutional researchers to better inform district policy based upon more uniform data collection and analysis.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The executive vice chancellor, or designee, convenes a task force of college presidents, key institutional effectiveness personnel from each college and the district director of Management Information Systems and Technologies to brainstorm district-level decisions that require college-level information and to determine how best to access the data that will inform each type of decision.	September 2003
2.	The task force turns these ideas into a written list and establishes tasks and timelines as needed.	October - December

		2003
3.	The task force continues to meet monthly to ensure that relevant information is shared across the district, that systems are in place to support this exchange of information and that task force members discuss and agree upon the types of information that should be regularly shared and the means for doing so.	January 2004 and Monthly Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Certain ACCD occupational-technical programs do not satisfy the THECB effectiveness criteria for number of graduates and/or successful placement into the workforce or another higher education institution. The THECB reports data on these measures annually, and colleges must use the information to document program quality and describe improvement plans. In addition, the THECB reviews each Texas community college every four years, beginning with a desk review and perhaps following up with a site review if problems are detected. Specifically, the measures require that:

- each occupational-technical education program produce at least 15 graduates over a three-year period; and
- at least 85 percent of an occupational-technical program's graduates must be placed in employment or in another higher education institution within a year of graduation.

THECB permits colleges to adjust for the following:

- new programs, which have three years to demonstrate that they meet both criteria; and
- certain highly specialized programs, which meet the first criterion only when combined with other programs in the same category-of-instructional-program code (CIP) area.

The THECB requires colleges to submit corrective action plans for programs that do not meet requirements, and the technical-occupational deans ensure that action is taken. In some cases this requires a "sunset review" of a program to determine whether the college should drop it from its inventory or revise it. **Exhibit 2-17** presents the programs not meeting either one or both of the criteria in 2000. NA means that programs are too new to report data.

Exhibit 2-17
ACCD Workforce Programs Not Meeting One or Both THECB Criteria
For Three-Year Period 1997-98 through 1999-2000

Occupational-Technical Programs by College	Number of Graduates (must be at least 15)	Three-year Placement Rate (must be at least 85 percent)
Northwest Vista		
Business and Personal Services Marketing Operations	0	NA*
Community Health Services	4	NA*
Communications Technologies	8	100%
Pharmacy Technician / Assistant	9	92%
Palo Alto		
Environmental Control Technologies	18	75%
Food Sciences and Technology	3	100%
Air Transportation Workers	11	79%
San Antonio		
Financial Management Services	2	100%
Quality Control and Safety Technologies	13	100%
Real Estate	11	100%
St. Philip's		
Auto/Automotive Mechanic / Technician	18	80%
Business Administration and Management	14	83%
Construction/Building Technology	39	83%
Drafting	36	84%
Health and Medical Lab Technologies	13	100%
Institutional Food Workers and Administrators	7	100%

Precision Metal Workers	8	100%

Recommendation 13:

Ensure that ACCD occupational-technical programs meet THECB criteria for effectiveness, including number of graduates and job placement.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The college vice presidents of Academic Affairs and the deans of the affected occupational-technical programs work with department chairs, faculty and advisory committees to discuss program weaknesses and environmental factors that might be affecting outcomes and discuss consequences of not satisfying the THECB criteria.	September 2003
2.	The occupational-technical deans, chairs and faculty at each college develop a comprehensive action plan with tasks, timelines and assignments for satisfying the THECB requirements for number of graduates and job placements.	October 2003
3.	The occupational-technical deans meet with college vice presidents of Academic Affairs to report progress toward satisfying the THECB criteria.	January 2004 and Each Semester Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 2
INSTRUCTION AND ACADEMIC SUPPORT

C. RESOURCE MANAGEMENT AND PRODUCTIVITY

How well a college manages resources, both financial and human, is a measure of how productive it is. Planning course offerings semester after semester and estimating the number of faculty and support staff required to ensure student success is both a science and an art. The goal is to offer the best mix of courses and quality faculty in the right locations at the most convenient times to enroll the optimal number of students for the least cost. In an environment of shrinking higher education budget dollars and rising costs, college administrators and faculty must diligently work toward this goal on an ongoing basis.

Productivity is measured in several ways in community colleges. Two of the most common are regularly reviewing average class size for deviation from the norm or industry standard; and carefully assessing faculty workload to ensure that it comes as close as possible to the industry standard of five courses and 15 credit hours per semester, or the equivalent thereof. Colleges improve their productivity when they increase average class size by using these measures without appreciably compromising instructional quality. In times when financial resources are especially tight and revenues from the usual state, local and student sources, as well as other external funding sources, cannot cover operating costs, colleges look for ways to do more with less. In such times, colleges take a hard look at their productivity efforts in order to serve their students more prudently.

Factors that often contribute to declining instructional productivity include the following:

- failing to review class maximums regularly with fresh eyes and new rationales;
- failing to compare class maximums by course to peer colleges with similar budgets;
- relying too heavily on doing things as they have been done before;
- granting full-time faculty too much release time for specials projects in lieu of teaching;
- reducing an instructor's workload when a class fails to "make" instead of reassigning the faculty member to another class, perhaps in the evening;
- failing to scan the environment for threats and opportunities, such as unemployment or new industry; and
- failing to consider new scheduling alternatives, including weekend colleges and mini-semesters, among others.

FINDING

Average class size in the ACCD has declined and does not meet the rising industry standard. The average number of students per class can be calculated in several ways: by reviewing faculty-to-student ratios; by averaging the numbers in both academic transfer and occupational-technical courses or by measuring the number of sections offered compared to the number of students enrolled. One of the most revealing ways to assess average class size is to examine the number of sections offered by full-time (FT) or part-time (PT) teachers. **Exhibit 2-18** shows the number of faculty members, course sections, enrollments and resulting average class size by faculty type for each ACCD college. It indicates that full-time faculty tend to generate larger average class sizes than adjunct faculty. This is likely due to the fact that full-time faculty generally teach during the day, and these classes are typically larger than evening classes. Full-time temporary adjuncts are included in the full-time category.

Exhibit 2-18
Average Class Size by Full-Time (FT) and Part-Time (PT) Instructors
1998-99 through 2001-02

Enrollment Data by College	1998-99		1999-2000		2000-01		2001-02*	
	FT	PT	FT	PT	FT	PT	FT	PT
Northwest Vista								
Number of faculty	31	129	52	168	69	225	68	316
Number of sections	153	403	385	496	657	813	782	1,274
Enrollments	1,920	5,642	6,012	8,393	11,978	14,617	14,976	22,601
Average class size	**12.5**	**14.0**	**15.6**	**16.9**	**18.2**	**18.0**	**19.2**	**17.7**
Palo Alto								
Number of faculty	130	383	123	373	121	314	132	312
Number of sections	923	1,508	937	1,379	1,103	1,500	1,139	889
Enrollments	18,880	22,036	19,668	20,795	18,607	21,247	20,079	13,886
Average	**20.5**	**14.6**	**21.0**	**15.1**	**16.9**	**14.2**	**17.6**	**15.6**

class size								
San Antonio								
Number of faculty	520	562	467	650	491	652	510	664
Number of sections	5,186	1,921	4,783	2,337	5,029	2,342	5,380	2,248
Enrollments	103,212	36,898	96,455	46,303	97,270	43,374	102,612	42,479
Average class size	**19.9**	**19.2**	**20.2**	**19.8**	**19.3**	**18.5**	**19.1**	**18.9**
St. Philip's								
Number of faculty	266	323	252	295	258	331	274	442
Number of sections	2,278	994	2,289	929	2,491	1,029	2,654	1,328
Enrollments	39,090	15,040	39,089	14,877	40,694	15,810	44,060	19,391
Average class size	**17.2**	**15.1**	**17.1**	**16.0**	**16.3**	**15.4**	**16.6**	**14.6**

Source: ACCD, Vice Presidents of Academic Affairs and College Researchers, March - April 2003.
*Note: Palo Alto College reflects fall 2002 figures.

St. Philip's officials explain that their relatively low average class size is because nearly half of their programs are offered in the Applied Sciences, which limits class size due to lab, clinical, practicum and accreditation standards. Palo Alto administrators explain that their declining average class size can be attributed to their decision to add more developmental and occupational-technical programs, such as Electro-Mechanical Technology and Landscape/Horticultural Science to serve the workforce education needs of the community.

Exhibit 2-19 shows the erosion of the overall ACCD average class size for full-time faculty during the same four-year period, although there was a slight increase in 2001-02. It also clarifies the significant difference in average class size between full- and part-time faculty. The general decline in average class size is in spite of the fact that Northwest Vista's increased substantially from 12.5 to 19.2 for full-time faculty and from 14.0 to 17.7

for adjunct faculty over the same time frame. The full-time and adjunct faculty figures used below were reported by the individual colleges.

Exhibit 2-19
ACCD Average Class Size by Faculty Type
1998-99 through 2001-02

	1998-99	1999-2000	2000-01	2001-02*
Full-Time Faculty	947	894	939	984
Sections	8,540	8,394	9,280	9,955
Enrollments	163,102	161,224	168,549	181,727
Average Class Size (Enrollments/Section)	**19.1**	**19.2**	**18.2**	**18.3**
Adjunct Faculty	1,397	1,486	1,522	1,734
Sections	4,826	5,141	5,684	5,739
Enrollments	79,616	90,368	95,048	98,357
Average Class Size (Enrollments/Section)	**16.5**	**17.6**	**16.7**	**17.1**

Source: ACCD, vice presidents of Academic Affairs and college researchers, March-April 2003.
*Note: Totals reflect fall 2002 figures for Palo Alto College.

One of the primary reasons the average ACCD class size has declined is that the district serves an increasingly large number of students who need additional academic assistance to prepare for college-level courses. In fall 2000, for example, 57 percent of all ACCD first-time college students received remediation through developmental education courses, compared to 39 percent statewide and 43 percent in the Dallas and North Harris Montgomery community college districts. Typically, developmental courses have lower enrollment maximums than other academic courses to accommodate the needs of students who need more individualized instruction to succeed in college.

When developing a course schedule, ACCD college officials set a maximum class size for each section, which is a significant factor affecting average class size. The goal is to enroll as many students as possible into each section, bearing in mind this class maximum. Several factors typically figure into ACCD decisions about class maximums, such

as room size; equipment availability (for example, the number of computers per classroom); accreditation requirements in occupational-technical programs; teaching/learning theory; the amount of reading or grading required, as in English classes and the need for more individualized attention, as in developmental courses. Officials also consider the minimum number of enrollments required for a class to "make" and may reduce this number depending upon how many students need a particular class to graduate.

A common cause of declining average class size is failure to review class maximums and minimums regularly when putting together a course schedule. Many colleges set guidelines and establish formulas for class size in order to decrease variance and ensure greater cost-effectiveness. For example, Austin Community College has established the goal of filling classes, on average, at 90 percent, which means that a class with an enrollment maximum of 30 will have at least 27 students. When colleges allow too many courses to meet with less than 75 percent of their maximum enrollment - perhaps to accommodate students who need them to graduate or to satisfy an instructor's course load - they will watch their average class size shrink. Conversely, decreasing the number of sections that meet with fewer than 75 percent of the maximum, coupled with increasing class maximums where possible, can increase average class size.

Across the country, community colleges, which have long prided themselves on their ability to individualize instruction because of small classes, are finding it too costly to maintain average class sizes under 21. As the cost of instruction continues to rise and state contributions shrink, colleges are having to do more with less-even colleges with large numbers of workforce education programs, which typically lower average class size.

Recommendation 14:

Increase average class size across the district.

TSPR has recommended that other community colleges raise class sizes to higher enrollments; however, in the interest of conservatism we are recommending that ACCD set 20 as an average class size, and once achieved, strive to reach 21 after the initial goal is achieved. ACCD colleges should take a hard look at enrollment maximums and declining class sizes to determine where efficiency can be improved. While they may need to limit class size for some programs, they should develop a plan and review their course schedules, classroom facilities and delivery methods to determine which courses and programs could accommodate additional students. This plan should include assessing classroom

capacities, equipment availability and accreditation requirements, as well as surveys of how peers determine class maximums. Doing so districtwide would reduce the number of sections necessary, increase the average class size and decrease the number of faculty required. Officials should also set districtwide formulas for canceling classes that are under-enrolled.

Optimizing class size is a significant productivity factor in community colleges. Given the statewide budget shortfall, which will lead to declines in state contact-hour reimbursement funding, it would be fiscally responsible to set a goal to increase the average class size to 21. As shown in **Exhibit 2-20**, by increasing the number of enrollments per section conservatively to 20, based on 2001-02 data supplied by the colleges, would reduce the number of full- and part-time faculty required for the same number of enrollments.

Exhibit 2-20
ACCD Faculty Requirements
Based on 2001-02 College Data

Variable	Full-Time Faculty	Adjunct Faculty
(A) Number of faculty	984	1,734
(B) Number of sections	9,955	5,739
(C) Number of enrollments	181,727	98,357
(D) Number of enrollments/section [C ÷ B]	18.3	17.1
(E) Average number of sections per instructor [B ÷ A]	10.1	3.3
(F) Number of sections required with 20 enrollments/section [C ÷ 21]	9,086	4,918
(G) Number of faculty required with 20 enrollments/section [F ÷ E]	899.6	1,490.3
(H) Difference in number of full time faculty required [A - G]	**84.4**	
(I) Difference in number of Sections taught by adjunct faculty [B-F]		**821**

Source: Computations Based on Data Supplied for Exhibits 2-19 and 2-20 by ACCD vice presidents of Academic Affairs and college researchers, March - April 2003.
*Note: Data supplied by the district's Information Technologies Department revealed lower average teaching loads across the district, although average class size data were similar.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The executive vice chancellor for Academic Affairs appoints an ad hoc task force made up of at least two college vice presidents of Academic Affairs, several deans, the four college research officers, a district representative from Management Information Systems and Technologies and one from the district Facilities department.	August 2003
2.	The task force develops a plan for reviewing course schedules and class maximums for at least the past two years to determine which sections can be enlarged and which should be eliminated so that the overall number of sections is reduced.	August 2003
3.	Task force members conduct the review, survey peers, analyze results and make recommendations to the academic vice chancellor and college presidents, who adjust class maximums and reduce the number of sections offered as appropriate.	September - November 2003
4.	The executive vice chancellor requests that the chancellor seek board approval, as appropriate, to implement any new guidelines for increasing class maximums, controlling the number of sections offered in order to increase average class size and cutting back on the number of instructors required.	December 2003
5.	The board approves the guidelines and freezes hiring of overstaffed positions pending full implementation in 2004-05.	December 2003
6.	College presidents implement guidelines for enrollment maximums and minimums on campuses to increase average class size.	January 2004

FISCAL IMPACT

In the ACCD, a full-time faculty member earns an average of $46,543 plus benefits of 9.4 percent ($4,375), or $50,918, for nine months. Therefore, the annual fiscal impact of reducing the number of full-time faculty by 84.4 would be $4,297,479 (84.4 x $50,918). Part-time instructors earn an average rate of $2,084 per section without benefits. The annual fiscal impact of reducing the number of sections by 821 would be $1,710,964 (821 x $2,084). The total amount of savings is $6,008,443 ($4,297,479 + $1,710,964) annually. During the first year, this amount of savings is conservatively reduced by one-fourth. This first year savings will be $1,502,111 ($6,008,443 / 4).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Increase average	$1,502,111	$6,008,443	$6,008,443	$6,008,443	$6,008,443

class size across the district.					

Chapter 2
INSTRUCTION AND ACADEMIC SUPPORT

D. ACADEMIC SUPPORT

Community colleges require strong academic support of various types to carry out their instructional missions. Faculty and students expect that essential resources will be available to support teaching and learning. SACS criteria require that effective colleges and universities ensure that "educational programs be complemented by well-rounded support structures that stimulate the mind and encourage the total growth and development of students." College libraries, or Learning Resource Centers (LRCs) as they are often called in community colleges, as well as instructional technology services, distance education and teaching/learning labs must be adequate and available to faculty and students. Library services and instructional technology, which support a college's distance learning program, are functions of the individual colleges in the ACCD.

FINDING

ACCD faculty, staff and students have extensive access to teaching/learning materials and services through the LRCs at each college. These centers have substantial resources among them, both print and non-print, and provide a variety of services to students, staff and community, as shown in **Exhibit 2-21**.

Exhibit 2-21
ACCD Learning Resource Center User Statistics
2001-02

Type	Description	Northwest Vista	Palo Alto	San Antonio	St. Philip's
Person-to-person	Door count of users entering LRCs	100,713	137,331	333,591	290,910
	Checkouts	13,859	20,592	52,054	52,236
	Reference/librarian transactions	9,302	17,505	42,904	25,319
Electronic Collections	Electronic reference usage	9,799	61,931	103,000	268,492
	Web visits (virtual visits)	25,611	137,452	92,457	186,652

	Books on paper and equivalent	8,570	81,493	61,879	81,284
	Electronic books with full text online	18,000	17,495	18,254	18,254
	Intranet databases (research resources)	80	90	121	0
	Titles on microform	0	314	1,624	614,888
	Audiovisual materials	3,654	2,268	7,645	11,674
	Electronic resources (non-subscription software)	14	0	25	53
Subscriptions	Paper and microform	210	458	1,465	1,003
	Serials online and on CD	4	7,905	0	119

Source: ACCD, Learning Resource Center directors.

ACCD LRCs reinforce the concept of lifelong learning through both electronic and conventional services. They are structured to provide onsite library materials, instructional technology and audio-visual production necessary to support and supplement educational programs. Collections include print volumes, current magazines and journals, electronic indexes with full-text databases, computer software, audio visual materials and domestic and foreign newspapers. Through cooperative agreements and computer database searching, college LRCs have access to the holdings of local, state and national libraries. Memberships in the Council of Research and Academic Libraries (CORAL) and Internet service also greatly enhance faculty and student access to vast bibliographic resources at member institutions.

Within these LRCs, special purpose areas are designated for electronic research, bibliographic instruction, periodical reading, study and integrated materials collections. San Antonio College has been designated a "federal documents depository library" and has a collection of 60,000 such documents.

ACCD LRC staff at each college provide bibliographic instruction programs coordinated with faculty around their respective disciplines as well as individual assistance in the use of resources. Librarians also help with database searches and interlibrary loans.

Of special note is the children's library at Palo Alto College, which is open to the general public, who may check out children's books and videos as well as other library materials. Although there is no separate budget for the children's library, there are a number of special activities. For example, during the summers of 2001 and 2002, Palo Alto student interns put together and ran two themed programs, related to space and oceans. Community children, as well as those of Palo Alto students and staff, participated. The Palo Alto children's library also provides developmental education students with the opportunity to read fairy tales to children, including those enrolled in Palo Alto's childcare center, on a weekly basis. Promoted around campus and in the community, this program benefits both the readers and the children.

Audiovisual services are also available through college LRCs. These include assistance with graphics, computer graphics, photography and audio and videotaping in support of academic instruction. Media professionals with expertise in instructional design and development tailor and individualize materials specific to course content. Audiovisual equipment is also available for classroom use upon request.

COMMENDATION

The ACCD colleges provide a wide variety of informational services and materials to their students and communities through their learning resource centers.

FINDING

In order to provide service to students year-round and to contain costs, Northwest Vista staffs its LRC with 12-month rather than nine-month librarians. Librarians at Palo Alto, San Antonio and St. Philip's have faculty status and serve on nine-month contracts, while librarians at Northwest Vista are classified as professional and work on a 12-month basis. In order to cover the summer months, ACCD librarians on nine-month contracts have the option of working partial or full summer sessions for additional pay, pro-rated on their contractual salary, and most of them do. In addition, the colleges hire adjunct librarians to fill in as needed. During the summer 2002, for example, each of the five Palo Alto faculty librarians earned additional summer compensation at a pro-rated salary, as did 14 of the 15 San Antonio College librarians and six of the eight at St. Philip's. **Exhibit 2-22** shows the total 2002-03 salaries of ACCD librarians, excluding the directors.

Exhibit 2-22
ACCD Learning Resource Center Salaries

By Type of Contract
2002-03

College	Number of Full-Time Librarians	Salaries - 12-Month Librarians	Salaries - 9-Month Librarians	Summer Contracts: Employees/ Salaries	Total Annual Salaries
Northwest Vista	4	$166,258	0	0	$166,258
Palo Alto	5	0	$232,236	(5) $56,766	$289,002
San Antonio	15	0	$716,409	(14) $129,459	$845,868
St. Philip's	8	0	$301,361	(6) $45,689	$347,050
Total	**32**	**$166,258**	**$1,250,006**	**$231,914**	**$1,648,178**

Source: ACCD, deans of Learning Resource Centers, March 2003, and president of Northwest Vista.

Although professional college and university library associations, such as the Association of College and Research Libraries (ACRL), take the position that professional library staff should have "faculty status, benefits, and obligations," the need to contain costs and provide more extensive service is becoming a guideline, particularly when replacing staff due to resignation or retirement. In a 1999 study, the ACRL found that less than 40 percent of college and university librarians currently have salaries equivalent to faculty at their institutions. While librarians at many community colleges still have faculty status and earn additional, pro-rated salaries for summer service, other community colleges, particularly the newer ones like North Harris Montgomery CCD, require their librarians to work a 12-month schedule. Furthermore, the Dallas CCCD, which once had mostly faculty librarians, more often than not replaces its librarians who retire or resign with 12-month professional employees.

COMMENDATION

Northwest Vista College uses a 12-month staffing model to provide cost-effective and professional library services year-round.

FINDING

ACCD colleges have growing, successful distance learning programs that reach non-traditional students. Their success is due in large part to how courses are structured to take advantage of the technology and the support

services they provide both faculty and students. Distance learning programs are college-based, providing support services to students enrolled in evening and weekend courses, telecourses, Internet courses and interactive videoconferencing courses. Students also receive assistance with registration, course changes and general college information through these venues. Acting as a liaison, distance and extended education personnel reach out to the community, secondary schools, business and industry and military bases to help students earn college credits through both traditional and non-traditional delivery methods.

Colleges ease the transition from the conventional classroom teaching/learning format to one that is technology-based in several ways. One such way is through the use of a "hybrid" Internet/classroom format, which integrates Internet learning with in-class instruction. Introducing students to distance learning with the hybrid class has proven to be a best practice because it enables students to become acquainted with Internet classes while still maintaining face-to-face contact with the instructor. Students are also required to attend a face-to-face technology orientation, and instructors meet with students individually. ACCD colleges also build course schedules with hybrid parallels to provide a smooth transition through programs to graduation.

In addition to course structure, ACCD's colleges offer a variety of support services to both faculty and students who exercise the distance learning option. These include a faculty handbook that covers policies, rules, procedures and responsibilities; faculty training and learning resources and student assistance in the form of study guides and tutoring. Some colleges, such as Northwest Vista, require orientation classes in technology use, provide Web links and host a help-line for students. ACCD requires faculty, both full-time and part-time, who wish to teach distance learning courses to participate in training on curriculum design and course development for this type of instruction. In addition to providing this training, Instructional Innovation Center staff also offer technical and consultative support. Furthermore, facilities and equipment (scanners, digital cameras and CD-burners, for example) are available to support innovative and creative multimedia courses.

Due to the shortage of on-campus instructional space and rapidly growing student interest in Internet courses, faculty are strongly encouraged to develop Internet courses and share them with their colleagues. For example, St. Philip's offers incentive grants through its Instructional Innovation Center to provide training workshops for Internet course development; Northwest Vista provides face-to-face technology training for all students; San Antonio College uses Title V grant money to fund an Internet Skills Center and offers an Internet certification program for faculty to ensure consistent course quality and Palo Alto uses Title V

funds to fund competitive mini-grants for training and Internet course development.

All these measures, coupled with being able to respond to a growing demand for technology-based college opportunities, have contributed substantially to the rapid increase in distance learning enrollment across the district. **Exhibit 2-23** shows distance learning enrollment growth at each ACCD college from 1999 through 2002.

Exhibit 2-23
Distance Learning Enrollments by College
1999-2002

Colleges	1999	2000	2001	2002
Northwest Vista	NA	256	1,229	2,185
Palo Alto	358	1,166	1,708	2,817
San Antonio	1,448	3,462	5,482	8,974
St. Philip's	471	954	1,104	1,474

Source: ACCD, College Fact Books, 2001-02, and Distance Learning directors.

COMMENDATION

Through their distance learning programs and supportive services, ACCD colleges reach a large number of students who would not attend college in a more traditional format.

FINDING

Each ACCD college maintains a Student Learning Assistance Center (SLAC), which provides tutoring in both academic and developmental education courses. Recognizing that students learn in different ways and at different speeds, ACCD's learning labs are available for those who need additional assistance outside the classroom. Study skills materials, test review assistance and help with out-of-class assignments are all available. In addition, all SLACs have personal computers for educational use that are equipped with Internet and commonly used software applications.

Within ACCD colleges, SLACs also perform a special function, that is, they serve as an overflow computer center for small departments that cannot afford the technology, space or personnel to support a computer lab. In such situations, departments refer students to the SLACs to use special software that supports their particular course offerings. Each

semester, SLAC staff is trained on all new software packages in order to adequately support student and department needs.

COMMENDATION

ACCD colleges provide a variety of study tools and learning techniques in their Student Learning Assistance Centers to help students succeed in their college courses.

Chapter 2
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E. SPECIAL PROGRAMS

As part of their mission, community colleges provide special educational programs designed to motivate students to make good choices for their future, whether they are to continue their education, seek employment for the first time, enhance their marketability in the workplace or improve their present circumstances. Various programs broaden the scope of higher education beyond academic transfer, workforce or continuing education, making it possible for those who otherwise would never attempt a college education to get a good foothold.

Developmental education courses help students who need additional assistance improve their skills in reading, mathematics, writing, speech and personal development. Based upon the results of college entry-testing and/or previous academic record, students are placed in developmental courses as appropriate. Students who do not pass the state-required Texas Academic Skills Program (TASP) or an alternative test must re-enroll in developmental courses where deficiencies have been identified until they pass the TASP or complete TASP requirements. Passing the TASP enables students to bypass further remediation in reading and writing but not in mathematics.

In fall 2000, nearly 40 percent of all first-time-in-college (FTIC) Texas community college students took at least one remedial course. **Exhibit 2-24** shows that this figure is nearly 60 percent for the ACCD, which is high among peers.

Exhibit 2-24
Percent of First-Time-In-College (FTIC) Students
Who Received and Did Not Receive Remediation
Fall 2000

College District	Received Remediation	Did Not Receive Remediation
ACCD	**57%**	**43%**
Dallas CCD	43%	57%
North Harris Montgomery CCD	43%	57%
San Jacinto CCD	49%	51%
Tarrant County CCD	58%	42%

State	**39%**	**61%**

With such a high percentage of students in need of remedial assistance, ACCD developmental educators have a substantial responsibility to retain these students and help them achieve their college goals.

FINDING

ACCD colleges provide a consistent and smooth transition from remedial to college-level courses by integrating developmental education classes into department curricula. Mainstreaming developmental courses into their respective departments is a philosophical decision, and there are arguments for organizing either way.

ACCD integrates developmental education into its transfer curricula for the following reasons:

- to increase communication among the faculty within the departments;
- to maintain quality control over adjunct instructors through training, mentoring and informal communication;
- to create cooperative groups with lead instructors for adjuncts;
- to focus on faculty who teach developmental education; and
- to create a smooth transition in syllabi for sequential courses.

In *What Works: Research-based Best Practices in Developmental Education*, a 2002 article written for the National Center for Developmental Education, Boylan, Bliss and Bohnam reported that it is not necessarily a centralized program structure alone that contributes to success but the coordination and communication afforded by such a structure. Decentralized programs in which there is strong coordination of remedial education activities and abundant communication among those who teach remedial courses, as there is at Northwest Vista, for example, may be just as effective as centralized programs. Boylan also says that for a decentralized mode to be effective, someone must be sanctioned to coordinate the program across instructional boundaries in accordance with teaching philosophy and institutional expectations. Northwest Vista exemplifies this concept in that its developmental education director interviews all faculty applicants to ensure that they understand the needs of developmental students and coordinates all developmental programs across the curriculum. On the other hand, colleges that centralize developmental education into a single department contend that students

have unique needs and require a strong program area to compete for resources.

Peer colleges and ACCD mainstream developmental educationinto their English and Math departments rather than offering these courses out of a separate department. Although peer colleges contend that they have decentralized developmental education, most have shifted from the centralized to decentralized model only in the past few years. In fact, few colleges have a fully decentralized program but tend to combine the best elements of both models.

In spite of the fact that ACCD developmental education enrollment is higher than the state average, data reveal that the ACCD colleges have been successfully retaining these students from fall semester to spring. As shown in **Exhibit 2-25**, ACCD students have a retention rate nearly equal to that of other first-time-in-college, non-developmental students.

Exhibit 2-25
Fall-to-Spring Retention Rates
ACCD Developmental Education (Dev Ed) Students
Compared to Other First-Time-In-College (FTIC) Students
2000-01 through-2002-03

College	2000-01*		2001-02**		2002-03**	
	FTIC	Dev Ed	FTIC	Dev Ed	FTIC	Dev Ed
ACCD	**70%**	**69%**	**73%**	**71%**	**73%**	**72%**
Northwest Vista	78%	70%	78%	74%	79%	75%
Palo Alto	71%	71%	72%	74%	77%	76%
San Antonio	68%	70%	72%	69%	74%	70%
St. Philip's	67%	66%	69%	69%	70%	69%
State	**59%**	**41%**	**NA**	**NA**	**NA**	**NA**

*Source: *THECB, Institutional Effectiveness Annual Data Resources, 2002-03.*
***ACCD, college coordinators of Developmental Education.*

This retention rate indicates that mainstreaming developmental education into the regular college curriculum is an effective delivery system for motivating at-risk students.

COMMENDATION

ACCD colleges provide a consistent and smooth transition for developmental education students from remedial classes to college-level courses by integrating developmental education programs into college departments.

Chapter 2
INSTRUCTION AND ACADEMIC SUPPORT

F. K-16 INITIATIVES

Increasingly, states are initiating policies that help students transition more easily among high school, the community college and four-year or upper-level institutions. Collaborative efforts between secondary and postsecondary institutions are making it possible for students to get a head start on a college education through dual enrollment courses and for community college students to transfer more of their courses to senior colleges and universities through articulation agreements.

There are two primary reasons for the growing popularity of dual enrollment programs: they provide rigorous academic challenges to high school students and they ease the transition from secondary to postsecondary education. Parents, students and policymakers support these efforts because they create access to postsecondary education at an early age, which ultimately moves students into the workforce earlier and better prepared. These programs also encourage greater collaboration between high school and college faculty, which has long been a challenge. Much of impetus for the dual credit movement in Texas comes as a response to THECB's report, *Closing the Gaps*, which outlines a plan to improve teaching at elementary and secondary grades, reach new standards of excellence at colleges, make higher education more affordable and increase minority enrollment.

Dual credit programs enable students who meet certain guidelines to earn college credits while completing their high school requirements. A successfully completed dual credit course earns the student college credit, which may be applied toward an associate degree and/or may transfer to other colleges and universities. Courses must adhere to college-level standards and are similar in academic rigor to advanced placement courses.

FINDING

ACCD works actively with all service area independent school districts, charter and private schools and home-schooling programs to promote dual credit opportunities for high school students who have completed their sophomore year. **Exhibit 2-26** lists the ACCD service area school districts by county.

Exhibit 2-26
ACCD Service Area
By County and School District

County	Independent School District
Atascosa	Charlotte Jourdanton Lytle Poteet
Bandera	Bandera Medina
Bexar	Alamo Heights East Central Edgewood Ft. Sam Houston Harlandale Judson Lackland North East Northside Randolph San Antonio Somerset South San Antonio Southside Southwest
Comal	Comal New Braunfels
Guadalupe	Marion Navarro Schertz-Cibolo-Universal City Seguin
Kendall	Boerne Comfort
Kerr	Center Point Divide Hunt Ingram Kerrville
Wilson	Floresville

	La Vernia Poth Stockdale

Students may earn community college credit for skills mastered or work completed while they are in high school. The dual credit program is designed for students who plan to earn a certificate, an associate degree, or a four-year degree, as well as for those who just want to take general education college courses. Many of the courses are transferable, and students may earn up to 24 hours of college credit. Curriculum addresses both college course competencies and the Texas Education Agency's (TEA) Texas Essential Knowledge and Skills (TEKS) requirements.

The TEA, THECB and SACS each provide minimum standards, rules and regulations that ACCD colleges must meet in order for high school students to receive dual credit or concurrent course credit. After meeting the required standards, ACCD's colleges develop dual credit agreements with area high schools, using a standardized format. Faculties collaborate on curriculum development and jointly facilitate the student's academic progress. Such beneficial partnerships help to strengthen the overall quality of curriculum and better prepare students for additional college-level course work. In addition, these partnerships help college-level instructors gain insight into the learning needs of high school students.

In the fall 2002, ACCD articulated agreements with nearly 100 area high schools and enrolled almost 4,100 students in more than 190 dual credit classes across the district. A few of the dual credit courses that meet TEKS requirements and count toward a high school diploma are shown in **Exhibit 2-27**.

Exhibit 2-27
Examples of ACCD Courses Meeting Dual Credit Criteria
2002-03

ACCD Courses	**High School Equivalents**
Botany/Zoology BIOL 1411/1413	Biology Advanced Placement (AP)- Dual Credit (DC)
Intermediate Spanish SPAN 2311/2312	Spanish III
Freshman Composition ENGL 1301	English IV DC

American Government (National) GOVT 2305	Government DC
Introduction to Criminal Justice CRIJ 1301	Introduction to Criminal Justice
Integrated Software Applications I ITSC 1309	Business Computer Information Systems
US History I HIST 1301	American History
College Algebra MATH 1314	Pre-Calculus DC
Elements of Statistics MATH 1442	Statistics AP-DC
Introduction to Computer and Information Systems COSC 1301	Computer Science I-DC
Fundamentals of Programming COSC 1315	Computer Science I-DC
Freshman Comp II ENGL 1302	Literature Genre-DC
US History II HIST 1302	American History AP-DC
Introduction to Word Processing ITSW 1301	Business Computer Information Systems
Macroeconomics ECON 2301	Economics AP-DC

Source: ACCD, college coordinators of Dual Credit programs.

Through partnerships with school districts that have low numbers of college-going students, ACCD helps to fulfill the *Closing the Gaps* goal of adding 500,000 additional higher education students by 2015. H.B. 400 requires each school district whose students have low college-going rates to establish a partnership with a higher education institution aimed at increasing college enrollment rates. **Exhibit 2-28** shows these ACCD partnerships and growing student participation levels.

Exhibit 2-28
Sample of Participation of Low College-Going Independent School Districts

In ACCD Dual Credit Programs
2001-02 through 2002-03

College, School District and/orHigh School	Number of Students 2001-02	Number of Students 2002-03
Northwest Vista College		
Northside ISD*	NA	NA
Palo Alto College		
Edgewood ISD	103	109
Harlandale ISD	39	96
Jourdanton ISD	75	79
Lackland ISD	0	0
Lytle ISD	22	23
Marion ISD	120	127
Medina ISD	130	138
Poteet ISD	34	58
Poth ISD	17	32
Randolph Field ISD	17	14
Somerset ISD	88	83
San Antonio ISD	55	86
South San ISD	115	86
Southside ISD	80	65
Southwest ISD	127	194
San Antonio College		
Bandera ISD	170	172
Boerne ISD	17	22
Center Point ISD	50	58
Harlandale ISD	10	14
Kenedy ISD	92	100
New Braunfels ISD	48	50
Nixon-Smiley ISD	52	52

Southside ISD	39	42
Seguin ISD	267	350
St. Philip's College		
Edgewood ISD	5	6
Harlandale ISD	35	33
San Antonio ISD	157	73
S. San Antonio ISD	15	11
Southside ISD	2	4
Southwest ISD	7	11
Adelante Academy (Private)	18	39

Source: ACCD, college coordinators of Dual Credit programs, February-April, 2003.
*Northside ISD is the largest ISD in San Antonio with 56 percent Hispanic students and 42 percent of the district economically disadvantaged, however, it is not considered a low college-going ISD.

COMMENDATION

ACCD colleges make it possible for public and private high school students, as well as home-schooled students, to earn college credit inexpensively and conveniently through dual credit courses.

FINDING

The ACCD dual credit program is cost-effective and financially self-supporting. In 1995, H. B. 1336 and H.B. 2447 significantly changed the dual credit program by allowing community colleges to waive tuition and fees for public and private school students enrolled in a course in which students receive both high school and community college credit. The ACCD board has waived tuition and fees for high school students enrolled in up to two approved dual credit courses per semester. Students taking more than two courses per semester pay any associated tuition and fees above the two-course

limit. In spite of costs for assessment testing, registration and record keeping, **Exhibit 2-29** shows that ACCD dual credit programs were largely self-sustaining in fall 2002, covering their costs with state reimbursement based upon the number of contact hours generated.

Exhibit 2-29
ACCD Dual Credit Expenses and Revenue
Fall 2002

Colleges	Northwest Vista	Palo Alto	San Antonio	St. Philip's	Total
Expenses					
Salaries (recruiters, director, program administration)	$20,743	$15,950	$23,500	$16,843	$77,036
ISD faculty	$61,200	$16,800	$15,000	Not Reported	$93,000
Full-time ACCD faculty	N/A	$66,000	$50,000	$28,600	$144,600
Total Expenses	**$81,943**	**$94,550**	**$73,500**	**$52,643**	**$302,636**
Revenue					
Enrollments	1,179	906	1,242	642	3,969
Contact-hour Reimbursement	$522,181	$321,284	$474,369	$380,284	$1,698,118
Net Revenue	**$440,238**	**$226,734**	**$400,869**	**$327,641**	**$1,395,482**

Source: ACCD, District Treasurer.

COMMENDATION

ACCD's dual credit program supports itself by generating state funding based on contact hours.

FINDING

ACCD colleges have expanded the original intent of dual credit programs, which is to help high school students get a head start in college, into career development fields via Tech-Prep initiatives. For example, the Southwest Campus offers an alternative education program, Phoenix, and two high school career academies as dual credit Tech-Prep programs. Funded by the Carl D. Perkins Vocational and Technical Education Act, Tech-Prep is a federal education initiative that calls for the development of articulated secondary and postsecondary programs of study to address the need for highly skilled two-year college graduates. Initially authorized in 1990, the Tech-Prep Education Act was reauthorized in 1998, the same year the Texas legislature passed H.B. 2401, which defines the initiative in Texas.

The Phoenix program at the Southwest Campus, which began in 1997, enables 150 juniors and seniors selected from the San Antonio Independent School District (ISD) to complete TEA-required courses while exploring career options. Upon passing the Texas Assessment of Knowledge and Skills (TAKS), students are eligible to participate in the dual credit program. Phoenix instructors help students adjust to a college environment and outline occupational and educational plans. Students attend workshops and seminars on career assessment and job search skills, as well as sponsored career and job fairs.

The Southwest Campus also offers two high school academies, one in aerospace and the other in information technology and security, which unite the college, the city, several school districts and industry representatives in an educational and workplace partnership. Through these academies, the Southwest Campus serves all of the low college-going ISDs.

The Information Technology and Security Academy (ITSA), started in fall 2002, was designed for high school juniors, in order to provide a steady stream of high-wage, high-tech employees to San Antonio's growing information technology and security industry. ITSA is a collaborative effort among ACCD, the San Antonio Technology Accelerator Initiative (SATAI), the new Center for Infrastructure Assurance and Security at the University of Texas at San Antonio, the City of San Antonio, local industry partners and 18 independent school districts in and around Bexar County. High school juniors who excel in the program will be eligible for jobs with the government, including the National Security Agency and the military and with large corporations. Paid summer internships are provided between the junior and senior high school year, and students receive up to 30 semester hours of college credit and six high school credits for the two-year program.

The other academy, the Alamo Area Aerospace Academy (AAAA), is a community partnership providing youth with education, experience and job opportunities in the aerospace industry. The aerospace industry is one of San Antonio's core driver industries and a major source of high-wage, high-skill jobs that are essential to the city's prosperity. Yet, the industry faces the serious problem of finding a sufficient source of highly skilled workers to support business expansion and replace the large flow of retirees expected from the current workforce over the next decade. An outgrowth of the mayor's Better Job initiative, the Alamo Area Aerospace Academy is a unique and innovative partnership of all 17 Bexar county school districts, a number of aerospace industry employers, the ACCD and the Greater Kelly Development Authority. The AAAA enrolled its first students in the fall of 2001 and graduated its first 25 students in May 2002. It also provides paid summer internships between the junior and

senior year. Upon graduation, students are ready for jobs in the aerospace industry, where they can complete their technical training toward an FAA license or use their credits toward a college degree.

Southwest Campus programs serve the San Antonio area's needs for skilled employees. They are self-supporting through state reimbursement, which is based upon the number of contact hours generated multiplied by an amount set by the THECB for each type of training. **Exhibit 2-30** shows the costs.

Exhibit 2-30
Dual Credit Expenses and Revenue at Southwest Campus
Fall 2002

	Fall 2001	Spring 2002	Fall 2002	Spring 2003*	Total
Expenses					
Salaries (recruiters, director, program administration)	$45,523	$54,860	$73,853	$10,803	$185,040
Full-time ACCD faculty	$125,000	$125,000	$125,000	$125,000	$500,000
Part-time faculty (Security and Aerospace academies)	0	0	$28,325	$28,325	$56,650
Total Expenses	**$170,523**	**$179,860**	**$227,178**	**$164,128**	**$741,690**
Revenue Generation					
City of San Antonio (Academy Grant)	$100,000	$100,000	$147,062	$147,062	$494,124
ITSA					
Enrollments	NA	NA	81	76	157
Contact Hours			18,766	17,839	36,605
State Reimbursement	NA	NA	$67,933	$64,578	$132,511
Project Phoenix					
Enrollments	97	147	82	105	431
Contact Hours	6,528	13,728	7,622	10,848	38,726
State Reimbursement	$29,115	$61,227	$33,994	$48,382	$172,718

Alamo Area Aerospace Academy (AAAA)					
Enrollments	334	301	337	139	1,111
Contact Hours	12,928	37,440	21,376	6,832	78,576
Other Dual Credit					
State Reimbursement	$62,959	$71,686	$111,530	$31,441	$277,616
Enrollments	1	15	42	16	74
Contact Hours	112	800	4544	1632	7,088
State Reimbursement	$500	$3,568	$20,266	$7,279	$31,613
Totals					
Enrollments	432	463	542	336	1773
Contact Hours	19,568	51,968	52,308	37,151	160,995
Revenue Generation (State Reimbursement)	**$192,574**	**$236,481**	**$380,785**	**$298,742**	**$1,108,582**
Net Revenue	**$22,051**	**$56,621**	**$153,607**	**$134,614**	**$366,893**

Source: ACCD, vice president, St. Philip's College - Southwest Campus.
*Note: Spring 2003 enrollment does not include an accelerated 12-week session, because it had not yet started at time of this review.

COMMENDATION

ACCD is expanding its dual credit program into several career education fields in order to meet the community need for highly skilled workers.

FINDING

ACCD's joint articulation agreements, that is, formal written agreements between two institutions, enable students to more easily transition to certain four-year colleges and universities, primarily in the central Texas region. These include St. Mary's University, Southwest Texas State University, Our Lady of the Lake University, Trinity University, University of the Incarnate Word, Texas A & M in Kingsville, Southwestern Medical Center at Dallas, Texas A & M University in Corpus Christi, The University of Texas Health Science Center - Laboratory Technician Program, Wayland Baptist University and The

University of Texas at San Antonio. ACCD is continually adding joint articulation agreements with other four-year institutions through its college counseling centers.

ACCD students can pursue a bachelor's degree in one of the programs offered at a four-year college or university by signing a joint admission agreement from the first date of ACCD enrollment; maintaining a grade point of 2.00, or a C average, on all college-level work; completing the application for admission with the four-year institution; submitting official copies of transcripts and satisfying all TASP requirements prior to enrollment in the four-year college. Concurrent enrollment, that is, simultaneous enrollment in both institutions, is possible once all prerequisites for upper-division courses have been met and the student has completed at least 54 credit hours. Typically, the student makes such an agreement with a department or college within the university, involving a specific course or courses.

Agreements also specify that universities provide information on former ACCD students. For example, Southwest Texas State University (SWTSU) provides ACCD with reports on the success of their former students who transferred to SWTSU. These reports provide information on enrollment, academic performance and retention.

ACCD has also established "2 + 2" agreements with Prairie View A & M University, St. Mary's University and the University of Texas at Dallas to accept the first two years of college credit earned at ACCD colleges. These agreements are designed for students who complete the first two years of a particular program with a minimum of 60 applicable degree hours and satisfy the requirements for an Associate of Arts degree in Liberal Arts. SACS requires that at least 15 of these hours be in core curriculum areas, that is, Humanities/Fine Arts, Social/Behavioral Science, Natural Science and Mathematics. The Texas Higher Education Act, as set forth in Subchapter F, Sections 51.301 and 51.302, also requires that students complete six semester hours in United States/Texas Government and six semester hours in United States/Texas History.

To facilitate agreements and to ease the transition to a four-year college or university, ACCD manages college transfer centers at each college. In addition, since more students transfer to The University of Texas at San Antonio than to any other institution, the university maintains a college representative on both the San Antonio and Palo Alto campuses. Texas A & M at Kingsville has a physical presence at Palo Alto. For similar reasons, ACCD colleges also bring university representatives to their campuses to discuss the transfer process and to assist in the transition to a four-year school.

COMMENDATION

ACCD helps students transfer from the two-year college by developing various kinds of agreements with area four-year colleges and universities.

Chapter 3
STUDENT SERVICES

This chapter reviews the Student Services functions of Alamo Community College District (ACCD) in the following sections:

A. Student Services Administration
B. Recruitment/Enrollment/Registration Processes
C. Counseling and Advising
D. Student Financial Services
E. Health Services
F. Bookstores

To enhance instruction and fulfill their broad mission, community colleges provide a variety of services that help both traditional and non-traditional students either transfer to a four-year higher education institution or acquire specialized skills or training. These services usually include student recruitment, registration, academic advising, counseling, job placement, orientation and financial aid. Personal growth and development opportunities are offered through an assortment of student organizations and extracurricular activities. Leadership and problem-solving skills, teamwork and cultural appreciation are some of the expected benefits of fully participating in the community college experience.

BACKGROUND

ACCD is made up of four colleges: Palo Alto, located on the south side of San Antonio; Northwest Vista, located northwest of downtown; San Antonio in north central San Antonio; and St. Philip's on the east side. Classes are also offered at St. Philip's College-Southwest Campus, located at East Kelly Air Force Base, at the Northeast Campus at 7990 Pat Booker Road and at off-campus locations, including local businesses and other military bases.

ACCD's Spring 2003 enrollment of 48,984 is a record 9.7 percent increase over the Spring 2002 enrollment of 44,654 and the highest enrollment ever for a spring semester. It is also higher than the 2003-projected enrollment of 41,068 that the Texas Higher Education Coordinating (THECB) estimated in 2001. This is the fifth straight year that the district's spring enrollment has increased. ACCD is now the second largest community college district in the state, trailing Dallas Community College, and is the tenth largest community college district in the nation.

Exhibit 3-1 provides demographic information on student enrollment at the four ACCD colleges. Total enrollment for 2001-02 was 64,050. San

Antonio College has the largest annual enrollment at 32,373 or 51 percent of total enrollment. The percentage of enrollment for the other colleges is: Northwest Vista, 8,493 students or 13 percent; Palo Alto, 9,792 students or 15 percent; and St Philip's, 13,392 students or 21 percent.

The total minority enrollment of ACCD is 58.9 percent. All colleges have more than 50 percent minority enrollment. St. Philip's has the largest African American enrollment (19.9 percent) and Palo Alto has the largest Hispanic enrollment (65.3 percent). Minority enrollment is approximately the same as the overall Bexar County's 18-years-and-over minority population of 51 percent Hispanic and 7 percent African American.

Exhibit 3-1
Alamo Community College District
Total Credit Enrollment & Minority Enrollment
2001-02 Academic Year

Institution	Total Enrollment per College	African American		Hispanic		Native American and Other		Total Minority Enrollment	
		Number	Percent	Number	Percent	Number	Percent	Number	Percent
Northwest Vista	8,493	461	5%	3,749	44%	42	.5%	4,252	50%
Palo Alto	9,792	266	3%	6,372	65%	65	.7%	6,703	69%
San Antonio	32,373	1,530	5%	15,631	48%	585	1.8%	17,746	55%
St. Philip's	13,392	2,553	19%	6,397	48%	71	1%	9,021	67%
District Total	**64,050**	**4,810**	**8%**	**32,149**	**50%**	**763**	**1%**	**37,722**	**59%**

Source: ACCD, Budget office, CBM001 enrollment report.
Note: The totals exclude students enrolled in academic courses who were also enrolled in non-credit courses.

ACCD colleges also serve a large population of academically disadvantaged and economically disadvantaged students. Academically disadvantaged students are students who: (1) based on the results of the Texas Academic Skills Program (TASP) test or local placement tests, do not have college entry level skills in reading, writing, or math; (2) are enrolled in remedial courses; and (3) did not receive a high school diploma nor a GED certificate. Academically disadvantaged does not include students with learning disabilities.

Colleges use one or more of the following standards to determine whether an individual is economically disadvantaged: 1) annual income at or below the federal poverty line; 2) eligible for Aid to Families with Dependent Children or other public assistance programs (includes WIC program participants); 3) receipt of a Pell Grant or comparable state program of need-based financial assistance; 4) participation or eligible for JTPA programs included under Title II; and 5) eligible for benefits under the Food Stamp Act of 1977 or the Health and Humans Services Poverty Guidelines, 403.114, page 36721 of final Rules and Regulations.

As **Exhibit 3-2** shows, Palo Alto has the largest academically disadvantaged population (50 percent) and San Antonio and St. Philip's have the lowest (45 percent). Palo Alto also has the highest percent of economically disadvantaged students (68 percent) and San Antonio the lowest (52 percent).

Exhibit 3-2
Alamo Community College District
Credit Enrollment: Academically and Economically Disadvantaged
2001-02 Academic Year

Institution	Number and Percent of Academically Disadvantaged Students		Number and Percent of Economically Disadvantaged Students	
	Number	**Percent**	**Number**	**Percent**
Northwest Vista	3,874	46%	5,396	64%
Palo Alto	4,890	50%	6,655	68%
San Antonio	14,506	45%	16,847	52%
St. Philip's	6,010	45%	8,230	62%
ACCD District Total	**29,280**	**46%**	**37,128**	**58.0%**

Source: ACCD, Office of Special Projects.

Exhibit 3-3 shows the percent of the total budget that is expended on student services for ACCD and its peers. ACCD devotes a larger percentage of its total budget (10 percent) than the peer average (8 percent) of North Harris Montgomery (8 percent), Dallas County (9 percent) and San Jacinto (7 percent).

Exhibit 3-3
Percent of Total Budget Expended on Student Services

Alamo Community College and Peers
2001-02

Expenditure	North Harris Montgomery CCD	Dallas County CCD	San Jacinto CCD	Peer Average	ACCD
Student Services	8%	9%	7%	8%	10%

Source: ACCD and peer districts, Audited Financial Statements, 2001-02.

Each college in ACCD sets its own mission and goals, which are printed in the individual college bulletins and course schedules. Also, each college has its own strategic plan that addresses the unique needs of its service area (such as a high population of economically disadvantaged students) and the special programs that reside at the college (such as health or agricultural programs). Each college operates a Student Services department and distributes a written handbook that includes registration and enrollment information, financial aid procedures, behavior codes and grievance procedures, all of which are standardized across the district. A written operations manual maintained at each college ensures districtwide programs such as student aid, registration and enrollment and tuition are provided in a consistent manner.

Chapter 3
STUDENT SERVICES

A. STUDENT SERVICES ADMINISTRATION

Student Services administration provides the organizational structure for delivering such services as student registration, enrollment, financial assistance, counseling and advising.

Because the four colleges vary in size and budget, the administrative organization for delivering student services is not uniform throughout the district. Each college president has ultimate oversight over recruitment, admissions, registration, enrollment, advising and counseling and transfers. However, the administration of Student Financial Services is centralized at the district level with campus-based personnel reporting to the district director. Student Financial Services administration will be discussed in Section D of this chapter.

Although titles and the number of personnel in each student services office vary among campuses, the reporting lines between the system and the colleges and the colleges and other student services personnel are shown in **Exhibit 3-4**.

Exhibit 3-4
Administrative Organization of Student Services
at System and College Level

2002-03

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                        │   Chancellor    │
                        └────────┬────────┘
           ┌─────────────────────┴─────────────────────┐
┌──────────────────────────┐              ┌──────────────────────────┐
│ District Director Of      │              │   College President       │
│ Financial Aid             │              │   Administrator           │
│ Administrator             │              │                           │
└──────────────────────────┘              └──────────────────────────┘
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District Processing Center Professional, Technical & Classified (Director, Advisors, Analysts)	**Vice Presidents** Administrator
College Financial Services Offices Professional, Technical & Classified (Director, Advisors, Technicians)	**Professional Personnel** (Deans, Directors, Department Chairs, Coordinators)
	Professional Personnel (Counselors/Advisors)
	Technical & Classified Personnel (Assitant Advisors, Secretaries)

Source: ACCD and individual college Student Services Organizational Charts.

FINDING

Northwest Vista College uses an innovative management model to deliver student services that encourages collaboration among all parts of the organization. Northwest Vista College officially opened in 1995 and is one of the newest additions to ACCD. The opening of the college gave administrators an opportunity to try a different management structure.

Instead of the traditional "top-down" administrative structure most often found in academia, the college developed a circular model that is divided into four quadrants. At the core of the circle are the primary stakeholders and beneficiaries of the college: students, the workforce and the community. Surrounding the center are four focal areas: the President and College Support; Student Success; Corporate and Community Development; and Academics. **Exhibit 3-5** illustrates the college's management organization.

Exhibit 3-5
Northwest Vista College Organization
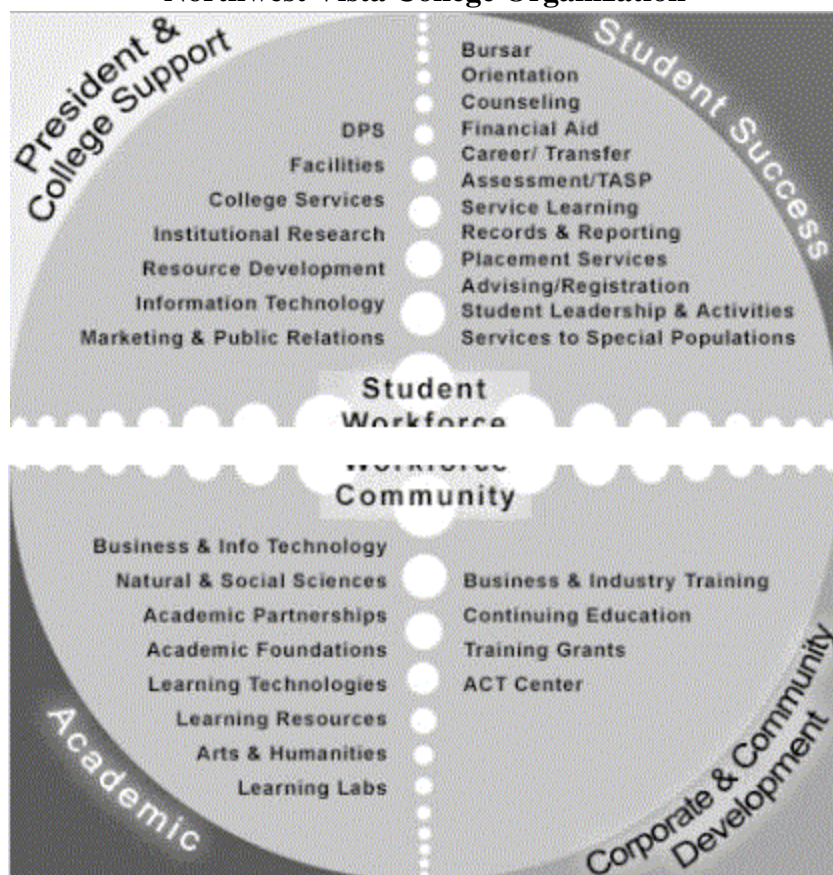
Source: ACCD, Northwest Vista College Web page, March 2003.

When Northwest Vista College was first conceived, members of student affairs offices from across ACCD gathered to make recommendations and develop a "best practices" model of delivering student services. All of the following services were considered: recruitment, admissions and registration, assessment, advising, records and reports, student leadership and activities, career services, financial aid, business office services, job placement, orientation to college, graduation and services for students with special needs.

The first general theme that emerged from their meetings was the importance of developing a "one stop" model of providing student services, which the college has successfully implemented. When Northwest Vista College actually began serving students, a second theme emerged - connecting and aligning student services with classroom teaching. Northwest Vista College administrators believed that each element of student services should be directly related to academic instruction to maximize student involvement and success. Therefore,

instructional personnel play an important role in the functional delivery or monitoring of student services. For example:

- **Student Leadership and Activities** - all clubs and organizations must have a faculty advisor. Almost all student activities originate with the faculty, and the purpose of these activities is extending the walls of the classroom. For example, Earth Day was a college-wide organized event with donations from science classes and ideas for college-wide poetry readings and author visits from the English department. Student activities are planned and implemented by faculty and students working together, not by student activities staff. The director of student activities describes their contribution as "facilitation." The staff arranges for an appropriate space, contacts and schedules external guests, coordinates publicity and ensures student feedback, all working with the faculty/student committee. As a result, all student activities have a strong instructional component.
- **Testing** - make-up testing services are made available to faculty for day/night and evening courses. The testing coordinator and developmental faculty monitor Texas Academic Skills Program (TASP) pass rates.
- **Career Services** - lists of "decided majors" are shared with faculty in an effort to begin to develop an informal faculty advising system. This is a first step in a multifaceted advising model still under construction.
- **Orientation to College** - curriculum for the orientation program was originally designed with input from the faculty. Faculty members are invited to and often teach sections of the Transitions Course.
- **Services for Students with Disabilities** - counselors communicate with the faculty before the start of classes about accommodations for students; in-service training for faculty is made available each semester on topics such as how to more effectively serve students with seizure disorders or visual impairments.
- **Service Learning** - faculty training on curriculum development and service projects are made available each semester.

Students are encouraged to plan and participate in programs that promote academic and personal enrichment. The successful merging of classroom instruction and campus involvement is illustrated in the four chartered organizations described in **Exhibit 3-6**.

Exhibit 3-6
Northwest Vista College
Chartered Organizations
2002-03

Organization	Purpose
Emerging Leaders	Participants of the Emerging Leaders program have the opportunity to gain valuable experience by attending leadership workshops. This team of students plans and hosts Open Forums to engage students, faculty, staff and administration in a dialogue about student concerns. Students also serve on various campus teams and work with faculty and staff to positively influence and enhance the direction of the college.
Phi Theta Kappa	The purpose of Phi Theta Kappa is to recognize and encourage scholarship among associate degree students. To achieve this purpose, Phi Theta Kappa provides the opportunity to develop leadership skills and acquire service experience, an intellectual climate to exchange ideas and ideals, lively fellowship for scholars and stimulating academic excellence.
Learning Enrichment Team	The Learning Enrichment Team offers educational experiences outside of the classroom. Made up of students, faculty and staff, this team coordinates programs that support and enhance the academic environment of the college. Examples of these programs include poetry readings, discussion forums, guest speakers, cultural dialogues, art shows and themed months such as Hispanic Heritage Month and Black History Month. The Learning Enrichment Team allows student participants to gain leadership, organization, budget management and recruitment skills.
Students In Action	Students In Action offers participants the opportunity to engage in service and social action in order to understand and tackle serious social issues. Students in Action strives to promote campus awareness of social issues as well as increase student involvement in the community. Students work together to plan and implement volunteer programs as well as to determine the direction of the organization.

Source: Northwest Vista College Student Handbook, 2003.

Northwest Vista College students are also eligible to participate in the ACCD Student Leadership Institute (SLI), a districtwide program that provides free, intensive instruction on effective leadership in any environment. Students who are selected to participate in the year-long program have the opportunity to travel to Washington DC and use the skills and knowledge acquired throughout the year in meetings and presentations with officials from private, non-profit and government institutions.

The Northwest Vista College handbook has detailed information about organizing student clubs and activities and faculty/staff advisor responsibilities.

COMMENDATION

The Northwest Vista College's administrative structure fosters collaboration, faculty-student partnerships and synergistic efforts to serve students.

FINDING

ACCD does not allocate student resources equitably among the colleges. Strategic Initiative #5 of the ACCD Strategic Plan for 2001-2004 recognizes the disparity and states the following goal: "The methods of internally allocating available funds will assure equity among the colleges and optimize outcomes."

Exhibit 3-7 shows the number of student services employees and the budget for each of the colleges. "Hard money" is money that is allocated through the college budget and, although the amount may increase or decease, it is a regular budget item that will appear in all years. "Soft money" is money that comes from federal, state and local grants that funds special programs or supplements programs for special initiatives. It is money the college receives from external sources through special allocations or competitive applications and is for a limited time.

Exhibit 3-7
Ratio of Student Services Personnel to Students and
Per Student Expenditures by System and College
2002-03

College	Fall and Spring Student Enrollment (Headcount Excludes Summer 2003)*	Number of Student Services Personnel			Ratio Student Services Personnel to Students	Total Budget	Per Student Expenditure
		Paid With Hard Money	Paid With Soft Money	Total Staff			
Northwest Vista	14,137	36	1	37	1:382	$1,637,862	$115
Palo Alto	17,218	53	5	58	1:297	$2,216,078	$129
San	57,603	52	38	90	1:640	$5,026,044	$87

Antonio							
St. Philip's	24,882	40	12	52	1:479	$2,531,974	$102

Source: ACCD, SAC, St. Philip's, NWV and PAC vice-president's offices.
Note: This chart does not include Student Financial Services employees who work on the campuses but report to a district director.
*The headcount reflects the combined total of Fall and Spring Enrollment.

As **Exhibit 3-7** shows, there are wide variances in the allocation of student services resources among the colleges. The personnel-per-pupil ratio ranges from a high of 1:640 at San Antonio to a low of 1:297 at Palo Alto. The per-pupil expenditure ranges from a low of $87 at San Antonio to a high of $129 at Palo Alto, indicating that San Antonio spends the least per pupil on student services. This means San Antonio has far fewer staff members and spends less money per student on student services than the other colleges. San Antonio (47 percent) and St. Philip's (23 percent) rely on a significant percentage of soft money positions which, when the soft money ends, will have to convert to regular budgeted positions or the services must be reduced or eliminated.

The Austin Community College (ACC) Board of Trustees adopted a resource allocation policy (G-1. College Budget) that directs the college president to present a budget annually that abides by the following principals:

- provide adequate resources based on the efficient operation of both direct and support services;
- distribute resources primarily on objective criteria based on student enrollment and program needs;
- provide a justification or plan for correcting substantial differences in the resources supplied to serve students in similar programs at different campuses; and
- ensure consistency with a multi-year master plan.

Recommendation 15:

Establish a policy to direct allocation of resources for student services based on standardized criteria, such as enrollment.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The board works with the chancellor to develop and adopt a policy directing equitable allocation of student services resources across all colleges.	August 2003
2.	The board adopts the policy and directs the chancellor to follow the policy in developing the system budgets.	January 2004
3.	The chancellor follows the policy using all means available to move toward equitable resource allocation, including reassigning personnel, eliminating unfilled positions, redirecting funds and/or allocating new funds.	January 2004
4.	At the time of budget recommendations to the board, the chancellor will report on the progress toward equitable allocation of student services resources; if the goal is not achieved, the chancellor will present an explanation and a plan for accomplishing the goal.	April 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD does not consistently use collegewide program evaluations or student satisfaction surveys to improve services. According to interviews with college student services administrators, most efforts to evaluate programs are informal and college-centered. For example, staff has distributed surveys during registration and also enclosed surveys to prospective graduates with letters about caps and gowns.

Palo Alto and San Antonio have made more formal attempts to assess student satisfaction by sending surveys to graduates. Each survey is developed according to the type of information the college is seeking, so the questions are not the same. Also, the surveys use different rating scales and are distributed at different times.

Palo Alto College has administered the Student Graduate Survey to recipients of associate degree/certificates for the past five years. Each Spring semester, degree/certificate recipients from the previous academic year are surveyed and asked about their experiences at the institution. The current 36-question survey instrument asks graduates about their current educational and employment status and solicits input on the general level of satisfaction with instruction and the provision of services during their enrollment. Respondents use a scale that includes: Very Satisfied, Satisfied, Neutral,

Unsatisfied or Very Unsatisfied as well as Not Applicable/Did Not Use. **Exhibit 3-8** shows the most recent survey results available.

Exhibit 3-8
Satisfied/Very Satisfied Percent Ratings
of Selected Student Services
by Palo Alto Graduates
Spring 2002

Student Service	Very Satisfied/ Satisfied
Admissions & Records	73%
Telephone/Web Registration	92%
On-Campus Registration	61%
Counseling & Support Services	48%
Health Center	35%
Student Activities	39%
Financial Aid Services	52%

Source: PAC, Office of Institutional Research.

In the area of Telephone/Web registration, 61 percent of respondents said they were Very Satisfied or Satisfied and 31 percent said they were Satisfied, which is a satisfaction rate of 92 percent. Two other areas had satisfaction rates of 60 percent or more: Admissions & Records (73 percent) and On-Campus Registration (61 percent). Four areas had ratings of less than 60 percent satisfaction: Financial Aid Services (52 percent); Counseling & Support Services (48 percent); Student Activities (39 percent); and Health Center (35 percent).

The San Antonio survey solicits three responses: Satisfied, Dissatisfied or No Opinion. **Exhibit 3-9** shows the most recent survey results.

Exhibit 3-9
Satisfied Percent Ratings
of Selected Student Services
by San Antonio Graduates
Spring 2002

Student Service	Percentage of Satisfaction
Admissions & Records	89%

Telephone/Web Registration	N/A*
On-Campus Registration	N/A*
Counseling & Support Services	81%
Health Center	62%
Student Activities	70%
Financial Aid Services	72%

Source: SAC. Office of Institutional Research.
**SAC did not ask graduates to rate registration.*

The SAC survey does not measure satisfaction with registration, but the other areas surveyed reveal a majority of students are satisfied with those operations. Northwest Vista has not conducted such a survey yet, and St Philip's has not conducted a graduate survey for several years.

The review team conducted a random survey at all four colleges during fall 2002 to assess the level of satisfaction with student services. Faculty, staff, administrators and students participated. **Exhibit 3-10** shows the results of that survey. Faculty, staff, administrators and students reported counseling and advising services as the area most in need of improvement. Student admissions received the highest approval ratings from all four groups surveyed.

Exhibit 3-10
TSPR Survey Results on
College Operations and Student Services
Fall 2002

Function	Faculty, Staff & Administrators			Students		
	Needs Some/Major Improvement	Adequate/ Outstanding	Don't Know	Needs Some/ Major Improvement	Adequate/ Outstanding	Don't Know
Student Recruiting	29%	47%	24%	9%	46%	45%
Counseling/Advising	44%	41%	15%	31%	52%	10%
Student Admissions	25%	57%	18%	19%	77%	4%
Registration/Records	33%	42%	14%	18%	52%	3%
Financial Aid	33%	42%	25%	20%	47%	33%
Student	This topic not on Faculty, Staff &			19%	52%	30%

Organizations and Activities	Administrator Survey			

The Palo Alto, San Antonio and TSPR survey results demonstrate there are student services operations that need improvement. The graduate surveys identify some areas where satisfaction is high at one college and low at another. When high satisfaction is identified in one college, the successful strategies should be shared with colleges that could improve those services. Good evaluation practices dictate that programs be regularly evaluated and in a consistent manner so that improvement can be measured over time. Setting standards for exemplary service, using consistent and uniform methods of data collection and analysis, sharing effective strategies with other colleges and writing action plans are integral to continuous program improvement.

The Council for the Advancement of Standards (CAS) in Higher Education has been a preeminent force for promoting standards in student affairs, student services and student development programs since its inception in 1979. CAS publications, including *The Book of Professional Standards in Higher Education* and *Self-Assessment Guides,* are produced to enhance student learning and achievement through self evaluation. The CAS Standards and Guidelines identify basic structures and essential elements of effective programs. The guidelines present approaches that have resulted in exemplary or positive outcomes. Recommended procedures and strategies for using the "criterion measure" rating scales for program evaluation purposes are described in detail in the introductory section of the guide. Creation of a program action plan for improvement concludes the self-assessment process, and a work sheet is provided to guide the action plan's development.

All colleges in the Houston Community College District employ the CAS self assessment every four years.

Recommendation 16:

Use districtwide data, surveys and evaluations to improve student services at the college and the district level.

Data analysis and comparison will help the colleges and district serve students better by identifying overlaps and gaps in service and allocating resources where they will do the most good. Regular program reviews will help identify, showcase and replicate exemplary processes.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor instructs the director of college's Office of Institutional Research (OIR) to collectively organize a task force with representatives from all four colleges to review the graduate satisfaction surveys, make revisions as necessary and develop procedures to ensure that the surveys are administered in a consistent and uniform fashion at all colleges.	August 2003
2.	The Institutional Research directors organize a task force, collect data and prepare an analysis of the strengths and weaknesses of the student services programs throughout the district so poor practices can be eliminated and good practices expanded.	September 2003
3.	The assessment is conducted and the task force analyzes data to identify needs and priorities to improve services and makes recommendations to the presidents.	January 2004
4.	The OIR directors and the presidents' executive teams incorporate recommendations into each college's strategic plan and budget.	April 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Students pay no fee to obtain an official copy of their transcripts, and there is no limit to the number of transcripts a student may request free of charge. Students obtain copies of transcripts from the admissions office at the college conferring their degree. They may make their request in person or by mail. If they apply in person, transcripts are readily available unless there is a hold placed on a student's record. During peak enrollment periods there may be a short wait. Electronic transfers to other institutions are normally accomplished the same day or the next working day. Transcript requests received by mail usually take 24 to 48 hours to process.

Exhibit 3-11 shows the total number of transcripts issued by the four colleges in 2001-02. The totals include transcripts picked-up by students, mailed to students, or mailed to another academic institution.

Exhibit 3-11
Transcripts Issued by ACCD Colleges
September 1, 2001 to August 31, 2002

College	Number of	Number of	Average Number of

	Students	Transcripts	Transcripts Issued Per Month
Northwest Vista College	4,494	10,719	894
Palo Alto College	9,411	22,056	1,838
San Antonio College	28,395	65,719	5,477
St. Philip's College	10,889	23,919	1,993
Totals	**53,189**	**122,413**	**10,201**

Source: ACCD, Information Technologies.

Collectively, the colleges issued 122,413 transcripts between September 1, 2001 and August 31, 2002. The average number of transcripts issued per month ranges from 894 at Northwest Vista to 5,477 at San Antonio College, or a total for all four colleges of 10,201. Processing requests for transcripts involves costs for staff time, paper, printing and postage. While providing transcripts at no charge is a benefit to students, the colleges are not recovering any of their costs.

The Austin Community College charges a $5.00 fee per transcript to recover some costs associated with processing transcript requests.

Recommendation 17:

Charge a fee for processing student transcript requests that recovers some or all of the costs.

The additional revenue generated by this fee will help fund processing the transcript requests.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The ACCD chancellor obtains the necessary approval from the board to implement a transcript fee that will recover some or all of the costs.	September 2003 to November 2003
2.	The chancellor directs the bursars at the respective colleges to form a collective task force to study fee structures and develop procedures for collecting the transcript fee.	November 2003
3.	The task force develops recommendations for an appropriate fee and policies for the collection of the transcript fee.	December 2003
4.	The chancellor provides written documentation to the	January 2004

presidents at each college, the Bursar's offices and the admissions offices regarding the effective date, the processes and procedures relating to the transcript fee implementation.	

FISCAL IMPACT

This fiscal impact is based on the 122,413 transcripts issued during 2001-02. Using the ACC fee as an example, additional annual revenues are estimated to be $612,065 (122,413 x $5). First year savings could start as early as Spring semester 2004 and are conservatively estimated at half the annual rate.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Charge a fee for processing student transcripts requests that recovers some or all of the costs.	$306,033	$612,065	$612,065	$612,065	$612,065

Chapter 3
STUDENT SERVICES

B. RECRUITMENT/ENROLLMENT/REGISTRATION PROCESSES (PART 1)

Enrollment management at ACCD includes the following areas: student recruitment, admission, orientation, registration and records. ACCD has an open door policy, which means that it welcomes all applicants. ACCD colleges recruit from:

- 15 Independent School Districts (ISDs) in Bexar County;
- 37 high schools within the 15 ISDs; and
- 9 private high schools.

In addition to the above, seven high schools are under construction and five more high schools have been budgeted. The colleges also target the following for recruitment activities: 21 Army Reserve Units; multiple community-based organizations; corporate and business communities; and Distance Learning Sites. Colleges also recruit foreign students on F-1 and other visas and other special populations such as the disabled.

Each of the colleges has a recruitment plan for providing easily accessible services to potential students in its geographical area. At San Antonio College, for example, the College Access Project sends mobile teams to high schools. While the team is at a school, students can take the Texas Assessment of Student Proficiency (TASP) alternative test on campus, meet with a college counselor, register for classes and speak with a financial aid representative.

Assessment of students' readiness for college is a critical component of enrollment management. Helping students identify and address their academic strengths and weaknesses prevents students from taking unnecessary courses and helps them avoid frustration, disappointment and failure. Applicants are assessed using a state-approved test, the TASP, or an approved alternate test and are placed in an appropriate program that will help them move toward their educational or workforce goals.

The Texas Legislature enacted legislation that requires all college students to complete TASP or an equivalent placement test before registering for courses at a public higher education institution. TASP measures reading, mathematics and writing skills. The law permits colleges to use an alternative TASP test, and ACCD administers an approved alternative to TASP, the Accuplacer battery, which also measures reading, English, math and writing proficiency.

Before registering for any college level course, all students must have TASP scores or alternative TASP scores on file or provide documents indicating proof of TASP exemption. **Exhibit 3-12** shows the exemption criteria.

Exhibit 3-12
TASP-Exemption Criteria
Spring 2003

- Bachelor's degree from an accredited institution.

- Qualifying scores on the ACT or SAT (within five years) or TAAS (within three years).

- Qualifying high school GPA and coursework (within two years) from an accredited institution.

- Transfer students with college credits from out-of-state or private institutions that satisfy "B" or better requirements. Must meet with an advisor.

- Qualified under disabled provision and completed three or more semester hours of college-level credit from an accredited institution before fall 1995.

- Three or more semester hours of college-level credit from an accredited institution before fall 1989.

- Military credit (DD214 required) before fall 1989 or active military status.

- Fifty-five years or older NOT seeking a degree.

- With less than 42 hours in a certificate program, as long as enrollment is only in the classes within the program.

Source: ACCD, San Antonio College Spring 2003 Class Schedule.

A private company administers TASP for all four ACCD colleges six times per year. The TASP costs $29, which goes directly to the private testing company. The alternative test, Accuplacer, costs $15. The writing

component on either test can be completed on one of the ACCD assessment center computers. If the student completes the writing sample online, it is scored electronically; if it is written with pen and paper, the essay is sent to the company by mail. It generally takes three to five days to receive the scores. The test scores are then entered into the student's record manually.

All new students are required to meet with an advisor or counselor to discuss the results of assessment exams. Upon advice from their academic advisor or counselor, students may also take the English as Second Language (ESL) exam as part of their placement testing. The results of these placement exams are used to advise students regarding course selection. The requirements of admission vary according to the student's status at time of application for admission as shown in **Exhibit 3-13**.

Exhibit 3-13
ACCD Requirements for Admission
2002-03

Type of Student	Official Transcript	Required Test	Required Advising	Orientation	Student Data Form
First-time college student	Yes High School or GED	Yes TASP, Alternative TASP or proof of exemption	Yes	Required at SAC and PAC Encouraged at NVC and SPC	Yes
Transfer student from another college or university other than ACCD	Yes From ALL colleges/ universities attended	Yes TASP, Alternative TASP or proof of exemption	Yes	Yes If fewer than 12 semester hours earned	Yes
Transfer student from another college in ACCD	Yes Colleges can electronically retrieve transcripts	No Unless scores do not appear on transfer Transcript	Yes To transfer records from college	Yes If fewer than 12 semester hours earned	No Unless student has not attended in last 12 months
Formerly enrolled but	Yes From ALL	Yes TASP.	No Unless on	Yes If fewer than	Yes

has not attended within last 12 months	colleges/ universities attended	alternative TASP or proof of exemption	dismissal	12 semester hours earned	
Continuously enrolled since less than 12 months ago	No Unless high school, GED or all other colleges/ universities attended are not on file	No Unless scores are not already on file	No	Yes If fewer than 12 semester hours earned	No

Source: ACCD, Spring 2003 College Class Schedules.

The ACCD Web site, the student handbooks, the course schedules and college bulletins provide applications and other materials needed for registration and detail the steps that students must complete. Students may enroll by:

- completing an application online via the Internet;
- using an automated telephone system;
- mailing or faxing an application to the college; or
- registering in person during the on-campus registration period.

Exhibit 3-14 shows ACCD tuition rates. Tuition is based on the number of credit hours the student is taking and the residency status of the student. For example, an in-district resident of Texas taking 12 credit hours would pay tuition of $396. By comparison, an out-of-district resident of Texas would pay $708 and a non-Texas resident or international student would pay $1,428. In addition to tuition, all students pay a general fee of $80 or $85, depending upon the number of course hours taken.

Exhibit 3-14
Alamo Community College District
Tuition and Fee Schedule
Effective Spring 2003

Semester Hours Taken	Resident of Texas In District		Resident of Texas Out of District		Non-Texas Residents and International	
	Tuition	General Fee	Tuition	General Fee	Tuition	General Fee
1-6	$165	$80	$295	$80	$595	$80

7	231	85	413	85	833	85
8	264	85	472	85	352	85
9	297	85	531	85	1,071	85
10	330	85	590	85	1,190	85
11	363	85	649	85	1,309	85
12	396	85	708	85	1,428	85
13	429	85	767	85	1,547	85
14	462	85	826	85	1,666	85
15	495	85	885	85	1,785	85
16	528	85	944	85	1,904	85
17	561	85	1,003	85	2,023	85
18	594	85	1,062	85	2,142	85
19	627	85	112	85	2,261	85
20	660	85	1,180	85	2,380	85
21	693	85	1,239	85	2,499	85

Source: ACCD, Spring 2003 College Class Schedules.

Exhibit 3-15 compares ACCD's tuition to other community college peers as well as public and private higher education institutions in Bexar County. While ACCD's tuition is higher than its peers, it has the lowest tuition for Bexar County.

Exhibit 3-15
Comparison of ACCD Tuition to Community College Peers and
Bexar County Higher Education Institutions
Spring 2003

Institution	Tuition for 12 Credit Hours
San Jacinto Community College	$240
Dallas County Community College	$312
North Harris Montgomery County	$336
Tarrant County Community College	$360
Alamo Community College District	**$396**

University of Texas at San Antonio	$1,584
St. Mary's University	$5,400
University of Incarnate Word	$7,000
Trinity University	$9,201

Source: Data collected from each institutions' Web site.

In 2001, the Texas Higher Education Coordinating Board (THECB) developed and issued a comprehensive higher education strategic plan covering the next 15 years. Although Texas was profiting from a diverse, vibrant and growing economy at the time, THECB found the proportion of Texans enrolling in higher education institutions was declining. To remain competitive, THECB also wanted to increase the number of higher education programs noted for excellence and research efforts.

THECB, higher education administrators, business and community leaders from throughout the state met to create an action plan to address these concerns and especially Texas' participation rates in higher education. A parallel concern was a troubling gap in participation rates for minority ethnic groups and economically disadvantaged students. Meetings were held throughout the state and ultimately, a strategic plan was developed called *Closing the Gaps by 2015*. The plan strives to close the gaps by increasing overall enrollment rates, increasing the number of degrees and certificates conferred, increasing the number of nationally recognized programs and services and increasing the level of federal funding for science and engineering research projects.

The plan is ambitious because Texas has some catching up to do; Texas lags behind peer states in higher education participation rates. When comparing Texas to the 10 most populated states, it ranks fifth in the percentage of population enrolled in institutions of higher education. Texas, with a higher education participation rate of five percent, trails California and Illinois (6 percent), Michigan (5.7 percent) and New York (5.6 percent). The national average is 5.4 percent. While the percentage differences may seem small, they actually translate into tens of thousands of students. For example, Texas would have to enroll 200,000 new students to match California's participation rate and it will have to enroll 500,000 new students by the year 2015 to reach the target participation rate of 5.7 percent established by THECB in *Closing the Gaps by 2015*. For Texas to reach the targeted participation rate of 5.7 percent and add 500,000 students in higher education by 2015, interim goals were established as shown in **Exhibit 3-16**.

Exhibit 3-16
Closing the Gaps by 2015
Target Higher Education Participation Rates
African-American, Hispanic and Anglo Populations

Ethnicity	Current Statewide Participation Rate	Target by 2005		Target by 2010		Target by 2015	
		Rate	Increase	Rate	Increase	Rate	Increase
African-American	4.6%	5.1%	22,200	5.4%	15,000	5.7%	19,300
Hispanic	3.7%	4.4%	101,600	5.1%	120,000	5.7%	120,000
Anglo	5.1%	5.2%	24,100	5.4%	35,000	5.7%	35,000
Total			**147,900**		**170,000**		**174,300**

Source: Texas Higher Education Coordinating Board, Closing the Gaps by 2015, *October 2000.*

Community and technical colleges, public and private colleges and universities, health-related institutions and private career colleges will all play an important role in educating Texas students. However, it is estimated that 60 percent, or 300,000, of these students will begin higher education studies at community and technical colleges.

FINDING

ACCD's Student Services operations support the recruitment, admissions and enrollment goals identified in the state's higher education plan, *Closing the Gaps by 2015*. Each college has developed its own written plan, although they all share some common activities and sequences. The plans vary in details such as titles, reporting lines and orientation requirements. All colleges actively market their programs to new students, transfer students and those returning to school, continuously enrolled or attending continuing education classes. The colleges use a variety of recruitment and outreach strategies such as high school visits, higher education fairs, information booths at public malls and events, and various media resources. Special strategies are used to recruit military personnel and veterans.

Admissions staff evaluate applicants' previous academic record and arrange testing if required so that the student will be placed at the appropriate instructional level. Before enrolling, most students see a counselor or advisor to develop an educational plan and select specific

courses. New students and continuing students are provided multiple student support services including counseling, tutoring, invitations and encouragement to attend student activities and organizations. All students receive orientation information, including information on financial aid. Students who require developmental courses are supported by an early alert system and multiple retention strategies.

Exhibit 3-17 shows ACCD enrollment and percentage change for 2002-03. ACCD's overall enrollment growth between Spring 2002 and Spring 2003 was 9.7 percent, well ahead of the 5.7 percent goal included in *Closing the Gap*s by 2015. Only San Antonio College's enrollment fell below the 5.7 percent target. SAC is a land-locked college with little room to expand programs and services on the main campus. Population growth is greater in the suburban areas where the three other colleges are located.

Exhibit 3-17
ACCD Enrollment Growth
2002-03

College	Spring 2002 Enrollment	Spring 2003 Enrollment	Enrollment Increase	Percent Change
Northwest Vista	6,451	7,904	1,453	22.5%
St. Philip's	9,858	11,088	1,230	12.5%
Palo Alto	6,373	7,261	888	13.9%
San Antonio	21,072	22,731	759	3.6%
ACCD District Total	**43,754**	**48,984**	**4,330**	**9.7%**

Source: ACCD Web site.

COMMENDATION

ACCD's Student Services operations support the participation goals identified in the state's higher education plan.

FINDING

ACCD's three Community Education Centers (CECs) have successfully increased recruitment of low income, educationally disadvantaged and first generation students. The CECs are located in areas of the city that traditionally do not have high rates of higher education participation. Their goal is to attract and enroll students who face serious obstacles to furthering their education.

The CECs are dedicated to helping students overcome the academic and financial barriers (lack of diploma, history of poor grades, low income) that have traditionally restricted access to college for many. In addition, they endeavor to provide a supportive environment for first-time students who are often intimidated by the uncertainties, confusion and frustration of beginning the college experience.

The first CEC was established in 1999. There are currently three centers - one in the western, southern and eastern sectors of San Antonio. The centers offer convenient "one-stop" services such as providing information and assistance with college applications, testing, advising, career exploration, financial assistance and registration for classes. They have flexible hours and personnel are available for special time arrangements. The centers serve as outreach and recruitment sites for all four colleges. **Exhibit 3-18** shows the services provided at the CECs.

Exhibit 3-18
Community Education Centers' Services
2002-03

Function	Activities
Enrollment Processing	Complete application and be admitted to Northwest Vista College, Palo Alto College, St. Philip's College or San Antonio College without leaving the neighborhood.
Assessment of Basic and Academic Skills	Undergo assessment of academic strengths and weaknesses to determine the level of course work for which the applicant is prepared.
Financial Aid	Use center computers to research financial aid eligibility and electronically submit Free Application for Federal Student Aid (FAFSA).
Registration Information and Assistance	Review and fulfill requirements for entrance (TASP requirements, residence requirements); assemble required documents for enrollment; review class schedules, catalogs and deadline dates; make use of computer assistance to electronically register and pay tuition.
Information on Colleges	Research college majors and programs of study.
Career Exploration	Use computers to explore careers and areas of interest.

Source: ACCD Web Site.

The CECs partner with local churches, community-based organizations and school districts to accomplish their goals. The partners often provide rent-free space for the centers and other in-kind contributions such as utilities, phone lines, supplies, security and janitorial services. **Exhibit 3-19** shows the in-kind contributions of the CEC partners.

Exhibit 3-19
Community Education Centers
Partners and In-Kind Services
2002-03

Edgewood ISD Competency Based High School (CBHS)	Computer Technology Center (CTC) at Edgewood CBHS
• Two private offices, a computer lab for testing, a lobby area for conducting intake and initial processing; a storage closet for basic supplies and materials; a secured storage room for larger and overflow items; four active telephone lines and telephones; utilities (lights, electricity); a full-time security officer; daily custodial services; heating and air conditioning maintenance; office maintenance (painting, carpets); centrally located mail box; parking for all staff and visitors; a break room with a full size refrigerator, microwave oven, vending machines, tables, chairs, couches, and television; secured bathroom access.	• Secured classroom location for a computer lab (17 stations); computer technology infrastructure (lines, server, Internet) and continuous support from Edgewood ISD technicians; ACCD purchased 16 PLATO Learning System licenses and Edgewood ISD purchased 24-ACCD has access to all 40; utilities (lights, electricity, etc.); daily custodial services; heating and air conditioning maintenance.
• Promotional space in the Edgewood ISD Community Education bulletin, distributed three times per year to 25,000 area residences and businesses. • Immediate access to student	

information (class rolls, transcripts), classrooms for presentations and school personnel (teachers, counselors, staff and administrators) for student referrals and consultations. • A permanent seat on the Edgewood ISD Community Education and Services Advisory Council.	
Harlandale ISD - Parent Education Center	**Computer Technology Center (CTC) at Harlandale Parent Education Center**
• Two large office areas, classrooms; intake reception area; furniture (desks, bookcases, tables, bulletin boards); free telephone lines; free computer lines; daily maintenance and security; access to copier, fax, conference room, workshop room, classroom, dining/break area, parking facilities.	• Secure classroom for computer lab (17 stations); computer technology infrastructure (lines direct to internet); technological support for maintenance of computer lines from ISD staff • Daily custodial and security support; utilities and facility access • Local ISD media access promoting CTC and free training/services/classes.
St. Paul United Methodist Church	**AVANCE San Antonio Center**
• Free office space/utilities; access to building facilities; parking and building attendant/security support • Storage space	• Space for a full-sized office, computer lab (12 stations) and instruction space; computer technology infrastructure (lines, server, Internet access) and continuous technical support, telephone access • Utilities (lights, electricity, etc.) heating and air conditioning maintenance; daily custodial services and security
Judson Learning Academy (JLA)	**The Casey Family Transition Center**
• Full size office including desk,	• Free office space and furniture

chairs, telephone, computer, printer, Internet, copier, fax and supplies and 10 computers • Utilities (lights, electricity, etc.), heating and air conditioning maintenance • Daily custodial services and security • Display shelves for ACCD college materials. • Access to school personnel (teachers, counselors, staff and administrators) for student referrals and consultations.	• Free in-take/receptionist who directs and monitors appointments, free reception area and refreshments for students while waiting • Free infrastructure lines for testing lab; testing lab equipment (three computers and printer) and occasional use of laptops; free maintenance and trouble shooting for computers; free phone lines • Access to copier, fax and other office equipment (typewriter); free office supplies such as paper and printer ink cartridges for testing lab • Free custodial services

Source: ACCD, District director of Student and Community Program Development.

Chapter 3
STUDENT SERVICES

B. RECRUITMENT/ENROLLMENT/REGISTRATION PROCESSES (PART 2)

ACCD provides three staff members at each site to conduct recruiting, admissions, registration and financial aid advising. In addition, ACCD provides support materials for enrollment (course catalogs, financial aid applications, class schedules). **Exhibit 3-20** tracks the CECs' budgets from inception. The infusion of funds for fiscal 2002 and fiscal 2001 was for staff additions, technology set up, software and furniture as the CECs were being established. The district also provided five computers at each site (a one-time cost) to enable applicants to apply for admission and financial aid and enroll on line.

Exhibit 3-20
Community Education Centers' Budgets
1999-2000 through 2002-03

1999-2000	2000-01	2001-02	2002-03
$291,979	$514,923	$579,210	$479,856

Source: ACCD, District director of Student and Community Program Development.

Exhibit 3-21 provides details of the 2002-03 CEC district operating budget.

Exhibit 3-21
Community Education Centers' Adopted Budget
1999-2000 through 2002-03

Category of Expenditure	Amount	
Personnel (9.0 FTEs)		$343,233
Operational		
Temporary Salaries	53,532	
Work Study	3,500	
Travel (Recruitment/Local Professional Development for Staff	20,000	
Employee Development	3,000	
Phone	10,400	

General (Printing, Mail, Software, Assessments)	47,191	$137,623
Total		**$480,856**

Since spring 1999, when the first center opened, more than 19,000 contacts were made to the CECs. That number reflects duplicated contacts because individuals may visit a center several times before enrolling. For example, they may visit to complete a financial aid application and verification and return another time for an assessment or to review information on programs. They may also decide not to enroll. However, of the 19,000 contacts, 6,145 students completed all the steps required to be admitted to ACCD, and of those, 4,716 (77 percent) went on to enroll at one of the colleges. Enrollment activity generated by the CECs has steadily increased since the centers were started, as shown in **Exhibit 3-22**.

Exhibit 3-22
Students Assisted by Community Education Centers
Who Enrolled in ACCD
1998-99 through 2001-02

Semester	Northwest Vista College	Palo Alto College	St Philip's College	San Antonio College	ALL	Cumulative Total
Spring 1998-99		18	3	1	22	22
Summer I 1998-99		8	4	8	20	42
Summer II 1998-99		1	0	1	2	44
FY 1998-99 Totals		**27**	**7**	**10**	**44**	

Fall 1998-99	2	202	41	44	289	333
Spring 1999-2000	1	33	20	13	67	400
Summer I 1999-2000		22	1	10	33	433
Summer II 1999-2000		7	0	2	9	442
FY 1999-2000 Totals	**3**	**264**	**62**	**69**	**398**	
Fall 1999-2000	27	188	195	243	653	1,095
Spring 2000-01	12	72	125	134	343	1,438
Summer I 2000-01	8	49	30	81	168	1,606
Summer II 2000-01	1	9	5	10	25	1,631
FY 2000-01 Totals	**48**	**318**	**355**	**468**	**1,189**	
Fall 2000-01	46	263	201	266	776	2,407
Spring 2001-02	19	112	139	131	401	2,808
Summer I 2001-02	10	65	54	116	245	3,053
Summer II 2001-02	1	12	10	25	48	3,101
FY 2001-02 Totals	**76**	**452**	**404**	**538**	**1,470**	
Fall 2001-02	88	304	307	483	1,182	4,283
Spring 2002-03	21	120	141	151	433	4,716
FY 2002-03 Totals	**109**	**424**	**448**	**634**	**1,615**	
Totals 1998-2003	**236**	**1,485**	**1,276**	**1,719**	**4,716**	**4,716**

According to ACCD Information Technologies data, the total to-date unduplicated enrollment is 4,716. Nine ACCD staff members provided recruitment, program, financial aid information or admission assistance, which resulted in the enrollment of almost 5,000 students who were unlikely candidates for enrollment in many cases.

The centers' recruitment activity does not duplicate the efforts of the separate colleges. College recruitment efforts target public and private secondary schools in their geographic areas. They also recruit from the general public by teaming up for special events such as career fairs, college nights and hosting informational booths at shopping malls or the annual rodeo. Staff members at the CECs go into neighborhood community centers, unemployment offices, retail outlets, churches and other community gathering places to meet and recruit prospective students. Their convenient location in neighborhoods often results in unplanned visits from people visiting one of the community partners.

Exhibit 3-23 shows that CECs enroll a significant number of students who are the first in their families to ever attend college. These students are classified as first-time-in-college (FTIC) students.

Exhibit 3-23
Classification of Students Served
By Community Education Centers
Spring 1999 to Spring 2003

Classification	East Side Education Center		West Side Education Center		South Side Education Center		All**	
	Number	**Percent**	**Number**	**Percent**	**Number**	**Percent**	**Number**	**Percent**
FTIC*	1,328	76%	708	76%	1,581	77%	3,617	77%
Transfer	90	5%	19	2%	102	5%	211	4%
Former/ Returning	327	19%	206	21%	355	18%	888	19%

Eighty-eight percent of students enrolled by the CECs are minority students as shown in **Exhibit 3-24**.

Exhibit 3-24
Ethnicity of Students Enrolled
by Community Education Centers
Spring 1999 to Spring 2003

Classification	East Side Education Center		West Side Education Center		South Side Education Center		All**	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
African American	263	15%	21	2%	10	.5%	294	6%
Hispanic	1,111	64%	853	91%	1,889	93%	3853	82%
White	357	20%	52	6%	134	6%	543	12%
Other	14	1%	7	1%	5	0.5%	26	0.5%

Source: ACCD, District Director of Student and Community Program Development.
**These figures represent the 4,716 unduplicated students enrolled in colleges by the CECs since their inception.

The students assisted through the CECs are usually the most at risk of not succeeding in school. Because most are FTIC students, many have unrealistic expectations of college life and are unaware of the demands associated with completing academic programs. They usually have job and family responsibilities; adding class attendance and school assignments can be overwhelming. Some lack family support or encouragement and must cope alone with the stress of tuition and textbook expenses, transportation problems, keeping up with assignments and passing tests. Some need more than the traditional remediation and retention programs the colleges offer.

The CECs are poised to offer post-enrollment support and retention services. One program that addresses this need is Homework Central, which operates from 3:00 to 5:00 p.m. each day in the Westside CEC. High school and college students can drop in to do homework, use computers to write essays and get help with spelling, writing and math problems. Homework Central is located in the Alternative Education complex of the Edgewood ISD where there is much need for this assistance. The complex offers GED classes and alternative education

programs for high school dropouts and teen parents. The lab is furnished with Plato, a self-help software program. It provides developmental assistance in all academic areas, including math, reading, writing, grammar, and even teaches decision-making skills. The software program provides immediate feedback to a student; if a student isn't answering the questions correctly, the program reverts back a lesson to ensure the student masters competency.

The Houston Community College System has developed a successful retention program for students who are pursuing education through distance learning, another population that enters college in a non-traditional way. The distance-learning department maintains a Frequently Asked Questions (FAQ) help line on its Web site. The distance learning counselor receives "early warning," notices when a distance education student is not doing well in class, is missing a lot of classes and/or begins withdrawal procedures. The distance education counselor works with the academic teacher to find a way to help the student remain in school and succeed. Advising can be accomplished by telephone, email, fax, or by visiting a distance education "storefront" at HCC Southeast College - Eastside Center and by on-site advising at other HCCS locations upon request. Confidential sessions with the distance education counselor help students understand course transfers, college regulations and education plan options. The distance education counselor also maintains a local referral base in order to provide appropriate referrals to students with personal or family issues that may require long-term solutions.

The CECs track students who are admitted through the community centers. As the CECs evolve and gain experience, they can track the impact of offering additional counseling and retention functions. The CECs' partners (school districts, churches community-based organizations) are an invaluable resource that may be able to supply volunteers to expand services. The students served by CECs often are in need of such things as emergency childcare and transportation. Providing such services may be viewed as an investment in the community's future economic health.

COMMENDATION

ACCD's three Community Education Centers have successfully increased recruitment of low income, educationally disadvantaged, minority and first time in college students.

FINDING

ACCD has developed processes that accommodate the needs of military bases and personnel in San Antonio. Military families have historically

had the full range of ACCD services provided on base, including application, registration and enrollment assistance as well as classes taught by ACCD faculty. In 2001-02, ACCD colleges enrolled 3,029 military personnel and taught 209 classes at the military sites.

Since September 11, 2001, security concerns have impacted the academic courses offered on military bases. Because military security has tightened, every person entering a base must have a security clearance and a special pass, including ACCD faculty. Military personnel enrolled in ACCD are frequently deployed for military service before the semester ends. Often, a dependent of a deployed service person must drop out to assume caretaker duties. Military personnel requested streamlined processes to ensure that withdrawals and refunds are processed consistently and expeditiously and to minimize the number of non-military personnel on the bases.

ACCD has risen to the challenge of accommodating the military's unique needs and circumstances. In 1998, the chancellor appointed the district director of Student and Community Program Development to be a Student Services single point of contact for the military. The director is responsible for helping the colleges coordinate services for the military, reviewing Memoranda of Understanding (MOUs) between the district and the military bases, trouble shooting problems and serving as the chair of the ACCD Military Education Council.

The ACCD Military Education Council, also formed by the chancellor, is a district-wide council. The military representatives include the Education Service Officers (ESOs) from all San Antonio military bases: Lackland AFB, Randolph AFB, Ft Sam Houston, Brooks City Base, Kelly and USAA, a large insurance employer with more than 20,000 employees, that serves military personnel. Some district appointments are based on positions (for example, all deans of Extended Services and all Off Site coordinators, the ACCD personnel assigned to the military bases, are included) and some are rotating appointments (for example, a director of Admissions from one of the colleges to represent all colleges, one person from Information Systems, one person from the district registration team). The rotating appointments change every two years. All four college presidents are invited to the meetings, which are held five times a year.

COMMENDATION

ACCD has developed excellent relationships with the military bases in San Antonio and provides for the unique needs of military personnel and their dependents.

FINDING

ACCD does not require early registrants to pay a deposit and allows too much time for early registrants to pay tuition. Early registrants often tie up valuable classroom slots only to drop before the tuition payment deadline. Students who do not pay for all courses by the payment deadlines are dropped from all courses. On-campus/telephone/Web registration typically opens approximately two months before classes begin and continues until the day classes begin. The first two days of registration are priority registration for currently enrolled students. The first two class days of the semester are the last days for late registration and schedule changes. For Fall 2001, students could begin registering on April 23, but were not required to pay for nearly four months. The deadline for early payment was August 17; for final payment, August 22; and for late registration and schedule changes, August 26. For Spring 2002, students could start registering in November, but did not have to pay until January.

Often early registrants do not pay tuition by the payment deadline and are subsequently dropped by the college. The early hold on classroom slots may prevent other applicants from securing a seat in class. As a result, classes may not fill to capacity, students are unable to take classes they need and some courses may be cancelled due to low enrollment rates. **Exhibit 3-25** shows the number of early registrants who were dropped for non-payment in 2001-02. In Fall 2001, about 31 percent of early registrants were dropped for non-payment of tuition, and in Spring 2002, 33 percent were dropped.

Exhibit 3-25
Early Registrants Dropped for
Non-Payment of Tuition
2001-02

Date	Number of Early Registrants	Number Dropped for Non Payment	Percent Dropped for Non Payment
Fall 2001	14,809	4,537	31%
	Early Registration: 4/23/01-8/17/01 Payment deadline: 8/17/01		
Spring 2002	14,163	4,740	33%
	Early Registration: 11/19-12/18/01 and 1/3-1/7/02 Payment deadline: 1/7/02		

Source: ACCD, Bursar's Office.

By comparison, Houston Community College System (HCCS) course payment policies require tuition to be paid by Friday at 4:00 p.m. of the same week a student registers, or by 5:00 p.m. on Saturday if payment is

being submitted online. Otherwise, the student's courses are purged from the computer system and re-registration is required.

At Austin Community College, students can register for courses by telephone but must pay by the following Friday, which gives them a few days to work out their financial aid situation. If they do not pay by the deadline, they are "de-registered," which frees their seats for others. ACC purges students for non-payment of tuition within one week of their registration in order to obtain an accurate enrollment figure.

Before Fall 2001, when a new system was implemented, ACC, like ACCD, did not require students to pay their tuition and fees until the end of the registration period. Students who did not pay were dropped just before the start of classes, which meant that ACC did not have an accurate picture of enrollment until the end of registration. For example, if a class minimum was 15 and three registered students were not dropped until registration was over, the class would meet with fewer than the required number of students when it otherwise would have been cancelled due to low enrollment. Similarly, if a class filled at 35 and five students were not dropped until the end of registration, five other students were turned away.

The change in process has given ACC more information earlier in the registration process and has helped fill classes. Some staff said the change might have accounted for much of the 6 percent increase in credit enrollment that ACC experienced in 2001-02. Previous increases had been relatively stable at 2 percent.

Recommendation 18:

Establish reasonable deadlines and cancel registrations of students who do not pay tuition and fees on time to ensure that paying students are given access to prime classroom slots.

By canceling registration for students who do not pay tuition and fees on time, more seats are made available in previously closed or filled sections, which results in a more efficient use of classroom space and better access for paying students. More timely payment deadlines also make enrollment information more accurate and the college is less likely to offer a class with low enrollment.

IMPLEMENTATION STRATEGIES AND TIMELINE

| 1. | The chancellor directs the registrar of each college to create a committee to develop an official district policy that informs students they will be dropped if they do not pay tuition by a deadline within a week to 10 days of registering for classes. | August 2003 |

2.	The college registrars develop the policy and present it to the chancellor and board for review and approval.	September 2003
3.	The college president directs marketing personnel at the district and at each college to plan a joint publicity campaign to inform students of the new policy and the advantages to the student for early payment.	October 2003
4.	The college Offices of Institutional Research will continuously work with facilities staff and course schedulers to make best use of building space and reduce the number of courses cancelled for lack of minimum enrollment.	January 2004 and Annually

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD colleges continue to have long lines of students at the registration and bursar counters at peak times. Often ACCD students are shuttled to three offices on campus during registration and must stand in line at each location. They must visit the bursar's office to pay tuition; the registrar's office to ensure selected classes are available; and the financial aid office to see if their award has arrived.Waits of up to four hours were reported by some students, especially at SAC because the SAC enrollment is double the enrollment of the other colleges. ACCD received negative local media coverage about its long registration lines in 2002-03. Aside from its inconvenience to students, many of whom also have part-time or full-time jobs, the publicity reinforced the public's perception that the district's registration processes are inefficient.

The district has taken some steps to alleviate this problem, including automated registration and prolonged registration periods which allow students more time to enroll, including from remote locations. The option of paying student tuition by credit card has resulted in greater payment convenience and an installment plan has redistributed payment(s) over a longer period of time. ACCD uses a revolving, staggered registration schedule based on the first initial of the student's last name to better manage the number of students who may appear on campus at one time.

According to ACCD administrators, although some students enroll early, many wait until the "last minute" to pay, which contributes to long lines during peak payment deadlines. Administrators further attribute the long lines to late registration, course changes and uncertainty about financial aid. Nevertheless, other colleges have taken steps to improve the efficiency of registration and alleviate wait time. For example, Austin

Community College posts the anticipated wait time, much like restaurants inform customers of anticipated delays, enabling students who wish to do so to leave and return at a less busy time, if they so desire. ACC also assigns faculty members as advisors, requiring that they be on duty during peak registration time(s).

El Paso Community College (EPCC) assigns staff from other divisions and hires temporary workers to assist during registration. EPCC requires anyone who will be working registration to be trained in all registration areas and use of electronic databases so students will have to speak to a minimum number of employees. At the University of Texas at Austin, on campus registration is conducted in an arena where students may be seated while in line. Program advisors, financial aid advisors and bursars are present and students obtain clearance from one before moving on to the next. The lines are kept continuously moving and students are not forced to walk across campus to obtain the required services. Students who have unique problems that require special attention are redirected to a separate area for resolution, though not to an office at a different location. Palo Alto is planning a similar process for late registration for Fall 2003 by introducing a "One Stop Center" approach with all student services personnel (Admissions, Assessment, Financial Aid, Bursar, Counseling and Advising) located in the gymnasium.

At ACCD during the last registration, the SAC president assigned all administrators to work a two-hour registration shift. Administrators talked to students in line to ensure they were in the right line and not waiting unnecessarily. If in the wrong line, the students were immediately re-directed to another office; at the same time, the students' documents were checked to determine whether they had the appropriate documents. TSPR staff reviewed the SAC and PAC satisfaction surveys administered to graduates and found that "customers" recommended different strategies to manage the registration process, none of which were adopted by the college.

The entertainment and business industry have provided other models. Electronic stores, ticket outlets and fast food restaurants use a line manager to direct customers to the next available window.

Recommendation 19:

Streamline registration at campuses to reduce long waits.

Long lines are stressful for both students and staff. SAC and PAC satisfaction survey recommendations from students should be revisited and implemented as appropriate or feasible to the district. For example, temporarily adding additional copiers in registration areas so that students

may copy necessary documents while waiting in line instead of when it is the student's turn to be served by staff. The availability of one copier in the registration area needlessly forces staff to also join the waiting queue. Similarly, if computers are made available to district personnel assigned to keep the line(s) moving, they would be able to identify issues that may delay the student's registration process. There may be other time-saving steps that the district can identify and implement from its survey comments and feedback that will avoid stress and "burn out" for employees and students, alike.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor appoints a task force composed of representatives from all student services offices, students and colleges to develop ways to streamline registration using measurable goals and identifying maximum waiting times for peak periods of enrollment.	August 2003
2.	The chancellor directs college presidents to develop a plan using task force ideas, best practices and student feedback to improve registration processes and reduce the waiting time.	September 2003
3.	The college presidents direct the student services division heads to meet twice a year to analyze and share successful processes from the previous semester and make plans for improvements in the next semester.	January 2004 and Annually
4.	The task force submits a recommendation to streamline registration that will reduce extended waiting periods and assist students as needed throughout the process.	February - March 2004
5.	Upon chancellor approval and direction, the student services division heads implement a streamlined and more efficient registration process.	April - May 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 3
STUDENT SERVICES

C. COUNSELING AND ADVISING

Counseling and advising are critical components of student success in higher education. Counselors and advisors help students achieve educational goals, including transferring to a four-year university; completing an associate degree; earning a professional certificate; or acquiring a work-related skill. A counselor or advisor is always available at all ACCD sites during regular business hours.

ACCD counselors and advisors offer educational, vocational and personal counseling to enrolled or prospective students, including interest assessments, course placement testing, career/life planning, computer assisted career guidance programs, admissions and registration assistance, General Educational Development (GED) and transfer and four-year college information. Counselors and advisors also link referred students to special services provided on campus and ensure the students are aware of what is available. They clarify institutional policies, procedures and requirements as outlined in the student handbook and catalog. In addition, they serve as liaisons between students and instructors.

Processes and procedures for working with student advising are relatively uniform across all colleges. These processes are guided by written advising manuals, administrative policy and procedure manuals, the transfer guide, the student handbooks, catalogs and bulletins.

Because of different student populations and staffing patterns at the colleges, there is some overlap in the duties of counselors and advisors. However, counselors and/or advisors are located at all campuses so ACCD students can obtain information or referrals to these services:

- Educational and academic advising/degree plans - Depression Screening - Dual enrollment - Transfer information/course equivalencies - Scholarships/financial services - Disability Resources - Transition workforce/technology preparation - Career/vocational planning	- Job placement/cooperative education/internships - International student advisement - Multicultural services/student activities - Re-entry services/child care - Mentoring/tutoring/study skills/stress management - Assessment testing/TASP - Health and drug problems/personal counseling

• Transcript evaluation	• Orientation

ACCD counselors must have a minimum of a master's degree and are more highly compensated than advisors, who are required to have a bachelor's degree.

FINDING

ACCD colleges employ a "one-stop" delivery model to provide convenient and comprehensive services to students. Northwest Vista College, Palo Alto College and St Philip's College-Southwest Campus provide advising and counseling through Student Success Centers (SSCs). Under this model, all related services, from advising to testing to financial aid, are located in the same area. Professional staff in these areas are cross-trained to provide one-stop services to student customers. The centers are staffed by Student Success Specialists, including both academic advisors and counselors who are available to provide information and/or referrals to the following services:

- degree planning requirements and assistance;
- course selection and placement advice;
- referrals to on-campus student support services;
- referrals to community services;
- transfer services;
- graduation requirements;
- testing and assessment interpretation;
- registration;
- time management tips;
- advice on course selection;
- information on academic programs;
- study skills information; and
- assistance changing majors.

The centers are open from 8:00 a.m. to 7:00 p.m. Monday through Thursday; from 8:00 a.m. to 5:00 p.m. on Friday; and 8:00 a.m. to 1:00 p.m. on Saturday. The centers have a link to the college home page with clear information about times of service, location (including maps) and detailed menu of services. Posted signs, bulletin boards, fliers and information in the course schedules advertise the SSCs. A variety of materials, books and other computer-based tools are also available for student use. There is no charge for using the centers.

At San Antonio College, an Information Center staffed by Admissions and Records personnel and located in a central, visible location is a starting point for all new and former students. The center provides a checklist with

sequenced tasks required to enroll; application forms; maps; and directions to various offices offering registration-related services. The center is linked to the SAC home page on the Web and is open Monday and Tuesday, 10:00 a.m. to 7:00 p.m.; Wednesday and Thursday, 8:00 a.m. to 7:00 p.m.; and Friday, 8:00 a.m. to 5:00 p.m.

COMMENDATION

ACCD colleges employ a "one-stop" delivery model to provide convenient and comprehensive services to students.

Chapter 3
STUDENT SERVICES

D. STUDENT FINANCIAL SERVICES

Community colleges compete for students with other public and private higher education institutions. Usually, academic quality and affordability are the major determinants in student enrollment decisions. Consequently, institutions must continually assess the affordability of their programs and the ease with which a student can obtain information about and apply for financial aid. Administering financial aid requires knowledge of and compliance with a multitude of federal, state and private funding sources, grants and programs.

Since 1995, the district director of Student Financial Services is responsible for operating all student financial services and reports to the executive vice chancellor. The student financial services officers assigned to the colleges work with their respective campus administration to administer individual college goals, even though they are directly responsible to the district director of Student Financial Services. The district has a written mission, goals statement and operating handbooks for each financial aid program to ensure consistency of operations in all the colleges.

ACCD's Student Financial Services (SFS) director is located at the district office. **Exhibit 3-26** shows the organizational chart.

Exhibit 3-26
Student Financial Services
Organization

2003


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                    ┌─────────────────────────┐
                    │        Director         │
                    │ Student Financial Services│
                    └─────────────────────────┘
                                 │
          ┌──────────────────────┴──────────────────────┐
          │                                             │
┌───────────────────┐                    ┌─────────────────────────┐
│     District      │                    │    Northwest Vista      │
│    Processing     │                    │       College           │
│     Center        │                    │ Student Financial Services│
└───────────────────┘                    └─────────────────────────┘
                                         ┌─────────────────────────┐
                                         │      Palo Alto          │
                                         │       College           │
                                         │ Student Financial Services│
                                         └─────────────────────────┘
                                         ┌─────────────────────────┐
                                         │     San Antonio         │
                                         │       College           │
                                         │ Student Financial Services│
                                         └─────────────────────────┘
                                         ┌─────────────────────────┐
                                         │      St Philip's        │
                                         │       College           │
                                         │ Student Financial Services│
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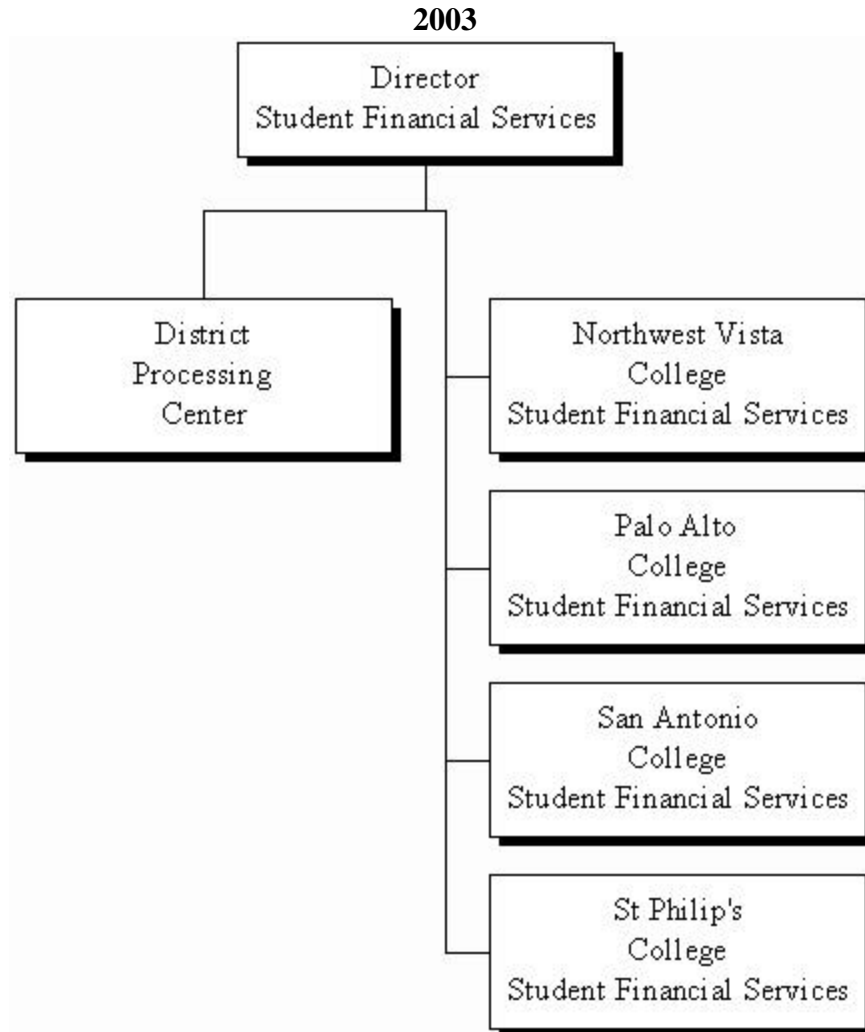
Source: ACCD, Student Financial Services Office, March 2003.

Exhibit 3-27 compares the number and type of student financial services staff at the district and each campus. Administrative personnel are employees who are exempt from receiving overtime pay and are considered managerial employees. Professional/technical employees also are exempt from overtime pay. Professional positions include directors, associate directors, and financial aid advisors. The classified category includes personnel who are not exempt from receiving overtime. Classified positions include technicians, data analysts, assistants and office supervisors.

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Exhibit 3-27
Student Financial Services
Staffing by District and College
2002-03

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Staffing	Location				
	SFS Processing Center, District Office	**Northwest Vista College**	**Palo Alto College**	**San Antonio College**	**St Philip's College**
Staff Summary	Administrative (1) Professional (3) Classified (11)	Professional (2) Classified (2)	Professional (3) Classified (3)	Professional (8) Classified (5)	Professional (3) Classified (2)
Total Staff	15	4	6	13	5

Source: ACCD, Office of Student Financial Services, 2003.

Student financial aid in the form of grants, work-study programs and loans is available to eligible ACCD students. **Exhibit 3-28** shows the variety of programs available to help with educational expenses through the Financial Aid office at each college. Most of these programs are available to anyone who demonstrates financial need and qualifies academically.

Exhibit 3-28
ACCD Student Financial Aid Programs
2002-03

Financial Aid Program	Programs Available At ACCD	Description
Grants	Federal Pell Grant (Pell), Texas Public Education Grant (TPEG), Texas Tuition Assistance Grant (TTAG), State Leveraging Education and Assistance Partnership (LEAP), Federal Supplemental Educational Opportunity Grant (FSEOG), Toward Excellence Access and Success Grant (TEXAS), and the State Student Incentive Grant (SSIG)	Most grant money is available to students who apply for financial aid and demonstrate financial need; enroll in at least half time in an ACCD degree or certificate program; have not been convicted of a felony or crime involving a controlled substance; and maintain satisfactory academic progress. TEXAS GRANT money is available to students who are Texas residents; have graduated from a public or an accredited private high school in Texas within the past 16 months; have completed the recommended or advanced high school

		curriculum (high school transcript required).
Loan Programs and Emergency Loans	Federal Family Education Loan	Loans must be paid back, but typically have low interest rates and flexible payback schedules. Stafford Loan repayment begins after completion of the educational program or once the student is no longer enrolled as least halftime, whichever occurs first. A limited amount of money is available as emergency loans to those who need help to pay for tuition, mandatory fees and textbooks. Emergency loans are available on a first-come, first-served basis and must be repaid within 30 days.
College Work/Study Programs	Federal College Work/Study (FCWS) and State Work/Study (TXCWS)	College work/study programs allow students to work in a job related to their major or in community services and earn money to help pay for college.
Scholarships	ACCD coordinates a variety of institutional, foundation and private scholarships.	Scholarships do not have to be paid back if the recipient fulfills all the conditions of the scholarship.

Source: ACCD, Financial Aid Web Site.

The largest grant program is the Pell Grant. During 2001-02, 18,530 students received Pell funding totaling $40,010,821. **Exhibit 3-29** shows the average award amount and average recipient age for the Pell Grant program at ACCD.

Exhibit 3-29
Pell Grant Recipients
Average Award and Average Age
2001-02

	NVC	SAC	SPC	PAC
Average Pell Grant Award	$1,971	$2,078	$2,139	$2,160

Average Pell Grant Age	25	26	27	25

Exhibit 3-30 shows the type of financial aid programs at ACCD and the total amount of student aid awarded by college and category. Total student aid increased from $48,421,077 in 2000-01 to $60,116,984 in 2001-02.

Exhibit 3-30
Student Financial Aid by College
2000-01 and 2001-02

Type of Aid	NVC		SPC	
	2000-01	2001-02	2000-01	2001-02
Grants	1,597,899	3,486,050	8,665,807	11,042,832
Scholarships	116,076	199,798	659,290	673,215
Loans	870,959	1,393,421	4,285,042	4,414,076
Work Study	87,133	67,367	464,297	492,475
Other	0	3,719	31,117	62,047
Totals	**2,672,067**	**5,150,355**	**14,105,553**	**16,684,645**
Type of Aid	PAC		SAC	
	2000-01	2001-02	2000-01	2001-02
Grants	6,112,727	8,227,480	14,007,397	17,919,535
Scholarships	470,506	531,523	920,591	1,014,598
Loans	1,244,528	1,369,349	7,624,688	7,479,131
Work Study	375,408	404,799	765,619	758,717
Other	0	223,806	123,994	154,045
Totals	**8,203,169**	**10,756,957**	**23,442,289**	**27,326,026**
ACCD Totals	**2000-01: $48,423,078**			
	2001-02: $59,917,983			

In 2001-02, a total of $60,116,984 in financial aid was disbursed. The total SFS staffing budget for all SFS offices, district and college was

$1,373,049. The total operating budget for all SFS offices, district and college, was $1,181,500.

Federal regulations require all recipients of financial assistance to maintain "satisfactory" academic performance in order to receive aid. The required standards are: (a) a minimum 2.0 grade point average (GPA) overall per semester; (b) successful completion of 65 percent of all course work attempted; and, (c) completion of the program of study within 99 hours of attempted course work (including hours attempted at other colleges). Student compliance with the policy is evaluated after every spring semester. Progress is categorized in one of three ways: good standing; probation status; or suspension status. Students may receive financial aid while on good or probation status, though not while on suspension status.

ACCD's Processing Center runs two computer programs that derive the name of students who meet the required standards to receive the Satisfactory Academic Progress code. ACCD refers to this as Reasonable Academic Progress Code. In accordance with regulatory policy set by the U.S. Department of Education, ACCD determines the Reasonable Academic Progress Code based on quantitative and qualitative measures that facilitate uniform decisions across all colleges. Students who are denied financial aid for failure to meet satisfactory academic progress have a right of appeal. The Processing Center notifies students of ACCD's appeal policy in the initial denial letter and in the initial financial aid notification. The information is also available on the ACCD Web site.

FINDING

ACCD's Financial Aid Processing Center uses efficient and cost effective ways to process student financial aid. Because of the comprehensive data bases created by the Processing Center, students and parents can apply for student aid, check the approval/disapproval of financial aid and learn the reason for rejection (default on previous loan, not enough hours completed, over recommended cap on loans) Also, aides at the on-campus financial aid counter can easily respond to questions from students who phone.

The ACCD Student Financial Services Processing Center is primarily responsible for assembling records needed for funding decisions. The Processing Center is responsible for mailing out all "missing information" letters for each of the four campuses. The letters request records and/or additional documents required as determined by the Nation Student Loan Data System, such as photocopies of Social Security cards, immigration and naturalization identification and records of separation from the United States armed forces. The Processing Center is also in charge of mailing

out denial letters for all four campuses. Records "selected for verification" by the U.S. Department of Education are reviewed/verified for SAC, PAC and NVC.

The most time-consuming record processing the Processing Center conducts is managing the return of Title IV funds under the Federal Refunds Policy. This entails calculating and reporting the students who owe funds to the federal program(s) due to their withdrawal before completing 60 percent of the enrollment period. This policy requires diligence processing and calculating accurate debt, return of funds by the school within the required 30 days, sending the student a notice, then monitoring the record for 45 days from the date of notice to a student before possible referral to federal collections.

While the district administers its programs according to formulas and regulations, individual student contact and decision-making on a case-by-case basis is often required. Student applications for additional aid require reviewing academic performance and other factors to determine eligibility. State aid program guidelines vary by program, and awards must be manually processed to ensure compliance with individual program guidelines. The colleges also administer college work-study programs, local scholarships programs and student loans processing, including exceptions to the need analysis forms.

According to ACCD administrators, the Processing Center (PC) is effective for the following reasons:

- Staffing is more cost effective. The majority of the PC staff members are financial aid technicians. The cost of hiring technicians is less than hiring financial aid advisors. Financial aid advisors are required to have a bachelor's degree and salaries range from $28,960 to $43,440. The salaries of the advisors and technicians at the processing center range from $22,502 to $38,246. The main duties of financial aid advisors are to advise students and parents on the financial aid process, but they also make presentations, use professional judgment, oversee financial aid programs, review academic progress cases, review appeal cases, participate on scholarship committees, process student loans, process work study student employment placement and process any other financial aid programs that are available in the institution. The financial aid technicians hired at the processing center are required to have associate degrees and/or high school diplomas. The financial aid technicians deal largely with data and documents that are turned in to the processing center. Their main function is to assure that the information is accurate since they are

responsible for reporting data to the Department of Education, the Texas Higher Education Coordinating Board and local agencies.

- By centralizing this operation, ACCD takes advantage of economies of scale that reduce costs to the four colleges. The colleges cannot handle the applicant volume without assistance from the center. The Processing Center processed almost 50,000 applications for financial assistance during 2001-02. Of a total the 47,302 application received, 29,082 were awarded financial aid, 11,576 were denied and 6,644 were incomplete. The center can process records more efficiently than the colleges. The center can process and inform students of their status within two weeks. If notification is done at the college, past experience has shown the process might take between three to six weeks depending on the time of the year the student applies for financial aid. It is more cost effective for the processing center to generate and mail notification letters to advise students of the complete/incomplete status of their files. Consolidation of mailing operations results in economies of scale for printing and mass mailings.

The movement of certain financial aid processes to the Processing Center promotes greater efficiency. For example, in the past each college had its own application form with unique formats and questions. The lack of uniformity of data collected made duplicative data entry routine. Further, under the former system, it was impossible to create and/or use districtwide databases for linking and/or sharing purposes. Now the district uses forms with identical questions, color-coded by college to facilitate processing. Information needed for accurate compliance reporting is centralized and more accessible The district has had very few and very minor audit exceptions from ACCD Internal Auditors and U.S. Department of Education monitors related to returning repaid funds within the 30-day federal time limit.

ACCD is working with Information Systems to place more Student Financial Services processes online. Student Financial Services has requested document imaging but due to budget constraints this project has not been funded.

COMMENDATION

The Student Financial Services Processing Center is cost efficient and streamlines financial aid services for both students and college personnel.

FINDING

ACCD does not provide students with adequate financial aid computer assistance at all on-campus locations. ACCD provides computer-based information about various funding programs and eligibility thresholds. All applications can be submitted by computer, including the federal Free Application for Student Financial Aid that is required of all applicants for financial aid. However, the forms are difficult to understand, require information about family income and can be perceived as intimidating and frustrating to students completing them for the first time. Applying online often requires assistance for even the most technologically competent students. ACCD has established a computer lab in each Financial Services office for students who may not have a computer readily available.

Each college has a computer laboratory located in the Financial Aid office that is supposed to be staffed to help students apply or monitor their financial aid status online. However, during the review team's visit, no staff was present to assist students. ACCD staff concurred that the lack of staffing is a problem for a number of students seeking assistance. Students complained about not being able to use the computer laboratories because they are not open at the posted times and don't have staff to assist students when they are open; computers are "down," and can't be used; and some labs are not open at times that are compatible with the student's needs. According to student graduate surveys most students would prefer computer laboratory access between 11:00 a.m. and 2:00 p.m. ACCD staff said computer laboratories are sometimes closed at noon because the financial aid staff all go to lunch together. During a visit to the St Philip's campus, the review team noted that no students were using the computers, although many students were standing in line to obtain information that is readily accessible on the computer. No computer laboratory assistant was on duty and the computer stations were covered with stacks of papers that were waiting to be filed rendering them unsuitable for student's use.

Houston Community College System takes time to teach students to learn to use the computerized resources and is able to reap benefits in cost effectiveness and efficiency in its operations. In addition to providing assistance in dedicated financial services laboratories, HCCS presents a training module on how to use the computer to find financial aid information and complete forms during new student orientation. Students are then able to use computers in other public places, including local libraries and community centers, often helping themselves rather than waiting in line to see a financial aid advisor. Shorter lines reduce stress for both students and staff, and allow managers to reassign personnel to more pressing needs.

Recommendation 20:

Provide financial aid computer assistance at all campuses at times that are convenient for students.

Financial aid is critical to many students and ACCD has comprehensive information available online. The district should make it a priority to ensure students have a way to find to the information and assistance is provided at times most convenient for students. Student satisfaction surveys clearly identify the hours that they prefer to visit the financial aid offices and labs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor directs the college presidents and Student Financial Services (SFS) directors to inventory all college resources for SFS student assistance.	August 2003
2.	Using local resources, exemplary programs and students' preferences, directors will create a staffing schedule with hours and staff assistance to meet students' demand.	September 2003
3.	The directors will publicize the college Student Financial Services laboratory schedules.	September 2003
4.	College presidents and the district director of Student Financial Services will monitor lab hours and use and hold Student Financial Services directors accountable for operations and service delivery in performance reviews.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD colleges have student loan default rates that are higher than national and state default rates. Schools with default rates of 25 percent, or greater, for three consecutive years, or greater than 40 percent for one year, face loss of eligibility to participate in the loan and/or Pell Grant programs. They have appeal rights and retain eligibility while an appeal is pending.

While ACCD default rates (**Exhibit 3-31**) are lower than the default rates that might endanger participation eligibility, the rates are significantly higher than the national average (5.9 percent) and state average (7.3 percent).

Exhibit 3-31
ACCD Loan Default Rate by College
2001-02

	Northwest Vista	San Antonio	St Philip's	Palo Alto
Loan Default Rate	0%*	10.2%	13.7%	11.9%

Source: ACCD, Student Financial Services Office.
*Note: Northwest Vista College does not yet have a default rate from DOE.

Because the loans are guaranteed by the federal government, ACCD's budget is not directly impacted by loan defaults. However, lowering the default rate to the national average is good risk management. During sustained economic down turns, default rates could escalate rapidly.

The Austin Community College Student Financial Aid Office reduced its student loan default rate from 17.6 percent to 7.2 percent from 1996 through 2001. One of the ways that ACC reduced the student loan default rate was to establish more stringent eligibility criteria, which effectively reduced the number of student loans granted. To give priority to students with the greatest need, financial awards are now based on projected low family contributions. By using this methodology, ACC attempts to provide the most money to the students with the greatest need using grants and scholarships rather than loans.

Exhibit 3-32 lists the primary actions ACC initiated to reduce the loan default rate.

Exhibit 3-32
Austin Community College
Actions to Reduce Loan Default Rate
2003

1.	Award gift aid and work-study aid in lieu of loans to students with low expected family contributions.
2.	Require students to submit a loan application. Student loans are not automatically packaged.
3.	Promote conservative borrowing.
4.	Require all new loan students to attend a mandatory counseling session, even if they have attended a similar session at a previous institution. Discuss debt management practices during the entrance loan counseling session.
5.	Establish loan limits for all loans. Student can borrow twice at each grade

	level. All previous loans and dollar amounts are counted toward the loan limit at ACC. If additional assistance is needed, students must file an appeal.
6.	Enforce Federal Stafford Loan limits of $2,625 for first-year students and $3,500 for second-year students. Students must file an appeal for additional loan amounts.
7.	Systematically contact students identified on delinquent/default status reports provided by loan guarantors.
8.	Act as liaison between the student and the lender and/or guarantee agency, if the student is having a problem with his/her loan.
9.	Monitor alternative and private loans that are processed through ACC and use this information in calculating their total loan debt.
10.	Place registration holds on student records if he/she is delinquent or on a loan default status. Any student with a registration hold must contact the Financial Aid Office before registering or before a transcript is released.

Source: ACC, director of Student Financial Aid, 2003.

Recommendation 21:

Lower the ACCD student loan default rate using proven techniques used by other colleges and institutions of higher education.

Other sources of ideas to reduce student default rates include the Department of Education Information for Financial Aid Professionals Web site and the Texas Guaranteed Student Loan Web site.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor directs the district Student Financial Services director and representatives from every campus to develop a policy emphasizing priority for grants over loans for students with the lowest family contribution and lowering of the default rate.	October 2003
2.	The Student Financial Services director appoints a committee to investigate peer programs, including ACC, and to write guidelines for implementing the ACCD priority policy.	October 2003
3.	The committee develops training on the guidelines, develops a training schedule and trains all Student Financial Services personnel.	November 2003 - February 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 3
STUDENT SERVICES

E. HEALTH SERVICES

Palo Alto, San Antonio and St. Philip's have on-campus health centers.
Exhibit 3-33 shows the budgets of the health Centers.

Exhibit 3-33
Budgets of ACCD Health Centers

	Palo Alto	San Antonio	St. Philip's
Salaries & Benefits	$61,000	$105,700	$102,000**
Medicine, Printing, Linen, Postage & Office Supplies	$3,000	$14,610*	$3,500
Total Budgets	**$64,000**	**$120,310**	**$105,500**

Source: ACCD, Health Centers at each college.
*Includes $11,000 one time deposit to cover the purchase of 5 automatic external defibrillators (AEDs).
**Includes expenses for St. Philip's Southwest Campus.

Exhibit 3-34 displays the staffing and hours of the college health centers.

Exhibit 3-34
Staffing and Hours of ACCD Health Centers

	Palo Alto	San Antonio	St. Philip's
Staffing	1 Registered Nurse (Vacant) 1 Licensed Vocational Nurse	1 Registered Nurse 1 Licensed Vocational Nurse	1 Registered Nurse 1 Licensed Vocational Nurse
Hours	7:00 am -7:00 pm	7:00 am -9:00 pm	7:00 am -7:00 pm

Source: ACCD, College Web Home Pages, Spring 2000 Course Schedules.

Exhibit 3-35 shows the general services provided by the college health centers to students and faculty.

Exhibit 3-35
Health Services Provided to Students and Faculty
by ACCD Health Centers
Spring 2003

For the Ill and Injured	For the Well
• Basic first-aid and emergency care • Over-the-counter medications for minor ailments • A physicians referral system • Student accident/illness insurance information • Minor emergency care for students and employees.	• Relaxation rooms • Health counseling • Blood pressure monitoring • Printed information on a variety of health related topics

Source: ACCD Web Site.

Information on drug abuse and hepatitis is provided in the ACCD college catalogs, student handbooks and Web site. Health Services staff is usually present for college related activities, including intramural sports. Health centers coordinate health fairs, blood drives, depression screenings, vision and hearing screenings and make referrals to community health service clinics. Health center staff has been called upon to respond to serious medical problems; as an example, in 2002, they provided preliminary aid to a student suffering from a heart attack.

FINDING

Although three ACCD colleges have health clinics, ACCD does not have a board policy for the operation of student health centers. The Higher Education Coordinating Board does not regulate what it identifies as ancillary services, which includes health services. Those services are to be governed by local policies. ACCD has two policies relating to student health services. They are summarized in **Exhibit 3-36**.

Exhibit 3-36
ACCD Local Policies
Student Health Services

FDA (Legal) Student Welfare: Health Requirements and Services	FDAD (Local) Health Requirements and Services: Communicable Diseases

AIDS/HIV	College shall include AIDS/HIV policy in student handbook or any other method	Communicable Diseases	Communicable diseases include, but are not limited to measles, influenza, viral hepatitis-A, viral hepatitis-B, HIV, AIDS, leprosy, tuberculosis
Educational Pamphlet	College shall make available to students upon request HIV pamphlet developed by TX Dept. of Health	Confirmation	Confirmation may be by self report or response to inquiry; college may with reasonable cause ask student to submit to medical examination
Health Centers	Student Health Centers shall provide information on how to prevent transmission of HIV including: • Abstinence and long-term mutual monogamy • Efficacy and use of condoms • Referrals to anonymous HIV testing and counseling services • State laws on transmission of HIV	Confidentiality Communicable Diseases Other Than AIDS/HIV Infection	Knowledge confined to those with direct need to know, e.g. chancellor, person responsible for district health program, etc.
Bacterial Meningitis	Specifies information college shall provide on bacterial meningitis in manner so that information is reasonably likely to come to new students	Confidentiality AIDS/HIV	Information on testing infection may be released only to physicians, nurses, or other health care personnel who have a legitimate need to know; release must be

			signed by student if over 18 years of age or parents if student is a minor
		Determination if Students with Communicable Disease are "Otherwise Qualified" Handicapped	Lists medical factors to be considered in determination; a "qualified handicapped person" must be reasonably accommodated with appropriate exclusions or modifications

Source: ACCD Web Site, March 2003.

The Texas Association of School Boards (TASB) policy departments developed both of these policies. TASB develops policies for public schools in Texas. While the health centers do dispense the kind of information specified in the two policies, neither of these policies addresses the ACCD board's value on health services, nor does it provide limitations for health services offered by the colleges. Neither policy addresses local college authority to offer or *not* to offer health services.

Good governance practices require boards to periodically review their policies for applicability to current programs and practices. The health centers are operating without benefit of policy guidelines, although the staff has worked hard to establish written administrative guidelines to ensure consistency in services throughout the district.

The Austin Community College Board has a policy development model that has been very successful. When the board identifies a need for a new policy or the revision or elimination of an existing policy, the chair appoints a board committee, with administrative staffing to assist, to review current college practices, research best practices in similar institutions with similar policies and make a recommendation to the board. With a draft policy before them, board members identify issues and concerns and engage in full deliberation with input from concerned parties before finalizing the policy.

Recommendation 22:

Develop a board policy on Student Health Services that includes a value statement, goals for delivery of health services and guidelines for administrative procedures.

A district wide health services policy will inform constituents of board priorities, promote consistency in services and provide a standard for evaluation and accountability.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor will provide to the board a report on current Health Service Clinic operations including, but not limited to, costs, services, customer use, space and equipment.	August 2003
2.	The board will use information from the chancellor's report, from input by staff and students in open hearings and from policies and practices gathered from similar institutions to draft and adopt a Student Health Services Policy.	September 2003
3.	The presidents will review current operations manuals to determine if additions, deletions and/or revisions are necessary and take action as appropriate.	October 2003
4.	The presidents will monitor operations of Health Services Clinics and hold administrators accountable for following board policy in program and personnel reviews.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD health offices lack sufficient safeguards to ensure appropriate and consistent monitoring of medical practices. The colleges employ Registered Nurses (RNs), Licensed Vocational Nurses (LVNs) and work-study students from the health academic programs. Each nurse's office has a manual, developed with input from staff at all colleges, with procedures and protocols that staff is to follow to ensure that services are consistent across the district.

Several factors account for a concern that the protocols developed by the staff are sufficient and/or that they are consistently used. Medical research is ongoing and practices and medications are constantly changing. In interviews with TSPR, some staff expressed concern that the protocols are not reviewed by a licensed physician to ensure that the procedures are medically sound and in keeping with current medical practices. Staff speculated that there might be different or additional services the college could/should offer.

Vacancies in professional staff have gone unfilled for prolonged periods; for example, the position of head nurse at PAC was vacant for a year. While the district hires temporary certified staff to cover vacant nurse positions, the instability of personnel has contributed to inconsistency in services.

Sometimes, the long hours of service and minimum staffing result in work-study students having little supervision. Better protocols would enhance the protection of the college in case legal issues should arise. Also, work-study students are subject to maintaining eligibility for financial aid and to continuing availability of financial aid and cannot be counted as long-term employees.

Recommendation 23:

Contract with a doctor to annually review Health Services procedures and protocols to be sure nurses and staff use medically sound and up-to-date practices.

A professional review of procedures and protocols will provide the district with some risk management protection should legal issues arise.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor directs Human Resources (HR) to develop a job description and medical center protocol review and directs Purchasing to issue an invitation to offer temporary professional services.	August 2003
2.	Purchasing will follow the normal posting procedures and at the close of offers, HR will review applicants and forward qualified candidates to a committee made up of RNs and LVNs for review, interviews and narrowing of candidate pool to no more than three.	September 2003
3.	The chancellor will select the final candidate (physician) and HR, Purchasing and Legal departments will follow normal vendor contract procedures.	October 2003
4.	The physician will review, delete, modify, improve or expand protocols according to the college mission and the standards of good medical practice.	November 2003 and Annually

FISCAL IMPACT

The fiscal impact assumes that the doctor would contract for a professional fee of $250 per hour limited to no more than 20 hours per

year for a maximum annual cost of $5,000 and a maximum five-year cost of $25,000 ($5,000 x 5 years = $25,000).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Contract with a doctor to annually review Health Services procedures and protocols to be sure nurses and staff have medically sound and up-to-date practices.	($5,000)	($5,000)	($5,000)	($5,000)	($5,000)

Chapter 3
STUDENT SERVICES

F. BOOKSTORES

ACCD awarded the bookstore lease operations contract to Texas Book Company for an initial three-year lease period beginning March 1, 1999 with options for three one-year contract renewals. Privatizing bookstore operations is a common practice among community colleges. The bookstore contractor provides ACCD with bookstores at the four colleges and the Southwest campus. A bookmobile services the Northeast campus generally for two days during registration and the first two days of classes for each semester. The bookmobile also services other off-campus locations such as the various military bases and businesses around the city conducting distance learning classes as requested during registration and the first day of class such as for distance learning classes held at various military bases and businesses around the city usually during registration and the first day of class. Students and faculty can also order textbooks and supplies online using the vendor's or the colleges' Web sites.

The bookstore contractor provides the services to the colleges and employs the bookstore staff. Under the bookstore lease operations contract, the contractor provides:

- goods and services needed by ACCD consistent with generally accepted practices in the retail college bookstore industry provided such goods and services are acceptable to the Auxiliary Enterprise Committee;
- pre-paid remuneration of $1,539,028 for the base proposal of years one through three; and, $583,000 per year paid monthly in arrears for any yearly extension thereafter; and 11.6 percent of the amount over $5,500,000 in any year's sales.
- discount of at least 25 percent from retail price on items purchased by the colleges for institutional use and at least 10 percent discount from retail price for personal purchases by ACCD full-time employees;
- improvements totaling $100,000 to ACCD college or campus bookstore locations;
- improvements to bookmobile totaling $10,000 to expand the service and dependability of the bookmobile;
- funds of $25,000 toward student scholarships or special projects at the beginning of the contract and $5,000 annual payments for the life of the agreement;
- installation of new computers and electronic point-of-sale cash registers;

- all necessary equipment and furniture other than that supplied by ACCD;
- sales of postage stamps to students and employees of the ACCD; and
- annual customer service surveys and provides such results to the Auxiliary Enterprise Committee.

Under the contract ACCD provides:

- utility service including electrical service, heating, air conditioning and existing local telephone service; and
- a listing of fixed assets, including furniture, fixtures and equipment available for use at each of the bookstore locations.

Exhibit 3-37 shows a summary of the bookstore revenues by college.

Exhibit 3-37
Bookstore Revenue
2001-02

College	Revenues
San Antonio	$390,985
St. Philip's	$265,980
Palo Alto	$195,332
Northwest Vista	$120,049
Total	**$972,346**

Source: ACCD, Assistant Controller of Fiscal Affairs.
Note: Commissions are tracked by college and include sales from the affiliated campuses and online sales.

Ordering textbooks occurs approximately eight weeks before the upcoming semester and starts when the bookstores at each college or campus send adoption forms to the departments, requesting information from the faculty as to which books they want to use for the upcoming semester based on projected enrollment. Once the bookstores receive this information from the faculty, the bookstores base their sales on the previous term sales and whether or not the anticipated enrollment has increased. If an instructor is using the same book that was used previously, bookstores will subtract the amount of books already on the shelf, as well as the amount of books they anticipate to buy back from the students

before going to wholesalers and publishers for the remaining quantities needed. These orders are usually placed two months before classes begin for those departments that have turned in their adoptions. When the week of final exams ends, the book contractor checks the quantities that were anticipated from students' buy backs, plus what they actually bought back and then places any remaining orders for those books with the wholesalers and publishers for the next semester.

The bookstore contractor buys back books all year, but the best time for the students to sell their books is during buyback week, which is during finals' week. If students wait to sell their books back at the beginning of the next semester, the bookstore contractor may already have the quantities needed for their inventory, and the student will get the guide price for a book, which is the price that wholesalers pays the vendor for the books.

Bookstore policies include the following:

- lowest price guarantee to match prices of the bookstores' competitors;
- full cash refunds are contingent upon presentation of receipts within the 15-day refund period from the first day of class or two calendar days if purchased thereafter;
- as a service to the students the bookstore offers to buy books on a daily basis; and
- during the buyback period, the bookstores give students bonus bucks, or one dollar back on every $10. Bonus bucks are only given the week of finals, which is the busiest buyback time. These bonus bucks can be used in the bookstore for anything that the student wants to use them for, including textbooks. The San Antonio College (SAC) bookstore manager said that there is no cost to the school since the bonus bucks are the vendor's promotional item. The manager said that the SAC bookstore usually orders 10,000 bonus bucks to give out, and issues most of them by the end of finals' week.

Exhibit 3-38 compares the outsourced bookstore management contracts of ACCD and its peers.

Exhibit 3-38
Survey of Peer College Bookstore Management Companies
February 2003

College	Bookstore Operator	Current Contract Term	Minimum Guaranteed Revenue $	Scholarships	Other Revenue	# Bids in 10

						years
Alamo CCD	**Texas Book Company**	**3-year term plus 3 one-year options**	**$583,000-FY02 $583,000-FY03 plus 11.6% of gross sales over $5,500,000**	**$5,000 annual donation**	**No**	**2**
Dallas County CCD	Follett	6 year term	9.5% of sales up to $9 million	$4,000 annual donation	No	1
San Jacinto CCD	College	NA	NA	NA	NA	None
North Harris Montgomery CCD	Follett	3-year term plus 5 one-year options	$625,000-FY02 $675,000-FY03	$5,000 annual donation and $2,500 for textbook scholarships	No	None

Source: ACCD, Acquisitions and Administrative Services and peer colleges' surveys, March 2003.

FINDING

Neither ACCD nor the bookstore contractor report essential data necessary to efficiently evaluate the bookstores' operating performance. Examples of critical performance measures lacking include the number of missed orders, number of inaccurate orders and number of reorders and potential lost revenues because books were not available. The contract with ACCD does not specify performance measures.

The bookstore contractor's managers said that sometimes the colleges add class sections and do not promptly inform the bookstores so that additional books can be ordered. The college chairs and other members of the Auxiliary Enterprise Committee (committee) said that they work with the bookstore managers to address problems as they occur and this ongoing dialogue over the years has resulted in the following actions by the contractor to minimize problems, according to the committee:

- increasing the number of cash registers operating during peak rush periods;

- determining, but not documenting, if instances of "books not being available" result from a late book adoption by a faculty member or a supplier backorder.
- notifying the instructors immediately when there appears to be a problem with book availability and Out of Stock tags are placed on the shelves to alert the students as to the approximate due date for the textbooks;
- installing point-of-sale registers at all locations, as required by the contract which allows the scanning of merchandise instead of manual entry and decreases the time necessary for credit card and voucher sales;
- developing Web sites for online ordering, as required by the contract;
- offering book reservations in the stores for students who wish to pre-order their textbooks for used textbook availability and students are able to pick-up their books before the semester begins; and
- as of the Spring 2003 semester, implementing an online network with 17 of the 21 other Texas Book Company stores, consisting of 18 stores in Texas, to check the other stores' book inventory.

Although the committee said they have implemented practices to improve services, survey results and the inconsistent notification to the bookstores regarding additional class sections indicate that some issues have not been resolved. The bookstore contractor maintains comment cards near the cash register but documentation of the comments and action taken is not maintained.

TSPR surveyed students, faculty, staff and administrators about bookstore services. In one survey, 29 percent of the faculty, staff and administrators indicated that the bookstore function needed improvement. The results of another survey indicated that 17 percent of students and 23 percent of faculty and staff disagreed that adequate books and supplies are always available in the bookstore, as shown in **Exhibit 3-39**.

Exhibit 3-39
ACCD Survey Results

STATEMENT		Strongly Disagree	Disagree	Neutral	Agree	Strongly Agree	Don't Know
Adequate	Students	4%	13%	14%	52%	13%	4%

books and supplies are always available in the bookstore.	Faculty	4%	19%	10%	40%	13%	14%

Verbatim survey comments from students, faculty and staff include:

- "The bookstore is not open for ordering books in a timely manner."
- "All too often, the bookstore does not have the adequate number of textbooks for a class and it takes weeks to get them."
- "Departments have not been happy with bookstore."
- "Bookstore should rethink its policy of returning texts and study guides to the publisher after several weeks. Students don't realize they need study guide books until halfway through the semester."
- "Open more cash registers at the bookstore in the beginning of each semester. People have to stand in huge lines. I understand that lines are inevitable at that time, but there is only one register for buybacks; that makes it inconvenient."
- "We need longer hours at the bookstore up until 9:00 p.m."
- "Course books required by teachers or administrators are often inadequate, unnecessarily expensive and changed too often for teacher's adaptation. Many instructors do not adequately read or follow these short lived and expensive books."
- "Try to keep inventory well-stocked and request the instructors not to change print editions every year."

In October 2002, the St. Philip's College vice president of Academic Affairs held a campus-wide meeting to discuss any concerns regarding the campus bookstore. The major topics were the availability of books, book prices and book buy-back prices. However, specific performance measures were not presented.

It is a standard practice to establish performance measures so that businesses can become aware of performance strengths and weaknesses and trends and implement corrective action where needed in a timely manner. In addition, compiling periodic reports of the results ensures that the evaluations are consistently performed.

Recommendation 24:

Establish and incorporate specific reporting performance measures in the bookstore contract to monitor and improve operations and customer service.

Establishment and evaluation of performance measures will benefit both ACCD and the contractor. ACCD will have a basis for future contract decisions, and the contractor will have a means of measuring customer satisfaction as well as a basis for future customer satisfaction strategies and campaigns.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Auxiliary Enterprise Committee establishes key performance measures such as the number of missed orders, number of inaccurate orders, number of reorders and revenues by location that can be used to analyze service level trends from semester to semester.	September 2003
2.	The bookstore managers assign staff to compile performance measure data and produce a semi-annual report to the Auxiliary Enterprise Committee.	October 2003
3.	The bookstore managers present the reports to the Auxiliary Enterprise Committee.	November 2003
4.	The Auxiliary Enterprise Committee reviews the reports, makes recommendations and monitors for improvements.	December 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The cost of ACCD's bookstores' supplies exceeds the price charged by a local office supply store. The prices of 12 items from the college bookstores were compared to the supply store's prices and the bookstores prices were consistently higher. ACCD employees receive a 10 percent discount on supplies but students do not. The contractor reported sales of supplies, soft goods and sundries totaling $390,917 (including $282,798 for supplies only) for the period of March 2002 through November 2002.

The contract with ACCD states in sections IV. B. and IV. I.,

> Offeror agrees to provide the goods and services needed by the ACCD consistent with generally accepted practices in the retail college bookstore industry provided such goods and services are acceptable to the Auxiliary Enterprise Committee on each campus. Goods and services are to be provided at competitive prices. Merchandise sold through

the bookstore will be uniformly priced at all locations and will be in accordance with the industry's regular pricing procedure. Retail margin on new textbooks will not exceed 25percent. The prices of used books will not exceed 75 percent of new book list price.

Exhibit 3-40 shows the comparison of the book contractor's bookstore prices at San Antonio College (SAC) with a local office supply store's prices indicating that the contractor's prices were higher for nine of the 12 items selected for comparison.

Exhibit 3-40
Comparison of Contracted Bookstore Prices at San Antonio College
to Local Office Supply Store
March 2003

Item	SAC Bookstore Price	Local Office Supply Store Price	Percent SAC Price Exceeds Local Supply Store
G2 Pen, retractable, dynamic gel ink pen, fine point	$1.65	$1.14	45%
Jimnie medium point retractable pen	$1.39	$.88	58%
Diskettes-10 pack, HD IBM formatted 3.5# disks	$6.49	$3.49	86%
120 sheet three subject spiral notebook	$1.49	$1.51	(2)%
Microcassette 3 pack of 60 minute tapes	$3.85	$2.79	38%
Scientific calculator, excellent for Algebra I and II, Trig, Statistics and Physics, FX-250 HC	$17.79	$5.99	197%
Three ring binder, 1.5", two pocket	$2.05	$2.99	(31)%
D Ring Binder, 1.5", two pocket	$4.85	$6.29	(23)%
Filler Paper, 200 sheets, 8.5"x11", college ruled	$2.29	$.98	134%
Five subject composition book, college ruled, 180 sheets	$3.09	$2.79	11%

Zip disk, 100MB IBM formatted zip disk	$19.79	$7.25	173%
Index cards, ruled, 3"x5", 100 per package	$.55	$.53	4%

Source: SAC, TBC Bookstore Web site and local office supply store, March 2003.

Although the SAC bookstore manager said that they send employees of the bookstore to the local area bookstores to compare pricing and adjustments are made if necessary, verbatim survey comments from students, faculty and staff indicated that bookstore prices for general merchandise were not competitive as indicated below.

- "Bookstore prices appear overpriced on materials our students need-just price a computer disk at our bookstore (SAC)."
- "The college t-shirts are way too expensive."
- "Students complain about the high costs of books and materials at the bookstore."
- "Textbooks are incredibly expensive."

Exhibit 3-41 shows the comparison of a random sample of textbook bookstore prices at San Antonio College to a local competitor bookstore. The exhibit indicates that ACCD's bookstore prices for new textbooks were higher for two of the 11 textbooks; lower for three textbooks; and the same price for six textbooks. However, textbooks are subject to the lowest-price guarantee by ACCD's contractor and the competitor's bookstore.

Exhibit 3-41
Comparison of Texas Book Company Textbook Prices
to Local Competitor Bookstore
February 2003

Description	Local Bookstore Price - New	TBC Bookstore Price - New	Percent TBC Price Exceeds Local Bookstore - New	Local Bookstore Price - Used	TBC Bookstore Used	Percent TBC Exceeds Local Bookstore - Used
Essentials of Intro Chemistry	$105.00	$119.30	14%	$78.75	$89.45	14%
General, Organic and	$37.65	$37.65	0%	$28.20	$28.20	0%

Biochemistry Study Guide						
Advertising Principles	$108.00	$108.00	0%	$81.00	$81.00	0%
Stage Make Up	$99.00	$103.00	4%	$74.26	$77.25	4%
Concepts of Genetics Package	$124.65	$113.65	(9)%	$93.45	$85.20	(9)%
Illustrated Book of Painting	$29.95	$29.95	0%	$20.95	$22.45	7%
Selling Today	$115.00	$115.00	0%	$86.25	$86.25	0%
Economics of Money, Banking and Finance	$110.00	$105.30	(4)%	$82.50	$78.95	(4)%
Business Telecourse Package	$83.95	$77.15	(8)%	$62.95	$57.85	(8)%
Understanding Business	$100.00	$100.00	0%	$73.50	$75.00	2%
Accounting Chapters 1-16	$35.30	$35.30	0%	$24.20	$26.45	9%

Source: SAC bookstore and local competitor bookstore, February 2003.

Effective bookstore operations maintain competitive prices for merchandise and supplies resulting in greater customer satisfaction and increased revenues. ACCD's Auxiliary Committee chair said that the purpose of the bookstores is to provide on-site textbooks and since students do not live on campus other supplies and sundries are offered as convenience items.

El Paso Community College's bookstore contract included a provision that the contractor must provide supplies at prices competitive with the local market.

Recommendation 25:

Hold the bookstore contractor to terms and conditions of the contract in providing goods and services at competitive prices.

ACCD should hold the vendor accountable for providing supplies at competitive prices.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Auxiliary Enterprise Committee compares the bookstore prices for supplies with local vendors and compiles a summary of the price differences and determines if the bookstores' prices are competitive with local market prices.	November 2003
2.	The contracting coordinator meets with the vendor to negotiate the contract pricing provision for supplies effective with the annual contract renewal.	February 2004
3.	The Auxiliary Enterprise Committee ensures vendor compliance with the contract provisions.	September 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4
HUMAN RESOURCES MANAGEMENT

This chapter reviews the human resources management functions of
Alamo Community College District (ACCD) in the following sections:

A. Organization and Staffing
B. Human Resources Policies and Procedures
C. Employee Relations Management Practices
D. Compensation and Job Classification
E. Recruitment, Staffing and Hiring Activities
F. Performance Management and Staff Development

Effective and sound human resources programs, strategies, processes,
systems and practices are critical to attract, develop, motivate and retain a
skilled, productive and stable work force. Like other employers, a college
district depends on qualified and talented employees to achieve its mission
and goals related to student education and optimal operating efficiency.
Human resources costs are usually the single largest expenditure of any
college or organization. Although district management and the Human
Resources (HR) Department share ownership and responsibility for
managing human resources concerns and activities, the HR Department
usually has oversight responsibility for human resources policies, services
and activities.

BACKGROUND

For 2001-02, ACCD employed a total of 5,803 employees, comprised of
full-time and part-time non-faculty staff, full-time faculty, full-time
adjunct faculty, part-time adjunct faculty, full-time temporary positions
and part-time temporary positions. **Exhibit 4-1** summarizes employee
count by classification for ACCD for 2001-02.

Exhibit 4-1
ACCD Employee Count
2001-02

Employee Classification	Employee Count	Percentage
Administrator	42	0.7%
Full-time faculty	779	13.4%
Professional	323	5.6%

Technical/Clerical	806	13.9%
Sub-total of authorized FTEs	**1,950**	**33.6%**
Full-time adjunct faculty	136	2.3%
Part-time adjunct faculty	1,808	31.1%
Continuing education instructors	374	6.4%
Part-time temporary (less than 19 hours)	1,334	23.0%
Full-time temporary (less than 90 days)	108	1.9%
Full-time temporary with benefits	93	1.6%
Sub-total of temporary workers	**3,853**	**66.4%**
Total Employees	**5,803**	**100.0%**

Source: ACCD, HR Department.

Full-time faculty members have a regular work week schedule of 40 hours and are eligible for employee benefits. The district classifies full-time faculty positions as instructor; assistant professor; associate professor; and professor. ACCD hires adjunct faculty full-time or part-time and on a semester-by-semester contract basis contingent on its business needs. Adjunct faculty members accrue no tenure rights and are not guaranteed any employment beyond the semester for which they are employed. Regular full-time employees occupy a budgeted staff position and are regularly scheduled to work 40 hours in a work week. Regular full-time employees are eligible for ACCD's benefit package. Regular part-time employees also fill budgeted positions and are regularly scheduled to work less than 40 hours in a work week though not classified as temporary positions. Regular part-time positions, scheduled to work at least 20 hours a work week, are eligible for partial benefits. Temporary workers are non-students on the payroll designated in a temporary status. Temporary positions may be full-time or part-time regardless of funding source. Assignments to temporary positions are limited to 89 working days in one fiscal year, if working 20 hours or more a week, or assignments may be indefinite if under 19 hours a week.

The district fills part-time temporary positions on an ad hoc basis for its short-term needs. The number of temporary part-time employees working at any given time is verifiable only through timesheets submitted to the Payroll Department. HR creates the personnel record for a newly hired part-time temporary employee but is unaware of the number of hours actually worked or when an assignment actually ends unless the hiring department submits paperwork to terminate the employment. Temporary employees work at the district and the college and campus locations.

Exhibit 4-2 shows a breakdown of employee count for 2001-02 by location from the Human Resource Department's 2002-03 Manpower Utilization Report. However, information reported by the individual colleges regarding full-time and adjunct faculty differs from this report.

Exhibit 4-2
ACCD Employee Count by Location
2001-02

Employee Classification	District	San Antonio College	St. Philip's College	Palo Alto College	Northwest Vista College	Total Employee Count	Percent of Total Employees
Administrator	12	10	12	4	4	42	0.7%
Full-time faculty	0	429	197	113	40	779	13.4%
Professional	131	44	45	41	24	323	5.6%
Technical/Clerical	402	181	86	64	20	806	13.9%
Subtotal of authorized FTE's	**545**	**664**	**340**	**222**	**88**	**1,950**	**33.6%**
Full-time adjunct faculty	0	60	23	22	19	136	2.3%
Part-time adjunct faculty	1	766	387	305	254	1,808	31.1%
Continuing education instructors	0	197	73	46	30	374	6.4%
Part-time temporary (less than 19 hours)	121	512	133	147	95	1,334	23.0%
Full-time temporary (less than 90 days)	25	26	5	8	14	108	1.9%
Full-time temporary with benefits	11	22	21	0	8	93	1.6%
Subtotal of temporary workers	**158**	**1,583**	**642**	**528**	**420**	**3,853**	**66.4%**
Total Employees	**703**	**2,247**	**982**	**750**	**508**	**5,803**	**100.0%**

ACCD allocates almost 73 percent of its budget for salaries and benefits to its employees. **Exhibit 4-3** shows the 2002-03 budget for ACCD.

Exhibit 4-3
ACCD Operating Budget
2002-03

Object	Dollar Amount	Percent of Budget
Salaries - Regular Employees	$81,640,402	46.6%
Salaries - Temporary Workers	$33,883,670	19.3%
Fringe Benefits	$12,336,914	7.0%
General Expenses	$38,301,434	21.9%
Capital Expenses	$9,120,371	5.2%
Total	**$175,282,791**	**100.0%**

Exhibit 4-4 provides a breakdown of salaries based on employment classification of ACCD's employees for 2002-03.

Exhibit 4-4
ACCD Operating Budget - Salaries
2002-03

Object	Dollar Amount	Percent of Budget
Regular Employees		
Administrator Salaries	$4,028,121	2.3%
Full-time faculty	$42,441,394	24.2%
Professional	$15,165,054	8.7%
Technical/Clerical	$20,005,833	11.4%
Salaries -Regular Employees	**$81,640,402**	**46.6%**
Temporary Workers		
Temporary Faculty	$26,819,051	15.2%

Temporary Non-Faculty	$6,068,064	3.4%
Special Pay	$450,044	0.3%
Consultants	$95,299	0.1%
College Work Study	$451,212	0.3%
Salaries - Temporary Workers	**$33,883,670**	**19.3%**
Total Salaries	**$115,524,072**	**65.9%**
Total Budget	**$175,282,791**	**100.0%**

Source: ACCD, Fiscal Affairs Department, ACCD Budget, 2002-03.

Chapter 4
HUMAN RESOURCES MANAGEMENT

A. ORGANIZATION AND STAFFING

The HR Department is responsible for managing the day-to-day implementation of the district's human resources policies, procedures and practices. The HR Department provides services and support to 5,803 employees who work at the district office and the four colleges. The key functional areas of the department are:

- compensation and benefits;
- employment and employee relations;
- information systems/manpower;
- training;
- risk management;
- workers' compensation; and
- Americans with Disabilities Act (ADA) compliance.

Exhibit 4-5 shows the organizational structure of ACCD's HR Department.

Exhibit 4-5
ACCD Human Resources Department
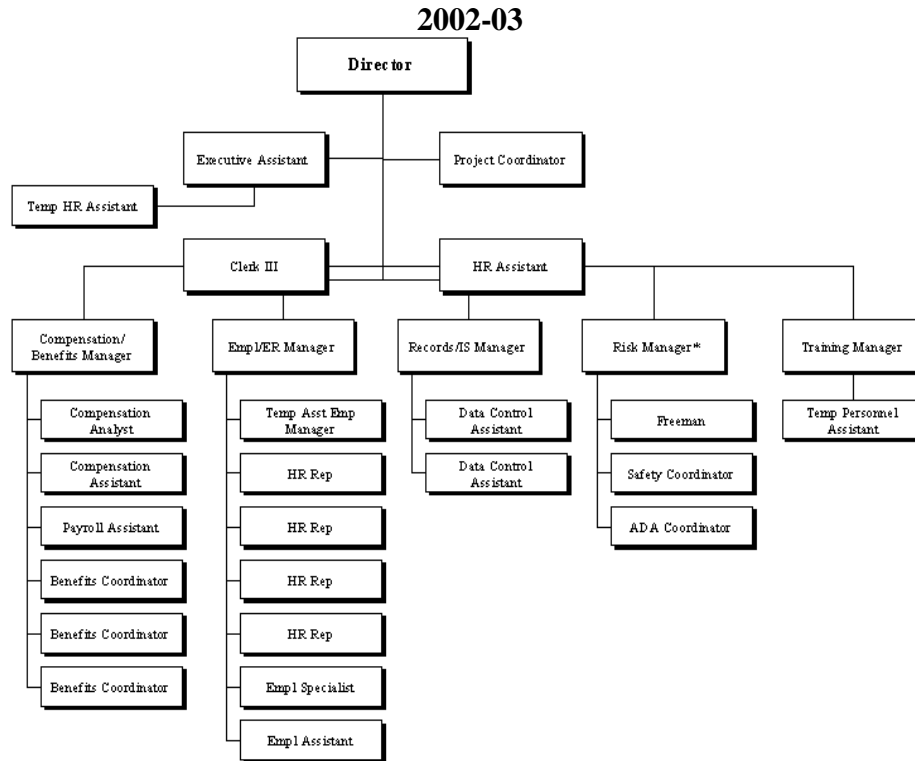
2002-03

Source: ACCD, HR Department.
*Note: The Risk Management function is covered in chapter six of this report.

Exhibit 4-6 summarizes the department's budget for 2001-02 and 2002-03. The 2002-03 budget increased by 23.4 percent due to the reassignment of risk management personnel and functions from the Fiscal Affairs Department to the HR Department.

Exhibit 4-6
ACCD Human Resources Department Budget
2002-03 and 2001-02

Object	2002-03*	Percent of Budget	2001-02	Percent of Budget
Salaries -Regular Employees	$1,116,454	70.2%	$968,126	75.1%
Salaries - Temporary Workers	$77,980	4.9%	$123,848	9.6%
Fringe Benefits	$92,672	5.8%	$82,737	6.4%
General Expenses	$245,983	15.5%	$110,588	8.6%
Capital Expenses	$57,500	3.6%	$4,000	0.3%
Total	**$1,590,589**	**100.0%**	**$1,289,299**	**100.0%**

FINDING

HR has implemented positive first steps to eventually become a strategic partner with district administration. In 1999, the district hired a district director of HR to fill a position that had been vacant for two years. Under this relatively "new" leadership, the department is making an effort to evolve from its origins as an administrative processing center and is working to provide greater support to district administration. For example, the district director of HR restructured some of the departmental functions to improve customer service and provide more timely support to the colleges. Further, the department decentralized some of its human resources support services by assigning the HR representatives to work at each of the colleges for a set of number of work hours each week. The HR representatives serve as the primary contact and liaison to college management and employees for all employee relations issues. The HR representatives interpret and communicate policies and procedures; provide problem resolution intervention; coordinate staffing functions; conduct internal investigations into allegations of discrimination, including harassment; assist in conducting employee orientation; and provide HR consulting and management guidance to supervisors to improve employee performance and productivity.

In its *HR Accomplishments, Goals and Objectives* document, under Compensation and Benefits, the following entry appears: "The most comprehensive report [ever] was submitted to the Board of trustees in preparation for the 2000-01 budget to include: workforce and manpower analysis; salary budget analysis; salary trend analysis; employee retirement analysis; and vacancy analysis." ACCD's HR Department also compiles, analyzes and summarizes compensation and workforce demographic data that is included in an annual report provided to the board as a part of the budget planning process. The report contains three major sections:

- cost analysis of recommended salary increases, current year's salaries and benefits, projected salaries and benefits for next fiscal year, recommended general wage increases and other salary data;
- historical workforce analysis by fiscal year, college location and employee classification over a 5-year period; and

- analysis of retirement data with a 3-year forecast of the number of employees eligible for retirement and associated costs.

The department also collects and reports data on employment, employee relations and compensation performance measures and activities, including a number of internal and external employee complaints and other important HR-related information.

COMMENDATION

The Human Resources Department has proactively begun to report workforce demographic and salary data and provide college-based HR services districtwide to enhance support to district administrators and the board.

FINDING

While HR has a document that includes its accomplishments, goals and objectives, the department does not have an operative strategic planning process and/or strategic planning document to identify and establish longer term goals and objectives. The *Department of Human Resources Accomplishments Goals and Objectives* document presented to the review team in January 2003, is approximately 22 pages in length and does not include performance measures or a formal process for monitoring the department's progress. The goals are not written uniformly, as some goals are described as an activity or task while other goals explain the action taken to resolve an issue. In addition, the goals are non-specific, non-measurable and are not results-oriented. After meetings with the district, the district director of HR updated the Goals and Objectives for 2002-03. The updated document shows goals and objectives for each of the functional areas of HR; however, there are no projected timelines or identified points and positions of accountability.

For example, there is a goal relative to developing an Affirmative Action Plan for the district, and the goal states that the department "will work on developing a plan for the district." Another goal is for HR to "formalize the recruitment program by college." There is no definition provided in the strategic planning document to explain what "formalize" entails nor are there timelines for completion, or specific milestones for implementation. Accordingly, there are no objective internal or external measures of the department's progress, or lack thereof, toward any of the stated goals. The department has a mission statement that is three paragraphs in length. Its vision statement and set of values are in draft form and have not been finalized.

The district director of HR and the five managers for the functional divisions within the HR Department, namely compensation/benefits, employee retirement, records management, risk management and training- developed this strategic planning document in response to a 1998 audit of the department and feedback and input from the college presidents and other stakeholders about the services and support needed from HR. In 1998, before the district appointed the incumbent district director of HR, the district commissioned a consulting firm to perform an audit of the district's HR Department. The audit report identified several weaknesses that contributed to the ineffectiveness of the HR Department, as it existed during the relevant period. **Exhibit 4-7** provides a listing of some of the deficiencies identified in the 1998 audit report findings about ACCD's HR Department.

Exhibit 4-7
Human Resources Department Audit Findings
1998

• absence of strong department leadership; • no clear direction or goals; • inappropriate structure; • lack of leadership and support from district administration; • low employee morale; • limited HR skills, knowledge and competencies;	• outdated HR policies; • reputation for breach of confidentiality; • out-of-date and improper administration of job evaluation and compensation plan; • lack of timely customer service; and • lack of teamwork.

Source: ACCD, HR Department, HR Department Audit, April 1998.

The HR Accomplishments Goals and Objectives document outlines the department's goals, objectives and accomplishments for July 1999 through August 2002 and includes the following key strategic focus areas for HR:

- HR organizational abilities and practices;
- consultation services on best employer practices;
- audits and changes of HR practices; and
- partner with colleges, other departments and management to develop programs which influence management-workforce relationships.

The strategic plan also lists HR's accomplishments, objectives and annual goals by completion status for each functional unit in the department. **Exhibit 4-8** presents examples of the annual goals listed in the manual.

Exhibit 4-8
ACCD Human Resources Department
Goals, Objectives and Accomplishments and Current Status
July 1999 - August 2002

Functional Area	Year	Goals and Objectives	Status
Employment/Employee Relations	2001-02	Formalize recruitment program for the district by college	Ongoing
Information Systems/Manpower	2001-02	Reporting for tracking funds for temporary employees and adjunct faculty	Ongoing
Compensation/Benefits	2000-01	Develop Request for Proposal (RFP) for human resources consultant and review proposals	Completed
Compensation/Benefits	2000-01	Develop new job descriptions/rewrite reclassifications and develop new position descriptions	Ongoing
Employment/Employee Relations	2000-01	90-day probation evaluation	Completed
Employment/Employee Relations	2000-01	Management performance training toolbox - areas where managers will be trained will be reviewed and training recommendations will be proposed	Held
Information Systems/Manpower	2000-01	Maintain records for converting positions and salaries into the budget and new fiscal year payroll	Completed
Information Systems/Manpower	2000-01	Digitize personnel file records	Ongoing
Staff Development and Training	2000-01	Employee development - review employee development day activities, expenses and services to evaluate and plan for next year's event	Ongoing
Staff Development and Training	2000-01	Review, inventory and catalog human resources training materials that are dated 5-10 years	Held
Compensation/Benefits	1999-2000	Hire job analyst	Completed

Compensation/Benefits	1999-2000	Compensation plan rewritten but not implemented	Ongoing
Compensation/Benefits	1999-2000	Selection/implementation of performance appraisal system	Held
Employment/Employee Relations	1999-2000	Applicant screening process - change process to require Employment function to pre-screen candidate and refer only qualified candidates	Completed
Employment/Employee Relations	1999-2000	PAR training - all supervisors at colleges and district trained in the PAR process and completion of forms	Completed
Employment/Employee Relations	1999-2000	EEOC claims/grievances - will resolve claims/grievances at lowest level of the grievance procedure	Ongoing
Information Systems/Manpower	1999-2000	Establish new vacancy reporting	Completed
Information Systems/Manpower	1999-2000	Automate the PAR process	Held
Staff Development and Training	1999-2000	Training coupon database - develop Excel spreadsheet to log and track employee usage by fiscal year	Completed

Source: ACCD, HR Department.

The Society for Human Resource Management (SHRM), an international voice for the human resource profession, emphasizes the importance and value of strategic planning by human resources leaders. According to SHRM, strategic planning:

- creates a vision;
- identifies present and future critical needs of the organization;
- assesses organizational capabilities and performance gaps;
- defines workable methods, systems and processes;
- maximizes the human, financial and capital resources of the organization; and
- focuses on continuous improvement.

Many colleges and universities use overall strategic planning, particularly in cooperation with HR management and staff, to provide the framework

for organized partnerships between all departments and overall administration.

Recommendation 26:

Develop a comprehensive strategic planning process and update the Human Resources Department strategic planning document.

In addition to the good work begun by the HR Department, the strategic planning process should be documented and the key elements missing from the current plan should be updated by a team of individuals from within the division and from user departments.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of HR creates a team including all department functional unit managers and holds work sessions to discuss and research a strategic planning process and associated implementation timetable.	September - November 2003
2.	The district director of HR directs the team to solicit input from the department's staff, customers and other key stakeholders and review the 2001-02 strategic planning document to identify areas requiring update.	November - December 2003
3.	The department functional unit managers obtain samples of strategic plans from other higher education HR departments to serve as benchmarks in the planning process for their respective areas and hold work sessions as appropriate.	December 2003 - January 2004
4.	The district director of HR and the department functional unit managers develop a comprehensive strategic planning process and final draft update the HR Departmental strategic planning document including implementation strategies.	February - March 2004
5.	The district director of HR submits the final draft strategic planning process and document to the chancellor for input and final approval.	March - April 2004
6.	Upon approval by the chancellor, the district director of HR distributes and communicates HR strategic plan and process to all HR staff, college presidents, administrators and district management.	May 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD's HR representatives and the ADA coordinator's position perform duplicative functions relative to equal employment opportunity compliance under the ADA. The HR representatives serve as the primary contacts and liaisons to college management and employees for all employee relations issues and also prepare ACCD's responses to any charges of alleged discrimination filed with the Equal Employment Opportunity Commission (EEOC) and the Texas Commission on Human Rights (TCHR). Both the EEOC and the TCHR accept and investigate allegations of discrimination under the ADA. The HR representatives interpret and communicate policies and procedures; provide problem resolution intervention; coordinate staffing functions; conduct internal investigations into allegations of discrimination, including sexual harassment; assist in conducting employee orientation; and provide HR consulting and management guidance to supervisors to improve employee performance and productivity.

The HR department also has a full-time budgeted ADA coordinator's position. ADA is a federal law that provides protection from discrimination for individuals, including employees, with disabilities. **Exhibit 4-9** shows the job description and position qualifications of the ADA coordinator's position for 2002-03.

Exhibit 4-9
ADA Coordinator Job Description and Position Qualifications
2002-03

ADA Coordinator
Minimum Qualifications: Bachelor's degree with three years of related experience; considerable knowledge of ADA rules, regulations, facility compliance and drug and alcohol abuse issues; excellent interpersonal, counseling, negotiating, problem solving, and communication skills
Duties   • Determine appropriate reasonable accommodations for staff and students   • Develop and maintain a comprehensive monitoring and evaluation to ensure ADA compliance   • Coordinate with administrative staff regarding budget projections and purchasing issues for accommodations, maintenance of existing equipment, facilities, upgrades for technology, etc.   • Serve as liaison to administration and architects regarding ADA compliance   • Answer ADA questions from faculty, staff, students, and others

> - Develop and maintain inventory and tracking systems for student accommodations

Source: ACCD, Human Resources Department.

The district director of Human Resources provided the review team with a listing of employee ADA-related cases handled in fiscal 2002 and fiscal 2003. **Exhibit 4-10** illustrates the number of employees and accommodations involved in the employee ADA-related cases handled during that time.

Exhibit 4-10
Employee Americans with Disabilities Act Cases
2002-03 and 2001-02

ADA Cases	2002-03*	2001-02
Number of Employees	15	20
Number of Accommodations	20	30

Source: ACCD, Human Resources Department.

After meetings with the district, the review team learned that the district director of Human Resources is proactively considering plans to reassign the employee ADA cases to the HR representatives. The HR representatives spend more than 50 percent of their time at the colleges, while the ADA coordinator's position is remotely located from college employees.

Recommendation 27:

Consolidate all equal employment opportunity responsibilities under Human Resources representatives' job duties and avoid duplicity of functions.

Realigning work based on functions and equitable distribution of workloads should enhance the department's ability to deliver timely and efficient service to its customers. The district director of Human Resources should reassign responsibilities. In the event that reassignment of work results in position elimination, the district director of Human Resources should make sure that job descriptions are updated and affected employees are informed consistent with district policy.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of Human Resources drafts a reorganization plan to consolidate all equal employment opportunity responsibilities under the HR representatives' positions.	September 2003
2.	The district director of Human Resources revises the job descriptions of the HR representatives and informs the ADA coordinator of the position elimination.	September 2003
3.	The district director of Human Resources develops a policy and procedure that ensures centralized HR review and coordination of all employee ADA requests.	October 2003
4.	The district director of Human Resources submits the realignment proposal and policy to the chancellor and board for approval.	October - November 2003
5.	Upon approval from the board and chancellor, the district director of Human Resources communicates the reorganization plan and staffing changes to district employees.	December 2003
6.	The district director of Human Resources implements the realignment of all equal employment opportunity duties under the HR representative.	December 2003

FISCAL IMPACT

This fiscal impact is based upon the salary for the ADA coordinator of $49,718 plus a 9.4 percent benefits rate ($49,718 x 9.4 percent = $4,673) which equals an annual compensation of $54,391 ($49,718 plus $4,673). This fiscal impact is also based on initial first year savings for half of the ADA coordinator's salary equal to $27,196 ($54,392/2).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Consolidate all equal employment opportunity responsibilities under Human Resources representatives' job duties and avoid duplicity of functions.	$27,196	$54,391	$54,391	$54,391	$54,391

Chapter 4
HUMAN RESOURCES MANAGEMENT

B. HUMAN RESOURCES POLICIES AND PROCEDURES

ACCD's board policy, Group D, addresses state laws and board policies governing personnel policies. The ACCD Employee Handbook summarizes district personnel policies as well as other guidelines and regulations pertaining to non-faculty employment with the district. The HR Department publishes a document titled ACCD Human Resources Newsletter to communicate changes related to human resources policies, procedures and programs. In addition, each college publishes and provides a copy of a faculty and adjunct faculty handbook to staff members. The handbook contains information on the mission and goals, organization, policies and procedures of the college. The district also provides the handbook online.

Effective records management includes the systematic control of the creation, receipt, maintenance, use and disposition of employee records. Efficient records management systems increases department efficiency, eliminates misplaced or lost documents, and reduces litigation exposure. Records management includes the following components:

- development of records retention schedules;
- management of filing and information retrieval systems in any media;
- ensuring adequate protection of records that are vital, archival or confidential according to accepted archival and records management practices;
- economical and space-effective storage of active and inactive records;
- control of the creation and distribution of forms, reports, and correspondence and;
- maintenance of public information records in a manner to facilitate review by the public.

FINDING

ACCD uses a document imaging management system to electronically manage personnel files for approximately 5,800 employees districtwide. In 2001, the district began electronic conversion of employee paper files using the Digital Document Management System. The automated imaging, scanning and filing system capabilities of the document management system allow HR record management technicians to create, store and retrieve employee information electronically.

The system allows the district to define the parameters of organizing documents in the electronic files with the click of a mouse. The technician can control image size and clarity of documents before scanning. Furthermore, authorized staff can view employee records from their desktop computers. The records management technician no longer has to manually create, store, search or retrieve employee files. The document management system has lessened the time and labor-intensive effort associated with records management. Some of the benefits of using efficient records management include higher employee productivity, continuity in the event of a disaster and preservation and protection of the district's historical records.

COMMENDATION

ACCD uses an efficient document imaging and management system to store and retrieve information on active and inactive employees.

FINDING

The HR Department does not have desk manuals to document procedures for the recruiting, hiring, training and records management functions performed by its staff. HR staff relies exclusively on an individual's knowledge and institutional memory for cross training. As a result, HR representatives who conduct initial screening of employment applications sometimes use different screening criteria for the same position. On occasion, this results in the rejection of a candidate for a position at one college while the same applicant may be considered the top candidate for the same position qualifications at another college. In addition, district management makes hiring exceptions, specifically depending on the open position, the campus vacancy and, in some instances, individuals hired do not meet the minimum job description requirements.

HR staff said that no systematic method is used to communicate internal policies or procedural changes. HR Department supervisors do not hold regular staff meetings. Staff also disclosed that there are no performance standards and measures in place. Within the same work group, HR representatives perform work functions and interpret policies and procedures differently. For example, HR representatives sometimes interpret college degrees and experience in education differently resulting in referral or non-referral of applicants to hiring departments and disqualification of some applicants. This results in departmental inconsistency of practice and policy administration.

During a focus group meeting conducted for faculty, staff and administrators, attendees expressed concerns that the employment specialist and the HR representative do not have the breadth of technical

experience and sufficient knowledge to screen applicants for faculty positions, or communicate district and HR policies and procedures, as they should for various employee classifications. The participants cited several instances where the hiring department did not receive referrals of qualified applicants. In most cases, applicants were referred by ACCD faculty or administrators. HR began implementation of PeopleAdmin software in April 2003 to automate the application process. The software uses pre-defined criteria to screen applications. The use of the software by the HR department will ensure referral of those applicants that meet the minimum requirements of the open position. **Exhibit 4-11** presents comments from ACCD public forums and focus groups of ACCD employees concerning the perceived inability of HR staff to screen applicants and interpret district policies.

Exhibit 4-11
ACCD Public Forums and Focus Group Comme nts
About the Human Resources Department

- *"HR screens out instead of in, based on what they think. It should be instead of what supervisor needs."*
- *"These are campus representatives who screen employment applications vary inconsistently. Many do no understand higher education at all."*
- *"The district director of Human Resources has apparent disregard for ACCD policies. She has filled major management positions without the use of a screening committee."*
- *"Even HR does not know HR policies and procedures. Specifically, when issues are brought to HR, they provide many different answers."*
- *"The applicant screening process is in need of a major overhaul. HR does not have the subject matter experts to determine whether an applicant meets the job requirements, and they also do not have the expertise to determine to what extent an applicant exceeds requirements. This function should be decentralized to the colleges as they are in the best position long term to determine the qualifications."*
- *"The lack of written procedures for most matters causes HR staff to frequently contradict one another from one scenario to the next. "*

Source: Verbatim Public Forums and Focus Group Comments of Faculty, Administrators and Staff, April 2003.

A desk manual details processes for all functional areas within a department. Documented procedures help establish work standards, consistency and improve the overall efficiency of operations within a department.

Without a comprehensive desk manual, ACCD's HR staff does not have a consistently reliable source to confirm processes and expedite procedures for work functions performed in the department. A best practice for most human resources departments is to have a documented procedures manual that provides details for all functions performed within a department. Denver Community College maintains a detailed recruiting and screening handbook online that includes step-by-step instructions on the recruitment and screening processes for benefits eligible positions. The handbook describes the process and procedures for various roles and responsibilities of staff involved in the recruitment and screening of candidates, legal issues, recruitment process, screening process, recruitment and screening for classified positions, interview skills, legal versus illegal pre-employment questions, selection and record keeping requirements.

Recommendation 28:

Develop desk manuals to document procedures for the recruiting, hiring, training and records management functions of Human Resources.

Development of a desk manual will provide the framework for standardizing procedures and keep the staff informed. Each functional area should have desk manuals to ensure consistency of procedures and processes of the department.

The manual should provide detailed procedures to execute the functions and services of the department. The manual should be updated as processes and procedures change in the functional areas.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of HR directs the managers and staff of each functional area to develop detailed procedures for each operation of their assigned area.	September 2003
2.	The managers and staff review descriptions of policies, procedures and processes for the assigned functional area.	October 2003
3.	The managers and staff develop the contents of the desk manuals for the area and present it to the district director of HR for approval.	November 2003
4.	The district director of HR approves the desk manuals for use by each functional area of the department.	November 2003
5.	Once approved, the district director of HR ensures distribution of the desk manuals to each HR staff member.	December 2003

6.	The district director of HR establishes a schedule and process for updating the desk manuals on a regular basis.	December 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Not all ACCD job descriptions accurately reflect the responsibilities of the position nor are all job descriptions up-to-date, including those in the HR Department. The descriptions also lack key elements and information contained in more comprehensive job descriptions. For example, the HR employment specialist did not perform most of the responsibilities shown in that job description, including conducting orientation sessions for screening committees or a hiring supervisor, or conducting background and reference checks on all applicants for employment. In addition, the job description did not identify the position responsible for supervision of the employment specialist function; further, the job description was prepared on March 14, 2001 and has not been updated as of the date that this report was being finalized. In another example, the review team also received more than one job description from HR staff for the ADA coordinator's position, including a job description that was prepared on April 29, 1999; while the other ADA coordinator job description was completed on August 31, 2001. Both of the ADA coordinator job descriptions were used by HR staff as representative of current duties performed by the position. ACCD has a total of 763 job descriptions. All job descriptions are available on-line with the exception of the administrative and temporary positions.

Definition of essential and non-essential job duties is critical in an employer's development of job descriptions. The EEOC defines "essential functions" as fundamental job duties, as opposed to marginal job functions of a position. If an employee is required to perform the function and if removing the function would fundamentally change the job, then the task is likely an essential function. The definition of essential and non-essential job functions by an employer is also important under the ADA. The delineation of essential and marginal functions in postings and job descriptions is one "good faith" practice that employers use to promote equal access to employment opportunities to qualified individuals without regard to disabilities. The employer's distinction enables a disabled individual who is otherwise qualified for the position to determine whether the individual is able to perform all of the essential job duties with, or without, reasonable accommodation by the employer.

HR uses ACCD job descriptions to create position announcements as vacancies arise. HR requires hiring departments to review and submit any changes to the job description along with the Request for Position Announcement to ensure postings accurately reflect the current responsibilities of the position to be posted. The compensation assistant uses changes submitted with the Request for Position Announcement, if any, to update job descriptions.

A best practice of many HR Departments is to have detailed and updated job descriptions accurately reflecting all duties and physical and mental demands of each position. Accurate job descriptions identify and delegate responsibilities within an organization and help ensure consistent job analysis and comparison for compensation purposes. The Society of Human Resources Management (SHRM) provides information and examples of best practices in formatting and writing job descriptions on its website. In addition, SHRM notes that job descriptions and other forms of job documentation have the potential to become the subject of contention, including grievances or litigation.

Recommendation 29:

Revise all job descriptions to accurately reflect current duties.

The HR Department should update all job descriptions and have a plan to review all job descriptions regularly. Whenever job descriptions are updated, the "old" job description is automatically replaced and superseded by the revised version. The department should distribute current job descriptions to all ACCD managers and supervisors for updates. Distribution of job descriptions will allow HR to monitor and track completion of job description updates thereby ensuring that all job descriptions accurately reflect responsibilities for positions within a department. HR should establish a timeline and plan to complete this project within a year.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of HR directs the Compensation/Benefits manager and Compensation assistant to develop a plan to update all job descriptions and establish a policy that requires hiring managers to submit an updated job description to the compensation assistant prior to posting any positions and a schedule for revisions for approval by the district director of HR.	September 2003
2.	Upon approval by the district director of HR, the Compensation/Benefits manager meets with department heads	October 2003

	and college presidents to communicate the policy, plan strategy; purpose and implementation dates; milestones; and to provide guidelines for writing job description updates.	
3.	The chancellor and college presidents direct all supervisors to prepare updated job descriptions according to the HR plan, working collaboratively with department employees to update the job descriptions.	October 2003
4.	ACCD managers submit updated job descriptions to the HR compensation assistant on schedule.	November 2003
5.	The compensation assistant reviews and updates job descriptions according to the established schedule.	November 2003 and Ongoing
6.	The district director of HR directs the Compensation/Benefits manager to update the job description policy and procedures.	November 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The HR Department's process for approving personnel action requests for benefits-eligible employees, including the hiring process, is lengthy and labor intensive. The personnel action requests require several layers of internal review and signatures, which in turn, contributes to some processing delays. The personnel action request form is used districtwide to request and authorize personnel changes such as new hires, employee transfers, salary adjustments, employment status changes, position classification and terminations, including retirements. The average amount of time it takes for a candidate to be hired is 60 days, provided all aspects of the district's hiring process are progressing as they should without delay. HR posts jobs for two full weeks and takes two additional weeks to review, screen and refer incoming applications. The hiring department takes an additional two weeks after the HR screening at a minimum, to review hiring packages, interview and recommend candidates for hire. Upon completion, it takes an additional two weeks for the hiring department and HR staff to agree on the starting salary and to extend the job offer to the candidate.

District personnel policy states that the HR department is responsible for assuring that district hiring guidelines are followed by developing procedures, monitoring and providing staff support throughout the process. The district procedures manual establishes that HR verifies the job description; position classification; salary; employment status and the

availability of salary dollars in the district's budget to fill and sustain the position prior to posting jobs and extending offers.

The district's Compensation Manual, developed by HR, also addresses the process by stating that a personnel action request form must be approved by the college president or executive vice chancellor, "authenticated" by the HR Department and approved by the district director of HR before a new hire begins working in the district. When a department selects a candidate for hire, the hiring supervisor prepares a personnel action request form, completing the required information, signing the form and submitting the form to the hiring department manager for approval. If the department manager agrees with the request and signs the personnel action request form, the manager submits the form to the college president, if the position is college-based, or to the chancellor for all other positions. The college presidents and chancellor indicate their approval by signing the personnel action request form and submitting the signed form to HR for processing in accordance with the district's Compensation Manual procedures.

Upon receipt by HR, records management staff manually annotate receipt on a log-in sheet and prepare a transmittal form to route the paperwork through the internal HR approval process. The transmittal form is used exclusively to direct the flow of the personnel action request form and any supporting documentation such as an employment application and other required paperwork related to the requested personnel action. The transmittal form and personnel action request form are routed to the respective HR representative for review. The HR representative checks the paperwork to ensure completeness, including any supporting documentation. If complete, the HR representative signs off on the transmittal form and forwards the paperwork to the Employment/Employee Relations manager, who also performs the same check as the HR representative before signing approval. The Information Systems/Manpower manager in HR also reviews the paperwork for position control, checking for availability of budgeted funds to pay the salary of the new hire. Upon approval, the Information Systems/Manpower manager forwards the personnel action request form to the Compensation/Benefits manager who verifies the salary assignment. If correct, the Compensation/Benefits manager signs the personnel action request form and transmittal slip and forwards the forms and supporting documentation, if any, to the district director of HR for final departmental review and approval. Upon signed approval by the district director of HR, the employment assistant receives the approved paperwork and scans all the paperwork into the proper personnel file.

The review team randomly tracked a number of personnel action request forms submitted by hiring departments. The review revealed that some of

the personnel action request forms took a few days and in some instances, a couple of weeks to process completely through the HR Department. Multiple reviews and signatures within the department slow the cycle time for completing the requested personnel action. Further processing delays occur if the requesting department submits incomplete paperwork, or requests an exception to policy such as a higher starting salary above compensation guidelines. In the event the hiring manager and HR do not agree on the starting salary this adds additional time to the hiring process. The hiring department must submit a memo of justification to the compensation manager for approval. Upon approval of the salary, a job offer is made to the candidate. If the candidate accepts, many candidates then give two weeks notice to their current employer before beginning employment with the district. Competing workload priorities and absences among the approving HR staff members also contribute to processing delays.

Comments from public forums and focus groups of administrators, faculty and staff suggest a perception that the district's hiring process is slow. **Exhibit 4-12** presents verbatim comments regarding the hiring process.

Exhibit 4-12
ACCD Public Forum and Focus Group Comments on Hiring Process

- *"The faculty hiring process seems slow. Often, we don't get to finalize hires until the middle end of August. This sometimes hurts our chances of getting quality faculty."*
- *"Too many signatures are required. The process of hiring is very tedious."*
- *"The hiring process is unnecessarily slow. Rarely is a vacancy filled within a semester. Human Resources has unreasonable timeframe to submit paperwork for new hires. Often, it is so long, prospective employees find other jobs because they cannot wait. It takes to long to advertise positions, long to get applications to the department and long to process once the applicant is recommended."*

Source: TSPR, Public Forums and Focus Groups Comments of Faculty, Administrators and Staff.

ACCD automated the application process in April 2003 with the implementation of PeopleAdmin software; the district renamed the program PeopleLink. PeopleLink allows interested individuals to apply for multiple positions online and check application status, without having to seek "live" HR staff assistance. The system eliminates paper applications, manual screening and tracking of applications, which reduces the amount of time it takes HR and hiring departments to hire new employees. While

HR anticipates that PeopleLink will help streamline the hiring process and automate the application process, the staff has not completed a written plan for reengineering the hiring processes consistent with the new software. Testimonials given by users of the PeopleAdmin software state the software has eliminated the manual processing of employment applications and freed up the HR staff to perform more value added work and that the system makes it impossible to lose documents in the recruiting process.

The Client Services manager also said this is projected to help automate the routing of personnel action request forms through the required levels of approval. The new electronic system supports digital signatures.

Recommendation 30:

Streamline the Human Resources Department's administrative processing of personnel action requests and fully implement the automated software package.

The HR Department should develop a written plan and revise the personnel action request and hiring procedures in advance of implementing the PeopleAdmin software it purchased. Re-engineering the processes to work in concert with the PeopleAdmin software will ensure the district takes full advantage of the software capability and reduces the amount of time to process personnel action requests.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of HR directs the employment manager to work with the employment staff, an IT programmer and department managers to develop a plan including procedural changes to the personal action request and hiring processes to fully use the features of the purchased software.	September 2003
2.	The employment manager, the employment staff, IT programmer and department managers draft procedures that streamline the personnel action request and hiring processes.	October - November 2003
3.	The employment manager presents the draft to the district director of HR for review.	December 2003
4.	The district director of HR reviews, modifies and approves the revised procedures.	December 2003
5.	The district director of HR reviews the procedures for the personnel action request and hiring processes and presents them to the chancellor and board for approval.	January 2004

6.	The chancellor and board approve the draft.	February 2004
7.	The district director of HR directs staff to revise the transmittal form to reflect appropriate changes.	February 2004
8.	The district director of HR implements the procedures for the personnel action requests and hiring processes and makes adjustments as necessary to accommodate updates to the software.	March 2004 and Ongoing
9.	The district director of HR communicates the new procedures to department staff.	March 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD does not appear to fully and properly complete the federal Employment Eligibility Verification (I-9) forms as required under the Immigration Reform and Control Act of 1986. The federal government places strict responsibilities on employers to comply with immigration laws by requiring employers to hire only persons who can legally work in the United States. Employers must verify the employees' eligibility to work in this country. The law further requires employers and employees to complete the form within three business days of hire. The law requires newly hired employees to complete Section 1of the Employment Eligibility Verification I-9 within three business days of hire, including the new hire's signature and date completed. Employer representatives complete Section 2 of the Employment Eligibility Verification I-9 after examining original and Immigration Reform and Control Act of 1986 qualifying documents recording the document title, issuing authority and other mandatory information. Since the tragic events of September 11, 2001, Immigration Reform and Control Act administration by employers has come under increasing scrutiny at a national level.

Because of logistics, at ACCD, HR and hiring departments share responsibility for completion of the Employment Eligibility Verification forms when new hires start work in the district. In a random audit of personnel records, the review team discovered that the hiring departments completed the majority of Employment Eligibility Verification forms, but did not fully complete Section 2 on most of the forms reviewed by TSPR. In many instances, the hire date was missing from the form, which made it difficult to verify whether or not the form was completed and signed within the legally-mandated three-day period. When the Employment

Eligibility Verification form did include the hire date, the district did not appear to meet the three-day Immigration Reform and Control Act of 1986 verification requirement. In addition, some Employment Eligibility Verification forms were missing a check on the citizenship disclosure category or proper recording of the verification documents. HR scans the Employment Eligibility Verification forms into a Web-based digital document management system and does not maintain hardcopies. The electronic system organizes the scanned Employment Eligibility Verification forms and verification documents into a separate electronic folder from other personnel file information.

The Immigration and Naturalization Service of the U. S. Department of Justice is the governing agency for ensuring compliance with the immigration laws. The Department of Labor on behalf of the Immigration and Naturalization Service and the Office of Federal Contract Compliance Programs is authorized to conduct compliance reviews of employer Employment Eligibility Verification forms. The Immigration and Naturalization Service has the authority to conduct investigations of the files containing the Employment Eligibility Verification forms and assess civil and criminal penalties against employers for noncompliance. For example, the *Immigration and Naturalization Service may assess fines up to $10,000 for each violation related to employer lapses in completion of the forms, or when an employer accepts documents of questionable validity from a new hire.

*It is important to note that with the formation of the United States Homeland Security effective March 1, 2003, the former Immigration and Naturalization Service has been re-named the Bureau of Citizenship and Immigration Services (BCIS) under the Department of Homeland Security. Unless and until communicated differently by BCIS, however, Immigration Reform and Control Act of 1986 and the Employment Eligibility Verification requirements remain in effect and require employer compliance. The Web site of the BCIS states, "all familiar immigration customer services have been retained through this transition."

Recommendation 31:

Implement control procedures and a training program to ensure ongoing compliance with the Immigration and Reform Act of 1986 Employment Eligibility Verification (I-9) form regulations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of HR requires the Employment/Employee Relations manager to develop procedures and a training class for all employees authorized to complete the Employment Eligibility	November 2003

		Verification (I-9) form to comply with the Immigration Reform and Control Act of 1986.	
2.		The Employee/Employee Relations manager works with the HR training manager to develop procedures and a training class to complete of Employment Eligibility Verification (I-9) forms.	November 2003
3.		The Employment/Employee Relations manager directs the HR training manager and the HR representatives to conduct training and implement the compliance monitoring process.	December 2003
4.		The district director of HR and college presidents communicate the new requirements and plan.	December 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4
HUMAN RESOURCES MANAGEMENT

C. EMPLOYEE RELATIONS MANAGEMENT PRACTICES

Management of employee relations is critical to providing a workplace environment that is free from harassment and discriminatory practices and conducive to increased levels of employee productivity. Human resources and employee relations management practices include developing, recommending, implementing and interpreting human resources policies and guidelines; providing leadership and guidance in staff and labor relations; administering uniform discipline and performance management practices and systems; timely intervention and resolution of employee complaints, grievances and appeals; and other employee and supervisor focused activities.

FINDING

The district has conflicting policies and procedures related to conducting sexual harassment investigations. Board policy specifies that several investigations are to be handled one way, but in practice the district handles investigations in a different manner. For example, the policy specifies responsibilities for an ombudsman but the position no longer exists. In May 2001, the district director of HR recommended elimination of the district ombudsman position based on the historical purpose of the position as an added function to the Affirmative Action/EEO officer's duties and the lack of relevancy for a similar position at peer institutions. HR then expanded the role of the HR representative to help expedite the resolution of employee relations issues. The district ombudsman position was no longer funded as of 2001-02. District policy and procedures governing sexual harassment were last revised on June 21, 1994. The policy and districtwide procedures provide for a shared responsibility between individual departments and the college through the use of investigative teams for conducting investigations. In practice, however, the HR department investigates sexual harassment complaints. The sexual harassment policy creates a layered process by involving individuals who do not have a "need-to-know" such sensitive and confidential information.

District procedures related to filing complaints of sexual harassment stipulate that employees complaining of sexual harassment may bring a formal complaint to either the district ombudsman, college ombudsman, or HR department or seek an informal resolution of the matter with the accused individual or the individual's supervisor. The policy further states that the ombudsman or the HR department "will assist a complainant in preparing a formal complaint." Once the complainant requests to file a

formal complaint, the ombudsman has three days to notify the accused, the accused's supervisor and the appropriate college president, or chancellor or designee of the allegation(s). Upon receipt of the complaint, the appropriate college president or designee, or, the chancellor or designee immediately appoints two members to the investigative team. If the accused is a faculty member, the investigative team will include at least one faculty member. If the accused is a staff member, the investigative team will include at least one staff member. District policy also requires each investigative team to include at least one female and one male investigator. Within 30 days of receiving the complaint, the investigative team must complete interviews of any witnesses; obtain and review any documentation and conclude the investigation. The complainant or the individual(s) named in the complaint may appeal the findings decision.

The HR Department initiated districtwide sexual harassment training in 2002-03 for employees and supervisors to inform them of the complaint policy. HR provided the review team a copy of a flyer that the department disseminates to employees about sexual harassment complaints.

The Equal Employment Opportunity Commission (EEOC) is the federal agency that enforces compliance with equal employment opportunity protection laws. The EEOC's enforcement guidelines require employers to exercise "reasonable care" to protect the confidentiality of complaints where possible and to provide a prompt, thorough and impartial investigation process. In addition, the EEOC's guidance also specifies that information about allegations of harassment should only be shared with those who "need to know." Conflicting internal policies and procedures hinder ACCD's ability to protect confidentiality of complainant employees and to provide more timely investigation and resolution of sexual harassment complaints and allegations. The use of investigative teams in the district needlessly increases the number of individuals involved in the resolution of these claims. EEOC guidelines on the same subject also refer to credibility concerns when the complainant is required to work through his or her chain-of-command, such as the situation where a fellow faculty member who does not have a need-to-know is assigned to the investigative team, or where the policy offers the complainant to "informally" attempt resolution with the person(s) named in the allegation(s) and/or complaint(s).

Dallas County Community College District (DCCCD) specifies in its board policy on sexual harassment that the district human resources office is responsible for conducting sexual harassment investigations involving an employee. The policy provides several avenues for employees to report complaints to district officials. The policy recognizes a difference in informal complaints and formal complaints. For informal complaints, the human resources director or a trained employee designated by the highest

level administrator at the location may assist complainants by taking the complaint, counseling the complainant about options available and working with the complainant to draft a formal complaint. Effective management and resolution of harassment complaints, investigations and allegations requires an employer to understand the issue(s), costs and risks, legal and regulatory impacts and most importantly, prevention strategies.

Recommendation 32:

Update district policy and procedures to assign all workplace sexual harassment investigations to the appropriate Human Resources Department staff.

Because of the seriousness and complexity of allegations involving sexual harassment, it is important that assigned investigators be well trained, experienced and knowledgeable of basic human resources employee relations methods and practices and applicable employment laws. A district's liability exposure increases when sexual harassment complaints and investigations are not handled properly. An effective sexual harassment investigation process should protect the confidentiality and privacy of both the alleged victim and the alleged accused. If a faculty member's technical expertise is required by HR in order to investigate allegations of sexual harassment, the faculty member should be identified by the HR investigator(s) assigned, not the college presidents and should be interviewed as part of the investigation witness list, not assigned to the investigation team.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of HR directs the Employment/Employee Relations manager, special projects coordinator and HR training manager to draft a revision of the workplace sexual harassment policy and investigation procedures.	October 2003
2.	The district director of HR presents revisions of the sexual harassment policy and investigation procedures to the chancellor and college presidents for review and approval.	November 2003
3.	The district director, Employee relations/Employment manager and chancellor present the revised policies to the board for approval.	November 2003
4.	Upon approval, the chancellor announces the policy revision and designated HR contact representatives to all district employees to ensure that employees know what to do if they have any concerns and/or complaints.	December 2003

5.	The district director of HR distributes the revised policy and procedures to all employees and places the updated policy on the district's Web site.	December 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district's procedure to settle grievances is a lengthy process, taking a minimum of 90 days, particularly if decisions are appealed or delayed by the grievant. The district has two types of grievances, identified as Category 1 Grievances and Category 2 Grievances. Category 1 Grievances are those that do not involve termination, suspension without pay, or other loss of compensation or benefits. The burden of proof is on the grievant in this category, and the procedure is intended to expedite the resolution of disputes. Category 2 Grievances are those that involve termination, suspension without pay, or other loss of compensation or benefits. The burden of proof is on the administration. For both Category I and Category II, the process up to the next level of review (Level II) is the same.

Before filing a formal grievance, the employee must attempt to resolve informally the complaint with the immediate supervisor during a conference. The supervisor has five days to respond with a decision to the employee. If the employee is dissatisfied with the outcome of the informal resolution, the employee may formally file a grievance. The employee has the right to initiate the first step of the ACCD grievance process at Level I, within 20 working days from receipt of the informal level decision or action. The Level I hearing officer, usually the administrator in the direct line of authority to the grievant immediate supervisor or other designee, schedules a hearing with the grievant within 10 working days of Level I onset, unless a delay has been requested in writing by the grievant.

The Level I hearing officer reviews the grievance record, all evidence, related ACCD records and performs any required fact finding and/or research as required by case-specific details in the grievance. The Level I hearing officer issues a written decision within 10 working days after the Level 1 Hearing. The decision summarizes the evidence submitted and considered and states the conclusions and the reason for the decision. The employee may appeal the decision of the Level I hearing officer within five working days after receipt of the Level I decision.

The appeal must be in writing to activate Level II procedures. The Level II hearing officer, the college president, or district administrator or direct subordinate to the chancellor in direct line of authority to the grievant dean

or director, or other designee, reviews the entire record to date, any appeal information and all other supporting documentation and/or information necessary to render a decision on the appeal. The Level II hearing officer may hold a Level II Hearing. The hearing is held within 10 working days of receipt of the Level II appeal unless a delay has been requested in writing by the grievant. Within 15 working days of the receipt of the Level I appeal or within 10 working days of the Level II Hearing, if held, the Level II hearing officer prepares a proposed written decision draft which is delivered to the chancellor or the chancellor's designee, along with the entire grievance record. The proposed decision draft hearing officer is subject to the chancellor's input and/or revisions and may be modified accordingly.

The chancellor's Office communicates the Level II decision to the grievant within 20 working days of receipt of the proposed decision. After review by the chancellor, the Level II decision is considered "final"; however, the grievant has the right of appeal to the board. Request to appeal a grievance decision to the board must be submitted at least two weeks before a regular board meeting, or the grievant may elect to address the board at the time scheduled for public expression - "Citizens to be Heard." There is a time limit for citizen expressions.

Within five working days of the receipt of the decision, under Category 2, the grievant may appeal in writing at Level III. Upon receipt of the notice of appeal of a Category 2 Grievance, the chancellor, selects an adjudicative council hearing panel, known as "the Panel." The chancellor designates a panel chair who holds a pre-hearing conference within 20 days from the date of the request for the Level III hearing. The date may be rescheduled due to grievant "hardship." With the consent of the panel members, at the conclusion of the Level III hearing, the chair prepares a written Proposal for Decision for the chancellor's consideration and review.

The Proposal for Decision may reverse the Level II decision; sustain the Level II decision; modify the Level II decision; or, remand the grievance to Level II for further processing. The Proposal for Decision is presented to the chancellor, the Level II hearing officer and the grievant within 20 days after the Level III hearing is filed. The Level III decision becomes final within 15 days of issuance, as proposed or modified by the chancellor. Within 10 days of the receipt, the grievant may appeal the Level III decision to Level IV, or the board of trustees.

The board hears the grievance at the next regular meeting of the board during the time for public expression.

Exhibit 4-13 provides examples of the types of grievances filed by district employees.

Exhibit 4-13
ACCD Grievances
December 2000 through February 2003

Grievance Level	Date Filed	Complaint	Resolution
Level IV (Panel)	December 2000	Suspension	Overturned by Panel
Level IV (Panel)	March 2001	Termination	Decision Upheld
Panel	January 2001	Termination	Overturned by Panel
Level II	January 2001	Termination	Decision Upheld
Board	March 2001	Termination	Decision Upheld
Informal	July 2001	Discipline	Closed
Level III	August 2001	Denial of tenure	Board granted tenure
Level II	August 2001	Termination	Decision Upheld
Level II	February 2002	Discipline	Assigned to different department
Level I	March 2002	Termination	Decision upheld
Informal	March 2002	Termination	Employee resigned
Board	May 2002	Termination	Decision upheld
Informal	August 2002	Question about sick time	Decision upheld
Panel	August 2002	Suspension	Pending due to panel decision
Board	August 2002	Termination	Employee suspended 4 months and reinstated
Panel	September 2002	Suspension	Decision upheld
Informal	November 2002	Discipline	Letter placed in file
Level II	November 2002	Suspension	Pending Level II meeting

| Level IV (Panel) | December 2002 | Termination | Panel reversed decision to terminate |
| Informal | February 2003 | Termination | Decision upheld |

Source: ACCD, HR Department.

Exhibit 4-13 reflects some of the information included in the grievance activity report compiled by HR. Examination of the report shows that although the report lists the grievant name, college campus, date grievance filed, complaint, level resolved, form of resolution, legal representative and comments, the report does not provide the date the grievance was resolved.

The district developed the grievance procedure to ensure fair and equitable resolution of employee complaints or grievances. However, grievances are time consuming and costly to the district, particularly grievances on appeal. The HR staff has the responsibility to make copies of documents requested by either the grievant, the hearing officer, panel chair or board for grievance appeals. One case required HR staff to copy a 600-page document. The Employment/Employee Relations manager coordinates panels for Level III hearings. This involves seeking and contacting employees who are willing to volunteer to serve on the panel. Level III hearings require a court reporter and depending on the type of grievance, the district may retain an attorney to represent the district. The HR representatives are responsible coordinating, attending and serving as a resource for ACCD grievance hearings.

Effective grievance procedures afford timely resolution to the grievant and individuals who may be named as part of the grievance. The Dallas Community College board policy DGBA regulation states grievance process should be completed within 30 days of the submission of the grievance. Effective reporting also provides clear and specific information that is useful to determine the length of time to resolve the grievance.

Recommendation 33:

Revise grievance policy and procedures to increase confidentiality and expedite resolution.

The HR department should revise the district's grievance procedures to expedite the resolution of grievances. Any revisions should increase confidentiality of complainants and individuals named in the complaint; use HR staff trained in employee relations methods, practices and fair

employment law practices and effect timelier review and resolution of employee complaints and grievances.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of HR, the Employment/Employee Relations manager and HR representatives draft revisions for the grievance procedure after obtaining sample policies from other employers to be used as benchmarks in planning.	September 2003
2.	The district director of HR presents the revisions to the chancellor and the Board for review and approval.	October 2003
3.	The Board and chancellor approve the revisions for the new grievance procedure.	October 2003
4.	The district director of HR directs the Employment/Employee Relations manager to update the grievance procedure and notifies appropriate personnel to update the online version.	November 2003
5.	The employment/employee relations manager updates the grievance procedures and distributes copies of the procedures to district management.	December 2003
6.	The Employment/Employee Relations manager and the HR representatives meet with district employees to communicate the new grievance procedure and policy.	December 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD does not use a position control methodology to fill and track temporary positions. District policy provides limited information on the subject of using temporary positions. The policy states that adjunct faculty may fill full-time faculty positions on a temporary basis for up to two years. For vacant administrator positions, individuals may serve on an interim basis. Departments may request and fill full-time and part-time temporary positions and hire temporary workers, provided funds are available in the budgets. The HR Department assigns position control numbers and establishes job titles for temporary positions. The position control numbers serve only to track the number of temporary positions but do not "control" budget availability of authorized temporary positions. As of December 2002, the district has 230 job titles for temporary positions only, unlike some employers that limit use of extraneous job titles to ensure the most effective use and deployment of employees.

The district pays the salaries of all employees by using either "hard money "or "soft money." Hard money is defined as state appropriated funds, taxes and tuition included in the board approved budget. Soft money represents funds received from federal and state grants, allocations, endowments and other funding received for the express purpose of supporting short term or specific projects. According to the HR Department's manpower utilization report, ACCD employs almost 4,000 temporary workers as compared to more than 1,900 regular employees. The report further shows that ACCD spends more than $5 million annually for a total of 1,086 part-time employees who work less than 19 hours a week and full-time employees who work less than 90 days in a fiscal year. The district's budget for 2002-03 shows that the district allocated more than $6 million for salaries to all non-faculty temporary positions. **Exhibit 4-14** provides a breakdown on the number and types of temporary positions.

In 2002, the HR Department conducted a manpower utilization analysis of the temporary workforce. This analysis revealed that the district was using and classifying some positions and workers as temporary, for extended periods of time. In some instances, the district maintained a temporary position for up to two years, without regard to federal guidelines on proper classification of employment relationships. One individual worked in the district for 15 years in a "temporary" employment status. As a result of the manpower utilization analysis, the HR Department made several recommendations to implement the following two-year conversion plan:

- limit full-time adjunct faculty to two years;
- convert any temporary position hired before September 1, 2001 to regular budgeted positions effective September 1, 2002; and
- maintain temporary positions filled after September 1, 2001 as such, pending the district's review of its business needs and with anticipated decisions for fiscal 2004.

Exhibit 4-14
ACCD Manpower Utilization
2002-03 Temporary Position Designations

| Employee Classification | Employment Location - Hard Money | | | | | Total Soft Money | Total Employee Count |
	District	San Antonio College	St. Philip's College	Palo Alto College	Northwest Vista College		
Full-time adjunct faculty with benefits	0	60	23	22	19	12	136

Part-time adjunct faculty without benefits	1	766	387	305	254	95	1,808
Continuing Education instructors	0	197	73	46	30	28	374
Part-time staff with less than 19 hours a week	121	512	133	147	95	326	1,334
Full-time staff with less than 90 days	25	26	5	8	14	30	108
Full-time staff with benefits	11	22	21	0	8	31	93
Total	**158**	**1,583**	**642**	**528**	**420**	**522**	**3,853**

Source: ACCD, HR Department.

Exhibit 4-15 shows that there are 613 soft money positions included in the 5,803 employee count.

Exhibit 4-15
ACCD Manpower Utilization
2002-03 Soft and Hard Money Positions

Employee Classification	Total Soft Money	Total Hard Money	Total Employee Count
Administrator	0	42	42
Full-time faculty	0	779	779
Professional	38	285	323
Technical/Clerical	53	753	806
Full-time adjunct faculty with benefits	12	124	136
Part-time adjunct faculty without benefits	95	1,713	1,808
Continuing Education instructors	28	346	374

Part-time temporary staff with less than 19 hours a week	326	1,008	1,334
Full-time temporary staff with less than 90 days	30	78	108
Full-time temporary staff with benefits	31	62	93
Total	**613**	**5,190**	**5,803**

Source: ACCD, HR Department.

Before 2002, the district did not review its policy on the use of temporary positions or measure the effectiveness of using a high number of temporary positions or a temporary workforce, including for prolonged periods of time. There is no centralized coordination or planning to ensure effective use of temporary positions throughout the district. Although the hiring department collects paperwork for temporary hires, the HR Department sets up the new employee personnel record in the human resources information system for payroll purposes. Processing paperwork for a constantly changing temporary workforce places greater demands on HR service delivery and overall operations.

Hiring departments are not always timely in preparing and/or sending the required paperwork to HR to hire or terminate temporary positions. The lack of timeliness by the departments also results in delayed salary payments and, occasionally salary overpayments. In the Financial Management chapter of this report, the review team addresses the significant number of payroll adjustments and processing inefficiencies resulting from incomplete and delayed paperwork. Ineffective management of a large contingent workforce, even for a short period of time can increase the district's labor costs and have a negative impact on the productivity and operational efficiency of the district. Accordingly, improper classification of employees as temporary workers, especially for long term assignments may be an area of employer liability and could be financially costly.

The district's decision to convert some of its temporary positions to regular budget status resulted in the conversion of 32 faculty positions and 78 staff positions at an additional payroll cost of $270,968, including salary adjustments and benefits. **Exhibit 4-16** provides a summary of these authorized temporary position conversion changes.

Exhibit 4-16
ACCD Temporary Employee Conversion Summary

Location	Converted Employee	Current Salary	Salary Adjustment	Benefits Adjustment	Total Adjustment

	Count		Cost	Cost	Costs
San Antonio College	43	$1,257,833	$122,914	$11,522	$134,436
St. Philip's College	38	$1,335,962	$56,132	$5,318	$61,450
Palo Alto College	5	$170,955	$24,570	$2,297	$26,867
Northwest Vista College	12	$375,204	$28,366	$2,665	$31,031
District	12	$429,603	$15,693	$1,491	$17,184
Total	**110**	**$3,569,557**	**$247,675**	**$23,293**	**$270,968**

Source: ACCD, HR Department, July 2002.

Some of the converted positions were unfilled due to employee attrition. As a result, the district reclassified 66 staff employees from temporary to regular full-time at a cost of $129,564. Additionally, the district filled eight of the 32 converted faculty positions, and the costs were minimal.

The district has no plans to convert other temporary positions to budgeted positions since implementing a new policy to address the issues associated with extended temporary positions. In a proactive step, after meeting with the review team and effective September 1, 2003, ACCD will eliminate its temporary positions.

Recommendation 34:

Measure the effectiveness of using temporary positions on a division-by-division basis to improve efficiency and ensure compliance with federal guidelines.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor and college presidents direct functional unit managers to develop a plan and process for measuring the effectiveness of existing temporary positions.	November - December 2003
2.	The college presidents submit an action plan for use and elimination of existing temporary positions based on business needs to the chancellor and district director of Human Resources for review.	January 2004
3.	The chancellor reviews the plan submitted by the college	February 2004

	presidents with input from the district director of Human Resources and approves continuation or elimination of existing temporary positions throughout the district.	
4.	The plan approved by the chancellor is implemented by the functional unit managers and the district director of Human Resources.	March - April 2004
5.	The district director of Human Resources and college presidents develop a districtwide policy and procedure for requesting, using, designating and filling temporary positions.	May 2004
6.	The district director presents the proposed policy to the chancellor and board for input and final approval.	June 2004
7.	The chancellor directs the district director of Human Resources to communicate and implement new policies and procedures to all staff.	July - August 2004
8.	The district director of Human Resources ensures implementation of a consistent practice to fill, track and assess use of temporary positions and workers and reports on a quarterly basis to the chancellor and college presidents.	September 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4
HUMAN RESOURCES MANAGEMENT

D. COMPENSATION AND JOB CLASSIFICATION

The Human Resources Department has primary responsibility for administering the district's non-faculty job classification and compensation plan. A copy of the ACCD Non-Faculty Staff Classification and Compensation Plan manual is available online to all employees. The manual has not been updated since September 1, 1997. The objectives of the ACCD compensation system are listed as:

- Allocate funds for payment of wages and salaries in as fair and equitable a manner as possible;
- Establish rates of pay and salary ranges which are justly based on job related factors such as complexity of work, required education, training and experience, decision making, supervision given and received and level of responsibility; and
- Give consideration to prevailing rates being paid for similar kinds of work in the appropriate labor market as determined by periodic salary surveys.

The district's compensation policy states that the district will pay the minimum rate established according to the staff position's pay grade upon an employee's appointment to the position; however, hiring supervisors may recommend an initial pay rate of up to 8 percent above the minimum based on job-related criteria and with HR approval. Salaries for administrator positions are negotiable. The district also has a supplemental pay practice in which it gives special pay supplements to the base rate of pay for employees working in hazardous duty assignments; employees who serve in an interim position that requires additional or greater responsibilities; or employees who take on temporary or secondary assignments outside the employee's regular hours of employment, such as making presentations.

FINDING

The district has salary schedules for faculty and non-faculty positions that clearly establish pay rates and salary ranges for each position. The compensation function in the HR Department administers the district's various salary plans. The Faculty Senate issues an annual salary report comparing ACCD's faculty salaries with other colleges. The compensation unit analyzes salary market data for non-faculty positions and recommends appropriate market adjustments. The HR Department presents the recommended salary adjustments to the board for approval.

The methodology and guidelines for making annual salary adjustments to the schedules are documented. The schedules can be readily interpreted based on format and content and are designed to establish consistency of practice in salary administration.

Although the district does not conduct or generate its own salary surveys of non-faculty positions, it does participate annually in select salary surveys, including College and University Professional Association (CUPA) Administrative Salary Survey, CUPA Mid-Level Administrative/Professional Salary Survey, Texas Association of Community Colleges Administrative Salary Survey, Texas Community College Teachers Association and San Antonio Wage & Benefit Survey. The HR Department uses salary market data to recommend competitive across-the-board salary adjustments to the board for regular, non-faculty staff members.

COMMENDATION

The district implemented salary schedules for faculty and non-faculty positions to establish pay rates and salary ranges for each position and regularly participates in industry salary surveys.

FINDING

ACCD is inconsistent in its salary administration practices and decisions. The district makes frequent exceptions to its compensation policies and procedures. Although the HR Department has oversight and management responsibility for salary administration, too often, other district administrators bypass HR technical input by requesting and receiving approval from senior management to effect salary changes that are inconsistent with policy. Frequently, hiring departments commit the district to salary offers that are higher than recommended by HR, sometimes as much as 16 percent. In other instances, an employee receives a salary increase for a lateral transfer while other employees do not. The district also granted overtime time to exempt employees against the recommendation of HR. **Exhibit 4-17** shows the number of salary actions that received "exception" approval from September 2000 through December 2002.

Exhibit 4-17
Number of Exception Salary Changes
September 2000 through December 2002

Time Period	Number of Exceptions

September 2002 through December 2002	27
September 2001 through August 2002	30
September 2000 through August 2001	27

Source: ACCD, HR Department.

In addition, the district's administration of special pay supplements is inconsistent and sometimes without proper justification. The compensation manual states that "special pay" is considered or given for hazardous duty (law enforcement personnel only) including uniforms and is paid in addition to the basic rate of pay established in the compensation and classification plan. Additional guidelines provide for the district to assign special pay to employees serving in an interim (or acting) capacity requiring additional and/or greater duties and responsibilities. In these cases, pay is based on the greater of the following categories:

- Ninety (90) percent of the minimum salary which is established for the position being held on an interim basis; or
- The employee's salary plus 5-10 percent, as a general guideline.

However, the employee's salary plus special pay cannot exceed the maximum salary for the position that is eligible for the special pay. If the employee receives special pay for a temporary/second assignment, the additional activities must occur outside of the employee's scheduled hours or a copy of an approved leave slip for the hours worked in the temporary assignment must accompany the special pay request.

The Compensation/Benefits manager reviews all special pay requests to verify compliance with the district's general guidelines. Due to inconsistency of practice and lack of proper supporting documentation, the Compensation/Benefits manager has to perform research and make follow-up requests to process many of the departmental requests. In some instances, the requested special pay amount exceeds the district's policy standard or is for work already attributed to the employee's position function. When the Compensation/Benefits manager informs the requesting administrator that the request is inconsistent with policy, the requestor may seek and obtain approval for the exception from the district director of HR or the Chancellor's Office. Sometimes the district director of HR and the chancellor are not in agreement on the requested exception and the chancellor has authority to overrule the district director of HR and other HR staff. According to reports prepared by HR, the district spent more than $750,000 in special pay supplements during 2000-01, 2001-02 and through September 2002. **Exhibit 4-18** summarizes the payments by location.

Exhibit 4-18
ACCD Special Pay Supplement Amounts
2000-01, 2001-02 and September 2002

Location	2000-01 Amount	2001-02 Amount	September 2002 Amount	Location Total
District	$144,351	$101,158	$14,148	$259,657
District services	$27,085	$42,671	$0	$69,756
San Antonio College	$38,075	$54,215	$10,261	$102,551
St. Philip's College	$86,562	$62,840	$30,553	$179,955
Palo Alto College	$40,392	$67,046	$24,538	$131,976
Northwest Vista College	$2,288	$7,480	$0	$9,768
Total	**$338,753**	**$335,410**	**$79,500**	**$753,663**

Source: ACCD, HR Department.

In focus group sessions with college administrators, there were several comments from individuals in the respective group suggesting that small applicant pools for critical positions are due to low starting salaries.

Exhibit 4-19 shows that in a TSPR survey, ACCD employees generally perceived salaries to be competitive for faculty and administrators but not so competitive for classified and professional/technical staffs.

Exhibit 4-19
TSPR Faculty, Staff and Administrator Survey Results

Survey Questions	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Don't Know
Salary levels at ACCD are competitive for classified staff.	14%	17%	15%	9%	2%	43%
Salary levels at ACCD are competitive for professional/technical staff.	10%	17%	16%	12%	3%	42%
Salary levels at ACCD are competitive for full-time faculty.	5%	10%	15%	25%	9%	36%

Salary levels at ACCD are competitive for adjunct (part-time) faculty.	7%	14%	14%	22%	12%	31%
Salary levels at ACCD are competitive for administrators.	5%	6%	12%	15%	12%	50%
My salary level is fair for my level of work and experience.	21%	20%	14%	33%	11%	1%

Source: TSPR administered Faculty, Staff and Administrator Survey results.

Dallas County Community College District (DCCD) has separate policies for initial salary placement of administrators and professional staff. For administrators, the district allows initial starting salaries up to the first quartile of the salary range with location cabinet member approval. Consideration of salary offers above the first quartile must be reviewed with the district director of Human Resources and may require the review and approval of the vice chancellor for Planning and Development Affairs and/or the chancellor. For professional support staff, hiring administrators may offer up to 10 percent above the minimum for the range assigned. Consideration of salary offers above 10 percent must be requested by the cabinet member and confirmed by DCCD's district director of Human Resources.

As illustrated in **Exhibit 4-20**, DCCD also published online guidelines to enhance consistent and equitable salary administration practices.

Exhibit 4-20
Dallas County Community College District
Guidelines on Initial Salary Placements

Initial Salary Placement Based on Job Evaluation and Competition Salary Adjustments
Effective Date: July 31, 2000
Applies to: Administrators and Professional Support Staff
Initial Salary Placement   • Administrators - up to the first quartile of the range with location Cabinet member approval. Consideration of salary offer above the first quartile must be reviewed with the district director of Human Resources and many require review and approval of the vice chancellor for Planning and

Development Affairs and/or the chancellor.
- Professional Support Staff - up to 10 percent over the minimum for the range assigned. Consideration of salary offer above 10 percent must be requested by the Cabinet member and confirmed by the district director of Human Resources.

Salary Placement Based on Job Evaluation

- Administrators - only available for implementation on September 1. Promotion increase (when individual is recommended for assignment to a new band) is seven percent or the new minimum, whichever is greater.
- Professional Support Staff - available for implementation throughout the year. When an individual is recommended for assignment to a new range or salary schedule, the salary adjustment is seven percent or the new minimum, whichever is greater, for the newly created position. If the recommendation moves the employee to an existing position in a higher range, the Cabinet member may request a management decision adjustment of seven percent, if greater than the minimum.

Competition Salary Adjustments

- Administrators and Professional Support Staff.
- May be used throughout the year.
- If an employee competes and wins a new position which has been advertised internally or externally, the initial salary offer may be negotiated between the hiring location/supervisor and the employee using the initial salary placement rules outlined above.
- The home location Cabinet member may match another district salary offer, as long as it fits within the range assigned to the position held, as needed, in order to encourage the employee to remain at the current location. This is not mandated, but optional, at the location Cabinet member's discretion.

Source: Dallas County Community College District, www.dcccd.edu/people/hr/comp/ispjob.htm, February 2003.

Recommendation 35:

Adopt a sound compensation plan to ensure internal consistency and external market-based salary competitiveness.

An effective and sound compensation plan requires constant review and adjustments to changes in organizational strategy, workplace environment and the labor market.

Salary decisions and determinations should include measurable, objective and non-discriminatory factors such as the individual's qualifications, performance-related experience, budget limitations, and internal pay equity, among other legitimate considerations. Pay decisions must be made for all new hires, promotions, transfers, demotions, and performance increases in a systematic and consistent manner, with input from HR compensation staff and management.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of HR directs the compensation staff to prepare a report on inconsistent salary administration practices and decisions for presentation to the chancellor.	October 2003
2.	The district director of HR and compensation staff develop a policy and procedure to ensure uniformity in compensation practices for qualified and experienced appointments and personnel changes, including new hires and internal appointments.	November 2003 - January 2004
3.	The district director of HR presents the report and revised policy and procedure to the college presidents, chancellor and functional department managers for review and input.	February 2004
4.	The chancellor, college presidents and functional department managers return the draft policy with comments to the district director of HR.	March 2004
5.	The district director of HR reviews all recommendations and submits a final recommendation that ensures consistency of practice districtwide to the chancellor for review and approval.	April - May 2004
6.	The chancellor presents the findings and recommendations to the board for approval.	June 2004
7.	The district director of HR directs designated department staff to communicate and implement approved changes.	July 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD does not have performance-based salaries for non-faculty positions. The board decides annually whether to award an across-the-board salary increase for all regular, non-faculty staff members.

Employees receive a general wage increase regardless of the employee's performance and productivity. The HR Department reviews salary survey data and prepares a formal presentation and recommendation to the board for a general wage increase based on market data. **Exhibit 4-21** shows the salary adjustment trends for ACCD for 1996-97 through 2002-03.

Exhibit 4-21
ACCD General Wage Increases for Regular Non-Faculty Employees
1996-97 through 2002-03

Fiscal Year	Market General Wage Increase	ACCD General Wage Increase	Salary Schedule Adjustment
1996-97	3.85%	3.00%	None
1997-98	3.94%	$600 < $20,000 or 3.00%	2.50%
1998-99	4.21%	3.00% - 5.00%*	2.50%
1999-2000	4.15%	3.00%	None
2000-01	4.24%	8.00%**	None
2001-02	4.50%	4.00%	2.50%
2002-03	4.00%	4.00%	4.00%
Average	**4.13%**		

Source: ACCD, HR Department.
*3.00% across the board. If not at midpoint, up to an additional 2.00%.
**5.00% across the board in addition to 1.00% for each year in current job title.

The board approved a 4 percent general wage increase for 2002-03. The district used a 4 percent market rate as a benchmark as a result of HR Department staff analyzing salary survey data on projected wage increases reported by companies participating in the salary surveys. Since 2000-01, the district grants the general wage increases to all regular employees on board, regardless of the hire date, in an effort to compensate for low minimum salaries. Under the district's existing performance salary administration practice, there is an expectation that employees will be given a guaranteed salary increase annually.

Recommendation 36:

Implement a performance based salary policy and procedure for non-faculty positions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of Human Resources and Compensation/Benefits manager develop a draft performance-based salary incentive plan.	January - February 2004
2.	The district director of Human Resources solicits input from the college presidents, department managers and supervisors across the district to review draft and provide feedback.	March - April 2004
3.	The district director of Human Resources makes recommended changes and submits the plan to the chancellor for review and approval.	May 2004
4.	The chancellor presents the plan to the board for review and approval.	June 2004
5.	The district director of Human Resources directs designated department staff to draft a communication strategy and implementation plan.	July 2004
6.	The district director of Human Resources communicates the new plan to employees and directs compensation staff to implement and manage the plan.	August 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4
HUMAN RESOURCES MANAGEMENT

E. RECRUITMENT, STAFFING AND HIRING ACTIVITIES

ACCD's market competitors in recruitment and hiring are the community college districts statewide and other colleges and universities. With 70 percent of college freshmen and sophomores enrolled in community colleges throughout the state, the ability to recruit, hire and retain qualified staff is critical to the overall success of the district. ACCD had a student population of 48,984 students in spring 2003. The district has a total of 2,723 employees in faculty positions in 2002-03 and 3,853 temporary workers in various positions. In fiscal years 2001 and 2002, the district budgeted $176,000 for recruitment.

In 2002, the four HR representatives and the employment specialist reviewed and processed approximately 15,700 hardcopy applications; 405 requests for position announcements; and hired 254 employees, in addition to performing other job duties, including employee relations services to employees at the ACCD colleges. Positions are posted on the ACCD Web site and with other entities such as the Texas Workforce Commission, the San Antonio College/University Placement Association and various minority organizations, including Hispanic Outlook in Higher Ed and Black Issues in Higher Ed. District applications are available online although applications for employment may not be electronically submitted by applicants. The district requires applicants to submit a hardcopy application and related documents for each position of interest. Faculty positions also require a letter of interest, application/resume, copies of transcripts and three letters of recommendations from the interested applicant.

The hiring department informs HR of open positions by submission of a Request for Position Announcement form for faculty and staff openings. The HR employment specialist advertises open faculty and administrative positions upon request in national, regional and local newspapers and other publications. The district pays an average cost of $500 to run an advertisement for administrative and faculty openings. The employee relations manager in HR administers ACCD's recruiting budget. The district allocates $176,000 annually for recruiting and hiring for open positions. The allocation is used for attending job fairs; advertising job vacancies; conducting background checks; physical examinations; T-B tests; psychological, functional ability testing and drug screens. The employee relations manager performs a cost analysis to assess cost effectiveness before approving ad placement for open positions.

The employment manager, the HR representative and the employment specialist partner with the hiring departments to fill vacancies in the district. The employment manager directs the recruitment and selection process of the district through supervision of the HR representatives and employment specialist. Primary responsibilities of the HR representative in the hiring process includes reviewing and screening all applications and related documents to determine minimal qualifications of each application; verifying previous employment and referring qualified applications to hiring departments. The employment specialist coordinates recruitment activities and attends local job fairs. HR Representatives occasionally attend job fairs in conjunction with the employment specialist. HR also publishes guidelines and provides a hardcopy Search for Talent guide to customers involved in the hiring process to assist them in the screening and selection process.

Selection committees are required for administrator and faculty positions. However, colleges are given the option to use committees for other positions. Selection committees interview and recommend candidates for hire for administrator and faculty positions. Committee members include at least three representatives of the open position.

Exhibit 4-22 illustrates the hiring process.

Exhibit 4-22
ACCD Hiring Process Flowchart

1. Hiring Manager (HM) generates a Request for Position Announcement (RPA)	2. RPA routed through campus for multiple approval signatures (i.e. Director, Dean, VP, and President	3. RPA received in HR, given a requisition number and entered into tracking spreadsheet
6. RPA routed to Compensation to verify job description and pay are correct	5. RPA routed to Employment/ Employee Relations Manager to review any exceptions to standard advertising or hiring procedures	4. RPA routed to Manpower Manager for account number and position number verification
7. RPA routed to HR Director to approve any exceptions	8. Requisition is opened--posted on ACCD web page and run in print sources if applicable	9. Applications are acknowledged by mail/email, entered in Passport applicant tracking log, and filed as they
12. Pool is assembled, list of qualified applicants generated from applicant tracking log and pool referred to HM	11. Pool closed and referred to HR Representative to screen for minimum qualifications	10. Applications are collected, for at least 10 business days for staff and 20 business days for faculty/ administrators
13. HM/Committee reviews, rank orders, interviews and selects candidate to recommend for hire	14. Personnel Action Request (PAR) is generated by the HM and sent to HR once it is approved **(repeat 2)**	15. HR reviews PAR, schedules physical if needed; routes/ approves PAR **(repeat 4-7)**, and schedules new hire orientation
	17. Requisition is closed, materials in file are compiled, checked and file is sent to storage for 2 years.	16. HM enters non-selection reasons on remaining applications and returns pool to HR.

Source: ACCD, HR Department, February 2003.

The HR Department's recruitment and hiring strategies are geared to supporting hiring departments to achieve staffing objectives. Systematic and comprehensive workforce planning are key elements of an effective recruitment and selection plan.

FINDING

The district began collecting and reviewing employee retirement projections with an objective of workforce planning based on its

retirement-eligible employee population. In November 2002, the interim chancellor appointed a Transition Management Team to develop a plan for balancing projected retirements with district recruitment needs. Committee members included the district director of HR, Finance and Accounting director, Compensation/Benefits manager and representatives from the chancellor's Office, Staff Council, Faculty Senate, Salary Review and Government and Public Relations. The committee surveyed 665 potentially retirement-eligible employees to assess preliminary retirement projections. The survey asked questions about employment classification, age group, continuous service years, base salary, retirement plan and interest level in a retirement incentive. The survey also asked whether the individual is interested in teaching as an adjunct or working part-time after retirement. Three hundred fifteen employees completed and returned the survey. **Exhibit 4-23** presents those survey results.

Exhibit 4-23
ACCD Retirement Survey Results

	Location					Total Count	Percentage of Count
	San Antonio College	**St. Philip's College**	**Palo Alto College**	**Northwest Vista College**	**District**		
Faculty	149	38	20	1	0	208	66.0%
Staff	31	9	1	1	21	63	20.0%
Professional	4	4	4	0	15	27	8.6%
Administrator	7	6	2	0	2	17	5.4%
Totals	**191**	**57**	**27**	**2**	**38**	**315**	**100.0%**

Source: ACCD, HR Department, January 2003.

COMMENDATION

The district plans its future workforce needs by anticipating employee retirements.

FINDING

Although ACCD has collected, analyzed and reviewed its workforce retirement eligibility information, the district does not have a succession plan to ensure critical staffing needs are met. With the high number of retirement-eligible employees identified by HR, there has been no work toward developing and implementing a succession planning process. The HR department prepared an analysis of potential retirements for the time

period 2002-03 through 2004-05 based on employee information and the district's retirement plan. To project future retirements, the department identified employees who were at least age 55. The department also looked at accrued vacation time and qualifying sick leave to project costs related to the retirements. **Exhibit 4-24**, **Exhibit 4-25** and **Exhibit 4-26** illustrate the projected retirement figures and associated sick leave and accrued vacation costs.

Exhibit 4-24
ACCD Employment Retirement Projections
2002-03

Location	Employees Eligible for Retirement					Sick Leave and Vacation Costs
	Faculty	Professional	Classified	Administration	Total	
District	1	24	37	6	68	$808,882
San Antonio College	215	6	31	8	260	$3,403,186
St. Philip's College	62	11	12	4	89	$866,380
Palo Alto College	26	5	2	2	35	$143,344
Northwest Vista College	1	0	0	1	2	$56,637
Total	**305**	**46**	**82**	**21**	**454**	**$5,278,429**

Source: ACCD, HR Department.

Exhibit 4-25
ACCD Employment Retirement Projections
2003-04

Location	Employees Eligible for Retirement					Sick Leave and Vacation Costs
	Faculty	Professional	Classified	Administration	Total	
District	1	29	48	6	84	$949,226

Location						
San Antonio College	233	9	35	8	285	$3,671,646
St. Philip's College	72	13	12	5	102	$957,421
Palo Alto College	33	5	2	2	42	$149,078
Northwest Vista College	1	0	1	1	3	$61,641
Total	**340**	**56**	**98**	**22**	**516**	**$5,789,012**

Source: ACCD, HR Department.

Exhibit 4-26
ACCD Employment Retirement Projections
2004-05

Location	Employees Eligible for Retirement					Sick Leave and Vacation Costs
	Faculty	Professional	Classified	Administration	Total	
District	1	29	59	8	97	$1,075,781
San Antonio College	251	10	43	9	313	$3,881,967
St. Philip's College	80	17	21	5	123	$1,054,598
Palo Alto College	38	8	5	2	53	$174,142
Northwest Vista College	3	0	1	1	5	$64,107
Total	**373**	**64**	**129**	**25**	**591**	**$6,250,595**

Source: ACCD, HR Department.

Effective workforce and succession planning involves several steps. The U.S. Office of Personnel Management offers a structured workforce planning model to help organizations formalize the process. The 5-step model with key elements listed is as follows:

1. Set strategic direction
   a. organize and mobilize strategic partners
   b. set vision, mission, values and objectives
   c. review organizational structure
   d. set measures for organizational performance
   e. position HR to be an active partner
2. Analyze workforce, identify skill gaps and conduct workforce analysis
   a. gather and analyze personnel data
   b. gather and analyze student enrollment data
   c. consider available labor market
3. Develop action plan
   a. design a workforce plan
   b. identify your stakeholders
   c. develop ways to address skill gaps
   d. develop project plan
   e. set specific goals
   f. develop communications strategy
   g. evaluation progress
4. Implement action plan
   a. communicate action plan
   b. target and recruit
   c. implement retention strategies
   d. conduct organizational assessments
5. Monitor, evaluate and revise
   a. assess effectiveness
   b. adjust plan as needed
   c. address new workforce and organizational issues

Increasingly, many employers work to identify successors in an effort to prepare for the company's future by ensuring continuity of service and employee development opportunities.

Recommendation 37:

Develop and implement a workforce and succession planning process to meet short- and long-term staffing needs.

The HR Department should further advance its work by developing a succession plan.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of Human Resources, department heads and college presidents jointly develop a workforce and succession planning process with timetables and assigned accountabilities.	January - April 2004
2.	The district director of Human Resources directs staff to obtain benchmark data on succession plan models used by other colleges.	January - March 2004
3.	The district director of Human Resources submits proposed succession plan and model to legal consultants for review and counsel.	May 2004
4.	The district director of Human Resources directs staff to make necessary modifications to plan based on legal advice.	May 2004
5.	The district director of Human Resources prepares an ACCD succession plan and model for review and approval by the chancellor and the board incorporating input from the college presidents and various department heads and HR management team.	June 2004
6.	The chancellor and the board approve the succession plan and model for the district.	June 2004
7.	The district director of Human Resources and department management teams communicate the plan and model to all employees.	July 2004
8.	The district director of Human Resources, designated HR managers and department heads implement and jointly administer the plan with ongoing modifications based on business necessity.	August - September 2004 and Ongoing
9.	The district director of Human Resources provides quarterly reports and updates to the chancellor on the progress of the district's succession model and program.	January 2005 and Quarterly Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 4
HUMAN RESOURCES MANAGEMENT

*F. PERFORMANCE MANAGEMENT AND PROFESSIONAL
DEVELOPMENT*

District administrators and faculty receive annual performance evaluations
as a part of the employment contract process. The district uses the
Performance Evaluation and Development Plan (PEDP) for administrators
and the Faculty Evaluation form for faculty members. Professional
development activities enable the district employees to enhance existing
skills and increase productivities.

FINDING

Although ACCD does not have a formal staff development program for
non-faculty staff, the district provides tuition assistance incentives to
encourage employees to grow professionally. The district provides two
avenues for employees to receive financial assistance. The Employee
Tuition Assistance Program (ETAP) is available to eligible ACCD
employees and their eligible dependents to pursue a post-secondary
education. The district allows a maximum of $1,500 each fiscal year per
employee and $1,500 each fiscal year per eligible dependent. Under
ACCD's ETAP policy, "eligible employees" are those employees who
qualify for benefits under the district's classification and compensation
plan, including regular employees working either full-time or part-time,
but not in temporary status. Reimbursement is based on the number of
applicants, availability of funds and can only be applied to tuition and lab
fees. For 2002-03, ACCD budgeted $325,000 for ETAP. The second
program is the $100 Professional Development Coupon, which may be
used by non-faculty staff employees toward the registration costs of job
related workshops, seminars, conferences and training. Employees are
eligible for up to $100 each fiscal year when comparable training is not
available through an ACCD source at the same or lesser cost.

COMMENDATION

**ACCD demonstrates its commitment to employee development and
retention through the use of tuition assistance incentives for
professional growth of its employees.**

FINDING

ACCD does not have a performance appraisal practice or program for
non-faculty employees. Employees do not receive specific and regular

guidance on how to improve performance and productivity, nor are there clear standards of performance measurement in the district. District policy requires annual performance evaluations of all full-time employees; however, the district does not have an appraisal form or practice for non-faculty employees. The policy further states that the chancellor is responsible for ensuring that guidelines for performance evaluations are developed and implemented. The online Employee Handbook dated December 5, 2001 states that all regular, non-contract employees and their supervisors are expected to use a performance evaluation plan developed jointly by the employee and the supervisor. The lack of a districtwide performance evaluation system for non-faculty positions means that ACCD employees are not receiving regular performance feedback on a consistent basis.

According to the district director of HR, some departments requested authorization to "improvise" and use their own performance appraisal forms. HR is requesting departments to suspend such programs until a districtwide plan is completed. To minimize the introduction of other inconsistent practices throughout the district, HR drafted a districtwide employee appraisal form that is in development and scheduled for implementation in 2003-04. However, Palo Alto College has already implemented a pilot program of a performance evaluation program, independently of the proposed districtwide plan. The college conducted training sessions in March 2003 for its supervisors and employees. Separate and multiple performance appraisal programs within the district hinder the district's ability to establish an integrated and cohesive performance evaluation and improvement plan for all district employees.

The University of New Mexico developed and introduced a new performance review program through a collaborative process in which a committee of employees in various positions, salary grades and functional areas throughout the university designed the program. The committee requested feedback and comments for all interested parties and made presentations to various audiences of stakeholders. During the development stage of the project, the committee communicated to managers and supervisors using an e-mail listserv. The university vice presidents rolled out the new program to their respective units, thereby, demonstrating support and commitment to the new program.

Recommendation 38:

Develop and implement a districtwide performance appraisal process for non-faculty employees using a collaborative process.

The district should have a single performance process for all ACCD's non-faculty employees. The development phase of the new process should be a

collaborative and inclusive process that involves a broad-based representation of staff and administrators in various positions and functional areas. The new performance appraisal process should reflect common competencies, performance standards and values shared throughout the district. All employees and supervisors should receive training on the new process to ensure understanding and participation.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of HR and the Compensation/Benefits manager direct the compensation consultant to draft and recommend a performance evaluation system for non-faculty employees.	February 2004
2.	The HR management team submits a draft procedure to the district director of HR for review.	March 2004
3.	The HR management team convenes a focus group of stakeholders to review proposed procedure and provide feedback.	April 2004
4.	The focus group presents feedback and recommendations to the HR management team.	May 2004
5.	The district director of HR makes appropriate revisions and submits the draft procedure to chancellor for review and approval.	June 2004
6.	The chancellor presents the new procedure to the board for approval.	June 2004
7.	The district director of HR directs designated department staff to communicate and implement new plan.	July 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 5
FINANCIAL MANAGEMENT

This chapter reviews the financial management functions of the Alamo Community College District (ACCD) in the following sections:

A. Organization and Management
B. Budgeting and Planning
C. Tax Rate and Tuition
D. Internal and External Auditing
E. Accounting Operations

Financial management is critical for any organization. In a community college financial management involves budgeting and planning; accounting operations; such as accounts payable, payroll, grant accounting and student receivables; tax rate and collections; and internal and external auditing. The overall goal of financial management is to ensure that monetary resources are properly planned, managed, recorded, controlled and safeguarded so that the mission of the organization can be more easily achieved. Effective financial management enables a community college to plan for its future, extract greater outcomes from limited resources, manage diverse commitments and achieve its various purposes.

BACKGROUND

ACCD must follow financial accounting policies and standards set by various regulatory bodies. The Texas Higher Education Coordinating Board (THECB) for Texas Public Community and Junior Colleges, for example, publishes requirements for financial accounting and reporting in their manual, *"Annual Financial Reporting Requirements for Texas Public Community Colleges."* The manual provides a comprehensive set of definitions, rules, formats and illustrations for public community and junior colleges in Texas to use for consistent and uniform reporting.

During 2001-02, ACCD implemented a major financial reporting requirement of the Governmental Standards Accounting Board (GASB) as a result of two important rulings. In June 1999, the GASB issued Statement No. 34, *Basic Financial Statements-and Management's Discussion and Analysis-for State and Local Governments* (GASB 34), which makes dramatic changes to the way state and local governments report their finances to the public. Originally, public colleges and universities were excluded from the scope of the statement. However, in November 1999, GASB issued Statement 35, *Basic Financial Statements-and Management's Discussion and Analysis-for Public Colleges and Universities*, which removed the exclusion and required public colleges

and universities to follow the special-purpose government provisions of GASB 34. As special-purpose entities, most colleges and universities that charge tuition may elect to follow the requirements of GASB 34 related to special-purpose governments engaged only in business-type activities. ACCD's audited financial statements for 2001-02 reflect the college's compliance with GASB 34.

THECB requires colleges and universities to classify expenditures in the functional categories described in **Exhibit 5-1**. These categories allow comparison of expenditures of all colleges and institutions of higher education in Texas.

Exhibit 5-1
THECB's Functional Expenditure Category Descriptions

Category	Description
Instruction	Includes expenditures for all activities related to an institution's instruction program. Includes expenditures for credit and non-credit courses, academic, vocational and technical instruction, for developmental and tutorial instruction, and for regular, special and extension sessions.
Research	Includes expenditures for research-related activities sponsored either internally or externally.
Public services	Includes cost of activities designed primarily to serve the general public, such as correspondence courses, adult study courses, public lectures, radio and television stations, workshops, demonstrations and similar activities.
Academic support services	Includes cost to operate libraries, instructional administrative expense, and faculty development leaves.
Student services	Includes cost to administer activities such as admission and registration, student financial services and other activities for the benefit of students.
Institutional support services	Includes expenditures for central, executive-level management and long-range planning; fiscal operations; administrative data processing; space management; employee personnel and records; procurement; safety; printing and other services that support the institution.
Operational and maintenance of plant	Includes cost for plant support services, building maintenance, custodial services, ground maintenance and utilities.
Scholarships and	Includes financial aid to students.

fellowships	
Auxiliary enterprise expenditures	Includes operational cost of self-supporting activities for the benefit of students, faculty, and staff such as campus bookstores and food services.

Source: Texas Higher Education Coordinating Board (THECB), Annual Financial Reporting Requirements for Texas Public Community Colleges.

ACCD groups these accounts into funds. A fund is a self-balancing group of accounts established to provide separate accountability for assets, liabilities, fund balances, revenues and expenditures. Like most not-for-profit entities, community colleges use fund accounting to observe legal and policy restrictions placed on its resources. **Exhibit 5-2** provides fund descriptions.

Exhibit 5-2
Fund Descriptions

Fund Group	Description
Current Funds	Expendable for current operating purposes. May be restricted or unrestricted and include auxiliary enterprises.
Loan Funds	Available for loans to students, faculty and staff.
Endowment Funds	Funds for which a donor, external agency or governing board stipulates a particular use and for which only the income from investments may be expended unless stipulated otherwise by the donor, external agency or governing board.
Annuity Funds	Funds donated to an institution on condition that the institution pays a stipulated amount to the donor or designated individuals for a specified time or until the death of the annuitant.
Plant Funds	Funds for the construction, rehabilitation, acquisition, renewal and replacement of long-lived assets.
Agency Funds	Funds held as custodian or fiscal agent for others, for example student organizations, individual students or faculty members.

Source: THECB, Annual Financial Reporting Requirements for Texas Public Community Colleges.

ACCD receives revenue from state reimbursements, student tuition, property taxes and grants and contracts. State reimbursement revenues are allocated through a funding formula developed by THECB. The formula is

based on a biennial cost study, known as the *All Funds Expenditure Report*, of all community colleges in the state. Each community college provides THECB with the per-contact-hour cost of teaching and administering courses in 26 specified academic and technical disciplines. The median cost for each discipline is then applied to the number of contact hours taught in each discipline during the "base year" immediately before the legislative session. Contact hours represent time spent with an instructor. The Legislature appropriates money directly to the community college - not to THECB - but THECB distributes the funds. Tuition and fees are collected from students at rates the board approves. Local property taxes are based on local property values and the district's tax rate. Contracts and grants are received from federal, state, local and private sources and are used for financial aid, student work-study programs, technology and other programs that promote the district's mission.

During 2001-02, ACCD received 34 cents of every dollar from state appropriations, 13 cents from tuition and fees, 24 cents from property taxes and 26 cents from contracts and grants. Instruction expenditures were 41 percent of total expenditures during 2001-02, while expenditures for scholarships were 14 percent. Institutional support and student services were 11 and 10 percent, of total expenditures, respectively. **Exhibits 5-3** and **5-4** present ACCD's revenue sources and expenditures for 2001-02.

Exhibit 5-3
Revenues
2001-02
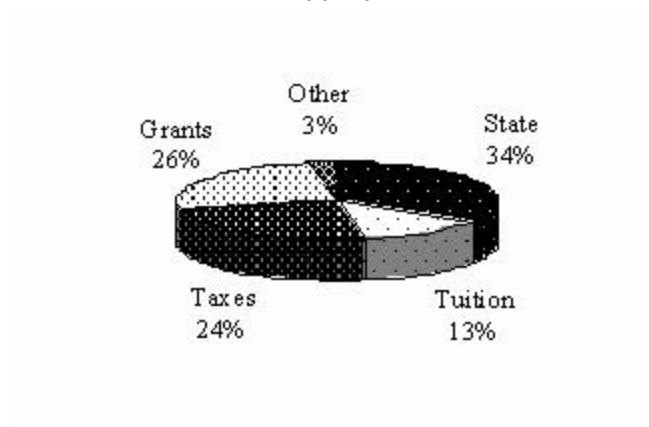
Source: ACCD, Audited Financial Statements-Managements Discussion and Analysis, 2001-02.

Exhibit 5-4
Expenditures

2001-02
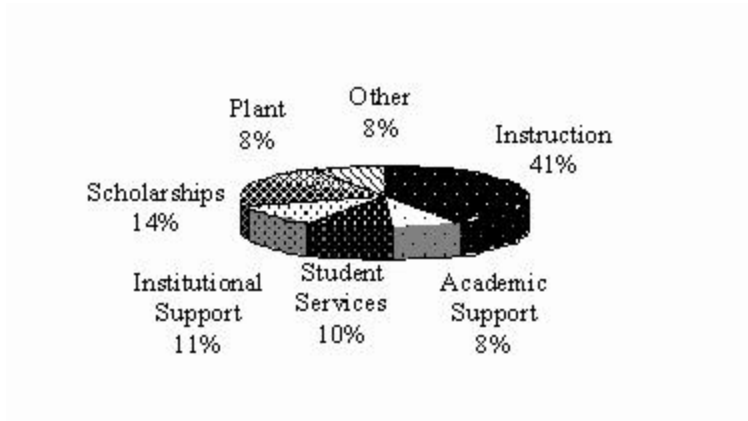
Source: ACCD, Audited Financial Statements-Managements Discussion and Analysis, 2001-02.

Exhibit 5-5 provides an overview of ACCD actual revenues and expenses for 2000-01 and 2001-02. The district restated 2000-01 amounts so that they are comparable to 2001-02 amounts, which are reported under the GASB 34 format. The amounts include total operating and non-operating revenues and expenditures.

Exhibit 5-5
ACCD Actual Revenues and Expenditure
2000-01 and 2001-02
Amounts in Millions

Description	2000-01	2001-02
Revenue		
State Appropriations	$68.5	$75.6
Net Tuition and Fees	$27.2	$29.3
Grants and Contracts	$45.5	$57.0
Auxiliary Enterprises	$2.1	$2.3
Property Taxes	$51.1	$54.4
Other	$4.7	$5.2
Total Revenues	**$199.1**	**$223.8**
Expenditures		
Instruction	$78.6	$89.8
Public Service	$3.6	$3.7

Academic Support	$14.9	$17.7
Student Services	$19.0	$21.0
Institutional Support	$19.9	$24.7
Operation & Plant Maintenance	$12.4	$17.2
Depreciation	$9.9	$6.7
Scholarships & Fellowships	$22.7	$29.5
Auxiliary Enterprises	$1.4	$1.7
Interest on Capital Debt	$5.0	$5.5
Total Expenditures	**$187.4**	**$217.5**
Revenues over Expenditures	**$11.7**	**$6.3**

Source: ACCD, Audited Financial Statements, 2000-01 and 2001-02.

Fund balance is the difference between a fund's assets and liabilities. It represents what a fund would have remaining after all assets were liquidated and all liabilities satisfied. Since 1995-96, ACCD's undesignated fund balance has increased as a percentage of the following year's expenditures. The undesignated fund balance is that portion not restricted by law or board policy that can be spent for any lawful purpose. The August 31, 1997 undesignated fund balance was 9.1 percent of 1997-98 expenditures, while the August 31, 2002 fund balance is 17.9 percent of adopted budget expenditures for 2002-03. Board policy CC Local establishes the level for the undesignated fund balance as 25 percent of the annual adopted budget. **Exhibit 5-6** provides a historical summary of ACCD's undesignated fund balance.

Exhibit 5-6
Analysis of Undesignated Fund Balance
1996-97 through 2001-02

Fiscal Year	Undesignated Fund Balance at August 31	Following Year's Unrestricted Expenditures and Transfers	Percent	Description
1997	$11,038,746	$120,934,798	9.1%	8/31/97 Fund Balance/FY 98 Expenses and Transfer
1998	$12,427,677	$133,541,545	9.3%	8/31/98 Fund Balance/FY 99

				Expenses and Transfer
1999	$10,769,198	$133,170,271	8.1%	8/31/99 Fund Balance/FY 00 Expenses and Transfer
2000	$17,631,194	$142,443,272	12.4%	8/31/2000 Fund Balance/FY 01 Expenses and Transfer
2001	$25,113,828	$155,829,411	16.1%	8/31/01 Fund Balance/FY 02 Expenses and Transfer
2002	$29,952,147	$167,779,477	17.9%	8/31/02 Fund Balance/FY 03 Adopted Budget Expenses

*Source: ACCD, Audited Financial Statements for applicable years and Information
provided by the Fiscal Affairs Department, February 2003.*
*As restated under GASB 34
** Represents budgeted expenditures for 2002-03 from the adopted budget.

State appropriations account for 34 percent of ACCD's revenue compared to the peer average of 35 percent. ACCD's tuition revenues of 13 percent are one percent lower than the peer average of 14 percent. Property taxes compose 24 percent of ACCD's revenues and 31 percent of its peers' revenues, reflecting ACCD's smaller tax base. At 26 percent, ACCD receives a higher percentage of total revenues from grants and contracts compared to its peers at 14 percent. **Exhibit 5-7** compares ACCD's financial statistics to those of its peers.

Exhibit 5-7
Revenue and Expenditure Components
ACCD and Peer Colleges
2001-02

Description	North Harris Montgomery	Dallas County	San Jacinto	Peer Average	ACCD
Revenue					
State Appropriations	29%	37%	38%	**35%**	**34%**
Net Tuition and Fees	12%	15%	16%	**14%**	**13%**

Grants and Contracts	14%	14%	13%	**14%**	**26%**
Auxiliary Enterprises	2%	3%	7%	**4%**	**1%**
Property Taxes	40%	27%	28%	**31%**	**24%**
Other-Net	3%	4%	-2%	**3%**	**2%**
Total Revenues	**100%**	**100%**	**100%**	**100%**	**100%**
Expenditures					
Instruction	39%	43%	36%	**40%**	**41%**
Public Service	2%	4%	4%	**3%**	**2%**
Academic Support	11%	5%	6%	**7%**	**8%**
Student Services	8%	9%	7%	**8%**	**10%**
Institutional Support	15%	16%	19%	**17%**	**11%**
Operation & Plant Maintenance	6%	7%	10%	**8%**	**8%**
Depreciation	3%	3%	3%	**3%**	**3%**
Scholarships & Fellowships	6%	8%	6%	**7%**	**14%**
Auxiliary Enterprises	3%	4%	8%	**4%**	**1%**
Interest on Capital-Related Debt	7%	1%	1%	**3%**	**2%**
Total Expenditures	**100%**	**100%**	**100%**	**100%**	**100%**

Source: ACCD and Peers, Audited Financial Statements, 2001-02.

During 2001-02, 53 percent of ACCD's operating expenditures were for salaries. Faculty salaries comprised 59 percent of total salaries. In comparison, ACCD's peer colleges spent 56 percent of total expenditures for salaries of which 47 percent were comprised of faculty salaries.

Benefits were 14 percent of total operating expenditures for ACCD compared to a peer average of 10 percent. State supplemented benefits were 52 percent of total benefits for ACCD compared to an average of 73 percent for the peers.

Other operating expenses included 34 percent of total operating expenditures for ACCD and its peers. **Exhibit 5-8** presents a comparison of selected operating expenditures for 2001-02 for ACCD and its peers.

Exhibit 5-8
Selected Operating Expenditures
ACCD and Peer Colleges
2001-02 (Amounts in Millions)

Description	North Harris Montgomery	Dallas County	San Jacinto	Peer Average	ACCD
Faculty Salaries	$34.8	$69.4	$30.4	$44.9	**$65.7**
Staff Salaries	$38.4	$85.4	$28.0	$50.6	**$45.6**
Total Salaries	**$73.2**	**$154.8**	**$58.4**	$95.5	**$111.3**
State Benefits	$13.0	$17.9	$8.1	$13.0	**$15.0**
Local Benefits	$1.9	$8.1	$4.7	$4.9	**$13.7**
Total Benefits	**$14.9**	**$26.0**	**$12.8**	$17.9	**$28.7**
Other Operating Expenses	$41.4	$92.0	$39.3	$57.6	**$72.0**
Total Operating Expenses	**$129.5**	**$272.8**	**$110.5**	**$171.0**	**$212.0**
Faculty Salaries to Total Salaries	48%	45%	52%	47%	**59%**
Total Salaries to Operating Expenses	**57%**	**57%**	**53%**	**56%**	53%
State Benefits to Total Benefits	87%	69%	63%	73%	**52%**
Total Benefits to Operating Expenses	**12%**	**10%**	**12%**	**10%**	**14%**
Other Operating Expenses to Total	32%	34%	36%	34%	**34%**

Source: ACCD and Peers, Audited Financial Statements, 2001-02.

Chapter 5
FINANCIAL MANAGEMENT

A. ORGANIZATION AND MANAGEMENT

Most of ACCD's financial management and accounting functions are centralized and located at 811 Houston Street. Two decentralized functions, bursar cashiers and budget coordinators, work at other locations. Bursars work at the district office as well as at each of the four colleges, including the southwest campus, which is a satellite campus for St. Philip's College. In addition to the district budget director and staff, budget coordinators reside at each college under different titles. The budget coordinators perform essentially the same budget functions, although some perform other duties as well.

Fiscal Affairs performs ACCD's financial management functions. The director Fiscal Affairs normally reports to the executive vice chancellor, but this position is vacant; therefore, the director reports to the interim chancellor. Four employees report directly to the director Fiscal Affairs: the treasurer, controller, financial systems analyst and administrative assistant. There are 54 staff positions in Fiscal Affairs.

In October 2002, the interim chancellor transferred all budget functions out of Fiscal Affairs, and in January 2003, the interim chancellor transferred all risk management functions out of Fiscal Affairs. In February 2003, certain insurance functions were transferred back to Fiscal Affairs. Budget functions now report to the executive vice chancellor while risk management functions, except for procurement and administration of the 2003-04 property, casualty and general liability insurance renewal, report to Human Resources.

Exhibit 5-9 presents the Fiscal Affairs organization. Dotted lines are shown to represent budget and risk management functions.

Exhibit 5-9
Fiscal Affairs Organization
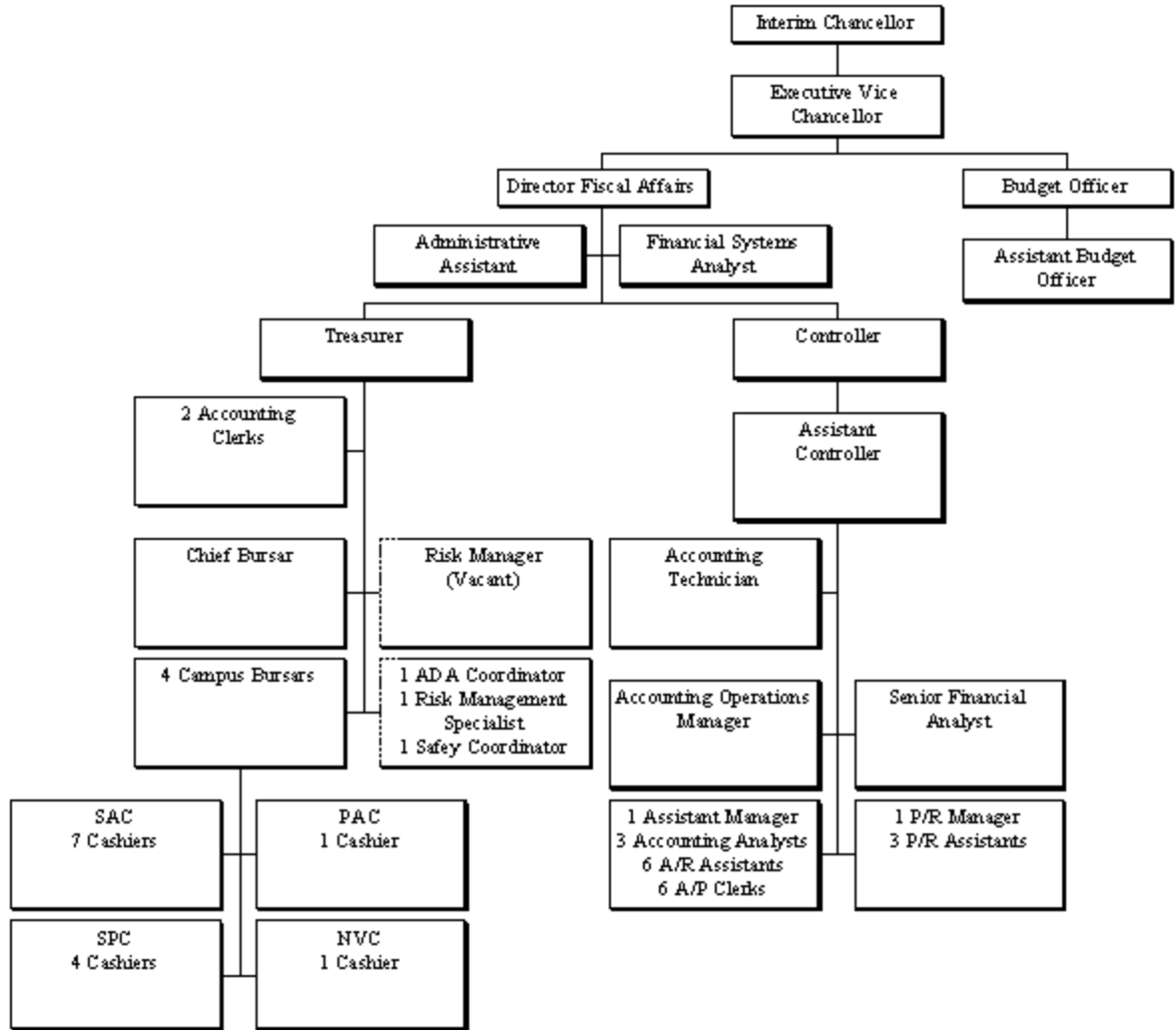
Source: ACCD, Fiscal Affairs, January 2003.

ACCD's key financial management staff are long tenured, and turnover between January 1, 1997 and January 31, 2003 has been low for almost all positions. The average tenure of the financial leadership staff ranges from 1.5 to 6.1 years. **Exhibit 5-10** presents historical tenure patterns of key Business Service's positions and underscores the stability that most key positions have experienced since January 1997.

Exhibit 5-10
Financial Leadership Staffing History
January 1, 1997 through January 31, 2003

Position and Incumbents	From	To	Reason for Leaving	Average Tenure

Director Fiscal Affairs				1.5 Years
Incumbent #1	01/01/97	07/24/98	Retirement	
Incumbent #2	07/01/97	08/31/99	Interim	
Incumbent #3	07/01/99	08/31/00	Termination	
Incumbent #4	06/01/00	Present		
District Controller				**2.7 Years**
*Incumbent #1	01/01/97	01/09/00	Interim	
Vacant	01/10/00	08/31/00		
Incumbent #2	09/01/00	Present		
District Treasurer				**2.6 Years**
Incumbent #1	01/01/97	03/19/01	Promotion	
Vacant	03/20/01	01/02/02		
Incumbent #2	01/03/02	Present		
Chief Budget Officer				**3.0 Years**
Incumbent #1	01/01/97	11/09/97	Retirement	
Incumbent #2	11/10/97	Present		
Chief Bursar				**6.1 Years**
Incumbent #1	01/01/97	Present		
Bursar - San Antonio College				**3.0 Years**
Incumbent #1	01/01/97	2/5/99	Resignation	
Incumbent #2	03/08/99	Present		
Bursar - St. Philip's College				**6.1 Years**
Incumbent #1	01/01/97	Present		
Bursar - Palo Alto College				**3.0 Years**
Incumbent #1	01/01/97	08/01/99	Retirement	
Incumbent #2	08/02/99	Present		
Bursar - Northwest Vista College				**6.1 Years**
Incumbent #1	02/16/98	Present		

Exhibit 5-11 presents a summary of Fiscal Affair's 2002-03 adopted budget and combined college bursar office budgets.

Exhibit 5-11
Fiscal Affairs Adopted Budget
2002-03

Description	Fiscal Affairs	Combined College Bursar Offices	Total
Administrator Salaries	$258,365	$0	$258,365
Professional Salaries	$480,166	$165,609	$645,775
Classified Salaries	$627,536	$288,447	$915,983
Temporary Salaries	$31,187	$99,948	$131,135
Federal Work Study	$9,780	$14,775	$24,555
Special Pay	$7,843	$16,651	$24,494
State Work Study	$1,630	$0	$1,630
Employee Travel	$31,465	$2,000	$33,465
Employee Deployment	$20,025	$900	$20,925
Basic Phone Service	$10,020	$6,196	$16,216
General Expense	$124,803	$74,982	$199,785
Fringe Benefits	$120,918	$46,869	$167,787
Total	**$1,723,738**	**$716,377**	**$2,440,115**

FINDING

Reorganizations and staffing assignments and reassignments of Fiscal Affairs have been made with no input from the director Fiscal Affairs, leaving the department poorly organized for the tasks assigned. In October 2002, after the former chancellor left the district, the interim chancellor reassigned the former chancellor's executive assistant to Fiscal Affairs. The executive assistant to the chancellor is not working as the interim

chancellor's assistant and is physically located in Fiscal Affairs. However, the individual has no financial duties or responsibilities. Since October 2002, the individual has been updating board legal and local policies, which have always been a part of the executive assistant's job description. The executive assistant has more time to update board policies as a result of not actively assisting the interim chancellor. The executive assistant to the chancellor formerly served as district staff to the Policy and Long Range Planning Committee of the board; coordinated activities of districtwide councils; assisted with the development of planning conferences involving college and district staff; served as an information resource to the chancellor and members of the board in matters involving implementation of the district's strategic action agenda and assisted the chancellor in community development, internal communications, accreditation requirements and coordinating board relations. These duties have been temporarily transferred to the executive assistant to the executive vice chancellor until the final disposition of the executive assistant to the chancellor position can be determined. In May 2003, the interim chancellor at that time relocated the executive assistant to the chancellor back to the chancellor's office.

The interim chancellor also reassigned the chief budget officer and the budget officer's assistant from Fiscal Affairs to the executive vice chancellor's office. This reassignment occurred in October 2002. The director Fiscal Affairs is responsible for compiling the district budget, but the chief budget officer is reporting directly to the interim chancellor, creating communication problems for the director Fiscal Affairs. According to the interim chancellor, the move was made for reasons other than process improvement, and the chief budget officer will not be reassigned back to Fiscal Affairs until the 2003-04-budget cycle is completed.

ACCD's controller reports to the director Fiscal Affairs and has one direct report, the assistant controller, who has three direct reports. However, the duties of the controller and assistant controller are almost identical. In fact, their job descriptions indicate that they share all but four activities. **Exhibit 5-12** summarizes their job descriptions and shows overlapping positions side by side.

Exhibit 5-12
Controller and Assistant Controller
Job Description Summary

Controller Tasks	Assistant Controller Tasks
• Revises accounting and reporting systems to	• Manages the district contracts for the bookstore, food service and other

- assure conformity with current federal, state, district and other regulations, standards, policies and requirements.
- Oversees all areas of accounting, including, but not limited to, accounts receivable, accounts payable, loan collections, grants accounting and payroll activities.
- Acts as primary liaison between district and external auditors and coordinates districtwide external audit and preparation of annual financial report.
- Develops and maintains a system of general ledger accounting to control financial resources of the district and facilitate financial and management reporting.
- Supervises all internal and external financial reporting for the district including interim and annual financial statements.
- Supervises work assignments and prioritizes work of accounting and payroll management and staff.
- Develops, maintains, and continuously improves internal accounting controls to protect resources and to detect and eliminate

- vending operations.
- Develops and maintains a system of general ledger accounting to control financial resources of the district and facilitate financial and management reporting.
- Supervises all internal and external financial reporting for the district.
- Supervises work assignments and prioritizes work of employees.
- Develops, maintains and continuously improves internal accounting controls to protect resources and to detect and eliminate errors in accounting practices.
- Solves accounting problems in the areas of payroll accounting, expenditure accounting, revenue accounting and sponsored program accounting.
- Initiates, directs and/or implements plans for improving the district's accounting-related processes.
- Participates on district committees upon request.
- Assumes the duties of the vice chancellor of Fiscal Affairs and the controller in the absence of both, including approving leave requests, checks more than $1,000, requisitions for the bookstore and food services, journal vouchers more than $1,000 and bank reconciliations; serving as chair for the Auxiliary Enterprise Committee; and recommending personnel hires.

errors in accounting practices. • Solves accounting problems in the areas of payroll, expenditure, revenue and sponsored program accounting. • Initiates, directs and/or implements plans for improving the district's accounting, reporting and related processes to enhance quality, effectiveness and efficiency. • Serves on district committees upon request. • If the director Fiscal Affairs is absent, may assume responsibilities.	

Source: ACCD, Human Resources Department, Controller and Assistant Controller Job Descriptions, January 2003.

Controller duties have not always been invested in one position. Between February 1998 and June 1999, the duties were divided among the interim controller, Accounting Operations manager and senior financial analyst. This division of responsibility was necessary because the interim controller was also acting as the interim vice chancellor for Fiscal Affairs, as the position was called at the time. ACCD now uses the title of director Fiscal Affairs.

Effective organizational structures identify and eliminate one-to-one reporting relationships. In these organizations executives and managers at every level within the organization have the appropriate span of control. This means staff and the positions to which they report have the appropriate number of direct reports. Although the number of direct reports a position has varies from organization to organization, it should always be more than one-to-one to optimize staff resources. The North Harris Montgomery Community College District (NHMCCD), one of ACCD's peers, has an effective fiscal affairs organization. Its financial organization is called Business Affairs. The vice chancellor Business Affairs and chief financial officer (one position) have five direct reports,

not counting an administrative assistant. The deputy vice chancellor Finance and Treasurer, which is comparable to

ACCD's controller position, has four direct reports. **Exhibit 5-13** presents the NHMCCD Business Affairs organization.

Exhibit 5-13
North Harris Montgomery Community College District
Business Affairs Organization
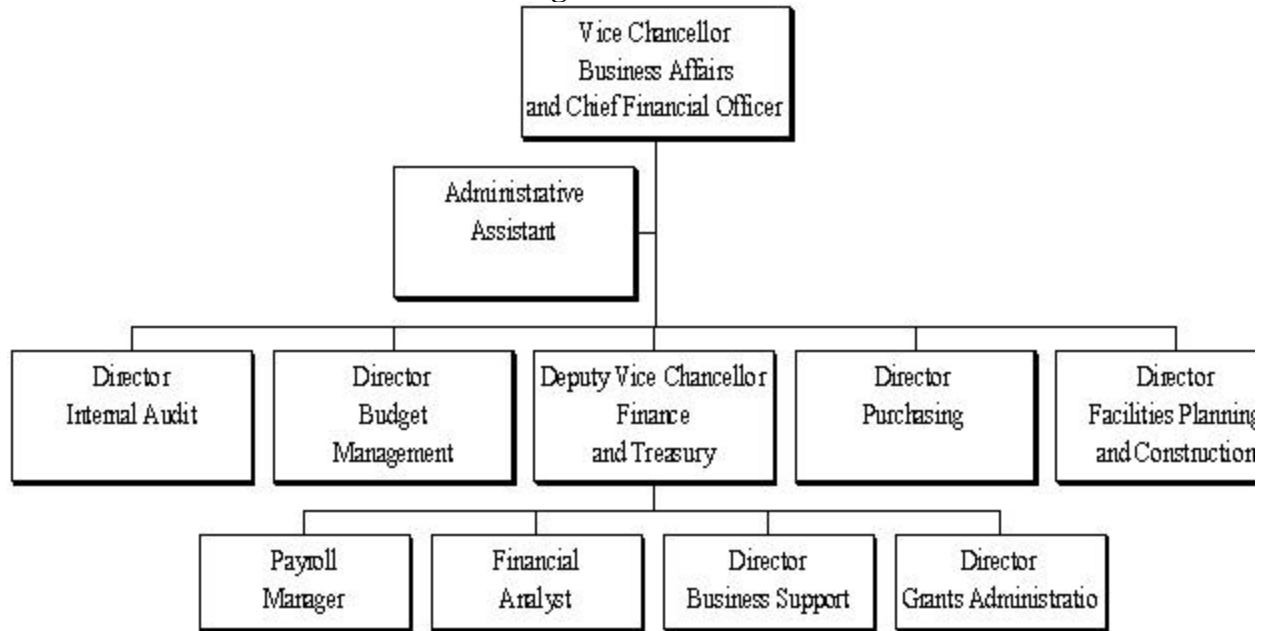
Source: NHMCCD, Organization Chart, July 2002.

Staff reassignments commonly take place in all organizations. However, best practices suggest that reassignments are most effective when done through a collaborative process and for specified improvement reasons. Management in these instances notifies all stakeholders, including the staff being reassigned and their immediate supervisors, of reassignments and the supporting reasons. Open communication instills confidence, avoiding unilateral action which decreases morale and confidence. Moreover, these organizations are most effective when management eliminates positions that are no longer needed or desired rather than reassigning them to areas where they are out of place in the organizational structure.

Recommendation 39:

Reorganize Fiscal Affairs to more logically align functions and develop a collaborative process for communicating staff reassignments to those most affected.

Based on current work assignments, the executive assistant to the chancellor position is unnecessary and should be eliminated. Another position absorbed the duties and responsibilities of the executive assistant's position. The chief budget officer and the assistant budget officer should be reassigned back to Fiscal Affairs where they can function most effectively as the district's central budget office.

To obtain an effective organizational structure, Fiscal Affairs should eliminate the one-to-one relationship between the controller and assistant controller positions and avoid such reporting relationships in the future. Controller and assistant controller duties should be reviewed and either reassigned or eliminated as appropriate. Some duties not already being performed by the assistant controller could be divided between the surviving position and the Accounting Operations manager. As a precedent, between February 1998 and June 1999, three accounting staff members shared controller duties. With the necessary training and oversight, existing staff could absorb the remaining responsibilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor eliminates the executive assistant to the chancellor position.	August 2003
2.	The chancellor reassigns the chief budget officer and assistant positions back to Fiscal Affairs.	August 2003
3.	The director Fiscal Affairs conducts a comprehensive review of existing controller and assistant controller duties and responsibilities.	August 2003
4.	The chancellor issues a draft procedural memo explaining how staff reassignments will be handled and communicated throughout the district.	September 2003
5.	The chancellor obtains feedback from district management on the staff reassignment memo.	October 2003
6.	The chancellor makes appropriate procedural changes, if necessary, and issues a final draft of the memo.	November 2003

FISCAL IMPACT

The current salary of the executive assistant to the chancellor position is $83,191, plus 9.4 percent benefits, or $7,820 in benefits, for a total annual compensation of $91,011 ($83,191 x 1.094).

The average salary for the comptroller and assistant comptroller positions is $72,135. When 9.4 percent benefits are added, the fiscal impact of this

recommendation is $78,916 per year ($72,135 x 1.094). Assuming the district eliminates one of the positions in August 2003, a full year of savings would be achieved during 2003-04. Annual total savings from eliminating both positions will be $169,927 ($91,011 + $78,916).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Reorganize Fiscal Affairs to more logically align functions and develop a collaborative process for communicating staff reassignments to those most affected.	$169,927	$169,927	$169,927	$169,927	$169,927

Chapter 5
FINANCIAL MANAGEMENT

B. BUDGETING AND PLANNING (PART 1)

Budgeting and planning are critical to effective financial management. ACCD's chief budget officer has one assistant and reports to the director Fiscal Affairs, although the position has been assigned to the interim chancellor. In addition, the chief budget officer compiles the district budget and works with the budget team, which consists of four budget coordinators. Each budget coordinator resides at one of the colleges.

The chief budget officer, assistant and college budget coordinators have daily budget responsibilities. In addition, 197 ACCD staff members have been designated as budget managers within the district. These budget mangers have budget authority over 823 specific accounts and develop budgets for their accounts. Each organizational unit within the district is assigned specific account numbers and individuals within the unit are designated as the budget managers for those account numbers. **Exhibit 5-14** depictsPalo Alto College's 39 budget managers and their 116 accounts.

Exhibit 5-14
Budget Managers

College	Number	Accounts
St. Philip's	45	175
Northwest Vista	17	106
Palo Alto	39	116
San Antonio	76	208
District Office	20	218
Total	**197**	**823**

Source: ACCD Colleges and Fiscal Affairs Budget Office, February 2003.

A budget outlines a spending plan that supports the goals and priorities of the board, college administrators and community. Various individuals across the organizational spectrum collaborate to provide input, participation and cooperation when developing the annual budget. For example, ACCD's budget development takes place at the executive/board level, within the Budget and Human Resources departments, and at each

of the four colleges. "Executive" refers to the chancellor, executive vice chancellor and district directors.

Although the budget process does not formally begin until January, planning councils begin planning in the fall at most colleges. Each college has a planning council and calls it by a different name. For example, Northwest Vista has a strategic planning team consisting of 17 people, and Palo Alto has a 17-member Resource Allocation Council. Typically these councils include the president, vice presidents, deans, directors, chairs, faculty and student representatives and other stakeholders. Each council has the same purpose: to develop the college's strategic plan, assess educational needs, develop and prioritize spending initiatives and initiate the development of unit profiles and budgets.

The Budget Office, in cooperation with appropriate college administrators and financial staff, develops revenue projections. State appropriations, tuition, and property taxes each compose approximately a third of total revenues. The Legislature determines state appropriations, and the board establishes tuition rates in accordance with section 54.051 (n) of the Education Code. Under this section, the community college governing board determines tuition rates, which may not be less than $8 for each semester credit hour and may not total less than $25 for a semester. ACCD's board sets tuition rates at 75 percent of the rate allowed by state law for general academic institutions, such as the University of Texas. For example, the 2002-03 state-mandated rate for general academic institutions is $44 per semester credit hour, so ACCD's in-district rate is 75 percent of this amount, or $33 per semester credit hour. The Budget Office projects tuition revenue based on the tuition rate and projected student enrollment provided by each college. The board also approves the property tax rate, which is based on assessed property values provided by the Bexar County Appraisal District. The Budget Office instructs the colleges to develop their budgets within the constraints of their proportionate share of these revenue estimates.

The board approves the overall strategic plan for the district and the level of full-time equivalents (FTEs) in the hiring plan. The compensation function within the Human Resources Department administers the district's salary plans. The district bases salary amounts on compensation surveys and market studies. Human Resources issues a draft personnel register that serves as the basis for budgeted salaries. Each college reviews and revises the draft. The personnel register summarizes all FTE positions within ACCD. For each college and department, the register shows the object code, employee name, position number, job title, budgeted salary, distribution, FTE and contract months. The personnel register is an important component of budget development, because personnel costs, including fringe benefits, are the largest component of the budget. These

costs composed 73 percent of the budget for 2002-03. During 2001-02, actual personnel costs, including fringe benefits, composed 66 percent of total operating expenditures.

Each college compiles its own budget within target allocations generated through a formula the Budget Office provides. The target allocation formula is summarized in **Exhibit 5-15** below:

Exhibit 5-15

Prior Year's Expense Budget
Less: Personnel Costs
Less: Fringe Benefits
Less: Computer Services
Less: Prior Year's Non-Base Revenues
Add: Current Budget Year's Non-Base Revenues
Equals: College Target Expense Allocation

Source: ACCD, Fiscal Affairs Department.

Each college submits its completed budget to the Budget Office for review, compilation, summation and preparation for board approval. The chancellor presents a preliminary budget in late spring to the board for review, discussion and input. The chancellor presents the final budget, which incorporates the board's feedback, for board approval in July. The board is involved in the budget development process through discussions at regular meetings and special work sessions.

The Budget Office allocates tuition revenues based on the number and mix of students enrolled at each college. ACCD charges different tuition rates depending on student residency. For example, in-district students pay less than students who live outside of Bexar County. State funds are allocated based on contact hours. Contact hours are the number of hours an instructor spends each week with students enrolled in a given course, multiplied by the number of weeks the course meets. Tuition, general fees, state and federal funds and property taxes are referred to as base revenues. Non-base revenues consist of laboratory, registration, and other fees, childcare revenues, credit card fees and other revenues. Individual colleges have more control over non-base revenues and provide estimates of these revenues during budget preparation.

Exhibit 5-16 provides an overview of budget development activities and shows the ACCD organization responsible for the activity. The following is the key to the chart:

E   Executive (chancellor, executive vice chancellor and district directors)
BT Board of Trustees
BO Budget Office
C   Colleges
HR Human Resources
DD District Directors

Exhibit 5-16
Overview of Budget Development Activities and Responsibilities

Timeframe	Activity	E	BT	BO	HR	C	DD
Sept-Dec.	Planning councils assess educational needs & goals					X	
January	Establish priority initiatives and special projects	X				X	X
	Project enrollment and contact hours					X	
	Develop operational budgets					X	X
	Determine essential items and base revenue amounts			X			
	Determine minor construction and maintenance needs					X	
	Approve level of FTEs		X				
February	Distribute draft personnel register				X		
	Establish the hiring plan					X	X
	Compute salary costs			X	X	X	X
	Enter expenditure budgets into financial system					X	X
	Submit preventive maintenance schedule to Budget					X	X
	Submit Budget Development Package					X	X
	Review Budget Development Package	X		X		X	

Mar-April	Conduct meetings and workshops to review spending priorities as projections are refined	X	X	X		X	X
	Presentation and review of final budget, initiatives, revenue strategies, and salaries	X	X	X		X	X
May	Publish notice of budget hearing in newspaper	X					
	Adopt the budget		X				

Source: ACCD, Fiscal Affairs, 2003-04 Budget Development Calendar, January 2003.

Budgets begin to change almost immediately after adoption. Budget amendments drive these changes and are necessary to account for actual operating conditions. The budget amendment process is essentially the same throughout the district, the primary difference being in the number of approvals required for a given type of amendment. For example, Palo Alto has a first and second level of approval with the president providing the final approval. San Antonio College uses a budget amendment protocol depending on whether the amendment is within a unit, between units, within the same division or between divisions. A different set of signatures is required depending on the protocol. All budget amendments require appropriate college-level approval, review and final approval by the district's chief budget officer and ultimate approval by the board if the overall budget total changes.

Budget amendments account for the differences between the adopted budget and the final budget. For 2000-01 and 2001-02, the difference between ACCD's adopted and final budget was 2 percent. As of January 17, 2003, the difference between the 2002-03 adopted and current budget was $330,931, which is negligible. **Exhibit 5-17** provides an overview of budget amendment activity for 2000-01, 2001-02 and 2002-03, through January 17, 2003.

Exhibit 5-17
Summary of Budget Amendments
2000-01 through January 17, 2003

Description	2002-03-Through January 17, 2003					
	SAC	SPC	PAC	NVC	District	Total
Adopted Budget	$55,785,928	$29,429,109	$18,543,719	$13,081,566	$58,442,469	$175,282,791

Amendments & Transfers-Net	$284,241	$41,512	$13,210	$8,172	($16,207)	$330,928
Current Budget	$56,070,169	$29,470,621	$18,556,929	$13,089,738	$58,426,262	$175,613,719
Current to Adopted	**101%**	**100%**	**100%**	**100%**	**100%**	**100%**
2001-02						
Adopted Budget	$52,851,967	$27,227,639	$16,499,207	$9,702,222	$55,915,456	$162,196,491
Amendments & Transfers-Net	$620,387	$260,277	$84,990	$266,520	$1,736,468	$2,968,642
Final Budget	$53,472,354	$27,487,916	$16,584,197	$9,968,742	$57,651,924	$165,165,133
Final to Adopted	**101%**	**101%**	**101%**	**103%**	**103%**	**102%**
2000-01						
Adopted Budget	$50,249,746	$24,972,924	$16,183,761	$6,098,041	$52,880,080	$150,384,552
Amendments & Transfers-Net	($12,938)	$832,772	$292,031	$751,960	$676,597	$2,540,422
Final Budget	$50,236,808	$25,805,696	$16,475,792	$6,850,001	$53,556,677	$152,924,974
Final to Adopted	**100%**	**103%**	**102%**	**112%**	**101%**	**102%**

Source: ACCD, Budget Balancing Report, 2000-01, 2001-02 and 2002-03, through January 17, 2003.

ACCD projected a balanced budget for 2002-03. As of January 2003, approximately 65 percent of budgeted revenues had been received. ACCD had spent approximately 44 percent of its expenditure budget as of January 2003, not including encumbrances. When encumbrances are included, 71 percent of the budget had been spent or obligated. **Exhibit 5-18** presents an overview of the January 2003 budget-to-actual financial report.

Exhibit 5-18
Current Budget-to-Actual Financial Report
As of January 2003

	*Current Budget as of January 2003	Actual	Encumbrances	Total	Percent of Budget
Revenues					
State appropriations	$60,583,313	$26,109,481	$0	$26,109,481	43%
Tuition	$36,499,486	$29,937,701	$0	$29,937,701	82%
General fee	$8,093,282	$7,136,411	$0	$7,136,411	88%
Lab & other fees	$5,020,559	$4,269,862	$0	$4,269,862	85%
Property taxes	$51,780,583	$39,525,804	$0	$39,525,804	76%
Federal grants	$304,000	$117,891	$0	$117,891	39%
Private gifts	$350,000	$0	$0	$0	0%
Endowment income	$275,000	$0	$0	$0	0%
Investment income	$2,000,000	$692,964	$0	$692,964	35%
Miscellaneous	$108,195	$225,360	$0	$225,360	208%
Auxiliary revenues	$2,489,809	$1,036,469	$0	$1,036,469	42%
Total Revenues	**$167,504,227**	**$109,051,943**	**$0**	**$109,051,943**	**65%**
Expenditures					
Instruction	$83,070,513	$37,792,502	$21,588,690	$59,381,192	71%
Public service	$355,724	$151,437	$82,340	$233,777	66%
Academic support	$15,015,749	$6,156,493	$5,678,283	$11,834,776	79%
Student services	$13,358,131	$6,724,978	$5,869,579	$12,594,557	94%

Institutional support	$26,912,493	$9,244,907	$8,568,640	$17,813,547	66%
Physical plant	$15,935,698	$5,588,454	$4,092,526	$9,680,980	61%
Scholarships	$4,782,964	$3,926,351	$0	$3,926,351	82%
Lapsed salaries	$653,468	$0	$0	$0	0%
Debt service transfers	$4,920,397	$3,395,651	$0	$3,395,651	69%
Financial aid transfers	$2,394,825	$964,799	$0	$964,799	40%
Other transfers	$51,000	$0	$0	$0	0%
Auxiliary expenditures	$1,837,033	$598,067	$465,347	$1,063,414	58%
Total Expenditures and Transfers	**$169,287,995**	**$74,543,639**	**$46,345,405**	**$120,889,044**	**71%**
Revenues over (under) expenditures	($1,783,768)	$34,508,304	($46,345,405)	($11,837,101)	

Source: ACCD Fiscal Affairs, February 2003.
*Does not include $7,503,314 of tax debt service funds. Tax debt service funds are always a reconciling item between the current and adopted budgets, because tax debt funds are typically not reported with current fund expenditures.

FINDING

ACCD's Budget Office publishes an informative and useful instruction manual for the district's budget managers. The publication, *Budget Management Information for Budget Managers*, assists budget managers with developing, monitoring and managing their budgets. The manual is a helpful reference for new budget managers, and budget managers change frequently. The manual describes the budget process, defines key concepts and terminology and has a list of answers to frequently asked questions. **Exhibit 5-19** provides an overview of the publication.

Exhibit 5-19
Budget Manual Overview

Section Title	Description
Introduction and The Role Of The Budget Manager	Overview of purpose of the manual budget and budget manager's responsibilities.
Financial Resources	Discussion of where ACCD gets its revenue.
The Budget Process	Overview of budget process from planning to approval.
Budget Control	Discussion of how to control budget once adopted.
Account Structure	Explanation of ACCD account coding scheme.
Key Concepts and Terminology	Explanation of appropriations, expense budget documents and Advantage system tables and terminology.
Frequently Asked Questions	Answers to the most frequently asked questions.
General Fund Transferability	Explanation of how transfers are made within general funds.
Object Code/Sub-Object Tables	Tables of codes used in account structure.
Budget Forms	Sample budget forms.

Source: Budget Management Information for Budget Managers, January 2003.

Chapter 5
FINANCIAL MANAGEMENT

B. BUDGETING AND PLANNING (PART 2)

COMMENDATION

ACCD's budget instruction manual provides a useful resource to assist budget managers with developing and monitoring their budgets.

FINDING

ACCD's budget policy does not contain any reference to how budget funds are to be allocated to individual colleges. CC Local is the district's local budget policy and establishes the following budget principles:

- The budget shall reflect the best possible distribution of available funds in accordance with the district master plan.
- The budget shall identify sufficient sources of funds to ensure a fiscally balanced budget.
- The budget shall provide contingencies adequate to meet reasonable unforeseen demands.
- The budget shall include, where appropriate, funds from grants where such grants meet the conditions set forth in board policies concerning the receipt of external funds.
- The budget shall include, when available, funds for educational and staff development.

The first principle refers to, "the best possible distribution of available funds." This broad language is in lieu of a formal allocation formula. During interviews, college presidents expressed dissatisfaction with ACCD's budget allocation method. The district uses a roll-forward allocation methodology. College base budgets begin with last year's expense budget and are adjusted for personnel costs, fringe benefits, computer services and non-base revenues. The board decides how money for new initiatives will be allocated. College presidents perceive this model as both unfair and arbitrary. Furthermore, comments obtained during surveys and public input reflects dissatisfaction with how ACCD allocates funds to the colleges. **Exhibit 5-20** provides verbatim comments obtained from faculty, staff and administrator surveys and focus group comments.

Exhibit 5-20
Verbatim Budget Comments from
Faculty, Staff and Administrator Surveys and Focus Groups

Faculty, Staff and Administrator Surveys

- "College budget allocation based on a known and equitable formula is needed."
- "A review of allocations to district operations and the colleges must be made with a complete overhaul of the budgeting process. It appears that no one in finance understands the needs at the colleges and the president is not consulted on financial matters by district administrator or the board."
- "NVC cannot survive on half the budget that PAC has even though we have the same number of students. We are spread too thin and our enthusiastic young faculty and staff cannot maintain the workload indefinitely."
- "Palo Alto seems to get the short straw each time when resources are given out."
- "Create a budget allocation formula that increases equity and that provides greater autonomy for colleges in developing and managing college budgets. Accountability is of course included."
- "The budgeting process within the district should be improved. Year after year, with the district taking its money off the top, the amount of money left to fund the colleges is insufficient. The years of operating under an inadequate budget have taken their toll on the colleges. There must be a more equitable system."

Focus Groups

- "Processes are in need of improvement; specifically the budget process needs to change to provide for an allocation formula within which college presidents have more autonomy."
- "Budgeting and planning tends to follow personal interests and are not fully understood by all people involved."
- "We [PAC] need to be in control of our own budget. Cut out the red tape. Our campus deserves more funding. We've been the stepchild of ACCD for too long. This is unjustified, particularly when PAC has the highest transfer rate in ACCD and one of the highest in the nation."

Source: Faculty, Staff and administrator surveys and focus group comments, February 2003.

The Budget Office is sensitive to these concerns. In fact, the chief budget officer introduced a new allocation formula for 2003-04 budget development; however, as of April 11, 2003, the formula has not been presented to the board because its merits are still under debate. The proposed methodology emphasizes the following principles:

- College budgets are developed using each college's contact hours, enrollment and non-base revenues.
- Colleges receive an allocation of property tax revenues based on the average of contact hours and enrollment percentages.
- Colleges that operate efficiently and have funds remaining at the end of the year are allowed to keep those funds. Formerly, such funds were returned to the district.
- Colleges that do not operate efficiently and required additional funding will be scrutinized closely for corrective action.
- Colleges will no longer submit funding requests for new initiatives. Instead, they will simply submit a balanced budget, which would include any new initiatives.

The chief budget officer's model establishes summer 2002, fall 2002 and spring 2003 as the base year for calculating percentages of contact hours and enrollment. **Exhibit 5-21** provides an overview of the present model including the weighted average rate that would be used to allocate revenues other than state appropriations, tuition and non-base revenues.

Exhibit 5-21
Proposed Budget Allocation Model
Base Year - Summer I 2002, Summer II 2002, Fall 2002, Spring 2003

Description	San Antonio	St. Philip's	Palo Alto	Northwest Vista	Total
Base Year Contact Hours	8,508,774	4,507,279	2,756,695	2,614,096	18,386,844
Percentage of Total Contact Hours	46.3%	24.5%	15.0%	14.2%	100.00%
2003-04 Projected Enrollment	59,870	27,951	19,199	19,576	126,596
Percentage of Projected. Enrollment	47.3%	22.1%	15.2%	15.5%	100.00%
Average	**46.8%**	**23.3%**	**15.1%**	**14.8%**	**100.00%**

Source: ACCD Budget Office, March 2003.

Budget allocation formulas are more effective when they are written in district policies and procedures. Northwest Harris Montgomery Community College District (NHMCCD) has developed a budget allocation formula that is documented in its business operations manual in

Section 12.4.2.3-Location Allocation. Its colleges receive a budget allocation based on a combination of the following:

- fixed allocation;
- allowance for maintenance based on square footage and academic credit hours;
- funding for estimated contact hours directly relating to academic, vocational-technical and community education classes to be offered;
- staff benefits;
- net continuing education income;
- net laboratory and other fees;
- miscellaneous income; and
- other differentials originating from districtwide priorities, such as the establishment of new centers.

In addition, NHMCCD's allocation consists of projected revenues and fund balance excesses or deficiencies less amounts for the district office, budget office, debt service obligations and other non-distributable expenses.

Recommendation 40:

Adopt and refine the proposed budget allocation methodology and incorporate it into the district's budget policies and procedures.

The proposed budget allocation formula, though not perfect, is a good start toward improvement. The district should approve and adopt the allocation formula for 2004-05 and future years using lessons learned during the 2003-04 budget development period. As time passes, the methodology will require revision to reflect new circumstances and conditions. However, the district should write the methodology into its budget policies and procedures. In this way, the allocation formula becomes institutionalized and not subject to the whims of changing leadership. Finally, incorporating the formula in policies and procedures promotes consistency and comprehension. The methodology will be applied more consistently and understood more thoroughly when it becomes a part of the district's policies and procedures.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chief budget officer reviews budget allocation formulas of other community colleges.	September 2003
2.	The chief budget officer requests and receives feedback on the proposed formula from college presidents, particularly of its	October 2003

	effect on 2003-04 budget allocations.	
3.	The chief budget officer revises and refines the budget allocation formula based on feedback and information from other colleges.	November 2003
4.	The board reviews and approves the proposed budget allocation formula.	November 2003
5.	The chief budget officer drafts a budget policy and procedure that incorporates the revised budget allocation formula.	December 2003
6.	The board reviews and adopts the budget allocation formula policy and procedure.	December 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district does not use a cost allocation plan to allocate the cost of support services when determining the total cost of instruction. Providing instruction is the district's core function, and cost is a key factor in determining how well this function is being performed. A program or initiative might be considered successful by all programmatic measurements, but not if it is draining a disproportionate amount of the district's resources. The cost of instruction is the best indicator of what a program costs and can be measured against dollars received from the state and other sources to determine profitability. The total cost of instruction is also a baseline for establishing tuition rates.

ACCD calculates the direct cost of instruction for each discipline. In fact, the state bases its appropriations upon a biannual cost study that uses such costs as a factor. ACCD's financial accounting system captures cost data at the discipline level, and the Fiscal Affairs Department uses the data to generate statistical analysis using direct costs and contact hours. For example, during 2001-02, total direct cost for the Computer and Information Sciences program at San Antonio College was $2 million and contact hours were 423,444, resulting in direct cost per contact hour of $4.83.

However, direct costs are only one component of the total cost of instruction. Support costs must also be included to derive the true cost of the program. Support costs include governance, budgeting and planning, central data processing, human resources, purchasing, facilities, security, accounting and audit and other functions that support the core function of instruction. These costs are referred to as indirect costs because they

cannot be traced directly to the classroom, but they should be considered as costs of the function because the classroom cannot exist without support.

Organizations develop cost allocation plans to provide a reasonable, systematic approach to identifying support costs and allocating them to direct cost objects, such as individual colleges, programs and disciplines. Cost allocation plans distinguish between departments that provide support services from core functions that receive such services. A cost allocation plan can be simple or complex depending upon the purpose for which it will be used and the complexity of the organization and its programs. **Exhibit 5-22** provides a model of the development and use of a cost allocation plan.

Exhibit 5-22
Cost Allocation Plan Model

Step to Plan Development	Explanation
Determine which accounting base to use	Identify the accounting base as historical actual expenditures or future budgeted expenditures.
Identify support services/functions/activities	Distinguish and separate functions that provide support services such as human resources, purchasing and technology support from core functions, which center around instruction and student support.
Calculate the total cost pool for each support service/function/activity	Segregate and total expenditures for each support service based on object code descriptions, such as payroll, benefits, supplies, travel and equipment.
Adjust for unallocable costs	Adjust out of the cost pool the support service costs that are unallocable because they do not benefit core functions.
Determine allocation basis for each support service/function/activity cost pool	Establish a reasonable allocation basis for each cost pool. For example, the basis for human resources costs might be number of employees, and the basis for purchasing costs might be the number of purchase orders.
Determine relative benefits received by each core function from each support service/function/activity	Establish the level of benefits received by each core function. For example, 20 percent of all purchase orders may have been written for Department A. Therefore, therefore Department A's level of benefit from the

	purchasing cost pool is 20 percent.
Allocate costs from support service/function/activities to core functions based on relative benefits received	Use the total cost pool for each support service/function/activity, after adjusting for unallocable costs, to allocate to core functions based on the level of relative benefits received. Using the above example, 20 percent of the purchasing cost pool would be allocated to Department A.

Source: MJLM. February 2003.

Many organizations use cost allocation plans to support indirect cost rates charged to federal grants and contracts. Some have been able to increase the amount of indirect costs reimbursed under federal grants and contracts by demonstrating, through their cost allocation plans, actual indirect costs incurred throughout the organization. These plans are also used to support indirect cost rate proposals and to support indirect cost rate negotiations with federal agencies through which various grants are awarded.

Recommendation 41:

Develop a cost allocation plan for allocating support costs to determine the total cost of instruction by college and discipline.

ACCD should develop a cost allocation plan. All of the cost data necessary to create a plan is readily available. The district needs to develop a methodology and identify allocation bases for each support function and cost pool. Once the district develops a plan, it should update it each year to reflect changes in cost data and allocation bases. A cost allocation plan would be a valuable tool that could be used during the budgeting process as well as throughout the year to enable the district to identify under-performing programs and assess them for remediation, modification or elimination. It can also provide a baseline for determining tuition rates and to support indirect costs charged to federal grants.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director Fiscal Affairs develops a cost allocation methodology that is appropriate for Alamo Community College District.	September 2003
2.	The director Fiscal Affairs compiles data needed for the allocation of support and indirect cost.	October 2003
3.	The director Fiscal Affairs allocates support and indirect costs to core instructional programs.	November 2003

| 4. | The director Fiscal Affairs prepares a cost allocation report for review by the chancellor. | December 2003 |
| 5. | The chancellor reviews the report and the director Fiscal Affairs presents the report to the board for use in making decisions based on the total cost of instructional programs. | December 2003 and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD has never sought the Government Finance Officers Association's (GFOA) Distinguished Budget Presentation Award or used its criteria for budget improvement purposes. However, the district's budget already contains much of the information required for the award. The GFOA is a national organization that presents an annual Distinguished Budget Presentation Award to governmental entities that meet their criteria for excellence in budget presentation. The award promotes governmental budgets as more than a collection of numbers and projections. GFOA believes that a budget is most effective when it is developed in such a manner that the governmental entity and the community can understand the inner workings of the district. A budget document has four major purposes. It is used as a communications device, operations guide, policy document and financial plan.

ACCD produces its budget in three volumes. The first is, "FY XX Budget." It contains a memo from the chancellor that provides an overview of the budget, a copy of the agenda item to approve the budget and a summary of revenues and expenditures in graphical and tabular form. It also contains the mission statement and strategic plan, revenue and expenditure budget details by college, the preventive maintenance schedule, debt service funds and supplemental information, such as contact hours, tuition and fees schedule and salary data.

The second volume is, "FY XX Personnel Register." It contains FTE counts for all staff positions in the district. The register shows FTEs for district staff as well as for each college. For each college and department, the register shows the object code, employee name, position number, job title, budgeted salary, distribution, FTE and contract months.

The third volume is, "FY XX Budget Allocations. It contains a numerical and alphabetical list of departments, a summary of each department's budget for the current and prior year, a summary of each department's

current year budget allocation by college and a section for each college showing its budget allocation in detail.

Many organizations across the country use GFOA criteria to apply for the award, although some use it merely to improve their budget document content and format. Other community colleges, including Onondaga County Community College in New York, Oakton Community College in Illinois and Monterey Peninsula Community College in California have all received GFOA budget document awards.

Exhibit 5-23 presents a model table of contents for a budget document prepared using GFOA criteria. ACCD's budget already contains much of this information.

Exhibit 5-23
Model Table of Contents for GFOA Budget

1. Table of Contents
2. Chancellor's message
   - Summary of trends, budgetary issues, and resource choices
   - Summary of how organization-wide long-term goals and other planning affected the development of the budget
3. Major division priorities within the long-term plan
4. Budget year priority changes
   - Major new issues and events for the budget year
5. Overview
   - San Antonio community pertinent information
   - ACCD accomplishments
   - Districtwide organizational chart
   - Budget Process and Calendar
   - Approved budget
   - Amended budget
   - Calendar
6. Strategic Plan
   - Long-term
   - Short-term
7. Revenue
   - Narrative including trends, issues, and assumptions, including supporting graphs and charts
   - Summary of revenue sources, including comparison years
   - Detail of revenue sources, including comparison years
8. Expenditures
   - Narrative including trends, issues, and assumptions, including supporting graphs and charts
   - Summary of expenditures by expenditure category, including comparison years

- o Detail of expenditures and staffing by organizational unit, including comparison years
  - o Include unit organization chart
  - o Describe the functions of the unit
  - o Include goals and objectives (area of emphasis)
  - o Include staffing and campus allocation models (for instructional units)
9. Funds (i.e., operating, construction, debt service)
  - o Description of funds and its uses
  - o Basis of accounting (GAAP, cash, modified accrual or other)
  - o Budgeted change in fund statement
10. Glossary
  - o Terminology
  - o Abbreviations and acronyms

Source: MJLM.

Recommendation 42:

Revise budget documents and apply for the Distinguished Budget Presentation Award offered by the Government Finance Officers Association.

ACCD already has much of the information required for the GFOA certification in its three-volume budget document. The district should improve its budget document by using GFOA budget presentation criteria and submit the budget document for award consideration. For ACCD to accomplish this goal, it must address all four GFOA budget criteria in a single budget document. Because so much information must be included in a single document, it should be organized in a manner that allows the reader to view its contents at a glance. ACCD could continue to publish the personnel register and the allocation summary. However, the document now entitled, "FY XX Budget" would be presented according to GFOA standards.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director Fiscal Affairs instructs the chief budget director to establish an alternative budget format using the GFOA presentation criteria.	September 2003
2.	The chief budget director and budget assistant enlist the assistance and support of college budget coordinators in improving the budget document.	October 2003

3.	The chief budget director and budget assistant develop a work plan for the budget improvement project.	November 2003
4.	The chief budget director and budget assistant improve the budget document.	November 2003 through April 2004
5.	The Budget Office approves a draft of the improved budget document and incorporates the improvements into the 2003-04 budget document.	May 2004
6.	The Budget Office submits the district's 2004-05 budget document for GFOA certification.	September 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 5
FINANCIAL MANAGEMENT

C. TAX RATE AND TUITION

Property taxes provide a major source of revenue for the district. During fiscal 2002, ACCD received 24 cents of every revenue dollar from property taxes. Property taxes are calculated based on assessed property value and the district's tax rate. The rate is applied per $100 of the assessed property value to determine the total tax levy.

By September 30th, or 60 days after the certified appraisal roll is finalized, the district must adopt a tax rate for the current year. If the rate exceeds the rollback rate, 10 percent of the qualified voters of the district may petition for and election to determine whether to reduce the tax rate to the rollback rate. Generally, the rollback rate is 1.08 times the tax rate for the previous year, excluding tax rates for bonds, contractual obligations and other debt obligations.

The district's total tax rate for 2002-03 is $0.10710 per $100 of assessed property valuation. The tax rate consists of $0.09230 for maintenance and operations (M&O) and $0.01480 for debt service. **Exhibit 5-24** presents a five-year history of property tax valuation and rates.

Exhibit 5-24
Five-year History of Property Valuation and Tax Rate

Fiscal Year	M&O	Debt Service	Total	$100 of Assessed Property Value
1998-99	$0.09099	$0.02051	$0.11150	$413,571,596
1999-2000	$0.08743	$0.01853	$0.10596	$435,922,709
2000-01	$0.08980	$0.01710	$0.10690	$472,704,913
2001-02	$0.08980	$0.01480	$0.10460	$516,667,636
2002-03	$0.09230	$0.01480	$0.10710	$547,367,093

Source: ACCD, Fiscal Affairs and Audited Financial Statements, Fiscal 2002.

Tuition and fees also represent a major source of funds for community colleges. During 2001-02, tuition and fees composed 13 percent of ACCD's revenue.

State law establishes the framework for determining tuition for Texas community colleges.Section 54.051 (n) of the Texas Education Code (TEC) confers tuition-setting authority on the governing board and establishes minimum resident and non-resident tuition rates that community colleges may charge. There are no upper limits on community college tuition. In fact, the Section 54.008(a), TEC, specifically states, "tuition rates provided by ... this chapter are minimum rates." The term "resident" as defined by the TEC means generally a resident of the state, with general rules outlined in Section 54.052. The TEC states:

"Tuition for a resident student registered in a public junior college is determined by the governing board of each institution, but the tuition may not be less than $8 for each semester credit hour and may not total less than $25 for a semester. Tuition for a nonresident student is determined by the governing board of each institution but the tuition may not be less than $200 for each semester."

Community colleges charge different tuition rates depending on a student's residency. Typically, students residing within a college's taxing district pay less because their tuition is supplemented by tax dollars. Students living outside of the taxing district but within the state pay higher rates than in-district students, while out-of-state students pay the highest rates of all. The cost per credit hour is determined by the address on file in the student's permanent record and residency status as defined by the TEC. ACCD's spring 2003 standard tuition and fees are shown in **Exhibit 5-25**. Other fees may be charged depending on the particular course of study.

Exhibit 5-25
ACCD Tuition and Fees per Semester Credit Hour
Spring 2003

Description	In-district	Out-of-district	Non-Texas Resident	General Fee
Semester credit hours 1-6	$165	$295	$595	$80
Semester credit hours 7-or more	$33/hour	$59/hour	$119/hour	$85
Library fee	$10.00	$10.00	$10.00	
Parking fee	$10.00	$10.00	$10.00	

Source: ACCD, Fiscal Affairs Department, 2002-03 Budget.

When ACCD's fall 2002 tuition rates per credit are compared to its peers, in-district rates are 15 percent higher than the peer average and 30 percent

higher than the state average. Out-of-district tuition rates are 44 percent higher than the peer average and 87 percent higher than the state. The difference between ACCD's in-district and out-of-district tuition is $26 compared to a peer average of $13 and state average of $7. ACCD's higher tuition rates reflect the fact that it depends heavily on tuition given that state appropriations are shrinking and its tax base is limited. **Exhibit 5-26** compares ACCD and peer tuition rates.

Exhibit 5-26
ACCD and Peers Tuition Rates Per Credit Hour
Fall 2002

College	In-District Resident Tuition	Out-of-District Tuition	Out-of-State Tuition	In-District/ Out-of-District Differential
Tarrant	$30	$42	$140	$12
North Harris Montgomery	$28	$28	$28	$0
Dallas	$26	$46	$76	$20
San Jacinto	$20	$38	$60	$18
Peer Average	$26	$39	$76	$13
State Average	$23	$30	$64	$7
Alamo	**$30**	**$56**	**$109**	**$26**
Alamo to Peers	**115%**	**144%**	**143%**	
Alamo to State	**130%**	**187%**	**171%**	

Source: Texas Association of Community Colleges, Tuition and Fees, 2002-03.

FINDING

The district's interlocal agreement with Bexar County for tax collection services has resulted in a high collection rate and a relatively low delinquency balance. Under the agreement, Bexar County computes and publishes the effective tax rate, establishes the tax roll, prepares and mails tax bills, receives, processes and remits tax payments and prepares and submits tax collection reports.

Property taxes are levied on October 1st of each year on the assessed value as of the preceding January 1st. Taxes are due upon receipt and are delinquent on February 1st of the following year. The percentage of the

current year levy collected by August 31 averaged 98 percent for 1999-2000 and 2000-01 and 97 percent for 2001-02. As of August 31, 2002, $1.2 million, or 2 percent, of the 2001 tax levy remained outstanding. **Exhibit 5-27** provides an overview of ACCD tax rate and collection information and **Exhibit 5-28** compares ACCD to its peers.

Exhibit 5-27
ACCD Property Tax

August 31	Current Taxes Collected	Current Levy	Collection Percentage	Delinquent Balance	Percentage of Current Levy
2000	$45,158,965	$46,191,772	98%	$945,964	2%
2001	$49,338,453	$50,531,025	98%	$1,111,361	2%
2002	$52,631,196	$54,049,957	97%	$1,194,383	2%

Source: ACCD Audited Financial Statements, 1999-2000 through 2001-02.

Exhibit 5-28
ACCD and Peers Property Tax Information Comparison
2001-02

College	M&O Rate	Debt Rate	Total Rate	Collection Percentage	Delinquency Percentage
Alamo	**$0.0923**	**$0.0148**	**$0.1071**	**97%**	**2%**
North Harris Montgomery	$0.0760	$0.0340	$0.1100	96%	4%
Dallas County	$0.0600	$0	$0.0600	99%	6%
San Jacinto	$0.10128	$0.02943	$0.13071	97%	3%

Source: ACCD and Peer Audited Financial Statements, Fiscal 2002.

COMMENDATION

Outsourcing tax collections to Bexar County has resulted in a high tax collection rate and a low delinquent tax balance for ACCD.

FINDING

ACCD does not have a strategy to expand its tax base beyond Bexar County. ACCD's service area includes eight counties and 38 school districts. However, ACCD's taxing jurisdiction only includes properties in

Bexar County, which encompasses 15 school districts. Other properties in Atascosa, Bandera, Comal, Guadalupe, Kendall, Kerr and Wilson counties, though within ACCD's service area, are outside of its taxing jurisdiction and are therefore not taxed. **Exhibit 5-29** depicts ACCD's service area shaded in gray.

Exhibit 5-29
ACCD Service Area
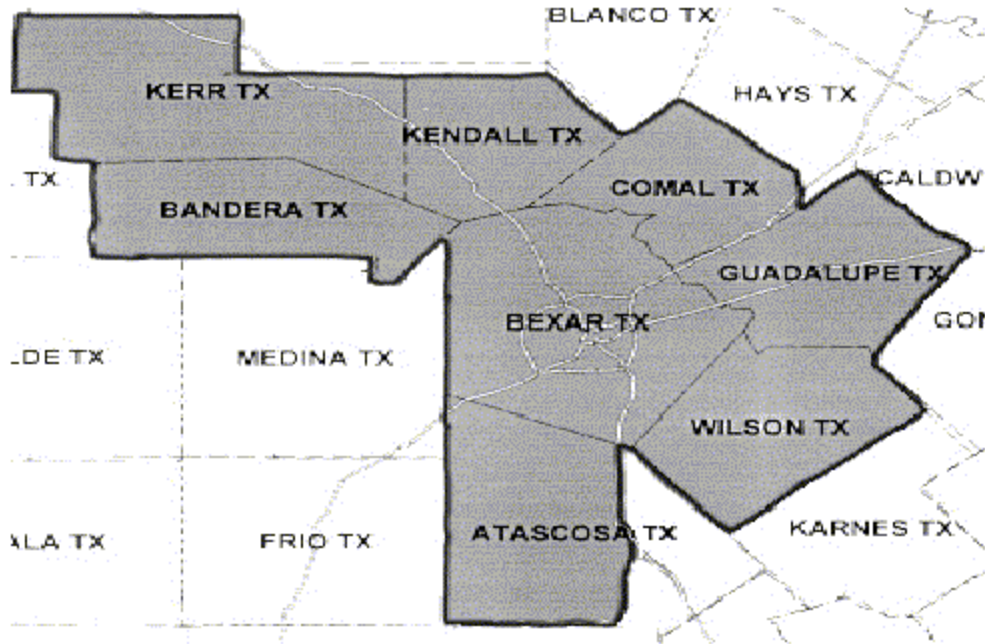
Source: ACCD Web site, January 2002.

From 1997-98 through 2001-02, out-of-district tuition has averaged 7 percent of the total tax levy, as shown in **Exhibit 5-30**.

Exhibit 5-30
Property Tax Levy and Out-of-District Tuition

Fiscal Year	Property Tax Levy	Out-of-District Tuition	Percent
2002	$54,049,957	$4,303,610	8%
2001	$50,531,025	$3,275,530	6%
2000	$46,191,772	$2,663,583	6%
1999	$45,769,655	$3,193,120	7%
1998	$44,173,961	$2,690,436	6%
Total	**$240,716,370**	**$16,126,279**	**7%**

Weighted Average	

Tax base expansion through annexation is one of the major challenges facing Texas community colleges today. Annexation is a process, defined in the Texas Education Code (TEC) Section 130, whereby communities within a community college's service area may become a part of its taxing jurisdiction. An important distinction must be made between a community college's service area and its taxing district. The legislature has assigned each community college within the state a defined service area. Geographical boundaries of specific school districts within the service area compose and define the service areas. These school districts are either in-district or out-of-district. In-district school districts have been annexed, and the college taxes residents within the school district. If the college does not assess taxes, the school district is considered out-of-district, even though it is still in the service area.

Section 255.003 of the Texas Election Code prohibits the district from using public funds for political campaigns for annexation. However, the district can provide information and materials about annexation and the educational benefits ACCD provides. Section 255.003 of the Texas Election Code states:

"An officer or employee of a political subdivision may not spend or authorize the spending of public funds for political advertising. This section does not apply to a communication that factually describes the purposes of a measure if the communication does not advocate passage or defeat of the measure."

Another important point is that school districts cannot be forced to annex. Yet the challenges of helping communities understand the value of a community college in terms of access to higher education, highly skilled workforce and sustained economic development is immense. The process, which is by nature complicated and politically sensitive, involves building relationships over long periods of time with community residents and civic and business leaders. These stakeholders must be convinced that the college's value to the community outweighs the burden of self-taxation.

Out-of-district communities must also understand that they will not receive the same level of services as those communities within the taxing jurisdiction. In fact, community colleges charge higher rates for out-of-district students. **Exhibit 5-31** illustrates that from 1997-98 through 2001-

02, in-district tuition per semester credit hour averaged 53 percent of the out-of-district rate.

Exhibit 5-31
Differential Between In-District and Out-of-District
Tuition per Semester Credit Hour

Fiscal Year	In-District	Out-of-District	Percentage In-District to Out-of-District
2002	$30.00	$55.50	54%
2001	$30.00	$55.50	54%
2000	$24.00	$46.00	52%
1999	$23.00	$44.00	52%
1998	$23.00	$44.00	52%
Total	**$130.00**	**$245.00**	
Weighted Average			**53%**

Source: ACCD, Budget Office, Schedule of Actual & Proposed Rates, January 2003.

Communities must petition the Legislature to either join or leave the service area. While the Legislature must approve a community's request to join or leave a service area, state law provides three means of annexation to a community college's tax base. **Exhibit 5-32** summarizes the three annexation options that state law provides.

Exhibit 5-32
Annexation Options Provided in Texas Law

Option	Requirements	TEC Section
Annexation by Contract	All property owners in the territory proposed for annexation must petition the college's board of trustees. If the board approves, it may annex the territory by entering an order by contract and then entering a written agreement with all the property owners in the annexed territory.	130.064
Annexation by Election	A petition signed by 5 percent of the registered voters in the territory proposed for annexation must be filed with the county school board or the county commissioners court. if there is no county school	130.065

	board. The county school board or the county commissioners court shall then issue an order for an election to be held in the territory proposed for annexation.	
Annexation Contiguous Territory by Election	Election is called for in both the college district and the territory proposed for annexation. A petition signed by 50 of the registered voters in the territory proposed for annexation, or a majority of voters, whichever is less, initiates the process. The petition must be submitted to the college board. Majority votes must be received in both districts for annexation to become effective. If the vote succeeds, the college district is required to re-elect the entire board of trustees at the next regular election of the college district.	130.066

Source: Texas Education Code and Austin Community College, Annexation Information Packet.

Of the 38 school districts in ACCD's service area, 15, or 39 percent, are in the taxing jurisdiction. Property owners in Bexar County are the only citizens in the service area who pay taxes to ACCD. The assessed property value in Bexar County represents 79 percent of total assessed value in the service area. This percentage is second lowest in comparison to ACCD's peers. According to the Texas Association of Community Colleges (TACC), an advocacy group for community colleges in Texas, 35 percent of taxable property is located outside of community college taxing districts.

Exhibit 5-33 presents a comparison of ACCD and peer 2001 assessed property values for in-district and out-of-district communities. The assessed property amounts are shown in thousands.

Exhibit 5-33
In-District Versus Out-of-District Communities and 2001 Assessed
Property Values
ACCD and Peer Colleges
(Dollar Amounts are in Thousands)

Description	Alamo CCD	North Harris Montgomery CCD	Dallas County CCD	Tarrant County CCD	San Jacinto CCD

In-district communities	15	11	15	17	6
Out-of-district communities	23	5	0	0	1
Total communities	38	16	15	17	7
% Communities in-district	**39%**	**69%**	**100%**	**100%**	**86%**
% Communities out-of-district	**61%**	**31%**	**0%**	**0%**	**14%**
In-district assessed value	$51,666,764	$58,509,951	$127,941,747	$69,625,409	$24,148,249
Out-of-district assessed value	$14,041,242	$3,112,989	$0	$0	$9,249,459
Total Potential assessed value	$65,708,006	$61,622,940	$127,941,747	$69,625,409	$33,397,708
% Value in-district	**79%**	**95%**	**100%**	**100%**	**72%**
% Value out-of-district	**21%**	**5%**	**0%**	**0%**	**28%**

Source: Peer Surveys and THECB.
Note: Contains 2001 Assessed Property Values.

Private interests often form political action committees to support a particular candidate or issue. Although ACCD is prohibited from using public funds for this purpose, private citizens are not. Such groups commonly form to promote school district bond elections. The success of Austin Independent School District's 1996 $369 million bond election was due, at least in part, to the efforts of such a group.

Recommendation 43:

Inform the community on the benefits of annexation by encouraging out-of-district business and community leaders to educate the community about the benefits of joining the Alamo Community College District.

External political action committees, composed of representatives from the communities targeted for annexation, would raise money to encourage and fund local elections, enhance awareness of ACCD in the community and assist in developing community-based strategies on annexation. Although ACCD has developed a number of strategies to encourage communities to annex, both funding and state law limits what the district can do. Business, student and community leaders spearheading independent efforts through political action committees or similar privately funded citizens groups would not only provide additional support for annexation efforts but would also allow for a broader grassroots campaign. A political action committee separate from ACCD would allow ACCD's administration to remain in the background while the community-based group promotes the district's benefits to communities it hopes to annex.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Board of Trustees, chancellor and key administrators identify business and community leaders who might be interested in forming a political action committee to spearhead annexation education efforts.	September 2003
2.	The Board of Trustees, chancellor and key administrators provide information to out-of-district community leaders about the benefits of educating the community on annexation and possible mechanisms to accomplish this, such as through separate political action committees.	October 2003
3.	Private citizens in out-of-district communities form committees, such as political action committees, and begin activities that educate the public on annexation.	October 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 5
FINANCIAL MANAGEMENT

D. INTERNAL AND EXTERNAL AUDITING

Auditing is the process of collecting and evaluating evidence to formulate an independent judgment about an organization's financial information, business processes or internal operations. Internal or external auditors may conduct audits depending on management's objectives and the scope of the work to be performed. Typically, external auditors conduct financial audits to determine if an organization's financial statements are presented in accordance with generally accepted accounting principles. External auditors also may perform other services at management's request, such as reviews of internal controls, forensic investigations (fraud audits), agreed-upon procedures and compilations and reviews of interim financial statements. Internal auditors advise and appraise the organizations they serve. They advise management on how business processes may be streamlined and improved while appraising the strength of the organization's control environment. They perform independent examinations of business processes and controls to assess whether such processes and controls are operating efficiently and economically in accordance with management's objectives.

An independent accounting firm audits ACCD annually. The district has consistently received unqualified opinions on its financial statements. An unqualified opinion means the financial statements fairly present ACCD's financial information, and the auditor found no material departures from generally accepted accounting principles in the financial statements.

ACCD issues an RFP for audit services every five years. The current auditors completed the last year of their contract in 2001-02; therefore, ACCD will issue an audit RFP for the 2002-03 audit.

Each year, in connection with the annual audit, the external auditors issue a Management Letter, which reports internal control weaknesses noted during the audit. The report also discloses prior year comments that the district did not resolve satisfactorily. External auditors also make adjustments to the district's books. Sometimes the number of audit adjustment is an indication of how effectively the district maintains its books. **Exhibit 5-34** presents an overview of Management Letter comments and audit adjustments for the three years 1999-2000 through 2001-02. Comments not repeated were satisfactorily resolved.

Exhibit 5-34
Summary of Fiscal 2001 Management Comments and Audit Adjustments

Year	Auditor's Comment	Number of Audit Adjustments
1999-2000	• Student financial assistance not refunded. • Student financial assistance payments not reported. • Semiannual certification of employees not prepared. • Duplicate employee payment. • Suspension and debarment not certified by vendors. • Report on state-funded program submitted with erroneous data. • Fixed assets not recorded. • District funds deposited at financial institutions not collateralized.	2
2000-01	• Student financial assistance not refunded on a timely basis. • Seek clarification on the collection of student financial aid refunds. • Pursue outstanding installment tuition balances or hire a collection agency. • Have independent review of financial report to prepare for GASB 34 & 35 implementation.	1
2001-02	• Student financial assistance not refunded on a timely basis.	1

Source: Management Letters for appropriate year and Fiscal Affairs, January 2003.

The purpose of an internal audit function is to review and appraise the reliability and integrity of internal control systems, evaluate the accuracy and reliability of accounting and reporting systems, and determine the extent to which resources are employed economically and efficiently. ACCD's director of Audits is responsible for the district's internal audit function. The director of Audits has a dual reporting relationship, reporting functionally to the board as well as to the chancellor on a day-to-day basis. An Audit manager, two staff auditors and a secretary assist the

director of Audits. **Exhibit 5-35** presents the Internal Audit Department's adopted budget for 2001-02 and 2002-03, and **Exhibit 5-36** presents the 2002-03 audit plan.

Exhibit 5-35
Internal Audit Adopted Budget
2001-02 and 2002-03

Description	2001-02	2002-03	Percentage Change
Administrator Salaries	$83,142	$86,467	4%
Professional Salaries	$133,028	$138,349	4%
Classified Salaries	$27,561	$28,664	4%
Employee Travel	$1,350	$1,500	11%
Employee Development	$0	$3,800	-
Basic Telephone Service	$1,700	$1,800	6%
General Expense	$7,600	$4,954	(35%)
Fringe Benefits	$24,355	$24,920	2%
Total	**$278,736**	**$290,454**	**4%**

Source: ACCD, Budget Department, Internal Audit.

Exhibit 5-36
Internal Audit Plan-2002-03

Nature of Audit	Description	Status as of December 2002
Academic Enrollment Audits	Compliance with state auditor's audit guidelines and coordinating board rules and regulations	In Progress
Continuing Education Enrollment Audits	Compliance with state auditor's audit guidelines and coordinating board rules and regulations	In Progress
Central Inventory-Warehouse	Compliance with district procedures	Completed
Periodic Cash Verification and	Compliance with district procedures	Completed

Year-End Closeout		
Child Development Program Review	Compliance with minimum standards and guidelines for daycare centers issued by the Texas Department of Protective and Regulatory Services	Completed
Child Development Program Review-Follow-up	Compliance with minimum standards and guidelines for daycare centers issued by the Texas Department of Protective and Regulatory Services	Pending
Purchasing-Follow-up	Operational/compliance with state purchasing statutes	Open
Material Management	Operational	Completed
Print Services	Operational	
Travel Related Expenses	Compliance with the district's travel policy	Completed
Auxiliary Revenues	A sample will be selected, and the department may or may not exist at all locations.	Pending
Salary Adjustments	Compliance with district compensation policies and guidelines	Pending
Accounts Receivable	Compliance with district procedures	Pending
Accounts Payable	Compliance with district procedures	Completed
Other	Monitor state auditor's Biennium Contact Hour Audit	In Progress
Other	Adjust the district plan to encompass whole voter precincts.	Completed
Other	Create new district maps to include the changes above.	Completed
Other	Conduct bond election if necessary.	Pending
Other	Conduct various unscheduled reviews as requested by management.	Various stages

Source: ACCD, Internal Audit Plan, 2002-03.

FINDING

The Internal Audit Department's independence and effectiveness is potentially affected because the department also serves as the district's elections administrator. The department inherited this function in 1984 when the chancellor asked the director to perform the function for one year, but the department has performed the function ever since. Elections administration is outside of Internal Audit's core mission and is not an appropriate activity for the department to perform. By administering elections, the department is engaged in a process that will ultimately lead to the election of individuals to whom the department will report and a process that it might need to audit. This arrangement could produce the perception that ACCD's internal audit function lacks independence, which would violate internal auditing standards.

Further, elections administration duties consume an enormous amount of the department's time. ACCD holds board elections in May of every even year. Between November and May of these years, elections administration becomes the department's primary focus. In addition, the department oversees all district bond elections. During 2001 and 2002, the Internal Audit Department also oversaw the redistricting process due to the 2000 census and coordinated the election process for the Trustees' May and June 2002 runoff elections. In a memo dated June 4, 2002, the director of Audits wrote:

"In the recent past, the Internal Audit Department has had the majority of its resources redirected to the Board of Trustee election process. We had a higher level of involvement in the redistricting process, which resulted in numerous issues, such as the addition of new county precincts, converting old precinct numbers to new county precinct numbers, establishing polling locations based on new precinct boundaries, developing a new precinct listing by District, creating a district map based on new data, and assisting the County with drawing and proofing a county wide precinct map.... All of these activities consumed an enormous amount of time from our staff that resulted in changing our focus away from performing audits throughout the District."

None of ACCD's peer internal audit departments perform election administration activities.**Exhibit 5-37** provides and overview of where this function resides in peer community colleges.

Exhibit 5-37
Peer District Election Coordination Activities

College	College Entity That Manages Election Coordination Activities
Dallas	Legal counsel

North Harris Montgomery	Chancellor's Office
San Jacinto	Vice Chancellor for Administration

ACCD's existing Governmental/Public Relations Department includes a director, two professional-technical staff, two classified staff and nine part-time temporary employees. The Governmental/Public Relations director provides elected officials and local organizations with information about the needs of ACCD and oversees the development and implementation of ACCD's public relations program. The government and public relations assistant reviews and analyzes legislation affecting Texas community colleges via the internet and provides administrative support to the director and the department. ACCD's Governmental/Public Relations office also works with TACC to develop legislative priorities for ACCD and all community colleges across Texas.

The Institute of Internal Auditing (IIA) sets standards for the professional practice of internal auditing in the United States in Standard 1130, "Impairments to Independence or Objectivity." Section 1130.A1 states, "Internal auditors should refrain from assessing specific operations for which they were previously responsible. Objectivity is presumed to be impaired if an auditor provides assurance services for an activity for which the auditor had responsibility with the previous year." Moreover, the district's local policy CDC states that, "Internal auditors shall have no direct responsibility or any authority over any of the activities or operations that they review." In summary, the department is precluded from reviewing the election process because it is such an integral part of the process.

Recommendation 44:

Transfer election administration responsibilities from the Internal Audit Department to the Governmental and Public Relations Department.

ACCD should transfer all elections administration activities to the Governmental and Public Relations Department. Once relieved of these duties, the Internal Audit Department will have more time to focus on its core competency, which according to the Institute of Internal Auditors, is to function as an independent, objective assurance and consulting entity designed to add value and improve the district's operations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor directs the director of Audits and the director of Governmental/Public Relations to begin deliberations necessary to transfer election administration responsibilities from Internal Audit to the Governmental/Public Relations Department.	September 2003
2.	The director of Audits and the director of Governmental/Public Relations conduct a series of meetings to plan the transition of tasks and responsibilities.	September 2003
3.	The director of Audits and the director of Governmental/Public Relations establish a reasonable timetable for the transfer of election administration responsibilities.	October 2003
4.	The director of Audits assists the director of Governmental/Public Relations in training Governmental/Public Relations staff to perform election administration duties.	October 2003 and Ongoing as Necessary
5.	The director of Audits provides ongoing advice and technical assistance until Governmental/Public Relations staff is capable of performing election administration duties without assistance.	October 2003 and Ongoing as Necessary

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Internal Audit Department does not document its risk assessment process or its link to the department's audit plan. Section 2010 of the Standards for the Professional Practice of Internal Auditing promulgated by the IIA states, "The chief audit executive should establish risk-based plans to determine the priorities of the internal audit activity, consistent with the organization's goals...." Also, "The internal audit activity's plan of engagements should be based on a risk assessment, undertaken at least annually." Section 21010, "Risk Management" states, "The internal audit activity should assist the organization by identifying and evaluating significant exposures to risk and contributing to the improvement of risk management and control systems."

The planning section of ACCD's internal audit manual makes it clear that the internal audit department understands the role of risk assessments, and it conducts them as part of planning process. The manual emphasizes that auditors must have a thorough understanding of organizational risk and must assess such risk for inclusion in the audit plan. It requires auditors to

meet with key individuals in the district to discuss and obtain an understanding of district operations. Discussion topics might include theft, sabotage, violence, employee harassment, lawsuits, workplace environment and the effects of new strategic initiatives on district operations. It encourages obtaining information from other sources, such as board, Budget and Finance Committee and Building and Policy Committee meetings. Based on the results of these activities, audits should be prioritized based on the level of risk.

While the department obviously understands and conducts risk assessments, it does not document the results of its work. Therefore, it is not possible to understand how the department derived the audit plan from the risk assessment and to have assurance that resources are being directed to high-risk areas. The department provides no link tying the audit plan to the risk assessment. In an August 29, 2002 memo to the chancellor, the director of Audits wrote, "In response to our discussion on August 12, 2002 and as an update to our February 28, 2002 letter, attached is the Internal Audit Department's audit plan for fiscal year 2002-03. We intend to focus on these areas as well as continue to prioritize reviews of high-risk areas within the District." This memo is the only formal documentation that a risk assessment was performed. The audit plan provides only the name of the audit, college, auditee and explanatory comments but does not provide any indication of the risks assigned to the entity to be audited.

The most effective risk assessments are formally documented and provide a direct link to the audit plan. The stronger the link between the risk assessment and the audit plan, the easier it is to determine how much audit effort is being focused on high-risk areas. Some organizations conduct and document risk assessments using a scoring system. Each risk is scored and given a value. These values are then totaled, ranked, prioritized and used to form the foundation of the audit plan. These organizations establish strong links from the risk assessment to the audit plan by using an indexing system. For example if nine major risk areas are identified in the risk assessment, they might be assigned codes 100 to 900. In the audit plan, projects that relate to risk area 100 would be numbered 101, 102, 103.... This numbering scheme establishes a direct link between the risk assessment and the audit plan.

Recommendation 45:

Document the annual risk assessment and its link to the annual audit plan.

The Internal Audit Department should document the results of interviews and data gathering during the annual planning phase. It should produce a

formal document called Comprehensive Annual Risk Assessment that documents individuals interviewed, dates and times, topics discussed, data examined and conclusions reached. This formal document should serve as the blueprint for the audit plan. It should also be used as a historical document that chronicles how risks arise and evolve from year to year within the organization. Finally, the internal audit department should devise a numbering scheme to link the risk annual assessment to the audit plan.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Audits instructs the Audit manager to develop a risk assessment survey instrument to gather information about specific risks the district faces.	August 2003
2.	The Audit manager develops and administers the risk assessment survey to district stakeholders, such as the board, chancellor, executive chancellor, college presidents and directors.	August - September 2003
3.	The Audit manager compiles the survey results and develops a method of scoring and indexing the responses.	September - October 2003
4.	The director of Audits and the Audit manager score the risks and use the indexing scheme to link high risks to the audit plan.	October 2003
5.	The director of Audits contacts other colleges, universities and other organizations to request a copy of their comprehensive annual risk assessments and audit plans.	October 2003
6.	The director of Audits combines the best elements of the plans in keeping with a best practice audit plan.	October - December 2003
7.	The director of Audits enhances the current year audit plan by using elements compiled from other best-in-class audit plans.	December 2003
8.	The director of Audits submits the enhanced audit plan to the interim chancellor for review and feedback and to the board for approval.	January 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Internal Audit Department does not track audit project hours, nor does it include projected project hours in the audit work plan. Therefore, it is impossible to tell how the department allocates its resources in its audit plan or how it spends its time and resources. This information is important to demonstrate that audit effort is being used effectively and in the right areas.

Estimating project hours and including them in the audit plan is important, because time budgets establish a degree of control and promote audit efficiency. When audits are scheduled for completion within a given number of hours, auditors tend to be more focused and concentrate on the most critical issues. Project budgets are also useful management tools that enable comparisons of actual to budgeted hours. These comparisons provide useful trend information for future planning purposes. As budget-to-actual comparisons accumulate, the information provides a basis to estimate project time requirements more accurately in annual audit plans.

When the audit plan does not budget project hours and actual hours are not tracked by project, audit effort is more easily diverted to special projects and requests from various sources throughout the organization. It also makes it impossible to track and report the progress the department is making on its audit plan. As a result, the chancellor and board have no way of monitoring the effect that special projects and requests are having on the audit plan and the actual amount of effort expended on the audit plan. Many organizations limit special project distractions by including hours for special projects in the audit plan. **Exhibit 5-38** provides an overview of special projects and requests ACCD's internal audit department received during from September 1, 2002 through February 12, 2003.

Exhibit 5-38
Special Projects
September 1, 2002 through February 12, 2003

Type of Audit/Review	Requestor
Consultation/Audits	
New York Bond Rating - Trip Expenses Review	Board Chair
HACU - Trip Expenses Review	Board Chair
Employee's long term disability insurance processing delay in HR	Interim Chancellor
HR employee termination review	Interim Chancellor
Overpayment of insurance benefit	Interim Chancellor

Use of district assets by Trustees	Interim Chancellor
Review of issued equipment, such as cell phones and pagers	Interim Chancellor
Risk Management placement within organization	Interim Chancellor
Browning Construction legal fees	Chief Budget Officer
Personal use of district resources	Board Chair
Microsoft Software funds review	Director of Audits
Policy manual review	Board
Alamo Aerospace and Information Technology Academies	Interim Chancellor
District Attorney's Subpoena	
Monitor retrieval of employee e-mail	Information Technology
Research Trustee contribution reports	District's Attorney
Consultation to District Departments/Colleges	
Political Action Committee (PAC) orientation tuition waiver	PAC Assistant to President
Central Receiving accountability of fixed assets	Purchasing
Email address on class schedule	Purchasing
Increase class contact hours due to clerical error	Chief Bursar
Mailing of refund check to parent instead of student	Chief Bursar
Combining continuing education & academic courses - tuition, grants, instructor salaries	Accounting Operations Manager
Research on electronic signatures for installment payments	Chief Bursar
Research on applying increase to out-of-district and out-of-state tuition	Chief Bursar
Research on installment payments after the first day of class	Chief Bursar
Claiming continuing education courses paid from grants	Controller
Review of contract for students using district laptops	SAC Library
Research on Hazelwood exemption for Aviation classes	Controller
HEB cash cards	Purchasing

Research on moving census date for state contact hour reports	Chief Bursar
Elections	
District boundary changes	Director of Audits
Create precinct listing by district for voter registration	Bexar County Voter Registration
Other	
Purchasing committee member	Purchasing

Source: ACCD, Internal Audit Department, February 2003.

Recommendation 46:

Include budgeted hours in the annual audit plan, track hours for each project, including special projects and make monthly reports to the board.

The Internal Audit Department should establish project budgets and require auditors to track their time by project. The department should also record and track administrative time, leave, vacation and other time not directly related to a project. The most effective method is to log the time in a database or spreadsheet each pay period. The director of Audits should also develop a monthly report that compares the budgeted hours by project in the audit plan to the actual hours that have been spent on the projects. This information will prove useful as a management tool, particularly as it is collected over the years and trends and patterns in the data begin to emerge. Moreover, the department should budget a specific number of hours for special projects. This would give the director of Audits a basis for demonstrating how excessive requests for special projects detract from the audit plan.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Audits instructs the Audit manager to design a database in which to track audit hours by project.	September 2003
2.	The Audit manager designs a simple database using appropriate spreadsheet or database software.	October 2003
3.	The director of Audits issues a memo instructing audit staff to begin tracking audit hours by project.	November 2003
4.	The director of Audits instructs the Audit manager to conduct a training workshop to familiarize staff with the	November 2003

	timekeeping system.	
5.	The Audit manager conducts training sessions after which audit staff begins using the timekeeping system.	November 2003
6.	The director of Audits instructs the Audit manager to design reports using information from the project hour database.	November 2003
7.	The director of Audits and the Audit manager incorporate data from the time reports in the audit plan.	November 2003 and Ongoing
8.	The director of Audits includes projected and actual hours in monthly reports to the board of audit plan progress.	November 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Internal Audit Department has no formal continuing professional education plan for staff auditors. The director of Audits and Audit manager are both Certified Public Accountants (CPAs). As CPAs, they are required by professional standards to obtain 120 hours of continuing education training every three years. However, there is no such requirement for the two staff auditors who both have business degrees but are not CPAs.

Although the Internal Audit Department encourages staff auditors to enhance their audit skills, without a formal, structured and tailored curriculum, staff training might not match the needs of the department. Moreover, if training programs are not designed to meet the audit needs of the district, relevant audit skills will eventually erode as will the quality of audit work. As a result, staff auditor skills and knowledge may not be aligned with the department's audit plan or the district's needs. Both staff auditors have bachelor degrees and have worked for the district as auditors about 20 years each. As a result, they are both qualified to acquire continuing education to enhance their auditing skills.

Exhibit 5-39 presents internal audit staff training hours completed between calendar years 2000 and 2002.

Exhibit 5-39
Internal Audit Staff Training

Professional Staff	Designations	Course Hours

		2000	2001	2002
Director	CPA	52	46	45
Manager	CPA	60	72	44
Auditor #1	None	18	20	-
Auditor #2	None	-	16	-

Source: ACCD, Internal Audit Department, Course Completion Certificates, January 2003.

The IIA offers seminars in cities across the United States and Canada. These seminars and conferences provide specific training in various topics and opportunities to network with peers to learn what others are doing in the profession. The IIA also provides self-study courses and videos that the district can use to develop in-house professional development programs. **Exhibit 5-40** presents a sample of course offerings.

Exhibit 5-40
Institute of Internal Auditors-Sample of Seminar Offerings

- Assessing Risk in the Public Sector
- Audit Reports in the Public Sector
- Consulting and Other Professional Services for Governmental Auditors
- Management Accountability and Control per OMB A-123
- Objectives and Scope for Quick Response Audits
- Performance Auditing in the Public Sector
- Quick Response Auditing
- Auditing Automated Applications-The Basics
- Fraud Detection and Investigation for Internal Auditors

Source: Institute of Internal Auditors Web site <http://www.theiia.org>. Offerings as of February 17, 2003.

In addition, the District of Business Center for Professional Development at Texas Tech University offers governmental accounting seminars directed to state and local government finance officers, controllers, and internal auditors. These seminars have been a source of the most current information and technical training on governmental issues for 20 years. More than 16,000 financial officers and public accountants have benefited from the information presented in these seminars. Additional information can be obtained from the center's web site at *<www.cpd.ba.ttu.edu>*.

Effective internal audit organizations continually assess staff auditor skills and capabilities and coordinate each auditor's ability to audit plan assignments. These organizations develop training programs to ensure that staff receives the training needed to enhance its skills to meet the needs of the audit plan.

Recommendation 47:

Establish a formal professional development program for Internal Audit Department staff.

The director of Audits should determine each auditor's skills and training needs as they relate to the audit plan. The director of Audits should then develop a training plan for each auditor that is tailored for each individual and is designed around the year's audit plan. At the end of the year, the director should compare the plan to actual results to ensure that auditors' skills are being enhanced and maintained.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Audits assesses the core competency and skill level of internal audit staff and determines what skills the staff is interested in acquiring.	September 2003
2.	The director of Audits instructs the Audit manager to compile a database of organizations that provide continuing education for internal auditors in addition to the Institute of Internal Auditors.	September 2003
3.	The director of Audits matches the available continuing education offerings with staff training needs and desires.	October 2003
4.	The director of Audits meets with each auditor to design a plan specific to his or her needs and interest.	November 2003

FISCAL IMPACT

During fiscal 2002-03, the Internal Audit Department's budget included $3,800 for employee development. If the district increased this amount by 50 percent, an additional $1,900 ($3,800 x .5), this would equate to a total of $5,700 per year ($3,800 + $1,900=$5,700). This fiscal impact only includes the cost of the additional $1,900 amount for employee development.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Establish a formal professional development program for	($1,900)	($1,900)	($1,900)	($1,900)	($1,900)

Internal Audit Department staff.					

Chapter 5
FINANCIAL MANAGEMENT

E. ACCOUNTING OPERATIONS (PART 1)

Accounting operations include grant accounting, payroll, accounts payable and accounts receivable. These are critical functions in any organization, including community colleges. **Exhibit 5-41** presents the organization chart for the Finance and Accounting Department.

Exhibit 5-41
Finance and Accounting Department Organization
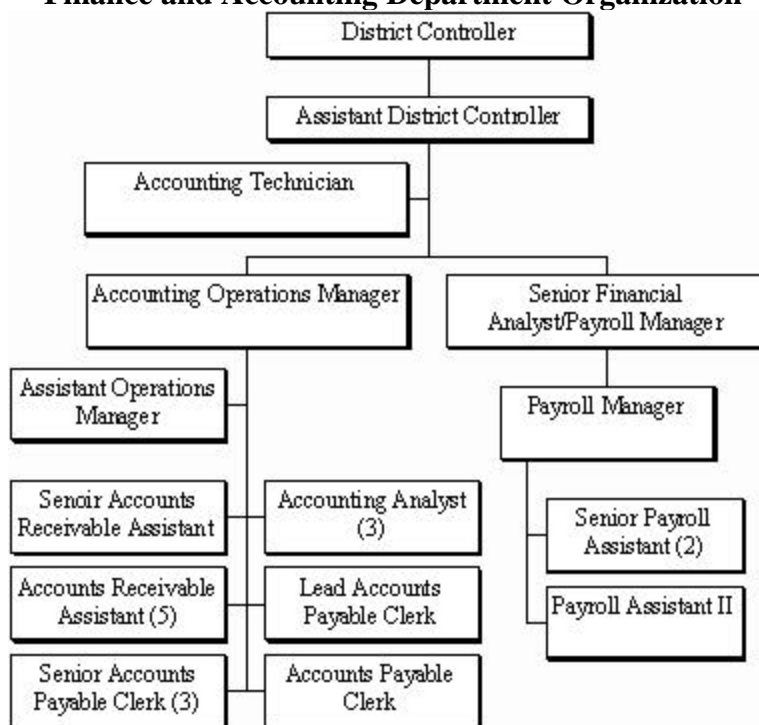
Source: ACCD, Fiscal Affairs Department, January 2003.

Employees must be paid correctly and promptly. Payroll represents the largest operating expenditure of community colleges. For example, ACCD's fiscal 2002 budget for payroll costs and benefits was 73 percent of total budgeted expenditures. Payroll is responsible for timely payment of wages to faculty, students and other employees, including administration, professional and classified employees. The Payroll Department also reconciles all insurance, taxes, retirement, annuities and other payments to various governmental, financial institutions and insurance companies. As a by-product of the payroll process, the payroll staff prepares various reports, including 941 reports, W-2 wage statements and other monthly, quarterly and annual reports.

The college must acquire and pay for goods and services to continue supporting the educational goals of the community. Vendors expect to be paid on time and for the correct amount. Accounts payable is responsible for processing payments that originate by purchase order, payment request or the district's student receivable system. **Exhibit 5-42** presents accounts payable activity from November 2001 through November 2002.

Exhibit 5-42
Accounts Payable Activity Report
November 2001 through November 2002

	Annual Total		Monthly Average	
	Number	Amount	Number	Amount
Payment Vouchers Entered	29,230		2,443	
Checks Printed				
• General	23,869	$42,751,149	1,989	$3,562,595
• Auxiliary	1,481	$1,395,118	123	$116,260
• Student Account	55,134	$26,856,487	4,595	$2,238,041
• Construction BA 95	6	$683,747	1	$56,979
• Manual Checks	174	$1,350,887	15	$112,574
Total	**80,664**	**$73,037,378**	**6,723**	**$6,086,448**

Source: ACCD, Accounting Operations, January 2003.

Accounts payable also has responsibility for compiling and submitting the state unclaimed property report, Internal Revenue Service 1099 forms, verifying W-9 information, instructing users on submission of online payment requests, as well as expenditure analysis and research.

The district must keep a proper accounting of student tuition and other revenues and must collect these funds on a timely basis. Accounts receivable is responsible for invoicing and collecting third-party sponsored client/employee tuition and fees, student loans, salaries for work-study students who are employed off campus and miscellaneous receivables. The accounts receivable balance at August 31, 2002 was $5 million for tuition and fees. ACCD has experienced steady growth in the continuing

education programs at the colleges, and as a result the continuing education receivable balance has more than doubled since August 1999, as shown in **Exhibit 5-43**.

Exhibit 5-43
Continuing Education Receivable Balances
September 2001 through April 30, 2002

Period	Amount	Percentage Increase From the Previous Year
August 1999	$320,919	N/A*
August 2000	$441,388	38%
August 2001	$557,133	26%
June 2002	$707,268	27%
Average Annual Increase		**30%**

Source: ACCD, Accounting Operations, January 2003.
*N/A - not applicable

FINDING

The district fails to enforce payroll procedures, causing operational inefficiencies for the Payroll Department. The Payroll Department experiences delays in processing paychecks and payroll changes. This is a result of department heads failing to submit timesheets to Payroll or documents required to initiate payroll action, including personnel action requests (PARs) for new employees, contract/assignment extensions for existing employees, termination notifications and benefit and deduction changes. The Human Resources Department enters the PAR information and then the Payroll Department applies the change to the employee's paycheck. Department heads must submit changes to an employee's status timely to meet the payroll-processing deadline. **Exhibit 5-44** shows the published payroll deadlines, except for adjunct faculty.

Exhibit 5-44
2002-03 Payroll Processing Schedule

Period Paid	Due Date to Payroll (by Noon)	Paid Date
Hourly Employee		
8/13 - 8/31	9/04/02	9/30/02

9/01 - 9/11	9/11/02	9/30/02
9/12 - 10/13	10/14/02	10/31/02
10/14 - 11/07	11/08/02	11/27/02
11/08 - 12/02	12/03/02	12/20/02
12/03 - 1/12	1/13/03	1/31/03
1/13 - 2/10	2/11/03	2/28/03
2/11 - 3/06	3/07/03	3/31/03
3/07 - 4/09	4/10/03	4/30/03
4/10 - 5/11	5/12/03	5/30/03
5/12 - 6/10	6/11/03	6/30/03
6/11 - 6/30	7/02/03	7/31/03
6/11 - 7/13	7/14/03	7/31/03
7/14 - 8/11	8/12/03	8/29/03
Non-Hourly Employees		
9/01 - 9/15	9/03/02	9/13/02
9/16 - 9/30	9/20/02	9/30/02
10/01 - 10/15	10/04/02	10/15/02
10/16 - 10/31	10/18/02	10/31/02
11/01 - 11/15	11/05/02	11/15/02
11/16 - 11/30	11/15/02	11/27/02
12/01 - 12/15	12/02/02	12/13/02
12/16 - 12/31	12/11/02	12/20/02
1/01 - 1/15	1/07/03	1/15/03
1/16 - 1/31	1/17/03	1/31/03
2/01 - 2/15	2/04/03	2/14/03
2/16 - 2/28	2/17/03	2/28/03
3/01 - 3/15	3/04/03	3/14/03
3/16 - 3/31	3/18/03	3/31/03
4/01 - 4/15	4/04/03	4/15/03
4/15 - 4/30	4/17/03	4/30/03

5/01 - 5/15	5/05/03	5/15/03
5/16 - 5/31	5/19/03	5/30/03
6/01 - 6/15	6/03/03	6/13/03
6/16 - 6/30	6/18/03	6/30/03
7/01 - 7/15	7/03/03	7/15/03
7/16 - 7/31	7/18/03	7/31/03
8/01 - 8/15	8/05/03	8/15/03
8/16 - 8/31	8/19/03	8/29/03

Source: ACCD, Fiscal Affairs Department, Payroll Web site.

Payroll processing deadlines provide adequate time to enter timesheets, resolve any issues and pay employees on time. The Payroll Department bears the ultimate responsibility to pay employees on time and accurately, department heads must submit the data timely. When department heads do not adhere to the payroll schedule, the senior payroll assistants must process manual or supplemental paychecks for the employees affected. The result causes the payroll staff to incur unnecessary processing time and system processing time for review, corrections and follow-up efforts.

Payroll and Human Resources attempt to meet monthly to handle issues identified by Payroll and Human Resources staff. However, these meetings have not resulted in permanent resolutions of some issues. Furthermore, the department representatives do not attend these meetings, which limits the effectiveness of sustaining corrective actions, particularly when the department heads initiate payroll actions. Without input from stakeholder representation, no real change occurs, as evident by the recurring issues.

Exhibit 5-45 presents a summary of employees who were not set up in the Human Resources System (HRS) so that their paychecks could be processed timely. Although Payroll received timesheets, the department heads had not provided the PARs to Human Resources Department, causing Payroll to delay processing of these employees' timesheets and follow-up with the department and Human Resources. Some employees remained on the list for several pay periods.

Exhibit 5-45
Missing Employee Assignments Summary
November 2002-January 2003

Period	Number of Employees	Location
November 2002	1	Northwest Vista
November 2002	5	Palo Alto
December 2002	1	Palo Alto
January 2003	3	Palo Alto
November 2002	13	San Antonio
December 2002	8	San Antonio
January 2003	3	San Antonio
November 2002	9	St. Philip's
December 2002	6	St. Philip's
January 2003	9	St. Philip's
Total	**58**	

Source: ACCD, Payroll Department.

Exhibit 5-46 summarizes the number of checks issued on supplemental payroll runs for 2001-02 and 2002-03 through February, including late timesheets, contract extensions, termination notifications, new hires and others.

Exhibit 5-46
Supplemental Payroll Runs Summary
2001-02 and 2002-03 through February 2003

Year	Number of Checks
2001-02	1,928
2002-03 (through February 2003)	796

Source: ACCD, Payroll Department, March 2003.

The district processes four payroll runs each month, two regular payrolls and two supplemental payrolls, which the district established as a standard payroll process. When the department processes manual checks outside of the regular or supplemental runs, the senior payroll assistants have to enter the manual transactions in the supplemental run to be recorded in the payroll system. In essence, each time the Payroll Department processes a

payroll run in addition to four standard runs, the district expends unnecessary resources.

Although many, but not all, errors occur outside of the Payroll Department, the Payroll Department has primary responsible for ensuring all payroll transactions are processed accurately and timely. While ACCD must pay employees for work performed as stipulated by district policy, the policy and procedures become meaningless when the district operates outside of the requirements on a regular basis. Consistent adherence to payroll procedures by all departments provides overall efficiency in the payroll process, whether the process is manual or automated.

Recommendation 48:

Enforce payroll procedures and establish a resolution committee to improve payroll processing.

The district should implement a policy requiring adherence to payroll processing schedules and penalties for non-compliance. The Payroll Department should develop a payroll resolution committee, composed of representatives from colleges and departments to identify, resolve and eliminate bottlenecks and inefficient processes. The Payroll Department should also develop a reporting system that identifies actions in non-compliance with payroll processing schedules, departments or colleges involved and the effects on the regular payroll processing and reports.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director Fiscal Affairs develops and submits a policy to the chancellor and board authorizing the Payroll Department to enforce payroll policies and procedures, including deadlines.	September 2003
2.	The chancellor and board approve the policy and provide districtwide communication of the new policy, which holds department heads accountable.	October 2003
3.	The director Fiscal Affairs implements the board policy.	October 2003
4.	The director Fiscal Affairs instructs the controller to develop a payroll resolution committee with a cross-section of stakeholders to eliminate recurring payroll issues.	October 2003
5.	The resolution committee forms, establishes criteria, identifies payroll issues and provides recommendations for approval with monthly reporting of issues addressed.	October 2003 and Monthly
6.	The director Fiscal Affairs and controller approve and	October 2003

	implement resolutions.	and Ongoing
7.	The Payroll manager develops and reports results of the payroll recommendations and exceptions to the board and chancellor.	January 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD has a manually intensive process for hourly timesheets. The district manually processes timesheets for more than 1,200 temporary hourly and work-study students as of February 2003. Departments submit manual timesheets for their hourly and work-study employees indicating the number of hours worked. The hourly employees and work-study students account for 25 percent of

the district's workforce. The senior payroll assistant must perform the following tasks for this portion of the workforce:

- verify the mathematical accuracy of each employee's time;
- verify the pay rate (if handwritten on the timesheet) and account number for the HRS; and
- manually enter the Social Security number, account code, pay identification, pay period, assignment, employee classification, hours, rate and account number.

The senior payroll assistant manually adds all hours and compares the total hours per the timesheets to the payroll system balance report. The senior payroll assistant takes approximately two weeks to process timesheets for more than 1,200 hourly employees who are paid on a monthly basis. This manual process is time consuming and labor intensive.

ACCD provides a Web-based service for employees to view their personnel data, including payroll stubs. To enhance payroll processing, the Payroll staff is considering using a new web-based time reporting capability that was released in January 2003 for its payroll module. Payroll and Information System staff began reviewing, testing and evaluating the suitability of the basic system to meet the district's needs. However, Payroll has not developed a formal project or action plan for assessment or implementation.

Organizations that apply payroll best practices to their payroll processing minimize payroll operating costs and maximize service to employees

within the constraints of the organization's policy and government regulations. They typically use technology that streamlines and automates payroll activities, while offering employees more convenient and secure payment options and easier and faster ways to obtain payroll information. ACC implemented an electronic time reporting system in 2002 to increase the efficiency of its payroll processing.

Recommendation 49:

Develop a formal plan to test and evaluate the time reporting module.

Payroll and Information Systems should formalize the testing and evaluation of the automated time reporting module of its human resources system. In addition, the Payroll manager should include affected stakeholder representation in the process. If the time reporting module cannot meet the district's needs, the Payroll manager should identify another way to electronically receive employees' time.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Payroll manager and Information Systems staff develop and document a formal plan to test and evaluate the time reporting module, including action steps, timelines and implementation.	August 2003
2.	The Payroll manager submits the plan to the controller and director Fiscal Affairs for approval.	September 2003
3.	The Payroll manager directs the testing and evaluation of the module, including identifying alternative plans if the module does not meet the district's needs.	October 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Payroll Department does not have a formal process for the disposition of unclaimed or held payroll checks. Unclaimed checks are created from one of three scenarios:

- the employee does not pick up his or her check from the bursars or department heads;
- Human Resources or a department head instructed the senior payroll assistant to hold the employee's check for various reasons, including employment changes not submitted timely or the employee owing the district money; or

- the check was returned to district due to undeliverable address.

The Bursar's Office picks up payroll checks and a check register from the Payroll Department. At most locations a department designee signs and picks up the payroll checks for his or her department from the Bursar's Office and distributes them to employees. Hourly employees and employees at other locations pick up their checks directly form the Bursar's Office.

Departments are required to return all unclaimed checks to the bursar on the same day they picked them up. The bursar stores the unclaimed checks in a vault on each campus. The bursars generally try to contact the employees to give their checks to them. After approximately 30 days, the bursar is required to return all unclaimed checks to the Payroll Department. Some bursars return the checks to Payroll with a list of checks returned, and other bursars attach a note with the returned checks.

When the bursars deliver unclaimed payroll checks, the senior payroll assistant files the checks in a locked cabinet until the employee comes to claim them. The senior payroll assistant does not prepare a formal list of these checks in an automated system. Without a system that tracks and documents the release of these checks, it is possible for a staff member to take and cash these checks. This theft would be undiscovered in the normal course of operations. The senior payroll assistant requires employees to provide identification before releasing checks and obtains authorization to release a check to an employee if the check is more than 90 days old. However, the senior payroll assistant does not conduct any follow-up with Human Resources to determine if a more current address is available for checks returned undeliverable. For checks held because changes were not submitted timely or the employee owing the district money, the senior payroll assistant logs the request and pulls the check for further instructions from Human Resources or the Bursar's Office.

The district has more than 140 unclaimed payroll checks, dating back to October 1999, and it has more than 860 unclaimed payroll stubs as of February 15, 2003. The Payroll Department and the Bursar's Office have custody of these unclaimed payroll checks. **Exhibit 5-47** summarizes the unclaimed payroll checks as of February 15, 2003.

Exhibit 5-47
Unclaimed Payroll Checks
As of February 15, 2003

Location	Payroll Checks	Payroll Stubs
Payroll	48	0

San Antonio College	30	63
St. Philip's College	17	289
Palo Alto College	30	354
Northwest Vista College	18	155
Total	**143**	**861**

Source: ACCD, Payroll Department.

The Payroll Department does not follow up with the bursars to ensure that unclaimed checks are forwarded to Payroll after holding them for the 30-day period. Payroll relies on the bursars to remit the checks on time.

The district is exposed to the risk of unauthorized access and improper release of unclaimed payroll checks if the checks are not accounted for and properly safeguarded.

As required by the Texas Property Code, the Payroll Department submits unclaimed checks three or more years old to the Texas Comptroller's office.

Recommendation 50:

Develop and implement formal procedures to provide accurate accounting and final resolution of unclaimed payroll checks.

The district should develop proper controls and procedures to safeguard unclaimed checks from unauthorized access and improper release. The Payroll manager should establish and implement procedures to track unclaimed checks and to require bursars to return unclaimed checks within 30 days.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Payroll manager develops formal procedures to account for and resolve unclaimed payroll checks.	October 2003
2.	The Payroll manager submits draft procedures to the controller and director Fiscal Affairs for approval.	November 2003
3.	The controller and director Fiscal Affairs approve procedures.	December 2003
4.	The Payroll manager provides written documentation, communication and training of approved procedures for	January 2004

	unclaimed payroll checks to appropriate stakeholders.	
5.	The Payroll manager provides periodic status of unclaimed payroll checks to the controller and director Fiscal Affairs.	January 2004 and Quarterly

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 5
FINANCIAL MANAGEMENT

E. ACCOUNTING OPERATIONS (PART 2)

FINDING

The district does not have an effective process to handle collection of salary overpayments. When an error is discovered, the senior payroll assistant notifies Human Resources that an employee has been overpaid and issues a letter to the employee requesting reimbursement for the overpayment. Payroll staff said that employees that have been overpaid and are sent letters rarely make contact with the Payroll Department. Consequently, the senior payroll assistant notifies the accounts receivable section of Accounting Operations of the overpayment and provides the employee's name, Social Security number, amount overpaid, termination date and related accounting code. The accounts receivable assistant creates a manual invoice and mails it to the employee with a pre-addressed envelope. If the employee sends in a payment, the accounts receivable assistant makes a copy of the check for the accounting file and sends a copy to the Payroll Department. The accounts receivable assistant records the account code to be charged and forwards the check to the Bursar's Office for deposit into district funds. The accounts receivable assistant does not provide any subsequent invoice notices to the employee. If the accounts receivable assistant does not receive a payment, the senior payroll assistant asks the accounts receivable clerk to send a follow up invoice to the employee. The accounts receivable clerk maintains a log of manual invoices processed and their status; however, the district does not have a formal mechanism to flag the employee in the payroll system for collections if the district reemploys the employee.

Exhibit 5-48 shows the outstanding salary overpayments as of January 31, 2003 and reasons for overpayment. The district has overpaid other employees and resolved the issues.

Exhibit 5-48
Outstanding Overpayment of Salaries
As of January 31, 2003

Overpayment Reason	Overpayment Amount
Position was budgeted only; employee's assignment not cancelled in system	$650.16

Received employee's effective resignation after direct deposit made	$534.66
Received notification of termination after employee received check (2 employees)	$167.17 $649.43
Subsequently determined employee not qualified for FMLA*	$204.65
Employee exhausted leave	$53.20
Employee's assignment not cancelled in the system	$1,263.00
Received notice three weeks after effective termination date (3 employees)	$346.51 $487.17 $718.43
Received notice six weeks after effective termination date	$1,140.14
Issued replacement check for lost check; employee cashed both checks (2 employees)	$980.11 $1,545.42
Employee salary changed	$279.00
Received notice after payroll was processed for leave without pay	$212.45
Employee not eligible for holiday pay upon termination	$362.23
Received notice four and six weeks after effective termination date	$2,061.82
Employee was on unauthorized leave and receiving pay; received notice 10 weeks after effective date	$2,996.16
Incorrect contact hours (2 employees)	$4,007.68 $9,604.26
Other	$84.80
Total outstanding overpayments	**$28,348.45**

Source: ACCD, Payroll Department.
* FMLA - Family Medical Leave Act

The district generally overpays salaries because of slow communication of changes in an employee's status. The department heads of the overpaid employees receive the first notification to the district when the employee's employment status changes, such as termination, resignation or leave.

Payroll must be notified of employee transactions that affect any benefits timely to ensure the department processes all payroll transactions expeditiously.

Otherwise, the district will continue to overpay employees and could lose funds that may not be recovered.

Recommendation 51:

Establish and implement a formal process to effectively manage and collect payroll overpayments.

The district should develop procedures to effectively manage the collection of overpayments made to employees. The district should establish procedures to include:

- current and terminated employees,
- a deadline for the employee to respond or make repayment,
- a repayment scale with minimum amount and period of time to be withheld,
- the number of notices/invoices to be sent,
- other legal recourses by the district, such as reporting to the credit bureau,
- formal tracking and reporting of overpayments, and
- each department's responsibilities.

The district should ensure that legal counsel reviews the procedures for any legal implications to the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The controller instructs the Payroll manager and Accounting Operations manager to develop formal procedures for payroll overpayments.	January 2004
2.	The Payroll manager and Accounting Operations manager assign staff to develop procedures with input from appropriate stakeholders.	January 2004
3.	The Payroll and Accounting Operations managers submit recommended procedures to the controller for approval.	March 2004
4.	The controller approves procedures.	March 2004
5.	The Payroll manager and Accounting Operations manager implement procedures with instructions to staff.	April 2004

6.	The Payroll manager reports status of overpayments to the controller and director Fiscal Affairs.	Quarterly

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Payroll Department does not actively promote direct deposit participation or use of other electronic payroll payment methods. The district informs all new employees about direct deposit through the new employee orientation process; and the Payroll Department's Web page has a statement for employees to sign up for direct deposit; however, it provides no further instructions or notifications. Approximately 60 percent of district employees participate in direct deposit. The district does not employ any other solicitation methods to increase employee participation. In April 2003, the Payroll Department began solicitations with banking institutions for services that provide incentives for direct deposit, including free checking, payroll debit cards, credit card eligibility and other banking services.

Many employers struggle with convincing their employees to sign up for direct deposit, primarily because some employees cannot establish bank accounts for credit history reasons, or they simply don't trust the system. Direct deposit provides many benefits to employees and makes payroll processing more efficient for the district and ultimately provides some cost savings to the district. The National Automated Clearinghouse Association estimates that an employer saves around $1.25 per direct deposited paycheck.

In addition, employees receive benefits from direct deposit by saving time; eliminating trips to the bank; increased safety and eliminating lost, stolen or forged paychecks. Technology advances and the need to reduce operating costs by eliminating manual processing cause employers to develop more focused efforts for encouraging direct deposit participation. Some employers use frequent direct deposit reminders in payroll envelopes, place messages on pay stubs, partner with local financial institutions to provide incentives to encourage employees to sign up or implement a direct deposit week.

Moreover, some employees offer the ease of direct deposit within a convenient payroll debit card system. Instead of a bank account, employees use payroll debit cards at an automatic teller machine to obtain their cash directly, or they use it like a debit card. A variation of the debit card allows the employer to establish a central funds pool; the employee is

set up with an individual account number upon enrollment; the employer funds the account each pay period and the employee uses the payroll debit card to retrieve payroll funds from the central funds pool. The employer benefits include reduced paper handling and printing costs, lower stop payment fees for lost or stolen checks, fewer manual checks and enhanced efficiency within the Payroll Department.

Many employers experience the benefits of productivity gains and cost containment by effectively using electronic technology to do business.

Recommendation 52:

Increase direct deposit marketing efforts and expand electronic options for payment of employees' salaries.

The district should strive to pay 100 percent of employees electronically. To increase participation among existing employees without direct deposit, the district should develop a survey tool to help the district understand why employees do not favor direct deposit and then develop a direct deposit solicitation campaign to those employees periodically. At least quarterly the campaign should emphasize how employees can benefit by using direct deposit, sponsor a direct deposit week that encourages employees to participate, explain why direct deposit is good, distribute/post flyers promoting the benefits of direct deposit, and other identify other options. The district should research the feasibility of incorporating payroll debit cards as a payroll payment option.

The district should consider developing a policy requiring direct deposit or payroll debit cards for new employees. The Payroll Department should work with the Human Resources Department and college representatives to develop and implement specific strategies to promote direct deposit among new hires.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director Fiscal Affairs instructs the Payroll manager to develop an employee survey to determine why they do not use direct deposit and devise more innovative methods of marketing direct deposit, including exploring other alternative electronic methods.	September 2003
2.	The Payroll manager develops a direct deposit survey and submits it to the director Fiscal Affairs for approval.	October 2003
3.	The director Fiscal Affairs approves the survey.	November 2003

4.	The Payroll manager administers the survey, tabulates and reports results to the director Fiscal Affairs and uses the survey information to improve the district's direct deposit participation.	November - December 2003
5.	The Payroll manager and Human Resources manager establish a committee with college representatives to organize and implement direct deposit week in the district and identify other strategies to increase participation.	November 2003 - January 2004
6.	The Payroll manager reports results of direct deposit participation to the controller and director Fiscal Affairs.	January - March 2004
7.	The Payroll manager develops a policy requiring direct deposit or other electronic payroll payment method for all new employees and submits the draft to the director Fiscal Affairs for approval.	January 2004
8.	The director Fiscal Affairs approves draft policy and submits draft to the chancellor and board for approval.	January 2004
9.	The chancellor and board approve direct deposit policy.	February 2004
10.	The director Fiscal Affairs and director of Human Resources coordinate implementation of new policy.	March 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Payroll checks and stubs are not provided to Bursar's in sealed envelopes. The bursars receive employees' payroll checks and stubs in an unsecured manner that allows staff to have knowledge of the information on the checks and stubs. ACCD has approximately 5,800 employees (June 2002). Approximately 4,000 employees are paid on the first semi-monthly and all 5,800 are paid on the second semi-monthly payroll. The senior payroll assistant begins the check printing process by entering the required information in the payroll system (pay period, check numbers) and providing written documentation to the production analyst in the Information Systems Department. Blank checks are stored in a secure area and retrieved when they are printed. After the Information Systems Department prints the checks, the senior payroll assistant verifies the check numbers printed (regular and direct deposit) to those issued and sorts checks by location. The senior payroll assistant uses a check-bursting machine to separate the checks. Payroll notifies the bursars to pick up

checks and gives them a supply of envelopes to stuff. The Payroll manager contends that the department does not have adequate staff to stuff and seal more than 9,000 checks a month. The Payroll Department has a clerical staff of four payroll assistants and three to four work-study students.

Employee payroll information is confidential, and employers typically limit personnel who process payroll information to those departments with a need to know, such as Human Resources, Payroll and the employee's supervisor. The Bursar's Office staff is not in the organizational flow of privileged payroll information. An employee's Social Security number, which is included on the employee's paycheck, may be confidential under various state or federal laws. In addition, the district is exposed to the risk of employees' identity being obtained and used in an unauthorized manner. Typically, organizations use sealed checks or envelopes or provide employees with electronic notification of their payroll information.

Recommendation 53:

Require payroll checks to be sealed prior to giving custody to the Bursar's Office staff.

In lieu of purchasing equipment to provide automatic sealed envelopes or changing the type of check used, the district should reorganize the payroll staff duties to provide support to stuff and seal paychecks prior to releasing them to the bursars. If the payroll staff is not adequate, the Payroll manager should request assistance from the Human Resources Department.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The controller instructs the Payroll manager to develop a process to provide sealed payroll checks to the bursars before distribution.	September 2003
2.	The Payroll manager develops a team of stakeholders (Payroll, Human Resources, Bursars) to develop the process.	September 2003
3.	The Payroll manager submits the plan to the controller for approval.	October 2003
4.	The controller approves the plan.	October 2003
5.	The Payroll manager implements the plan, providing adequate notification and any necessary training.	November 2003
6.	The Payroll manager reports the results of the process to the controller with any recommendations for improvement.	Quarterly

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Third-party payments for payroll deductions are manually processed for each payroll generated. The district processes payments to various third parties for deductions made from employees' pay for retirement, insurance, garnishments, dues, charitable contributions and others.

Deduction registers are generated during each payroll processing period. The payroll assistant separates the benefit deduction registers from the payroll report and prepares payment requests from the deduction registers. In addition, the payroll assistant reconciles any vendor invoices, such as benefit premiums, to the deduction registers. The payroll assistant processes more than 50 requests at the midmonth payroll and more than 70 for the month end payroll. The payroll assistant spends an average of two to four days processing these payment requests each pay period. For approximately 10 of these payment requests, the payroll assistant processes them electronically via wire transfers requested through the district Treasurer's office.

The payroll assistant then submits the payment requests to the Accounts Payable area of the Accounting Operations. Once Accounting Operations processes the checks, the accounts payable clerk forwards the checks to the payroll assistant. The payroll assistant copies the checks and supporting documentation (vendor invoices or deduction registers) for the department files and mails the checks.

The district's payroll module of the HRS does not have any electronic functionality for automatic transfer of the third-party payments to the district's financial system. However, the financial system can create an electronic connection of the payroll report data to automatically accumulate and send these payment requests to the Accounting Department for processing rather than spending time to prepare the payment requests manually.

Recommendation 54:

Automate the third-party payment process for payroll deductions.

The Payroll manager should consult with the Information Systems Department to determine the parameters for creating electronic payment request for payroll third-party payments. In addition the Payroll manager should document procedures for third-party payments, which include

eliminating the checks being returned to the payroll assistant. The accounts payable clerk should mail any required documents with the check to the vendor.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Payroll manager develops written criteria for assistance from Information Systems for creating electronic third-party payment requests, with input from other stakeholders.	November 2003
2.	The Payroll manager submits criteria to the director of Information Systems.	December 2003
3.	After a test period, the Payroll manager provides written procedures and trains staff to implement new process.	January - March 2004
4.	The Payroll manager monitors progress and reports status to controller.	April 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The accounts receivable assistant does not receive all timesheets for off-campus work-study on time. The district provides work-study students to organizations with temporary staffing needs. Student Financial Services must provide the timesheets timely for the district to invoice the organizations. For students who participate in the work-study program, the district uses its funds to pay 25 percent of their salaries plus benefits. The district invoices the organizations for reimbursement. The federal work-study program provides the remaining 75 percent of the student's work-study pay.

Several departments participate in this process. The Student Financial Services Department at each college coordinates the agreements with the organizations; the student must pass an interview with the organization; the organization signs the agreement and organization sends the agreement to Human Resources. Sometimes the accounts receivable assistant receives a copy of the agreement but not consistently. The Human Resources assistant enters the students in the HRS to set up their payroll. Next, each college's Student Financial Services Department receives signed/approved timesheets from students and submits them to the Payroll Department, along with a copy to Accounting Operations. The financial system provides payroll labor data for work-study students that are coded to specific organizations into the accounts receivable system. The accounts

receivable assistant requests the receivable report through the system, matches the timesheets received from the departments and generates invoices.

Most of the organizations using work-study students from ACCD require the district to send copies of the timesheets with the invoice for payment to be made to ACCD. The district has one college that submits its timesheets to Accounting Operations late. For example, in January 2003, the accounts receivable assistant processed invoices for August 2002 through November 2002 timesheets from one of the colleges that Accounting Operations says is typically slow. The district used its funds to pay the students and does not have use of those funds again until reimbursed by the organization. In addition, the district increases its risk of the organizations not making payments the longer the reimbursements are outstanding. **Exhibit 5-49** shows unbilled work-study receivables for 2002-03.

Exhibit 5-49
Work-study Students Unbilled Receivables
2002-03

Period	Unbilled Receivables
September 2002	$38,240
October 2002	$39,796
November 2002	$45,575
December 2002	$42,009
January 2003	$40,003
February 2003	$43,380

Source: ACCD Accounting Operations Detail Report By Reporting Category.

The accounts receivable assistant reconciles the work-study accounts receivables to the invoices processed. Accounting Operations, however, has not documented procedures for this operation or other miscellaneous invoice operations in the *Finance and Accounting Procedures Manual.*

Recommendation 55:

Require the senior payroll assistant to send copies of work-study students' timesheets received from all colleges for invoices to be promptly processed.

The Accounting Operations manager should request copies of the timesheets from the Payroll manager to be sent to the accounts receivable assistant after the payroll has been processed. The Accounting Operations manager should develop a procedure with the Human Resources Department to obtain a copy of off-campus work-study agreements or a list of the students from HRS. The Accounting Operations manager should provide a copy of the list to the senior payroll assistant, identifying the student's timesheets needed.

In addition, the Accounting Operations manager should update the procedures manual to include the off-campus work-study invoicing processes, as well as other miscellaneous invoice billing processes. The procedures should identify the detailed steps of the processes, data necessary to complete the process, reports to be generated, reconciliations to be performed and any requirements for coordination with other systems or departments.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The controller directs the Accounting Operations manager to establish procedures to obtain work-study timesheets.	August 2003
2.	The Accounting Operations manager coordinates with the Human Resources manager a process to obtain a monthly report of off-campus work-study assignments from the HRS and a copy of the agreements.	August 2003
3.	The Accounting Operations manager establishes a process with the Payroll manager to receive work-study students' timesheets for off-campus assignments.	August 2003
4.	The Accounting Operations manager establishes procedures for the accounts receivable assistant to match missing timesheets to the Human Resources report and request missing timesheets from the college.	August 2003
5.	The Accounting Operations manager updates the procedures manual to include applicable accounts receivable invoice operating procedures.	October 2003
6.	The Accounting Operations manager submits updated procedures manual to the controller for approval.	November 2003
7.	The controller approves the procedures manual.	November 2003
8.	The Accounting Operations manager distributes the updated procedures manual to the staff.	December 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district does not provide new accounts receivable assistants formal training for their assigned functions. Accounts receivable assistants said they received verbal instructions after being hired and that on-the-job training provided the learning with no formal procedures manual available. The accounts receivable assistants stated that they could be more efficient if they received formal training on the financial system features and a general understanding of other department interrelationships rather than just basic processing mechanics. Four of the department's accounts receivable clerks have been employed by the department between one and five years, and the other accounts receivable clerk has worked in the department for 15 years.

Accounts receivable assistants do not have a thorough understanding of their area of responsibilities and do not understand why some processes are in place. The Accounting Operations manager said that the accounts receivable assistants manually produce invoices because the financial system does not produce a system-generated invoice for third-party billings; however, the director of Information Systems provided documentation that the financial system has invoice functionality. Accounts receivable assistants were only aware that invoices had to be manually prepared but were not aware of the reason. One of the accounts receivable assistants provided only a basic knowledge of the invoicing of off-campus work-study students.

The Accounting Operations manager provided the review team with a procedures manual, which includes only procedures for third-party tuition and fees and short-term loan collections for the accounts receivable function. The manual provides basic directions for establishing coding information needed in the accounting system for processing invoices and past due notices. However, a formal, comprehensive procedures manual for all procedures necessary to complete all accounts receivable functions does not exist. The manual also does not include procedures necessary for processing of miscellaneous invoices, such as salary overpayments and board member insurance premiums. The procedures manual provided for this review was complied from the staff's desk procedures.

The Accounting Operations manager said the department attempts to cross-train two employees for each job, but the department has not always been able to do this because of workload volume and priorities. The

department's procedures manual lacks sufficient detail and direction to be used as a training tool for new employees.

Documented procedures and effective training provide the foundation for a successfully run department. Creating comprehensive procedures manuals provides a good opportunity to analyze the effectiveness of current procedures and determine what, if any, modifications may be necessary. It also provides a good training and guidance tool for new employees when staff turns over.

Recommendation 56:

Establish a formal training program for accounts receivable employees assigned to functions for the first time, including a comprehensive procedures manual.

To ensure accounts receivable staff assigned to functions for the first time receive a good initial foundation, the Accounting Operations manager should establish a formal training program. In addition, the Accounting Operations manager should develop a comprehensive procedures manual, which should be used a key component of the accounts receivable training.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The controller instructs the Accounting Operations manager to develop a formal training program for employees in the Accounting Operations area.	September 2003
2.	The Accounting Operations manager develops a training program designed to provide system, operations and technical understanding of the functional area.	October - November 2003
3.	The Accounting Operations manager submits training program development to the controller for approval.	December 2003
4.	The controller approves the training.	December 2003
5.	The Accounting Operations manager implements the training program.	January 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 6
ASSET AND RISK MANAGEMENT

This chapter reviews the asset and risk management functions of the
Alamo Community College District (ACCD) in the following sections:

A. Cash and Investment Management
B. Employee Benefits
C. Insurance Programs
D. Fixed Assets
E. Bond Issuance and Indebtedness

To fulfill their mission, community colleges must maximize the use of
their assets and protect them against loss from unforeseen events. Among
a community college's most valuable assets are cash, employees, fixed
assets and borrowing capacity. A variety of risks threaten these assets. A
college's ability to function effectively will be reduced if its assets are
significantly impaired. As a result, community colleges must establish
effective risk management techniques and programs. The goal of risk
management is to provide reasonable assurance that assets are safeguarded
from loss, exposure to catastrophic loss is minimized and financial
interests are protected should losses occur.

Chapter 6
ASSET AND RISK MANAGEMENT

A. CASH AND INVESTMENT MANAGEMENT (PART 1)

For a community college to achieve its instructional goals and objectives, cash and investments must be managed daily. Effective cash and investment management involves establishing and maintaining beneficial banking relationships; forecasting cash requirements timely and accurately so that funds are available when needed and maximizing returns on assets deposited in appropriate, approved and safe investment vehicles. A community college's investments may also include endowments donors establish to fund scholarships, instructional programs, special projects or any number of activities that benefit the college. The income generated from endowments may be used for restricted purposes as the donor defines; however, the original principal or corpus must be preserved in perpetuity or until the donor's objectives are met.

ACCD's cash and investment functions reside in the Treasurer's Office. The treasurer reports to the director Fiscal Affairs and is responsible for managing and overseeing daily cash balances, investments, debt, relationships with depositories, investment managers, tax rate and collections, bursar operations, and risk management. On January 10, 2003, the former interim chancellor transferred all risk management functions to Human Resources but in late February 2003 the responsibility for acquiring and administering property, casualty and general liability insurance was reassigned to Fiscal Affairs. In March 2003, the former interim chancellor resigned and resumed the executive vice chancellor position. The risk management functions shown in the organization chart in **Exhibit 6-1** are enclosed with dashed lines for reference.

The Bursar's Office serves as the focal point for cash receipts from state appropriations, tuition and fees, property taxes, grants and contracts, investment maturities and other sources. The bursar is responsible for handling, managing and safeguarding this cash.

ACCD's chief bursar reports to the treasurer and is housed at 811 Houston street in downtown San Antonio. In addition, there is a bursar at each of the four main colleges and a cashier at St. Philip's southwest campus.

Exhibit 6-1 presents the treasurer and bursar organizations.

Exhibit 6-1
Bursar Organization

2002-03
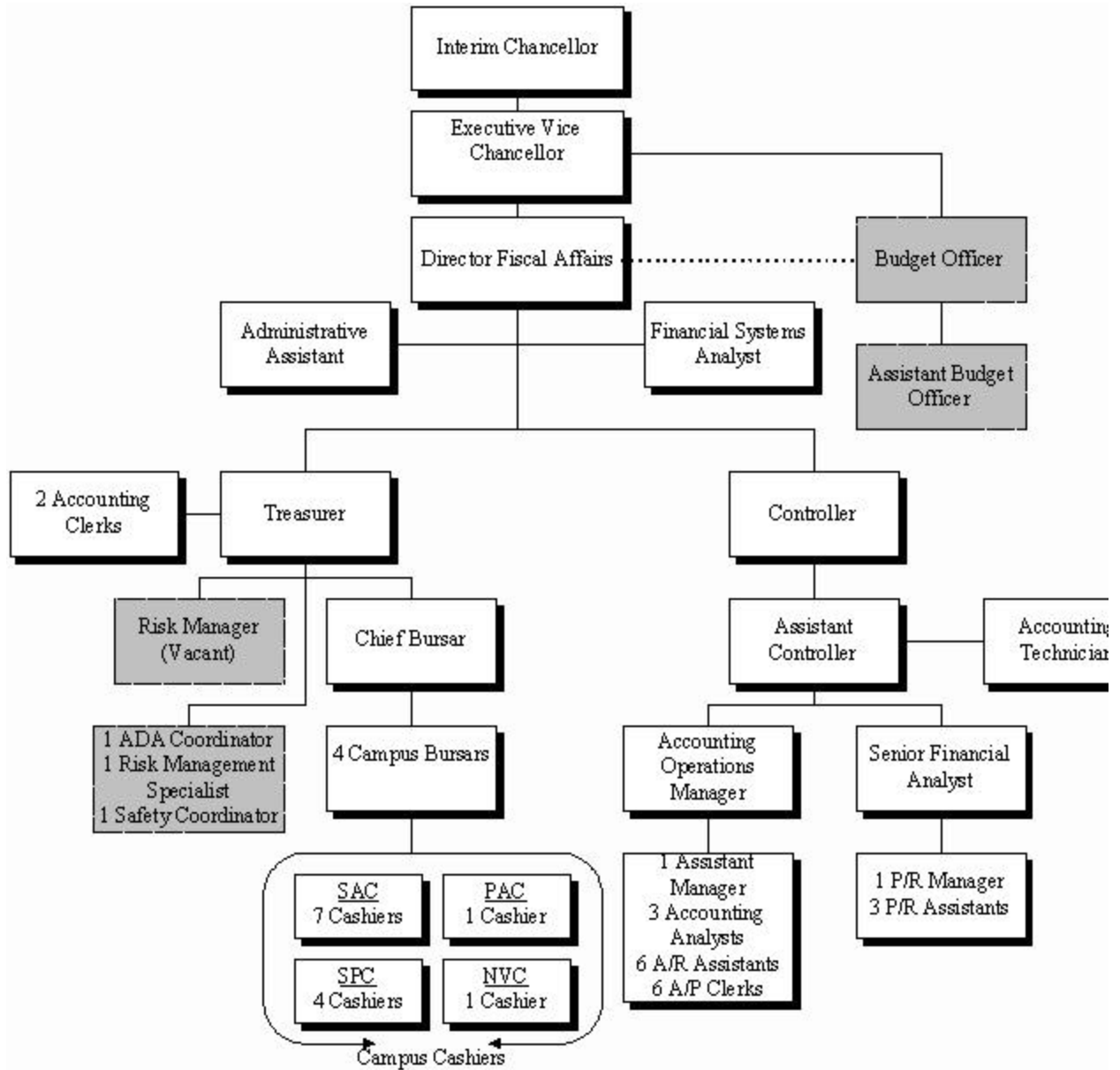
Source: ACCD, Fiscal Affairs, January 2002.
Note: Shaded boxes indicate changes have occurred in function location or oversight.

During fiscal 2002, revenues from state appropriations, tuition and fees, grants, contracts and property taxes accounted for 97 percent of all cash collected. Cash received from state appropriations and

property taxes made up 89 percent of cash collected during fiscal 2002 and was wired directly into the district's TexPool investment accounts. Cashiers take in cash from a variety of sources. The following is a list of the types of cash collected daily.

- tuition and fees;
- parking decal and permits and fines;
- child care payments;
- game table commissions;
- return checks;
- test fees;
- rental fees;
- scholarships and donations;
- library fines and lost books;
- surplus inventory sales; and
- investment maturities.

At the end of each day, cashiers tally their cash receipts and balance the actual cash to system totals. The cashier operates two systems. One is the Student Information System (SIS), which maintains student accounts. The other is the Advantage System, which is the district's financial accounting package. Receipts that do not affect a student account are recorded directly into Advantage. Cash collected through SIS is automatically uploaded to Advantage for recording on the general ledger. The upload begins each Friday night and is completed over the weekend. Each bursar maintains a safe onsite and the district contracts with an armored car service to transport cash to the bank. The exception is the Southwest campus. Campus police escort the Southwest campus cashier to the district office with the deposit since activity at the Southwest campus is relatively low, and the deposit consists of mostly checks. During peak periods, the armored car service picks up at the Southwest campus.

The Bursar's Office receives a daily confirmation report from the bank showing, by college, the deposits declared by the armored car service and verified by the bank. After cashiers prepare the daily deposits, they list them in a prenumbered armored car receipt book. When the armored car service picks up the cash, the driver checks the receipt for accuracy and completeness, signs it, leaves one copy for the cashier and takes four copies. Each morning, the bank faxes the previous day's receipts to the Bursar's Office. Cashiers sort the faxes and deliver them to the respective college for verification. The district office and colleges have an individual responsible for verifying each day's deposit against the bank's deposit report.

In addition to verifying daily deposits with the bank, college bursars and supervisors review each clerk's daily cash report for approval and verify the cash. The report is then submitted daily to the chief bursar and treasurer. The district and college cashiers maintain a working fund, which is used to provide change and petty cash. San Antonio College and St Philip's College also use their working fund to issue travel advances. District office, Palo Alto College and Northwest Vista College employees

prepare a payment voucher to request a check for travel advances. Employees are eligible for petty cash reimbursements up to $100 for walk-in purchases made at approved walk-in vendors. The district has petty cash procedures that govern these types of transactions. Further, cashiers are covered under the district's crime policy, which provides $10,000 per occurrence for employee dishonesty, otherwise $1,000 per occurrence for a maximum limit of $5,000,000.

Exhibit 6-2 is an overview of selected statistical information presented to obtain a sense of the volume of bursar activity by college. District receipts are not shown. Southwest campus totals are included with totals for St. Philip's College.

Exhibit 6-2
Selected Bursar Statistical Information
2001-02

	San Antonio College	St. Philip's College	Palo Alto College	Northwest Vista College
Fall 2002 Enrollment	21,544	9,336	7,061	7,099
Advantage receipts	19,314	8,453	6,567	3,842
Advantage receipt amount	$19,509,282	$6,136,792	$4,597,746	$3,386,376
Students using web registration	12,197	2,320	5,023	4,968
Students using voice registration	12,371	3,147	2,269	743
Students using web and voice registration	15,314	1,678	4,860	2,823
Students using arena registration	16,187	16,747	4,843	5,904
Students paying by credit card	20,897	4,800	4,142	5,003
Dollar volume of credit card transactions	$7,056,214	$1,611,147	$1,372,870	$1,648,765
Students paying by cash	12,809	5,354	5,810	2,717

Students paying by check	20,738	5,742	4,624	3,874
Returned checks	390	203	101	90
Returned check Amount	$104,397	$50,376	$29,843	$20,571

Source: ACCD, Bursar's Office.

In accordance with board policy CB-Depository of Funds, the district entered into a depository agreement with a Texas bank through a Request for Proposal (RFP) process. Requests were sent to 23 banks of which four responded. ACCD provided historical transaction information in the RFP. Each respondent applied their unit prices to the historical transaction information to determine the total estimated cost of banking services. The bids were tabulated and analyzed. The estimated cost of banking services ranged from $24,084 to $42,920 per year. Bank One submitted the lowest bid and was selected as the district's depository for the period September 1, 2000 through August 31, 2003 with the district having the option to extend the contract for two additional one-year periods. In addition, the district and depository have entered into a collateral agreement whereby the depository secures the district's funds by eligible securities to the extent and the manner required by the Public Funds Collateral Act-Government Code, Chapter 2257.

ACCD maintains 10 regular bank accounts and four money market trust accounts. The trust accounts were established to maintain retainer funds for construction projects in accordance with section 2252.032 of the Texas Government Code, which requires governmental entities to: (1) deposit in an interest-bearing account the retainage of all public works contracts that provides for retainage of more than 5 percent of the periodic contract payments, and (2) pay the interest earned on the retainage to the prime contractor on completion of the contract.

Exhibit 6-3 presents information about ACCD's bank and money market accounts.

Exhibit 6-3
ACCD Bank and Money Market Accounts as of December 31, 2002

Account Name	Balance December 31, 2002	Interest Bearing	For the Period September 2001 through August 31, 2002

			Average Interest Rate	Average Balance	Average number of Deposits Monthly	Average number of Checks Monthly
Master Disbursements	$1,002,927	Yes	.49%	$827,590	429	80
General Disbursements	$0	Yes	.49%	$0	21	1,884
Payroll	$0	No	ZBA	$0	21	2,188
Student Financial Aid	$0	No	ZBA	$0	21	3,903
Federal Demand-Grants	$26,173	Yes	.49%	$50,195	78	120
PAC Natatorium Major Repairs	$3,453	Yes	.49%	$7,991	1	1
Revenue Bond Interest and Sinking Fund	$13,553	Yes	.49%	$13,543	<1	0
Tax Bond Interest and Sinking Fund	$161,010	Yes	.49%	$5,659	<1	0
Federal Loans (Perkins and nursing)	$21,940	Yes	.49%	$24,087	3	0
Auxiliary Fund	$29,206	Yes	.49%	$59,456	79	131
In Trust For Sedona Contracting-Money Market Account	$59,530	Yes	.49%	$59,492	0	0
In Trust For Browning Construction-Money Market Account	$498,281	Yes	.49%	$497,254	0	0
In Trust For	$170,158	Yes	.49%	$169,900	0	0

Talley Contracting-Money Market Account						
In Trust For Comark Building-Money Market Account	$42,527	Yes	Opened Acct. 9/02	Opened Acct. 9/02	Opened Acct. 9/02	Opened Acct. 9/02

Source: ACCD, Treasurer's Office.

The Texas Public Funds Investment Act (PFIA) governs the investment and operation of ACCD's institutional, or district-owned, portfolio. Adopted by the Texas Legislature in 1987, the PFIA, as amended, establishes rules for the investment of public funds in the state. The PFIA is codified in Chapter 2256, Texas Government Code. Generally, the PFIA requires investing governmental entities to adopt a written investment policy; conduct an annual review of the policy, revise it if necessary; designate an investment officer; conduct an annual review of compliance and management controls; disclose ethical and conflict of interest issues; obtain broker/dealer acknowledgement of investment policies and provide a list of authorized investments.

In addition, state agency, higher education board members and investment officers must attend investment training. The investment officers must also prepare and submit a report of investment transactions to the governing board at least quarterly. State agencies, universities and community colleges must also submit an investment report to the State Auditor's Office (SAO) by January 1 of every even-numbered year. Every two years, SAO issues a statewide report of state entity compliance with the provisions of the PFIA. Based on a review of SAO reports for 2000-01, the latest available, ACCD was in compliance with the PFIA.

Board policy CAK is ACCD's investment policy. It states, *"The Board of Trustees may purchase, sell, and invest funds under its control in investments authorized in the Public Funds Investment Act."* The investment policy, adopted October 1989, is reviewed each year by the board. It was last

amended in July 2002. The policy designates the vice chancellor for Fiscal Affairs, renamed the director Fiscal Affairs, as the investment officer for the district. The policy further provides that the director may delegate management responsibility for daily investment transactions to the district treasurer who will perform as investment officer in the absence of the

director. Adequate segregation of duties for investment transactions is established between these two positions and the board, which receives monthly and quarterly investment reports. The investment policy also requires the investment officer to attend as least one investment-related training session within six months after taking office or assuming duties. Moreover, the director Fiscal Affairs and the treasurer must attend a training session at least once every two years. According to certificates of attendance on file in Fiscal Affairs, the treasurer attended training on the PFIA and related investment issues in February 2002, while the director attended the training in August 2002.

In addition to its institutional portfolio, which is governed under the PFIA, the district also has an endowment that is governed by different laws and policy. Section 130.007 of the Texas Education Code (TEC) provides that the board of a public junior college may establish an endowment fund in a depository of their choosing. The investment rules for endowments are more liberal than for institutional funds. The district may invest endowment funds in securities, bonds and other investments that the board considers prudent. The district cannot spend the corpus as local funds but may spend the investment income for operation and maintenance purposes.

While the treasurer manages the district's institutional portfolio on a daily basis, the district has contracted with two investment managers to manage the endowment portfolio. The treasurer, Fiscal Affairs, Acquisitions and Administrative Services and the investment managers maintain in safekeeping signed copies of the contract outlining the agreement between ACCD and the investment managers. The endowment portfolio policy provides that ACCD may retain independent investment managers to achieve its investment objectives. **Exhibit 6-4** and **6-5** provide an overview of ACCD's institutional and endowment investment policies.

Exhibit 6-4
Institutional Portfolio Investment Policy Overview

Investment Objectives	Investment Strategy
Safety: The number one objective of the ACCD investment policy is to assure the preservation and safety of ACCD's funds.	A separate investment strategy is established for each fund. Each strategy describes the investment objectives, which must reflect the following, in order of priority:
Liquidity: The second objective is to provide adequate and timely working funds.	1. suitability for ACCD; 2. preservation of principal;

Return: The third objective is to attain a rate of return no less than the market average and consistent with safety and liquidity objectives.	3. maintain liquidity; 4. marketability; 5. diversification, and 6. yield
Other Objectives: • match investment maturities to cash flow needs. • diversify investment portfolio. • actively pursue portfolio management techniques. • avoid investment for speculation.	
Authorized Investments: Only the following securities are authorized investments under this policy: a. obligations of the U.S. Government or state governments; b. certain collateralized mortgage obligations; c. certificates of deposit; d. collateralized repurchase agreements; e. bankers' acceptances; f. commercial paper; g. register mutual and cash management funds; h. diversified investment pools, and i. certain debt obligations.	

Source: ACCD, Investment Policy, January 2003.

Exhibit 6-5
Endowment Portfolio Investment Policy Overview

Investment Objectives	Spending Policy

Rate of Return: To achieve a rate of return that is as least equal to the spending rate, plus long-term inflation and the cost of managing the fund.	The spending rate should be no more than 50 percent of the net return (based on a moving 5-year average), but not less than 6 percent of the fiscal year end investment balances.
Match Benchmark: To match or exceed the growth rate of Standard & Poor's 500 stock index.	
Income Stream: To increase the income stream so as to maintain the endowment fund's purchasing power.	
Asset Allocation: Equities-50%-95% Cash/Cash Equivalents-5%-50% No more than 5 percent of the endowment may be invested in the securities of any one corporation. No more than 1 percent of the outstanding stocks of a single corporation may be included in the portfolio. No more than 20 percent of the endowment may be invested in any one industry.	
Authorized Investments: In addition to the investment authorized for the institutional portfolio, the following investments are allowed for the endowment portfolio: a. preferred and common stocks; b. bonds, debentures, or other corporate obligations, and c. certain mutual funds.	

Source: ACCD, Investment Policy.

The institutional portfolio November 2002 quarterly investment report shows investments with a market value of $109.4 million. Investments in Texpool comprised 69 percent of this total. The endowment portfolio had investment with a market value of $9.7 million as of December 2002 with 95 percent of the investments comprised of equity securities. **Exhibit 6-6** provides a summary of ACCD's investment portfolios for the applicable dates.

Exhibit 6-6
Portfolio Market Value
2002

Investment Type	Institutional Portfolio November 30, 2002	Endowment Portfolio December 31, 2002
Texpool	$75,325,057	$0
Government agencies	$34,064,001	$0
Cash	$0	$32,130
Cash equivalents and short-term funds	$0	$443,099
Common Stocks	$0	$9,198,755
Total	**$109,389,058**	**$9,673,984**

Source: Institutional Portfolio Investment Report, November 30, 2002, Endowment Portfolio Investment Report, December 31, 2002.

FINDING

In February 2003, ACCD's treasurer began using sweep accounts as a cash management tool after determining that sweep accounts were efficient and cost effective. Money managers use sweep accounts to concentrate funds and automatically move them from operating to investment accounts where they can earn additional interest. Typically money managers leave what is known as a peg balance in the operating account, which can be set at any amount. The peg balance is set at the estimated balance required to pay service charges in accordance with compensating balance arrangements, or it can be set at zero.

ACCD's treasurer prepares a detailed, comprehensive cash flow forecast for the entire year using an electronic spreadsheet. The treasurer projects daily cash receipts and disbursements and posts each day's actual activity to the spreadsheet. Cash receipts consists of tuition, which college bursars submit through their daily cash reports; TexPool, all taxes and state reimbursement are wired directly to TexPool; investment maturities and transfers-in. Cash disbursements include payroll, accounts payable, investment purchases and other disbursements.

Before acquiring the sweep feature, the treasurer had to manually move funds in and out of the district's operating accounts each day. In addition, the treasurer had to monitor pledged collateral requirements for remaining balances. This process is made much easier using sweep accounts. Remaining cash balances will be minimized because most cash will be automatically swept into overnight investments, thereby lessening the

need for pledged collateral. ACCD's sweep account will facilitate cash management while maximizing interest earnings.

In November 2002, the depository sent the treasurer information explaining its sweep services. In February 2003, the bank provided a cost/benefit analysis of the sweep feature, which is shown in **Exhibit 6-7**. The analysis shows the district generally breaking even with the sweep feature. However, as interest rates rise, the earning potential of the feature will become more evident.

Exhibit 6-7
Sweep Fee Analysis
February 2003

Total Current fees	$52,809.19
Less Collateral fee	(3,464.17)
Less Interest expense	(2,468.48)
Plus sweep fee	4,500.00
Subtotal New Fees	$51,376.54
Sweep Interest	(19,185.28)
Total New Fees	**32,191.26**
Old Fees	$32,554.31
New Fees	$(32,191.26)
Net Decrease in Fees	**$363.05**

Source: Bank One, February 2003.

COMMENDATION

ACCD uses the sweep accounts effectively in managing cash balances and maximizing interest earnings.

FINDING

The Bursar's Office is understaffed by at least one cashier at the Northwest Vista and Palo Alto colleges. During interviews at the district central office and the individual campuses, these two colleges were consistently mentioned as needing an additional full time cashier. Meanwhile, all

bursar offices use temporary employees and incur overtime to bridge workload gaps created especially during registration.

Northwest Vista and Palo Alto are the fastest growing of the four colleges. Spring 2003 enrollment was 22.5 percent higher for Northwest Vista and 13.9 percent higher for Palo Alto than Spring 2002 enrollment. **Exhibit 6-8** compares spring enrollment for 2002 and 2003.

Exhibit 6-8
Enrollment Growth
Spring 2002 and Spring 2003

College	Spring 2002 Enrollment	Spring 2003 Enrollment	Enrollment Increase	Percent Change
Northwest Vista College	6,451	7,904	1,453	22.5
Palo Alto College	6,373	7,261	888	13.9
St. Philip's College	9,858	11,088	1,230	12.5
San Antonio College	21,972	22,731	759	3.5
Total	**44,654**	**48,984**	**4,330**	**9.7**

Source: ACCD, Web site.

Cashiers at Northwest Vista and Palo Alto serve more students per full time equivalent (FTE), than either San Antonio College or St. Philip's cashiers. As a result, these cashiers are carrying a heavier load than the other two colleges. Cashiers at Northwest Vista, for example, service 3,246 more students per FTE than cashiers at St. Philip's. **Exhibit 6-9** compares students per FTE for the four colleges. FTE was calculated by dividing total full time and temporary hours worked during 2001-02 by the standard of 2,080 hours.

Exhibit 6-9
Students per Cashier FTE
2001-02

College	Full-time Staff Hours Worked	Temporary Hours Worked	Total Staff Hours Worked	Total FTEs*	Spring 2002 Enrollment	Students per FTE
Northwest Vista	2,177	954	3,131	1.51	6,451	4,272

Palo Alto	2,189	2,135	4,324	2.08	6,373	3,064
San Antonio	17,283	6,028	23,311	11.21	21,972	1,960
St. Philip's	8,664	2,837	11,501	5.53	9,858	1,783

Source: ACCD, Bursar and Treasurer.
*Calculated as Total Staff Hours Worked: 2,080 hours per FTE.

As a result of accelerated growth and understaffing, Northwest Vista (NWV) and Palo Alto (PAC) full time employees work more overtime than either San Antonio College (SAC) or St. Philip's (SPC) cashiers work. During 2001-02 cashiers at NWV and PAC received $1,981 in overtime pay. The temporary to full time staff ratio is higher also. During 2001-02, the temporary to full time staff ratio at Palo Alto and Northwest Vista was 6 to 1 and 3 to 1, respectively, compared to San Antonio College's ratio of 2 to 1 and St. Philip's College's ratio of 1.25 to one. **Exhibit 6-10** compares full time staff overtime and full time to temporary staff ratios for each of the colleges.

Exhibit 6-10
Ratio of Full time to Temporary Cashiers
2001-02

Description	San Antonio	St. Philip's	Palo Alto	Northwest Vista
Number of full-time cashiers employed during 2002	8	4	1	1
2002 overtime hours	643	343.50	109.25	97
Average overtime hours worked per cashier	80	85.88	**109.25**	**97**
Number of temporaries employed during 2002	17	5	6	3
Ratio of temporary to full time cashiers	2 to 1	1.25 to 1	**6 to 1**	**3 to 1**

Source: ACCD, Bursar and Treasurer.

In addition, during 2000-01, 2001-02 and 2002-03, temporary salaries, as a percentage of the temporary and classified salary cost pool, were generally higher for Northwest Vista and Palo Alto, indicating that these colleges have historically relied heavily on temporary employees, yet

continue to remain understaffed and service more students per cashier. **Exhibit 6-11** shows temporary salary costs as a percentage of total salary costs for both temporary and classified staff for 2000-01, 2001-02 and 2002-03. Actual amounts are shown for 2001 and 2002. Budgeted salaries were used for 2003.

In summary, bursar understaffing at the Palo Alto and Northwest Vista colleges is supported by four separate comparisons that show the bursar's function at these colleges is understaffed. This conclusion was reached based on (1) comparative enrollment, (2) students served per FTE, (3) full-time to temporary cashiers and (4) temporary to temporary and classified salaries. By every indicator the Palo Alto and Northwest Vista campuses are understaffed.

Exhibit 6-11
Temporary Salaries to Temporary and Classified Salaries
2000-01 through 2002-03

Temporary Salaries			Budgeted 2002-03
College	**2000-01**	**2001-02**	
San Antonio	$46,463	$49,002	$45,604
St. Philip's	$27,283	$13,201	$14,250
Northwest Vista	$12,816	$6,699	$16,069
Palo Alto	$12,406	$15,080	$7,384
Classified Salaries			
San Antonio	$165,023	$182,042	$188,896
St. Philip's	$106,288	$107,093	$118,413
Northwest Vista	$22,913	$24,939	$35,039
Palo Alto	$32,766	$36,255	$29,406
Percentage Temporary to Classified Salaries			
San Antonio	28%	27%	24%
St. Philip's	26%	12%	12%
Northwest Vista	**56%**	**27%**	**46%**
Palo Alto	**38%**	**42%**	**25%**

Source: ACCD, Bursar and Treasurer.

Chapter 6
ASSET AND RISK MANAGEMENT

A. CASH AND INVESTMENT MANAGEMENT (PART 2)

Recommendation 57:

Add one full-time cashier in the Bursar's Office at Palo Alto College and Northwest Vista College.

Given the growth at these two colleges and the disproportionate number of students served, the district should add a full time cashier at each of these colleges. The additional staffing should reduce the amount of overtime worked by full time staff and relieve the burden of constantly training temporary employees. Moreover, the Bursar's Office should not place such heavy reliance on temporary employees at these locations. Cashiers perform a critical function, which requires accuracy and attention to detail as well as consistency and a full time commitment to customer service. Hiring full time cashiers at these locations will fulfill these objectives for Palo Alto and Northwest Vista.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director Fiscal Affairs sends a memo to the chancellor's office requesting two full-time positions for the Bursar's Office.	August 2003
2.	The chancellor's office approves the positions.	August 2003
3.	The director Fiscal Affairs approves a Position Budget Adjustment form to add the positions to the Bursar Office budget.	September 2003
4.	The board approves the budget adjustment.	September 2003
5.	The director Fiscal Affairs sends a Request for Position Announcement to the Human Resource Department.	September 2003
6.	The director of Human Resources advertises the positions for two weeks.	October 2003
7.	The director of Human Resources reviews the applications and sends eligible applications to the Bursar's Office for review.	October 2003
8.	The Bursar's Office reviews the applications, interviews applicants and makes the selections.	October 2003
9.	The successful candidates are hired and commence their duties.	November

FISCAL IMPACT

The beginning salary for an accounting Clerk III is $18,696. The benefit rate is 9.4 percent. Two positions are needed. Therefore, the cost of this recommendation is $40,907 ($18,696 base salary x 1.094 in benefits x 2 positions). Assuming the position is filled in November 2003, in time for spring registration, the fiscal impact the first year would be $34,089 ($40,907 x 10/12). Eliminating overtime at the two colleges would offset the cost by $1,981, which was the overtime paid during 2001-02. Therefore, the net fiscal impact would be $32,108 the first year ($40,907 x 10/12 = $34,089 less $1,981 = $32,108) and $38,926 each year thereafter ($40,907 less $1,981).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Add one full-time cashier in the Bursar's Office at Palo Alto College and Northwest Vista College.	($32,108)	($38,926)	($38,926)	($38,926)	($38,926)

FINDING

ACCD charges less for credit card use than it pays the merchant bank to provide the service. During the spring of 2003, the district began charging a flat $2.00 credit card use fee per transaction. However, the district pays the merchant bank on a sliding scale based on the transaction type and amount. The amount charged to the student is not sufficient to cover the fees paid to the merchant bank.

The company that processes credit card transactions for the district charges different rates depending on whether students pay with a credit card online, over the telephone, by mail, by fax or in person in the Bursar's Office where the card is swiped. This is known as electronic draft capture units (EDC). The credit card processing vendor charges different rates depending on the method of payment. Voice and Web rates range from 1.76 percent to 2.76 percent of the transaction, while EDC units range from 1.62 to 2.62 percent of the transaction. When students pay by mail or fax, the bursar manually inputs the credit card information into EDC units.

The treasurer estimates that during 2001-02, the district paid $182,723 in credit card fees. The $2.00 fee is estimated to generate $250,000, according to the budget; however, the treasurer estimates the amount will be much less, based on credit card volume, which is heaviest before fall and spring registration. There were 34,842 credit card transactions during

2001-02. This equates to $69,684 (34,842 x $2.00) available to offset fees of $182,723.

Recommendation 58:

Base credit card fees on a cost recovery basis.

Allowing students to pay by credit card is an important aspect of customer service because it provides a convenient means for them to settle their accounts with the district. Therefore, credit card usage should be encouraged among students. However, the district should be more prudent in offering these services. Fees should be calibrated to the amount of the transaction so that the district can recoup a higher percentage of the cost of providing the service. Since the district pays based on the amount of the transaction, students should be charged based on the amount of the transaction.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director Fiscal Affairs instructs the treasurer to devise a formula to base credit card fees on the merchant bank's sliding fee scale.	September 2003
2.	The treasurer reviews the credit card statements and other data to develop a formula for charging students who pay by credit card.	September - October 2003
3.	The director Fiscal Affairs reviews the formula to ensure that it is reasonable and not overly burdensome on students.	October 2003
4.	The board reviews and approves the formula.	November 2003
5.	The formula is adopted throughout the district and students who pay with credit cards are charged accordingly.	November 2003

FISCAL IMPACT

If the district charged based on the cost of the transaction, it would break even on credit card fees. Estimated credit card fees during 2001-02 were $182,723. Based on the number of credit card transactions for 2001-02 of 34,842 and the $2.00 fee, revenue generated would be $69,684 (34,842 x $2.00). Therefore, additional revenue of $113,039 per year would be needed to break even ($182,723 - $69,684). During 2003-04, only nine months, or $84,779 ($113,039 x .75), would be charged assuming students began registering for the spring semester in December.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08

Base credit card fees on a cost recovery basis.	$84,779	$113,039	$113,039	$113,039	$113,039

FINDING

ACCD only allows continuing education students to fax or mail credit card tuition payments even though more efficient payment methods are available. Continuing education students cannot make credit card payments by telephone because the Continuing Education Departments have never requested that Information Technology make this method available to their students. Other methods, such as payment online and payment in person, are available to all ACCD students. ACCD's Continuing Education Departments consider faxed and mailed payments to be a convenience for students for whom payment by telephone is not an option. Moreover, since many continuing education students may not own or have access to a computer, faxed or mailed payments provide additional alternatives.

However, these payment methods take longer to process, cost more and are susceptible to information theft and breaches of confidentiality. Faxed forms contain sensitive student information such as social security and credit card account numbers. This information is not secure when provided by fax because faxed forms can pass through many hands, are easily misplaced and remain in a fax machine bin until retrieved by authorized persons. Meanwhile the information is visible to all who pass by the fax bin.

Although mailed payments do not pose the same level of risk that faxed payments create, the Continuing Education Departments are the only ACCD departments that accept and process mailed payments. The Bursar's Office does not allow mailed payments because they take more time and are less efficient to process than online or walk-in payments. The most effective bursar operations and community colleges collect all tuition through the Central Bursar's Office and prohibit departments from collecting and processing tuition.

Faxed and mailed credit card tuition payments are more time consuming and are less efficient to process than online, phone or walk-in credit card payments. Although the procedures for processing faxed and mailed payments vary slightly from college to college, generally, students using these payment methods send their registration information to the continuing education registration desk. The faxed and mailed information includes the cardholder's name, credit card type, account number, expiration date, authorizing signature and amount. Continuing education registrars register the student and record the student's information into a logbook. The registrars forward the logbook and registration form to the

Bursars Office where the student's information is verified and compared to the tuition invoice. Cashiers in the Bursar's Office manually enter the credit card information into the credit card machine instead of swiping the card, as is done for students who pay in person. Cashiers post the payments to the student information system while the logbooks and the student's paid receipt are returned to the registration desk. Unreadable faxes, payments with bad account numbers and declined charges are returned to the Continuing Education registration desk and a copy of the faxed and mailed document and credit card receipt are filed in the credit card file.

Faxed and mailed credit card payments are also more expensive to process. The credit card vendor charges 1.62 percent of the transaction for walk-in swiped payments, 1.76 percent for web and voice payments, and 2.62 percent for faxed and mailed payments. More than 6,600 students enrolled in Continuing Education courses through an ACCD college during fall 2002. From January 2003 through April 2003, 545 transactions totaling $47,654 were either faxed or mailed to Continuing Education Departments. San Antonio College processed 424 or 78 percent of these transactions, which comprised $31,653 or 66 percent of the value, as shown in **Exhibit 6-12**.

Exhibit 6-12
Summary of Faxed or Mailed Credit Card Tuition Payments
January through April 2003

College	Number of Transactions	Amount of Transactions	Percentage	
			Faxed	Transaction Amount
San Antonio	424	$31,653	78%	66%
St. Philip's	19	2,028	3%	4%
Palo Alto	48	4,973	9%	10%
Northwest Vista	54	9,000	10%	19%
Total	**545**	**$47,654**	**100%**	**99%**

Source: ACCD, Bursar's Office.
*May not total to 100 percent due to rounding.

In May 2003, ACCD's treasurer reached an agreement with San Antonio College's Continuing Education Department. If payment by phone is made available to San Antonio College's continuing education students, then the college will not accept faxed or mailed credit card payments for

continuing education students beginning spring semester 2004. The treasurer hopes to make a similar arrangement with the other three colleges that can be implemented by spring 2004.

Recommendation 59:

Eliminate faxed and mailed credit card tuition payments, and make telephone tuition payments available to all continuing education students.

ACCD should eliminate faxed and mailed payment options for continuing education students and require all students to pay either online, by telephone or in person on or before January 2004. The Bursar's Office should also work with the Information Technology Department to make payment by telephone available to all continuing education students as soon as possible. Faxed and mailed payments are risky and the costs of these methods outweigh the benefits. When the Information Technology Department makes payment by telephone available to continuing education students, convenience will no longer be an issue since payment by telephone is even more convenient than payment by fax or mail.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The treasurer, chief bursar and continuing education directors at each college agree to eliminate faxed and mailed credit card tuition payments on or before January 2004.	September 2003
2.	The treasurer and chief bursar coordinate with appropriate Information Technology Department staff to make payment by phone available to all continuing education students.	October 2003
3.	Appropriate staff from the Information Technology Departments make payment by telephone available to continuing education students.	November 2003
4.	The directors of each Continuing Education Department inform all students through the course catalogue and other appropriate means that payment by fax and mail will not be available for the spring 2004 semester.	November 2003
5.	The directors of each Continuing Education Department advertise the availability of payment by phone to all of its students.	November 2003
6.	Continuing education students begin using the telephone	December -

	to make tuition payments by credit card.	January 2004 and Ongoing

FISCAL IMPACT

Between January and April 2003, ACCD processed 545 faxed and mailed credit card payments valued at $47,654. These payments represented the volume and value of such transactions for the spring 2003 semester. Assuming the same volume occurs in future regular semesters and half of it occurs during the two summer semesters, the annual value of these transactions is estimated to be $119,135 (47,654 x 2.5-two full semesters plus half for the summer semesters).

The annual cost of the faxed and mailed payments is estimated to be $3,121 ($119,135 x 2.62 percent processing fee). If faxed and mailed payments are eliminated and the students chose the next most expensive option, which is online or telephone, the annual cost would be $2,097 ($119,135 x 1.76 percent processing fee), or an annual savings of $1,024 ($3,121-$2,097). During 2003-04, only about 66 percent of the savings, or $676, would be realized since telephone payments would not be available until January 2004.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Eliminate faxed and mailed credit card tuition payments, and make telephone tuition payments available to all continuing education students.	$676	$1,024	$1,024	$1,024	$1,024

FINDING

The district does not have an investment consultant to oversee the investment management of its endowment fund. ACCD paid $15,000 for an investment consultant during 1998-99 who discontinued services because the district's portfolio was too small at the time. Now the district is only paying for its two contracted endowment fund investment managers. One is paid an annual fee of 0.80 percent of market value, while the other is paid 0.75 percent of market value. ACCD's current investment management firms were contracted in 1991 and 1996, so ACCD has never evaluated its contracted investment managers' performance.

ACCD's endowment fund exists to provide scholarship funds. The district's investment policy CAK (E), which governs investment of the endowment portfolio, states that the district may retain independent investment managers to maximize the return on the portfolio and charges

the board and director Fiscal Affairs, assisted by an investment consulting firm, with the responsibility for asset allocation and performance evaluation of each investment manager. The policy requires the investment manager to prepare and submit monthly reports reflecting investment transactions and portfolio holdings and summaries. The investment consultant is required to prepare quarterly reports evaluating the investment manager's performance and compliance with the investment policy's investment performance standards, which are summarized in **Exhibit 6-13**.

Exhibit 6-13
Endowment Policy Investment Performance Standards

Performance Standards	Large Capitalization-Growth and Value Funds	Small Capitalization Equity Managers-Growth Funds
Achieve an annualized rate of return that exceeds the Consumer Price Index by 6 percent or more	X	
Achieve a compound time-weighted rate of return in excess of the return of the S&P 500 index.	X	
Achieve a compound time-weighted rate of return in excess of the return of the S&P growth index.	X	
Rank in the top half of a universe of other actively managed equity funds with similar objectives.	X	X
Achieve an annualized rate of return that exceeds the Consumer Price Index by 7 percent or more		X
Achieve a compound time-weighted rate of return in excess of the return of the Russell 2000 Value index.		X
Achieve a compound time-weighted rate of return in excess of the return of the Russell Andes.		X

Source: ACCD, Endowment Policy.

The most recent quarterly reports indicate that the endowment has not performed as well as the benchmarks over the life of the portfolio. Neither of the investment managers had exceeded the indexes used to measure investment performance. The S&P 500 Index consists of 500 stocks chosen for market size, liquidity and industry group representation. It is a market value weighted index (stock price times number of shares outstanding), with each stock's weight in the Index proportionate to its market value. The S&P 500 is one of the most widely used benchmarks of U.S. equity performance. The Russell 2000 Growth Index consists of about 1,200 small capitalization stocks of U.S. companies and investments based upon market capitalization and industry sector allocation. The Consumer Price Index measures the prices urban consumers pay for a representative basket of goods and services.

Index comparisons that the endowment policy requires are shown in **Exhibit 6-14**, while **Exhibit 6-15** presents an analysis of the endowment portfolio for 1999-2000 through 2001-02.

Exhibit 6-14
Endowment Portfolio Investment Performance
Compared to Investment Policy Benchmarks
From Inception through September 2002

Description	Investment Manager A	Investment Manager B
Year began managing fund	10/1/91	1/8/97
Alamo CCD	**6.65%**	**(2.0%)**
S&P 500 Index	9.19%	2.7%
Russell Growth Index	N/A	(.05%)
Consumer Price Index	2.50%	N/A
Percent of portfolio managed	70%	30%

Source: Investment Reports, September 2002.

Exhibit 6-15
Three-year Analysis of Endowment Portfolio
1999-2000 through 2001-02

Description	1999-2000	2000-01	2001-02	Summary of Transactions 09/01/99 through

				08/31/02 with Beginning and Ending Balance
Balance at 9/1	$13,498,677	$14,422,549	$12,855,009	$13,498,677
Additions/withdrawals	-	(1,081,289)	(585,919)	(1,667,208)
Dividend income	335,052	373,457	250,502	959,011
Gain/loss on sale of assets	556,894	135,422	(1,119,455)	(427,139)
Change in net value	80,702	(877,239)	(1,131,452)	(1,927,989)
Account additions	60,480	1,669	6,218	68,367
Management fees	(103,690)	(112,271)	(84,312)	(300,273)
Other	(5,566)	(7,289)	(7,428)	(20,283)
Balance at 8/31	$14,422,549	$12,855,009	$10,183,163	$10,183,163

Source: ACCD, Fiscal Affairs Department.

Recommendation 60:

Hire an investment consultant.

ACCD's first priority should be to hire an investment consultant. Before the district issues RFPs for investment management services, there are some major structural and policy issues they need to address before hiring managers. ACCD would need a consultant to help with the following:

- reviewing the endowment spending policy;
- conducting an asset allocation study;
- revising the asset allocation policy;
- issuing RFPs for management of the different asset classes set forth in the asset allocation policy;
- evaluating and selecting investment advisors for various assignments;
- negotiating investment advisor contracts; and
- preparing quarterly performance and compliance reports.

Review the endowment spending policy. The spending rate is probably too high and is unsustainable. Most research agrees that the maximum sustainable distribution rate for an endowment is 5 percent or less of the value of the portfolio. ACCD's minimum distribution rate is 6 percent;

otherwise it is 50 percent of the 5-year average total return of the portfolio. In other words, if the 5-year average return were 20 percent, they would distribute 10 percent. If the 5-year return were -20 percent, they would distribute 6 percent. The current spending rate has a high likelihood of significantly eroding the fund's purchasing power. ACCD should engage a consultant to prepare a spending policy study to validate its spending rate.

Conduct an asset allocation study. The current fund mix would not meet the diversification standards of most investment professionals. It appears to be 100 percent invested in large capitalization (large cap) domestic equities - one large cap growth manager, one large cap value manager. The asset allocation policy includes no investment at all in fixed income, small cap domestic equities or international equities. Also, it is 100 percent actively managed, with no allocation to passive, index investments like a S&P 500 index fund. Index investments are considerably less expensive than actively managed portfolios. Also, most active managers historically do not outperform passive benchmark indices. The study would take into account the tolerance for risk of the fund's fiduciaries. It would forecast the likelihood of producing different investment returns given varying allocations to different asset classes. An asset allocation study would determine the "optimal" mix of assets that both meet the risk tolerance of fiduciaries and that provides the highest probability of meeting the stated investment objectives and spending policy.

Revise the Asset Allocation Policy. The asset allocation policy would be revised based on the results of the asset allocation study.

Issue RFPs for management of the different asset classes set forth in the Asset Allocation Policy. Once the structure of the portfolio has been established by the Asset Allocation Policy, investment managers should be hired through a competitive process. A study would probably demonstrate the need to include a broader spectrum of investment types in the portfolio mix (e.g., bonds and index funds). The consultant should help in the preparation of the RFPs.

Evaluate and select investment advisors for various assignments. The consultant would assist the board in the identification and selection of investment managers.

Negotiate investment advisor contracts. The consultant should help the board in this process. Current contracts are out of date. For instance, neither requires the managers to inform the board of changes in key management personnel or changes in ownership of the firm. One of the investment management contracts allows the manager to execute trades through any broker/dealer subsidiaries or affiliates of its firm. In the industry, this type of arrangement is often considered to represent a

conflict of interest for the manager. Another unusual aspect of this investment management contract is that it provides no sliding scale with reduced fees in consideration for increasing assets under management.

Prepare quarterly performance and compliance reports. Current quarterly performance reports do not comply with district policy (nor industry standards).Quarterly performance reports simply list the change in value of all ACCD investments in the aggregate and include a certification from management that all are in compliance with policy. ACCD Policy requires that quarterly reports compare returns to appropriate non-managed market indices and the Consumer Price Index. The accepted industry standard would also include performance comparisons to a universe of peer advisors managing similar asset classes. Reports should also include measures of investment risks imbedded in the portfolios.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Fiscal Affairs in consultation with the Board of Trustees and top district management prepare a job description for the investment consultant.	September 2003
2.	The director of Fiscal Affairs and Human Resources staff advertise the investment consultant position.	October 2003
3.	The director of Human Resources or delegated staff receive and tabulate the applications for review by the director of Fiscal Affairs and Board of Trustees.	October and November 2003
4.	The director of Fiscal Affairs and Board of Trustees review candidate applications.	December 2003
5.	The Board of Trustees, with input from the director of Fiscal Affairs, approves an investment consultant for hire.	December 2003
6.	The director of Fiscal Affairs hires the investment consultant.	December 2003

FISCAL IMPACT

Based on industry experts, an investment consultant qualified to oversee the district's endowment fund management would cost a maximum of $50,000 per year.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Hire an investment consultant.	($50,000)	($50,000)	($50,000)	($50,000)	($50,000)

Chapter 6
ASSET AND RISK MANAGEMENT

This chapter reviews the asset and risk management functions of the Alamo Community College District (ACCD) in the following sections:

B. EMPLOYEE BENEFITS

ACCD provides a variety of benefits to its employees. In addition to traditional leave benefits, such as vacation, holidays, sick leave and personal leave, employees are offered other benefits to protect their health and livelihood as well as that of their families. These benefits include the following:

- retirement;
- medical, disability, accidental death and dismemberment and life insurance;
- tuition assistance; and
- an employee assistance program.

All benefits are administered through the Human Resources Department. ACCD's compensation/benefits manager has overall responsibility for employee benefits and reports to the director of Human Resources. Six employees report to the compensation/benefits manager. Three are benefit coordinators, one is a compensation analyst, one is a compensation assistant and one is a payroll assistant, who is responsible for administering benefits paid through payroll deduction.

The benefits area has experienced some staff instability. While the compensation/benefits manager and one benefit coordinator position have not experienced much turnover, the other benefit coordinator positions have averaged tenure of slightly more than one year. **Exhibit 6-16** provides a benefits staffing history for the compensation benefits manager and the benefit coordinators. It shows the average tenure of each benefits staffing position through January 2003 and the reasons staff left the positions.

Exhibit 6-16
ACCD Benefit Clerk Staffing History
2002-03

Position and Incumbents	From	To	Reason for Vacating Position	Average Tenure
Compensation/Benefits Manager				8.3

				years
Incumbent 1	July 1986	May 2000	Department reorganization	
Incumbent 2	June 2000	January 2003	-	
Benefit Coordinator Position 1				**5.1 years**
Incumbent 1	December 1997	January 2003	-	
Benefit Coordinator Position 2				**1.3 years**
Incumbent 1	September 1997	March 1999	Resigned	
Incumbent 2	March 1999	September 1999	Resigned	
Incumbent 3	November 1999	November 2002	Disability retirement	
Incumbent 4	December 2002	January 2003	-	
Benefit Coordinator Position 3				**1.4 years**
Incumbent 1	April 2000	March 2002	Resigned	
Incumbent 2	May 2002	January 2003	-	

Source: ACCD, Human Resources Department-Employee Benefits Section.

ACCD employees are covered under the state's health care program known as the Employees Retirement System of Texas (ERS). All of the health plans available to state agency employees and eligible higher education employees offer comprehensive coverage including preventive care, prescription drugs, vision exams, maternity coverage and many other benefits.

ERS pays the cost of health and basic term life coverage for eligible higher education employees, as well as one-half the cost of health premiums for their eligible dependents. Eligible employees pay for the other half of dependent care coverage. The State Legislature appropriates health care funds to state agencies and higher education institutions for each year of the coming biennium. This is known as a health care supplement. Each month, ERS bills ACCD for health care premiums

based on the cost of coverage for employees and their dependents. The State Comptroller pays ERS directly each month for one twelfth of each year's legislative appropriation, and ACCD sends ERS a payment for the remainder.

Exhibit 6-17 provides an overview of ACCD's benefits program, including who pays for coverage and enrollment as of December 2002. The summary does not include retirement or leave-related benefits. Retirement is administered through the Teacher Retirement System of Texas.

Exhibit 6-17
Summary of ACCD Employee Benefits

Benefit Description	Explanation	Payment	Active *Enrollment
Medical (plus $5, 000 life insurance and $5,000 Accidental Death and Dismemberment (AD&D)	Employee selects from one of three plans: • HealthSelect • HealthSelect Plus • Community First	The state pays for the employee plus 50 percent of employee dependent premium; employee pays the other 50 percent.	2,126
State Kids Insurance Program (SKIP)	A state-sponsored program to provide health care coverage for the children of eligible ACCD employees.	Employee pays $15 for entire year or $15 per month depending on eligibility.	60
Life Insurance with ADD	All active employees are covered for an amount equal to the employee's annual salary rounded up to the next thousand.	ACCD pays $.256 per $1,000 of salary per month.	2,291
Short-term Disability (STD)	Employees are eligible for STD after a 60-day waiting period or until the employee has	ACCD self-insures the STD plan and charges	2,291

	exhausted all accrued sick leave, whichever occurs second. The plan pays 60% of weekly salary up to $923 for a maximum of 18 weeks.	each department $4 per employee per month.	
Long-term Disability (LTD)	Employees are eligible for LTD after a 6-month waiting period The plan pays 60 percent of monthly salary up to $13,000 for life or until the employee reaches 65 years of age.	ACCD pays $19 per $1,000 of salary per month.	2,291
• Medical Insurance for Dependents • Dental • Additional Life Insurance • Dependent Life Insurance • Accidental Death and Dismemberment • Additional STD and LTD	Employee may purchase these additional coverages.	Employee pays premium through payroll deduction.	• Dental-1,405 • Life-1,000 • AD&D-793 • Dependent Life-926 • STD/LTD-279
Employee Tuition Assistance	Provided to eligible employees and their eligible dependents to enhance their skills, advance their educational levels, and develop their personal interests.	ACCD provides a maximum of $1,500 per fiscal year, per employee	509
Employee Assistance Program	Provides free confidential and	ACCD pays employee	Unknown, benefit is confidential

	professional assistance to help employees and their families resolve personal problems that are affecting their lives and job performance.	premium	

A comprehensive summary of health benefits is available on the ERS web site www.ers.state.tx.us. **Exhibit 6-18** presents an overview of premium rates for the health care plans.

Exhibit 6-18
Health Plan Rates
2002-03

Coverage Category	Total Premium	State Contribution	Employee Cost
HealthSelect			
Employee	$306.61	$306.61	$0
Employee/Child	$542.70	$424.66	$118.04
Employee/Spouse	$659.21	$482.91	$176.30
Employee/Family	$895.30	$600.96	$294.34
HealthSelect Plus			
Employee	$306.61	$306.61	$0
Employee and Child	$542.70	$424.66	$118.04
Employee and Spouse	$659.21	$482.91	$176.30
Employee and Family	$895.30	$600.96	$294.34
Community First			
Employee	$238.54	$238.54	$0
Employee and Child	$422.22	$330.38	$91.84
Employee and Spouse	$512.86	$375.70	$137.16
Employee and Family	$696.54	$467.54	$229.00

FINDING

ACCD does not accurately project and budget local district healthcare costs. The district estimates out-of-pocket healthcare costs annually by analyzing only the hiring plan and employee census information. However, the fixed, state-paid portion of the total healthcare premium is not used in the analysis. ACCD's 2002-03 total budget is comprised of funds from five independent sources, as presented in **Exhibit 6-19**.

Exhibit 6-19
ACCD Funding Sources
2001-02

Source of Funds	Percent of Budget
State	34%
Grants	25%
Taxes	24%
Tuition	13%
Other	4%
Total	**100%**

Changes in funding levels from any of these sources affects the number and type of employees which ultimately affects the total healthcare premium. As a result, ACCD's out-of-pocket portion of the total healthcare premium absorbs staffing/premium changes that occur during the year since the state paid portion is fixed. By not considering the state healthcare supplement, the hiring plan and employee census upfront, the college is using an incomplete healthcare financial picture and not accurately predicting or planning for fluctuations in its portion of the healthcare expense.

Each biennium, the state legislature appropriates an amount for health care benefits for ACCD and other community colleges. The district's state supplement has grown an average of 18 percent per year since 1999-2000, while health plan enrollment has grown an average of 4 percent over three

biennium's (2000-01, 2002-03 and 2004-05). **Exhibit 6-20** provides an overview of funding for ACCD and other community colleges for the four fiscal years 1999-2000 through 2002-03.

Exhibit 6-20
ERS Health Supplement Funding (In Millions)
Texas Community Colleges
1999-2000 through 2002-03

Description	1999-2000	2000-01	2001-02	2002-03	Average Annual Growth Rate
Alamo CCD	$6.7	$7.0	$9.9	$11.1	18%
Other Community Colleges	$77.4	$81.0	$109.4	$123.0	17%
Statewide Total	$84.1	$88.0	$119.3	$134.1	17%
Percentage-Alamo CCD	**8.0%**	**8.0%**	**8.3%**	**8.3%**	

Source: ACCD, Payroll Department.

The state supplement is a fixed amount allocated over two years. Each state agency is required to certify the number of active and retired employees covered under the insurance plan. Article 3.50-3, Section 13 of the Texas Insurance Code (TIC) states, "Certification shall be submitted on or before the first day of November next preceding each regular session of the legislature; the institutions and agencies covered under the provisions of this Act shall certify to the Legislative Budget Board and budget division of the Governor's Budget and Planning Office the amount necessary to pay employer contributions for each active and retired employee...." **Exhibit 6-21** presents district enrollment amounts provided to the state in prior years for the previous, current and next biennium.

Exhibit 6-21
ACCD Certified District Enrollment Amounts
Provided to the State for Healthcare Supplement Calculations

Date Provided to State	Applicable Biennium	ACCD Certified Enrollment
October 1998	2000 and 2001	2,077
October 2000	2002 and 2003	1,975

October 2002	2004 and 2005	2,237
Average Annual Growth Rate		4%

The State Comptroller pays 1/12th of the state supplement to ERS each month to provide for ACCD's health care costs. If ACCD provides insurance coverage for more employees than the legislature appropriates, the district pays the difference. Article 3.50-3 Section 11 (b) of the TEC states, "If the cost of an active employee's or retired employee's basic coverage exceeds the amount appropriated by the legislature for an employee or retired employee, the institution must provide optional coverage at no cost to the employee or retired employee."

Exhibit 6-22 provides an overview of health supplement billings and payments for 1999-2000 through 2001-02. The district's payment has averaged 5 percent over the past three years.

Exhibit 6-22
Health Care Supplement Analysis
1999-2000 through 2001-02

Fiscal Year	Active and Retiree Total Premium	State Portion	ACCD Portion	Adjustment Required to Reconcile Fiscal Year End Payments (as of August 31)*	Percentage Paid by ACCD
1999-2000	$6,905,786	$6,704,499	$331,673	$130,386	5%
2000-01	$7,967,015	$6,966,086	$393,599	($607,330)	5%
2001-02	$10,181,886	$9,892,959	$564,628	$275,701	5%

However, some colleges perform comparisons using hiring plans, employee census data and their state supplement annually and when significant decisions affecting personnel occur to maintain accurate budget projections. Common examples of significant decisions affecting personnel include staffing decreases through early retirement programs or staffing growth through new program initiatives. Colleges that use an incomplete healthcare financial picture to predict out-of-pocket healthcare expenses may incur an unexpected budget deficit. For example, Austin Community College (ACC) experienced a 2001 budget deficit due in part to health insurance costs paid that were more than state allocations. ACC was unaware of the potential additional cost and therefore did not provide for any additional cost in its fiscal 2001 budget.

Recommendation 61:

Use the hiring plan, employee census and state supplement information to accurately project and budget local ACCD healthcare costs.

Adding the state supplement component to the annual healthcare budget evaluation process will provide ACCD with a more accurate estimate of out-of-pocket healthcare costs. This upfront analysis will ensure that potential deficits are incorporated in the district's budgeting and planning process for healthcare costs. The lack of planning and budgeting using an incomplete healthcare financial picture-planning model could result in larger than anticipated insurance payments, which would have a negative effect on the district's finances.

In addition, the compensation/benefits manager should track healthcare supplement statistics such as growth in the health care supplement, growth in the number of eligible employees covered and amount of the health insurance care supplement per employee. These statistics should be evaluated each budget development period to determine if the supplement is adequate. If the supplement is insufficient, the district can develop plans to absorb the additional cost without adversely affecting core programs.

Comparisons should also be made before significant decisions affecting personnel occur. This would include, for example, the implementation of an early retirement program or hiring of additional employees in response to growth or new program initiatives.

IMPLEMENTATION STRATEGIES AND TIMELINE

| 1. | The director of Human Resources instructs the compensation/benefits manager to develop a method of monitoring staffing levels using the hiring plan, employee census and state | October 2003 |

		supplement information.	
2.		The director of Human Resources instructs the compensation/benefits manager to track healthcare supplement statistics such as growth in the healthcare supplement, growth in the number of eligible employees covered and amount of health insurance care supplement per employee.	October 2003
3.		The compensation/benefits manager identifies reports and other data that would provide the information necessary to monitor the level of employees eligible for state health care benefits.	October 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The benefits section of Human Resources enters employee benefit information in two databases that are not integrated with one another and do not communicate. One database is maintained on ACCD's Human Resources System (HRS). It contains the employee; type of benefit, premium and type of health plan. The other database is People Soft, which is the actual state insurance database and is hereby referred to as the ERS database. It contains essentially the same information but in a different format. Maintaining two databases creates duplication of effort because the same data must be entered twice and a daily reconciliation must be performed to ensure the databases agree.

Employees complete the appropriate ERS paper form or go online to enroll in benefit programs or initiate changes. The district receives an information report from ERS for employees who enroll online. This information must then be manually entered into HRS. If an employee enrolls using a paper form, benefit coordinators must manually enter the information into both ERS and HRS.

Each day, staff in the Technology Department retrieves a file from the ERS server that contains employee benefit information. A similar file is generated from HRS and a discrepancy report is generated that shows differences in benefit data between ERS and HRS. Benefit coordinators verify and reconcile the discrepancy report to ensure that information on both databases agrees and is accurate.

On May 10, 2002, the compensation/benefits manager submitted a request for the Technology Department to implement automation of the benefits system so that changes made to the ERS database would automatically update the HRS database. This automation is designed to streamline data

entry, minimize errors, eliminate the need for daily reconciliations and help the department eliminate overtime while providing additional time for benefit coordinators to process their normal workloads. The project has been well underway since June 2002 but was not completed as of April 17, 2003.

Many organizations develop software interfaces that allow databases to communicate with each other. As changes are made to one database, they are automatically uploaded to the other. Periodically, an automated process is run that compares information on the two databases and generates a discrepancy report, which is reviewed so that errors can be researched and resolved. This alternative provides the same benefits as the first alternative except that it has an added benefit. In the first alternative, the insurance company processes the organization's information from the tape. The second alternative does not require a tape but allows each database to remain independent while creating a link between them.

Recommendation 62:

Establish a formal strategy and timeline to ensure completion of the project to integrate the Employee Retirement System and Human Resources System employee benefit databases.

The compensation/benefits manager, working with appropriate district technology personnel should ensure that the project integrating ERS and HRS continues until completion. A strategy with goals, objectives and timelines is critical and should be established since coordination with ERS technology will be required. Moreover, a strategy and timeline will enable the district to determine if implementation by summer 2003 open enrollment is too optimistic to complete and test the enhancement. A more realistic timeframe might be summer 2004 enrollment. A strategy will also enable the district to determine how changes employees make throughout the year to their coverage affects integration of the two databases.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resources instructs the compensation/benefits manager to establish a definite timeline for completing integration of HRS and ERS.	January 2004
2.	The compensation/benefits manager and appropriate technology staff meet to review project requirements and establish a definite timeline for completing the integration project.	February - May 2004
3.	The director of Human Resources receives a copy of the timeline and monitors the progress of the project to ensure it stays on schedule and is completed according to the established timeline.	May 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Human Resources Department has not aggressively promoted online enrollment of employee benefits. Although employees have the option to enroll online, the compensation/benefits manager would like for online enrollment to be mandatory. Open enrollment is a difficult period for the benefits section, and benefit coordinators are heavily involved in the process. Employees make changes to their benefit profiles during open enrollment, which occurs in the summer. Benefit coordinators experience a heavy workload during this season when ACCD employees are enrolling in health plans, identifying new benefit options, selecting new coverages, changing existing coverages, adding dependents and making other changes.

Open enrollment occurs within a brief timeframe. For example, 2002-03 open enrollment was held from July 15th through August 23rd. Changes made during this period became effective September 1. Benefit coordinators log the most overtime during open enrollment as they respond to employee questions about their benefits, enter information into the ERS and HRS data systems, attend benefit fairs, visit campuses, and conduct benefit orientation sessions for new employees, which are also done periodically as new employees join the district. During 2001-02, benefit coordinators, as a group, worked an average of 114 hours of overtime for the year compared to 90 hours of overtime for other human resources employees. The total cost of the overtime benefit coordinators worked was $6,522.

ERS provides online enrollment at www.ers.state.tx.us. The process is simple and convenient. ACCD also provides computers at various locations for employees to use. To enroll online, employees need their social security number and password, which is provided to them in an ERS enrollment notice mailed to their home just prior to the start of open enrollment. Online employees can:

- view their health plan online;
- update personal information;
- update dependent information;
- enroll in insurance that does not require evidence of insurability;
- drop or reduce coverage; and
- select a primary care physician.

Recommendation 63:

Promote online enrollment for employee benefits more aggressively.

ACCD should aggressively promote the ERS online enrollment capability and make it mandatory for those employees with assigned computers that can access the ERS internet Web site by 2004-05. Meanwhile, the district should provide ongoing training about the system, including making it a part of new employee orientation. Training and brochures with pictures should be incorporated in staff development sessions. Each year, the district should identify groups of employees to target for online enrollment and focus on encouraging those groups to use the online system, tailoring training activities to the needs of those groups. By 2006-07, most employees should be enrolling online as a requirement.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resources instructs the compensation/benefits manager to develop a promotional campaign for online enrollment.	September 2003
2.	The compensation/benefits manager solicits the input of the benefits staff and they jointly develop a promotional campaign designed to advertise the benefits of online enrollment districtwide.	October 2003
3.	The compensation/benefits manager and benefits staff initiate the promotional campaign.	November 2003 and Ongoing
4.	The compensation/benefits manager and benefits staff intensify promotion of the feature as the summer open enrollment season draws near.	June 2004 and Annually

FISCAL IMPACT

During 2001-02, benefit clerks worked an average for the year of 114 hours of overtime at a cost of $6,522. As more staff become familiar with the process, efficiencies will be gained through increased ERS Web site enrollments and on-line training and information disbursement. If online enrollment reduced overtime by 25 percent for 2003-04, 35 percent for 2004-05 and 45 percent for 2005-06 and ongoing, the annual savings for 2003-04 would be $1,631 ($6,522 x 0.25); annual savings for 2004-05 would be $2,283 (6,522 x 0.35) and the annual savings for 2005-06 and beyond would be $2,935 ($6,522 x .45).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Promote online enrollment for	$1,631	$2,283	$2,935	$2,935	$2,935

employee benefits more aggressively.					

Chapter 6
ASSET AND RISK MANAGEMENT

C. INSURANCE PROGRAMS (PART 1)

Community colleges are faced with many risks and uncertainties that could lead to catastrophic financial losses. Since the safe, efficient operation of the colleges is a vital public interest, these risks must be managed effectively to reduce the risk of loss. Effective risk management involves the following:

- identification of risk exposures;
- classification of identified risk exposures;
- evaluation of identified risk exposures in terms of frequency and severity;
- management of risk exposure through avoidance, reduction, deductibles or insurance; and
- development, maintenance, and monitoring of loss prevention programs and practices.

ACCD's risk management functions include environmental health and safety, Americans with Disabilities Act compliance and coordination, workers' compensation, property casualty and general liability insurance, and student accident insurance. On January 10, 2003, the interim chancellor transferred all risk management functions from Fiscal Affairs, where they reported to the treasurer, to Human Resources where they report to the director of Human Resources. In a February 3, 2003 memo to the interim chancellor, the director of Internal Audit recommended, and the interim chancellor approved, that Fiscal Affairs be given responsibility for acquiring and administering property, casualty and general liability insurance for the 2003-04 renewal only. All other risk management functions remain with the Human Resources Department.

Property, Casualty and General Liability

Property, casualty and general liability insurance includes coverages for property, boiler & machinery, general liability, law enforcement, automobile, health careers/student nurses, educator's legal liability and crime. After nearly a decade of stable premiums in the property, casualty and general liability market, the past two years have brought sharp increases in premiums across the nation. Insurance company executives and industry analysts predict that the market has not seen the end of rising prices and falling coverages.

During 2002-03, ACCD will pay $549,085 in property, casualty and general liability insurance premiums, which represents an increase of 19 percent over 2001-02.

Exhibit 6-23 provides a detail of policies in force.

Exhibit 6-23
Summary of Property, Casualty and General Liability Insurance
2002-03

Type of Coverage	Insurance Carrier	Term	Deductibles	Limits of Coverage
Property	Allianz	9/02-9/03	$25,000 $100,000 for wind, hail flood, water damage and earth movement	$200,000,000
Boiler and Machinery	Allianz	9/02-9/03	$25000	$100,000,000
General Liability	Texas Association of Public Schools	9/02-9/03	$2,500	$1,000,000 Per Location
Law Enforcement	Texas Association of Public Schools	9/02-9/03	$2,500	$1,000,000
Automobile	Texas Association of Public Schools	9/02-9/03	$1,000	$100,000 Bodily Injury $100,000 Property Damage
Educator's Legal Liability	Royal Indemnity	9/02-9/03	$100,000	$4,000,000
ERP-Educator's Legal Liability	National Union Fund	9/02-9/03	$25,000	$4,000,000
Crime	Great American	9/02-9/03	$10,000 for employee dishonesty, otherwise $1,000	$5,000,000

| Workers' Compensation-Excess | Midwest Employers | 12/01-12/04 | $200,000 per accident/SIR | $1,000,000 |
| Health Careers Professional Liability | Chicago Insurance Company | 09/02-09/03 | no deductible | $1,000,000 per incident per student/$3,000,000 aggregate |

Source: ACCD, Fiscal Affairs.

Exhibit 6-24 shows premiums for 2001-02 and 2002-03.

Exhibit 6-24
Property, Casualty and General Liability Insurance Costs
2001-02 and 2002-03

Type of Coverage	2002-03 Premium	2001-02 Premium
Property	$345,000	$235,191
Boiler and Machinery	$11,952	$9,581
General Liability	$51,858	$13,606
Law Enforcement	included in general liability	$35,243
Automobile	$44,829	$42,389
Educator's Legal Liability	$85,000	$99,456
ERP-Educator's Legal Liability	$24,864	
Crime	$10,446	$7,734
Workers' Compensation-Excess	$14,983	$14,983
Health Careers Professional Liability	$27,100 $14.50/student(low risk) $61.00/student(high risk)	$18,420 $14.50/student (low risk) $61.00/student (high risk)
Student Accident Insurance	Plan #1 $3.02/student Plan #2 $120/student Plan #3 $56/student Plan #4 $.75/student	Plan #1 $3.28/student Plan #2 $130/student Plan #3 $61/student Plan #4 $.82/student

FINDING

ACCD's Risk Manager position is vacant; risk management responsibilities have not been consistently centralized under one manager and the district is unsure about where the risk management function belongs in the organization. The lack of centralized professional leadership and oversight has placed the district in a position where operational, legal, regulatory and financial risks are not being properly managed and controlled. The risk manager terminated employment on September 12, 2001, and the position has been vacant for almost two years. The former risk manager was responsible for all aspects of risk management including workers' compensation claims administration, workers' compensation fiscal administration, property, casualty and general liability insurance, student accident insurance, Americans with Disability Act (ADA) compliance, and safety training and compliance.

Since 1991, risk management has shifted between Human Resources and Fiscal Affairs. The ADA component of risk management was once under Internal Audit. In 1991, workers' compensation claims administration resided under Human Resources department while fiscal management resided in Fiscal Affairs, which also administered the property, casualty and general liability insurance program. In 1999, all risk management functions were transferred to Human Resources and remained there until September 2001 when the risk manager terminated employment. In September 2001, all risk management functions were transferred to Fiscal Affairs under the treasurer. In January 2003, all risk management functions were transferred back to Human Resources.

In a February 3, 2003 memo to the interim Chancellor, the director of Internal Audit suggested that Fiscal Affairs be given back the responsibility for acquiring and administering property, casualty and general liability insurance, at least for 2003-04, since the time for issuing an RFP was very near and Fiscal Affairs was more experienced with the process. The interim chancellor accepted the recommendation and authorized Fiscal Affairs to acquire and administer property, casualty and general liability insurance for 2003-04 only; all other risk management functions remain with Human Resources. **Exhibit 6-25** provides a chronology of risk management's movement within the organization.

Exhibit 6-25
History of Risk Management Function Movements

Prior to 1991	• Fiscal Affairs managed the fiscal components of property, boiler and machinery, general liability, law enforcement,

	automobile, educator's legal liability, crime, workers' compensation, health careers professional liability and student accident insurance.
February 1991	• Self-funded workers' compensation program established. Fiscal Affairs established the billing rate, while Human Resources administered work-related claims.
1991-92	• Safety coordinator and risk manager were hired and housed in Human Resources.
1993-94	• Worker's compensation specialist hired to handle workers' compensation claims and was housed in the Human Resources Department.
March 1997	• ADA coordinator hired and placed in the Internal Audit Department.
Fall 1997	• ADA position moved to executive vice chancellor's office.
September 1998	• ADA position moved back to the Internal Audit Department.
November 1998	• ADA position moved to the Human Resources Department under the director of Human Resources.
September 1999	• ADA position job description changed to report to the risk manager.
October 1999	• Administration of property, boiler and machinery, general liability, law enforcement, automobile, educator's legal liability, crime, workers' compensation, health careers professional liability and student accident insurance, moved to the Human Resources Department following hiring of new risk manager in September 1999.
Late 2000-01	• Administration of all risk management functions, including ADA, safety and all insurance programs moved back to Fiscal Affairs.
January	• Administration of all risk management functions, including

2003	ADA, safety and all insurance programs moved back to Human Resources.
February 2003	• Upon the internal audit director's recommendation, the interim chancellor gives Fiscal Affairs responsibility for acquiring and administering property, casualty and general liability insurance for 2003-04 only; all other risk management functions remain with Human Resources.

Source: ACCD, Fiscal Affairs.

Human Resources staff identified a number of concerns about the district's risk management program that have gone unattended in the absence of a risk manager. **Exhibit 6-26** provides examples of some of those concerns and underscores the importance of having a competent risk management professional in the district.

Exhibit 6-26
Risk Management Concerns

Area	Concern
Vehicles	• Employees whose job description requires they have a valid Texas Driver's License and are insurable under the District's insurance must complete an "Authority for Release of Information" form so the district can obtain their three-year driving record from the Texas Department of Public Safety (DPS). The process is time consuming and paper intensive and is not being handled in a timely manner. • The Motor Pool and Risk Management need to better coordinate the release of a vehicle only to those employees who have had their driver's record checked and cleared through the Texas DPS • Some vehicles require the driver to have a commercial license. The district needs to identify these vehicles and their drivers to ensure it is in compliance.
Liability	• The district sponsors a "Kids Camp", which is a summer program conducted on various campuses for children under the age of 18. Participation is not denied even if a parental authorization form is not received. Medical treatment administered by a district nurse without parental authorization presents a potential liability issue for the District • Release form for students taking field trips, including international trips, is not uniform. Each department has drafted

	its own form releasing the district of any liability for physical injury or loss of property during a class-sponsored field trip. The district's attorney may not have reviewed the forms; the district could be exposed.
Property	• An appraisal of all district property (land, buildings, equipment) has not been conducted since 1991 when the Texas Association of School Boards prepared an appraisal for the district.

Source: ACCD, Human Resources Department.

The district issues Requests for Proposals to acquire insurance. One of the former risk manager's responsibilities was to initiate the RFP process, evaluate the proposals, and recommend an adequate, cost-effective program for the district. The district purchased insurance for the 2001-02 school year at the eleventh hour - literally. All of the district's policies were set to expire at midnight on August 31, 2001.

This situation occurred through a combination of circumstances, including property casualty market conditions, insurance company policy decisions and the district's own decisions. The chain of events began more than a year earlier on July 14, 2000 when the boiler and machinery policy was not renewed for 2001-02, the final year of the carrier's three-year contract. The contract stated that if at the end of the contract term contract pricing and/or rates did not increase, an option to extend with the carrier might be negotiated. However, the district would not accept a 10-percent premium increase that would have resulted in a difference of $828 from $8,280 to $9,108.

In March 2001, the district was proceeding with an RFP to replace the boiler and machinery coverage; however, it was withdrawn due to lack of interest. In early May 2001, the property, liability, automobile and educator's liability carrier informed the risk manager verbally that it might not renew its policy for 2001-02 because it was having difficulty finding an underwriter for the insurance coverage. On June 5, 2001, the carrier notified the district by fax that it would not renew the policies after which the risk manager notified purchasing to issue an insurance RFP for all lines of coverage.

On August 6, 2001, the risk manager submitted insurance coverage recommendations for board approval and strongly urged the board to approve the package since all coverage would be expiring on August 31st. On August 21, 2001, the board pulled the recommendations from consideration by submission of a substitute Minute Order. At the same

meeting, the board extended the contract of the existing risk management consultant who later critiqued the recommendations, summarized the findings in a Memo dated September 17, 2001 to the director Fiscal Affairs, and substituted his own recommendations. It was these recommendations the district purchased at the eleventh hour on August 31, 2002.

The confusion surrounding the 2001-02 insurance procurement added risk to the district's exposure to losses from unforeseen events. The lack of centralized and professional risk management oversight and decision-making authority caused the district to pay higher prices for insurance premiums and reduces renewal opportunities with existing companies. As a result of the continuing vacancy in the risk manager position, the district has not had coordinated, comprehensive risk management planning in almost two years.

Given the harsh realities of the risk environment in which all institutions operate today, no organization can afford to relegate risk management to a minor role. Too many things can go wrong. There are operational, legal, regulatory, financial, investment, political, reputation, and technological risks at stake. A recent catastrophe at the University of Texas at Austin (UT) underscores the point. Between February 26, 2003 and March 2, 2003, computer hackers broke into the University of Texas at Austin's (UT Austin) computer systems and stole the names and Social Security numbers of an estimated 59,000 current and former students, faculty members and staff. UT Austin officials feared the information could be used to illegally open bank accounts or obtain credit cards. They said that the breach could easily have been prevented with basic precautions.

A capable risk manager comprehends the district's risk environment and builds a successful program through effective listening and communication with stakeholders throughout the organization. There

is no consensus among community colleges as to where the risk management function should reside in the organization. Much depends on upper management's perception of the role risk management plays. If upper management does not believe risk management is very important, it will likely be relegated to a position several levels beneath the chancellor. However, the more committed upper management is to the fundamental goals and purposes of risk management, the higher the function will be placed in the organization. Moreover, if upper management sees risk management from a strategic perspective, the function will be charged with more responsibility than simply acquiring insurance or reducing accidents. Its responsibilities will be expanded beyond traditional risk management and become much more comprehensive to encompass the

broad scope of economic, political, social and technological risks the
district faces.

Among ACCD's peers, Dallas has a risk management department. In
addition, the risk management function at the peer colleges is performed
by the business office, safety or human resources. **Exhibit 6-27** shows
where risk management resides in peer colleges.

Exhibit 6-27
Risk Management Function Reporting Relationships
ACCD and Peer Colleges
2002-03

Risk Management Function	Peer Community Colleges		
	Dallas	**San Jacinto**	**North Harris**
Property casualty and general liability insurance	Risk Management	Business Office	Human Resources
Workers' compensation administration	Human Resources	Safety Department	Human Resources
Safety	Risk Management	Safety Department	Human Resources
ADA compliance	Risk Management	Human Resources	Human Resources
Student accident insurance	Risk Management	Business Office	Human Resources

Source: ACCD, Organization Chart and Peer Surveys.

Chapter 16 of College and University Business Administration, sixth
edition, published by the National Association of College and University
Business Officers (NACUBO) is entitled, "Risk Management and
Insurance." Although it gives no definitive answer about where the risk
management function should reside in an organization, it suggests three
keys to a successful risk management program. **Exhibit 6-28** provides an
overview of these success factors.

Exhibit 6-28
Keys to a Successful Risk Management Program

Factor	Explanation
Visibility	"The higher the responsibility for risk management in the

	hierarchy of the institution, the more effective it will be."
Communication	"The risk manager ... must first seek to understand the business of the institution before the most effective solution to manage risk can be recommended. To do this, the risk manager must go to those who know the operation best and use the basic techniques of listening and asking good questions in order to gather needed information. The risk manager is also responsible for communicating the institution's position on managing its risks."
Problem Solving	"Risks cannot be eliminated entirely. But as the treatment of risk has broadened from solely using commercial insurance as a safety net for the institution, the options available to manage risks have increased as well. ...effective risk managers know that some techniques work more effectively than others depending on the situation...."

Source: National Association of College and University Business Officers-College and University Business Administration, sixth edition, Chapter 16-Risk Management and Insurance.

On November 21, 2002, the interim chancellor received the results of a study the district commissioned on a variety of topics including the organization chart. The consultant recommended that the district create a new position entitled, "vice chancellor Business Affairs." All departments related to business, personnel, facilities and other non-academic functions fall under this position, including a director of Risk Management. All academic functions fall under the vice chancellor Educational Affairs, another recommended position. Both of these positions report to the Chancellor.

Chapter 6
ASSET AND RISK MANAGEMENT

C. INSURANCE PROGRAMS (PART 2)

Recommendation 64:

Fill the risk management position and redefine and expand its role within ACCD.

The district should fill the elevated risk manager position as soon as possible. Although the district uses the services of a risk management consultant, the consultant's focus is on insurance. The risk manager's focus would be broader than insurance and should include risks that cannot be eliminated through insurance. Some risks must be foreseen and prevented, while others can only be minimized. It is the risk manager's responsibility to make these subtle distinctions and incorporate them into a comprehensive risk management strategy. The district should elevate the top management function to report to the vice chancellor Business Affairs after the reorganization is completed.

ACCD's executive management should review the role risk management plays for the district. With the multitude of risks the district is facing, risk management should no longer be cast in a traditional role. While the professional practice of risk management is constantly evolving as new risks emerge, it is no longer just about insurance and accident prevention. Upper management should review the district's total risk environment and develop a comprehensive strategy while including the risk manager as a strategic partner. NACUBO's success factors should be considered when recasting the role, and the function should be elevated to report directly to the new vice chancellor Business Affairs when it is created. The risk manager should be responsible for all risk management functions including property casualty insurance, ADA, safety, workers' compensation, and other risk not yet defined.

Since risk management touches accounting and finance, human resources, facilities, legal, purchasing, college administration, safety and other functions, it cannot be successful without the involvement, support and input of these other areas. Moreover, its purpose, mission and goals must be clearly defined and communicated throughout the organization, and these goals must be aligned with the district's mission and goals.

The recommended district management structure is presented in **Exhibit 6-29**. The shaded area represents the recommended placement of risk management in the new organizational structure. The dotted lines

represent lines of communication necessary for a successful risk management program.

Exhibit 6-29
Risk Management Reporting Relationship
Under Recommended Organization Chart
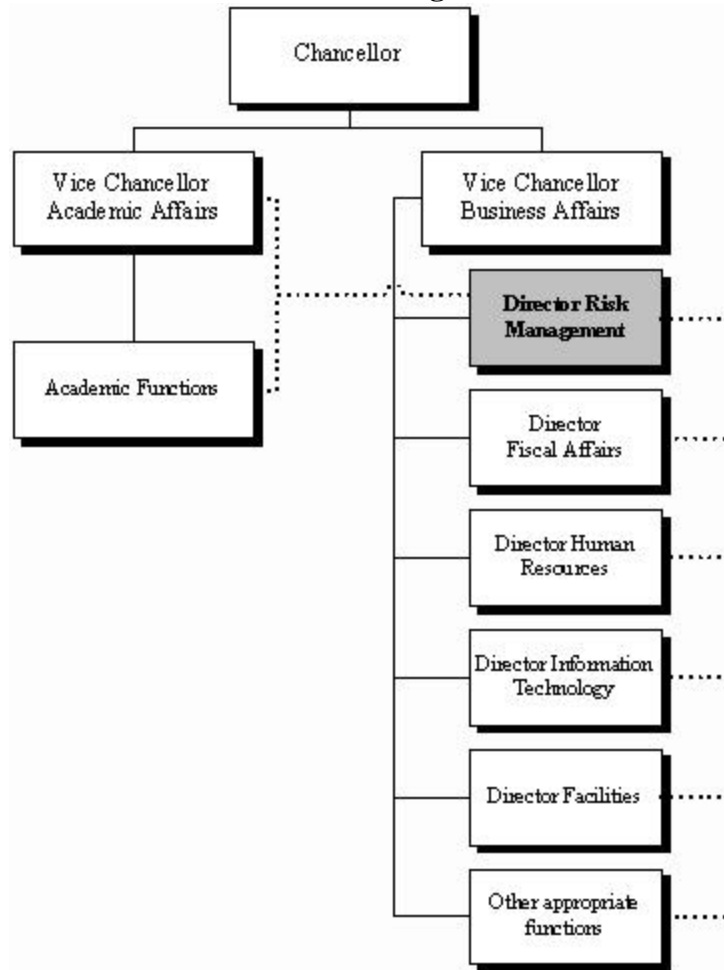
Source: MJLM.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor forms a task force of key district managers to review the risk manager job description and to determine the role a risk manager should play in ACCD.	September 2003
2.	The task force meets and reviews the existing job description for risk manager and submits its recommendations to expand the role and upgrade the position.	September and October 2003

3.	The chancellor instructs the director of Human Resources to revise the risk manager's job description to incorporate additional responsibilities recommended by the task force.	November 2003
4.	The director Fiscal Affairs and the director of Human Resources post and advertise the recommended risk manager position.	September 2003
5.	Human Resource staff receives applications and forward them to the director Fiscal Affairs and the interim chancellor for review.	September 2003 through December 2003
6.	The director of Human Resources schedules candidate interviews with appropriate district staff.	December 2003 and January 2004
7.	The chancellor, director Fiscal Affairs, director of Human Resources and other appropriate staff select a candidate.	January 2004
8.	The successful candidate is hired and assumes risk management duties.	February 2004

FISCAL IMPACT

The risk manager position is included in the 2002-03 budget at an annual salary of $43,756. However, assuming the position is upgraded, the salary would be at least equal to that of administrators in Fiscal Affairs, the minimum of which is $75,000. The difference is $31,244, which totals $34,181 when benefits of 9.4 percent are added ($31,244 + $2,937). Assuming the successful candidate assumed duties at the beginning of February 2004, the fiscal impact the first year would be $19,939 ($34,181 x 7/12).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Fill the risk management position and redefine and expand its role within ACCD.	($19,939)	($34,181)	($34,181)	($34,181)	($34,181)

Worker's Compensation

ACCD has self-insured its workers' compensation program since 1991. Self-insured means that the district assumes the risk of losses from workers' compensation claims and pays all claims rather than paying premiums to an insurance company to assume the risk. Some organizations find self-insurance more cost-effective than carrying workers' compensation insurance with a commercial carrier. Typically, organizations that self-insure hire a third-party administrator (TPA) to

administer workers' compensation claims and act as agents in all matters pertaining to processing and handling the claims. These organizations also purchase excess workers' compensation insurance to protect themselves against catastrophic claims.

ACCD's TPA is Barron Risk Management Services, and the district carries excess workers' compensation insurance of $200,000 per occurrence up to a maximum of $1,000,000. After an RFP process in which six vendors responded, the contract with Barron was renewed November 2002 for a three-year term beginning December 2002. The district also retains the services of a loss consultant to estimate workers' compensation loss reserves. During 2001-02, the district paid $39,902 for the TPA's services. Such services included:

- administer workers' compensation claims.
- pay claims through escrow account established by ACCD.
- investigate and evaluate reported losses.
- report excess claims to insurance carrier and monitor recoveries.
- maintain telephone and/or pager service 24 hours a day, seven days a week.
- file all necessary forms and materials with the Texas Workers' Compensation Commission (TWCC)
- keep ACCD apprised of any changes to the workers' compensation laws.
- prepare and distribute required Internal Revenue Service forms on behalf of ACCD.
- arrange for medical bill review and use of a preferred provided network, as needed.
- provide monthly statement of payments made and monthly/quarterly claims reports.

Exhibit 6-30 provides an analysis of the workers' compensation fund loss reserve comparison for August 31, 2000, 2001 and 2002.

Exhibit 6-30
Analysis of Workers' Compensation Fund Loss Reserve
2000-02

Description	As of August 31, 2000	As of August 31, 2001	As of August 31, 2002
Beginning Balance	$7,515,197	$795,662	$1,064,352
Reserve Contributions	$788,050	$361,720	$1,451,737
Claims and Administrative	($689,655)	($93,030)	($837,704)

Expenses			
Adjustment	($6,817,930)*	$0	$0
Ending Balance	**$795,662**	**$1,064,352**	**$1,678,385**

Source: ACCD, Audited Financial Statements, 1999-2000 through 2001-02.
*Represents reduction of liability resulting from actuarial estimate. Premium rates were adjusted accordingly.

Exhibit 6-31 presents ACCD's workers' compensation claims experience for 1999-2000 through 2001-02. Between 1999-2000 and 2001-02, the number of claims increased 30 percent while the estimated cost per claim decreased 11 percent. Also during this period, claims grew at an average rate of 14 percent per year, while the estimated cost of those claims fell an average of 5 percent per year.

Exhibit 6-31
History of Workers' Compensation Losses

Fiscal Year	Claims	Amount Paid	Estimated Incurred Losses	Estimated Losses per Claim
2000	97	$263,895	$264,525	$2,727
2001	104	$243,407	$267,176	$2,569
2002	126	$288,066	$307,446	$2,440
Percent Change	30%	9%	16%	(11%)
Growth Rate	14%	4%	8%	(5%)

Source: Barron's Workers' Compensation Loss Runs, Fiscal 2000 through 2002.

Compared to its peers, ACCD has more claims, but the cost per claim is less than the peer average. **Exhibit 6-32** compares ACCD's losses to those of its peers for 2001-02.

Exhibit 6-32
ACCD and Peers
Employee Workers' Compensation Comparisons
2001-02

Description	Number of	Estimated Incurred	Estimated Losses per	Estimated Losses per	Claims per 1,000

	Claims	Losses	Claim	Employee	Employees
North Harris CCD	93	$542,848	$5,837	$144	25
San Jacinto CCD	50	$226,220	$4,524	Not provided	Not provided
Dallas CCD	85	$612,196	$7,202	$87	12
Peer Average	76	$460,412	$6,058	$107	17
ACCD	**126**	**$307,446**	**$2,440**	**$53**	**22**

Source: ACCD, Workers' Compensation Loss Runs and Peer Surveys.

FINDING

The district has not incorporated recently adopted "right-to-income" procedures in its district policies and procedures manual. Prior to April 2003, the district's "right-to-income" policies and practices were more liberal than state law required. "Right-to-income" policies govern how employees, who sustain a job-related injury, are paid for lost time, or time not worked while they are out injured. Section 408.082 of the Texas Labor Code defines an injured employee's right to accrue of workers' compensation income benefits. It states:

"(a) Income benefits may not be paid ... for an injury that does not result in disability for at least one week. (b) If the disability continues for longer than one week, weekly income benefits begin to accrue on the eighth day after the date of injury.... (c) If the disability continues for four weeks or longer after the date it begins, compensation shall be computed from the date the disability begins."

Essentially this means that if an employee is injured on the job, workers' compensation payments do not begin to accrue until the employee has been disabled for one week. The employee is not eligible to be paid for the first week (equivalent to five working days) unless the disablement continues for four weeks or longer.

Before April 2003, ACCD's lost time injury rule allowed employees to be paid for the first five days of injury even if their disability did not last four weeks. This practice created an incentive for injured employees to take five days off from work and return just before workers' compensation payments begin. The district had followed this procedure since 1999-2000. In February 2003, the risk management specialist summarized the cost of this practice to the district. During 2001-02, the district paid $14,458 to 44

employees for the first five days of disability, instead of requiring these employees to use their accrued sick leave.

In March 2003, the director of Human Resources issued a memo changing district practice in this area. Effective April 1, 2003, ACCD employees must use available leave (either sick, personal, vacation, or other leave) during the first five days of a work related injury. A physician must certify that the employee is unable to work. Worker's compensation benefits begin only after the employee has been off the job for more than five days.

Although the director of Human Resources initiated the change, it has not been approved by the board and formally adopted into incorporated district policy and practice. Effective organizations formally incorporate practices into their policies and procedures to ensure such practices become a permanent part of their institutional knowledge and behavior.

Recommendation 65:

Incorporate the newly adopted "right to income" practice into the district's formal policies and procedures.

Although ACCD has adopted a new rule eliminating the practice of paying injured employees for the first five days of injury benefits, the new rule may not have the desired effect if not formally adopted into the district's policies and procedures. It is important for the rule to be formally adopted and understood by all employees since the former practice was costing the district money. The new practice should be adopted by the board and incorporated in the procedures manual.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor formally approves the new "right to income" procedure that reflects the workers' compensation law.	September 2003
2.	The chancellor places an item on the board agenda to approve and adopt the "right-to-income" procedure.	September 2003
3.	The board reviews and adopts the new procedure.	September 2003
4.	The director of Human Resources distributes the new procedure throughout the district and incorporates it in the ACCD policy and procedures manual.	September 2003
5.	The director of Human Resources and the risk management specialist monitor compliance with the new procedure.	September 2003 and Ongoing

FISCAL IMPACT

Although the act of incorporating the practice into the procedures manual will have no fiscal impact, there will be one once the new procedure takes effect throughout the district. Using 2001-02 as a base and assuming the same pattern continues into the future, the fiscal impact of this recommendation is $14,458 per year savings for the district. Although the district would still have to pay the employee either way, the district's sick leave liability would be less since employees would be required to use sick leave instead of being paid from the workers' compensation fund.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Incorporate the newly adopted "right to income" practice into the district's formal policies and procedures.	$14,458	$14,458	$14,458	$14,458	$14,458

FINDING

Risk Management staff do not use loss data to spot workers' compensation injury trends although loss data is plentiful. Moreover, the TPA reports loss data on a contract basis, which runs from December 1 to November 30. However, the district's fiscal year is September 1 to August 31. Since the workers' compensation fund is maintained on a fiscal year basis, loss data is more useful if it is for the same period.

The district receives loss data from the TPA and compiles its own loss database from injury reports. The risk management clerk and safety officer review individual loss reports to gain some perspective. However, this review does not provide the historical perspective and comparative analysis that loss trend reports provide. Risk management also does not track lost time from work related injuries, which is an important indicator of safety program effectiveness.

Some organizations produce reports that provide a comprehensive overview of insurance programs, including the costs of risks associated with workers' compensation, unemployment, employee injuries, vehicle operations and other property claims. The reports track annual costs, number of claims and accidents for each type of risk and are an excellent tool for analyzing trends, understanding loss patterns and monitoring costs.

Recommendation 66:

Use historical workers' compensation loss data to spot trends and patterns of injury, and require the third-party administrator to provide loss reports on a fiscal year basis.

The risk management coordinator has accumulated an abundance of historical workers' compensation loss data that should be used to target safety training. The data could be used to spot patterns among groups of employees. Comparing data over several years could reveal patterns that might not be evident by analyzing data over shorter periods. The risk management coordinator should also develop formal reports using table and graphs that would make viewing and interpreting the data easy and user friendly. The data should be shared through out the district, beginning with the college safety coordinators.

ACCD should also require the TPA to generate loss reports spanning the fiscal year instead of the contract year since the district maintains its workers' compensation fund on a fiscal year basis.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resources instructs the risk management specialist and the safety officer to jointly create several formats for standard workers' compensation loss reports.	September 2003
2.	The risk management specialist and safety officer meet to devise standard workers' compensation loss reports.	September 2003
3.	The risk management specialist requests fiscal year loss reports from the third-party administrator.	September 2003
4.	The risk management specialist and safety officer use the loss reports generated by the third-party administrator as well as that generated internally to produce standard loss reports each month.	October 2003
5.	The risk management specialist and safety officer use the standard loss reports to spot loss trends and injury patterns.	October 2003
6.	The safety officer uses the data to target safety training and develop new safety initiatives.	October 2003

FISCAL IMPACT

If workers' compensation costs could be reduced by 10 percent because of the risk management specialist's use of loss data to spot loss patterns and trends, and the safety officer's used the data to target safety training, the fiscal impact would be $31,720 per year. During 2001-02, 126 claims were filed at a projected cost per claim of $2,440. If the number of claims were reduced by 10 percent or 13 claims, the fiscal impact would be $31,720 (13 x $2,440). Only $26,433, or 10 months of savings would be claimed during the first year since it would take a couple of months for training initiatives to take effect ($31,720 x 10/12).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Use historical workers' compensation loss data to spot trends and patterns of injury, and require the third-party administrator to provide loss reports on a fiscal year basis.	$26,433	$31,720	$31,720	$31,720	$31,720

FINDING

Certain ACCD policies are ambiguous and inconsistent with workers' compensation practices and procedures. Risk Management maintains a policy manual and a procedures and guidelines manual. The policy manual establishes board policy with respect to issues such as safety programs, safety inspections, insurance and annuities management, HIV/AIDs workplace guidelines, drug-free awareness, workers' compensation and other topics. The procedures and guidelines manual contains step-by-step instructions regarding how the policies are to be carried out. In fact, each procedure contains a reference to the policy to which it applies. However, some of the procedures are not consistent with the policies. For example, in describing the relationship between sick leave and workers' compensation benefits the policy states:

> "The Board has chosen to allow employees who are receiving weekly workers' compensation benefits to elect to receive previously accrued sick leave benefits ..."

Yet, the procedure states:

> "... employees will not be eligible to use any form of paid leave during the time they are receiving workers' compensation benefits."

Other inconsistencies and ambiguities are summarized in **Exhibit 6-33**.

Exhibit 6-33
Policy and Procedure Conflicts

Policy	Procedure or practice
CKE-Indefinite Leave of Absence The district shall not terminate employees who are on an unpaid leave of absence and receiving workers' compensation benefits, except when the	Employee Leave Benefits-Job Preservation Maximum Page 17 of 22 Employees on disability leave as a result of work-related injury or illness will have their job preserved for a

termination is for legitimate reason independent from the employee's workers' compensation claim.	period not to exceed three (3) months. If unable to return to full duty after three (3) months, an extension may be approved for up to an additional three (3) months at the attending physician's request.
CKE-Relation to Sick Leave Benefits The Board has chosen to allow employees who are receiving weekly workers' compensation benefits to elect to receive previously accrued sick leave benefits in an amount equal to the difference in the weekly compensation benefit and the weekly compensation the employee was receiving prior to the injury or illness	Employee Leave Benefits-Use of Leave, Page 17 of 22 Employees who are injured on-the-job must use accrued sick leave during the seven-day waiting period prior to the beginning of any workers' compensation payments. Such employees will not be eligible to use any for of paid leave during the time they are receiving workers' compensation benefits.
CG-Safety principles for the District Each employee, student, and visitor has a responsibility to take all necessary and feasible precautions to prevent possible accidents....The safety of employees, students, and visitors is paramount and must take precedence over expediency for short cuts.	Employee Leave Benefits-Use of Leave, Page 19 of 22 A representative of the Risk Management Section of the Human Resources Department will pay periodic home visits to employees on workers' compensation leave for two weeks or longer. (Note: This procedure poses a safety concern in contradiction to the district's safety principles.)
CKE-Insurance and Annuities Management-Workers' Compensation The district has chosen to administer the workers' compensation program by becoming a self-insurer. Any remaining balance [in the workers' compensation loss fund after payment of claims and expenses] shall be accumulated in the fund until such time as the balance of the fund amounts to $1.5 million in excess of the estimated annual premium for any given year.	Each year, the district hires a consulting firm to conduct a loss analysis for the workers' compensation fund. The balance that needs to be in the fund, known as the reserve, is actuarially determined through this analysis. It is not based on an arbitrary amount of $1.5 million in excess of premiums. The apparent intent of the policy is to establish a cushion of $1.5 million above the reserve. If so, the wording needs to be revised.

Source: ACCD, Policy Manual or Procedures and Guidelines Manual, as applicable.

During the summer of 2000, the director of Human Resources proposed various changes that would have clarified workers' compensation policies

and procedures. For example clarifying the sick leave policy and removing the requirement for home visits. However, no action was ever taken to address the inconsistencies and ambiguities although they have been isolated. Moreover, in August 2002, the director of Human resources recommended that the district approach TASB about developing and maintaining the ACCD policy and procedures manual.

Recommendation 67:

Remove ambiguities and inconsistencies in workers' compensation and sick leave policies.

The district should implement the changes to workers' compensation policies and procedures. Ambiguous policies lead to confusion and inconsistent application. They could also lead to unnecessary lawsuits and costs. Since the discrepancies have already been isolated and recommendations for change identified, all changes should be made within 30 days.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor instructs the director of Human Resources to make the changes to workers' compensation practices as recommended during the summer of 2000.	September 2003
2.	The director of Human Resources solicits input from TASB, peer districts and other organizations to develop consistent workers' compensation policies and practices.	September 2003
3.	The director of Human Resources makes appropriate changes to the policies and practices so that they are uniform and consistent.	October 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 6
ASSET AND RISK MANAGEMENT

D. FIXED ASSETS

Generally accepted accounting principles (GAAP) define fixed asset as items that are tangible in nature, have a useful life of one year or longer and are reasonably identifiable and controllable. They may include land, buildings, machinery, furniture and other equipment, which are held or used over a long time. "Fixed" does not mean immobility, although some assets such as land and buildings are basically immobile. Instead, "fixed" denotes that the item is not consumable like material and supplies.

Fixed assets may be either capital or expendable. Capital assets, with the exception of land, are depreciated over time. Depreciation means that the costs of capital assets are charged against income over their useful lives. The costs of expendable fixed assets are charged to income in the year of purchase. GAAP does not provide a threshold for when a fixed asset should be considered capital or expendable. Rather, organizations establish their own capitalization policy appropriate to their circumstances and industry guidelines.

The Government Accounting Standards Board (GASB) issues accounting and financial reporting rules for state and local governments throughout the United States. GASB statement 34, issued June 1999, requires that capital assets be reported in the financial statements net of depreciation. Governments with total annual revenues of $100 million or more must apply the statement for fiscal years beginning after June 15, 2001. This means that fiscal 2002 was ACCD's first year of compliance with the provisions of the statement. The district's comptroller was on the GASB 34 task force for THECB and worked with the Management's Discussion and Analysis Committee. Moreover, ACCD had already been generating depreciation reports. Therefore, the district was already prepared for GASB 34 implementation. The only major change it made to prepare for full implementation was to change its capitalization threshold from $500 to $5,000 and add some new accounts.

ACCD capitalizes furniture, equipment, computers and other fixed assets with a cost of $5,000 or more and a life expectancy of two years or more. Fixed assets with a life expectancy of two years or more costing between $1,000 and $4,999.99 are expensed and controlled. Items costing less than $1,000 are expensed but not controlled. All land is capitalized, as are buildings.

At ACCD, fixed asset management is a responsibility that is shared among those who have physical custody of fixed assets and those responsible for day-to-day fixed asset identification, processing and accounting. There are many individuals throughout the district who have physical custody of fixed assets. The district inventory control manager, housed at the district inventory control office on the southwest campus, maintains the detailed fixed asset ledger, while the accounting operations manager at 811 Houston maintains fixed assets on the general ledgers. The inventory control manager reports to the district manager of Material Management who reports to the director of Acquisitions and Administrative Services. In addition, there are two inventory control assistants who tag fixed assets, either at the warehouse or on location depending on where the items are delivered. Most fixed assets come through central receiving at the district inventory control office, are barcoded with a six-digit inventory control number and delivered to the user. Once barcoded, the items are entered into the Advantage financial system and assigned to appropriate custodian's account.

Exhibit 6-34 summarizes capital assets as of August 31, 2002 with accumulated depreciation. Land, library books and construction in progress are not depreciated.

Exhibit 6-34
Capitalized Fixed Assets as of August 31, 2002

Description	Amount
Land	$25,085,942
Buildings	175,384,349
Equipment	16,249,550
Library Books	14,636,901
Leasehold Improvements	32,290,469
Construction in Progress	731,369
Accumulated Depreciation	($73,520,564)
Total	**$190,858,016**

Source: Audited Financial Statements, Fiscal 2002.

FINDING

The inventory control office has not conducted a physical inventory of fixed assets since 1999-2000, and although the inventory control office plans to conduct perpetual inventories starting in 2002-03, it has not

developed a comprehensive timeline or strategy for such inventories. Inventories are described as perpetual when they are conducted periodically at a defined time interval, on an ongoing basis. ACCD's current perpetual inventory goal calls for an inventory to be conducted at each college every 18-24 months, on an ongoing basis. The perpetual inventory program began with an inventory at the Southwest campus that was completed in spring 2003.

ACCD's inventory control guidelines require a physical inventory every two years and encourage property custodians to conduct an inventory annually. Budget managers are the designated property custodians whose responsibilities include tracking, securing, and managing assets assigned to their accounts. Inventories are necessary to reconcile fixed asset records to the physical assets. Throughout the year in organizations, assets are moved, destroyed, disposed of or stolen. An inventory identifies variances between what actually exists and what the accounting records show exists. Analysis of the variances is an important feature of internal control required to properly safeguard assets. For example, if the inventory variance report reveals that a computer has been transferred to another person's office, a reassignment of custodial responsibility would be necessary to protect the asset and fix accountability.

Successful inventories must be adequately planned and executed, particularly when assets are sprawled out over a broad area, in multiple facilities, as is the case with ACCD. The district inventory control office has not developed a comprehensive plan to conduct perpetual inventories.Successful inventory plans take into consideration sites, timelines, count team members, responsibilities, campus/building assignments, estimated time to complete, count verification procedures and training protocols. All these elements are necessary and must be thoroughly understood for the inventory to be completed successfully.

According to FASRG, certain fixed assets, such as furniture and equipment, should be inventoried on a periodic basis. Annual inventories taken at the end of the school terms before the staff members leave are recommended. Discrepancies between the fixed asset/inventory list and what is on hand are noted and resolved, and missing items are listed and written off in accordance with established policy.

Recommendation 68:

Develop a written, comprehensive plan for conducting perpetual annual fixed asset inventories and conduct annual inventories.

ACCD should ensure that a comprehensive plan is developed before taking perpetual inventories. Existing procedures designed for periodic

inventories should be expanded as appropriate to include timelines, team members, responsibilities, locations and other information to ensure the smooth, successful smooth execution and completion of the perpetual inventory approach.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district manager of Material Management instructs the Inventory Control manager to estimate how long it will take to conduct an inventory at each college and the district office.	October 2003
2.	The district manager of Material Management and the Inventory Control manager develop a plan for conducting annual perpetual inventories at each of the colleges.	October 2003 through December 2003
3.	The district manager of Material Management instructs the Inventory Control manager to incorporate the inventory plan into a schedule designed to conduct an inventory at each district location over the next year.	December 2003
4.	The district manager of Material Management instructs the Inventory Control manager to implement the plan and monitor the schedule.	January 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD assigns fixed asset custodianship responsibilities at the budget manager level and does not require the individuals who are actually entrusted with the property to sign a receipt documenting their responsibility. Budget managers are the designated property custodians in the district. One of the purposes of a fixed asset system is to ensure accountability for an organization's fixed assets. This purpose is best fulfilled by assigning custody for each asset to one individual and then tracking and protecting each asset against loss.

When custodianship is defined too broadly, accountability is lost. It is not practical, for example, to assign budget managers with custodianship responsibility for individual assets if others who report to the budget manager actually have custody of the asset. While budget managers should have overall responsibility for fixed assets, systems of accountability are most effective when responsibility is specifically

assigned to the individual who is closest to the asset; in most cases, that individual is the user.

ACCD inventory control recognizes the benefit of sub-receipting property to levels below the budget manager. Page 3 of the inventory control guidelines offers a recommendation to budget managers to assist with their annual inventory. It states, "A helpful hint... is to sub-receipt property to the user level and appoint property managers at this level to provide daily supervision of controlled/fixed assets. The property custodian should hold property managers accountable for property that is assigned to their areas of responsibility, regardless of whether the property is used by assigned personnel or others." Inventory control offers the practice as a suggestion or "hint" and not as a requirement.

Chapter two of the State Property Accounting Policy and Procedures Manual is a best practice in this area. It discusses delegation of responsibility for the custody and care of state property. Section (a) states that the head of each state agency is responsible for the custody and care of state property in the agency's possession. However, it requires the head of each state agency to designate a property manager and inform the comptroller of the designation. Moreover, when an agency's property is entrusted to a person other than the property manager, the property manager must obtain a written receipt from the person receiving custody of the property. This receipt transfers responsibility from one individual to another. It must include a detailed list of the property, and a statement similar to the following, which the individual is required to sign and date.

> *"I understand that I am under financial liability for loss or damage to this (these) item(s) if the loss or damage results from my negligence, intentional act, or failure to exercise reasonable care to safeguard, maintain, and service it (them)."*

The state's procedure, while placing overall responsibility on agency heads, ensures better control by fixing responsibility, through signed statements, to individuals entrusted with the property.

Recommendation 69:

Require individuals entrusted with district property to sign a written receipt acknowledging receipt and responsibility for the property.

While budget managers should have overall responsibility for the fixed assets assigned to their accounts, it should be a shared responsibility. Budget managers cannot be expected to keep track of all the assets for which they are responsible. This responsibility should be shared with

those who use the assets and are entrusted with their care. These individuals should be required to sign receipts for the assets in their care. The names of these individuals should be kept in the fixed asset system and identified with the assets for which they are responsible. In this way, specific individuals can be held personally responsible for property that is lost, stolen or damaged.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district manager of Material Management instructs the Inventory Control manager to draft a revision to the fixed asset manual requiring asset custodians to sign a receipt for fixed asset entrusted to their care.	October 2003
2.	The fixed asset specialist drafts the revision and submits it to the director of Finance for review and approval.	October 2003
3.	The director of Finance reviews and approves the revision and instructs the fixed asset specialist to administer the receipting procedure throughout the district.	November 2003
4.	The fixed asset specialist notifies appropriate district employees of the new receipting procedure and administers it throughout the district.	November 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 6
ASSET AND RISK MANAGEMENT

E. BOND ISSUANCE AND INDEBTEDNESS

ACCD issues revenue bonds to finance the purchase, acquisition, construction, renovation and equipping of district facilities. Revenue bonds are not secured by the taxing powers of the issuer; rather, they are paid from general and tuition fees, interest income and additional revenues. As of August 31, 2002, revenue pledged as security for revenue bond debt service included $10.4 million of general and tuition fee revenue, $2.1 million of investment income and $1.7 million of auxiliary revenue. As of August 31, 2002, debt of approximately $102.1 million was outstanding from bond issuances dating back to 1985. **Exhibit 6-35** provides a summary of ACCD's outstanding bond debt as of August 31, 2002.

Exhibit 6-35
ACCD Outstanding Bond Debt
August 31, 2002

Bond Series	Outstanding Principal	Purpose of Issue	Source of Debt Service
1985	$494,547	Refund a prior series	Pledged revenues
1993	$30,150,000	Refund a prior series	Property taxes
1994	$9,160,000	Construct, renovate, or acquire facilities and equipment	Pledged revenues
1998	$6,712,590	Refund a prior series	Property taxes
2001	$53,615,000	Refund a prior series and construct, renovate, or acquire facilities and equipment	Pledged revenues
2002	$1,998,778	Refund a prior series	Property taxes
Total	**$102,130,915**		

Source: ACCD, 2001-02 Audited Financial Statements.

FINDING

In December 2002, ACCD refunded $25.6 million of Series 1993 bonds, which resulted in a reduction of debt service of approximately $2.9 million

over nine years (2002-03 through 2010-11). A refunding occurs when new bonds are issued to repay principal and accrued interest on older outstanding bonds. Typically, the interest rate paid on the older bonds is higher than the rate on the new bonds, which results in savings. Interest on the old refunded bonds ranged from 5.25 to 5.625 percent while interest on the new bonds ranged from 3.0 to 4.0 percent. **Exhibit 6-36** summarizes savings achieved from the bond refunding.

Exhibit 6-36
Savings from Bond Refunding

As of August 31	Total Debt Service Before Refunding	Total Debt Service After Refunding
2002-03	$8,310,888	$7,553,932
2003-04	7,148,748	8,328,640
2004-05	6,769,208	6,220,521
2005-06	6,396,159	5,846,759
2006-07	6,026,834	5,477,573
2007-08	5,757,160	5,212,448
2008-09	2,879,414	2,332,233
2009-10	2,502,613	1,953,300
2010-11	700,000	700,000
Total	**$46,491,024**	**$43,625,406**
Total Savings		**$2,865,618**

Source: First Southwest Company Official Statement, December 2002.

COMMENDATION

Alamo Community College achieved debt service savings of approximately $2.9 million after refunding Series 1993 bonds.

Chapter 7
PURCHASING AND MATERIAL MANAGEMENT

This chapter reviews the purchasing and material management functions of the Alamo Community College District (ACCD) in the following sections:

A. Purchasing
B. Contract Management
C. Material Management
D. Auxiliary Enterprises Organization
E. Mail Services
F. Printing and Copying

Effective purchasing processes ensure that high-quality supplies, equipment and services are purchased at the best price, in the right quantity, from the right source and in accordance with local, state and federal purchasing guidelines. These criteria must be met without sacrificing quality, timeliness and policies and procedures.

BACKGROUND

Various local, federal and state laws govern community college purchasing programs. Purchasing administrators' ongoing challenge is balancing the customers' needs with legal requirements, while exercising sound stewardship for limited resources. Since locally elected boards govern both school districts and community colleges, many of the governance provisions of the Texas Education Code (TEC) are applicable to both entities. As institutions of higher education, community colleges are also subject to laws related to public universities. Moreover, as agencies of local government, community colleges are subject to certain provisions of the Local Government Code. As stipulated by the Texas Legislature's passage of H.B. 1542, the provisions of the TEC prevail to the extent of any conflict with any other law, except one relating to contracting with historically underutilized businesses (HUBs).

TEC provisions governing procurement have changed considerably in recent years. Community colleges now can select among nine methods for competitively purchasing goods and services valued at $25,000 or more in the aggregate over a 12-month period. The nine methods are presented in **Exhibit 7-1**.

<div align="center">

Exhibit 7-1
Competitive Procurement Methods

</div>

Purchasing Methods	Description
Competitive bidding	Requires bids be evaluated and awarded based solely upon bid specifications, terms and conditions contained in the request for bids, and according to the bid prices offered by suppliers and pertinent factors affecting contract performance. Forbids negotiation of prices of goods and services after bid opening.
Competitive sealed proposals	Requires same terms and conditions as competitive bidding, but allows changes in the nature of a proposal and prices after proposal opening.
Request for proposals	Generates competitive sealed proposals and involves key elements such as newspaper advertisements, notices to proposers, standard terms and conditions, special terms and conditions, scope-of-work statements, acknowledgment form/response sheets, felon conviction notices and contract clauses.
Catalog purchases	Provides an alternative to other procurement methods for acquisition of computer equipment, software and services only if the catalogue purchasing process provides the best value to the district.
Interlocal contract	Provides a mechanism for agreements with other local governments, including non-profit organizations, state or a state agency to purchase goods and any services reasonably required for installation, operation or maintenance of the goods.
Design/build contract	Outlines method of project delivery in which the district contracts with a single entity to both design and construct a project.
Job order contracts	Used for minor construction, repair, rehabilitation or alteration of a facility; contract work is of a recurring nature; awarded on basis of pre-described and pre-priced tasks.
Construction management contracts	Outlines use of a contract to construct, rehabilitate, alter or repair facilities using a professional construction manager.
Reverse auction procedure	Outlines a bidding process that involves submission of bids by multiple suppliers, unknown to each other, in a manner that allows the suppliers to bid against each other.

Source: Texas Education Code, Section 44.031.

Chapter 7
PURCHASING AND MATERIAL MANAGEMENT

A. PURCHASING (PART 1)

ACCD's image has been marred because the district has suffered a wave of negative publicity in the local press regarding the ethical propriety of the board and administrative leadership. In October 2002, two sitting board members and the former board chairman were indicted on corruption charges. The District 2 board member resigned in May 2003 and subsequently he and the indicted former board member entered into a plea bargain in conjunction with the October 2002 indictments. Another board member was convicted in July 2003 on charges including bribery and money laundering and was sentenced to 12 years in jail. As such, ACCD's purchasing function is suffering from the effect of these controversies and criminal proceedings. For example, the district operates in an atmosphere of perception of mistrust between the purchasing staff and the users of purchasing services.

The Acquisitions and Administrative Services Department has the responsibility of authorizing purchases (acquisitions) and purchasing-related contracts, including real estate purchases and rentals for the ACCD. One of the major roles of the Acquisitions and Administrative Services Department is to ensure that all district purchases are obtained through approved methods that provide the best value for the district. The process requires the Acquisitions and Administrative Services Department staff to develop specifications, assess bids and negotiate contracts for services or materials to be bought. Through district policy, ACCD's Board of Trustees delegates its responsibility for district procurement to the chancellor or his designee, which is the Acquisitions and Administrative Services Department. No employee, other than those in the Acquisitions and Administrative Services Department that have been delegated contracting authority, can legally bind the district to any contractual obligation. The Acquisitions and Administrative Services Department's specific responsibilities include:

- processing requisitions;
- obtaining quotes of the acquisition of goods and services;
- verifying departmental quotes;
- assisting in bid specification preparation;
- preparing bid packages and overseeing the bid process;
- receiving, tabulating and analyzing bids;
- negotiating contracts; and
- issuing purchase orders.

The director of Acquisitions and Administrative Services has overall responsibility for the purchasing function and also has management responsibilities for Material Management and Print Services. In addition, the director of Acquisitions and Administrative Services is responsible for contract negotiations and dispute resolutions. ACCD's Acquisitions and Administrative Services manager, reporting to the director of Acquisitions and Administrative Services, is responsible for the day-to-day management of 14 full-time employees, which includes eight purchasers (buyers), two coordinators, three specialists and one assistant. The Acquisitions and Administrative Services Department performs the following functions:

- Purchasing/contracting - processes and approves the acquisition of goods and services for departments throughout the district.
- Capital improvements - processes and approves purchases for contracting activities related to building construction/renovation or large preventive maintenance projects.
- Material management - responsible for central receiving, central stores inventory, inventory control and records management.
- Print Services - provides offset printing, high volume coping, bindery, typesetting and graphic design to all colleges of the district.

Exhibit 7- 2 presents the Acquisitions and Administrative Services Department's organization.

Exhibit 7-2
Acquisitions and Administrative Services Department
January 2003
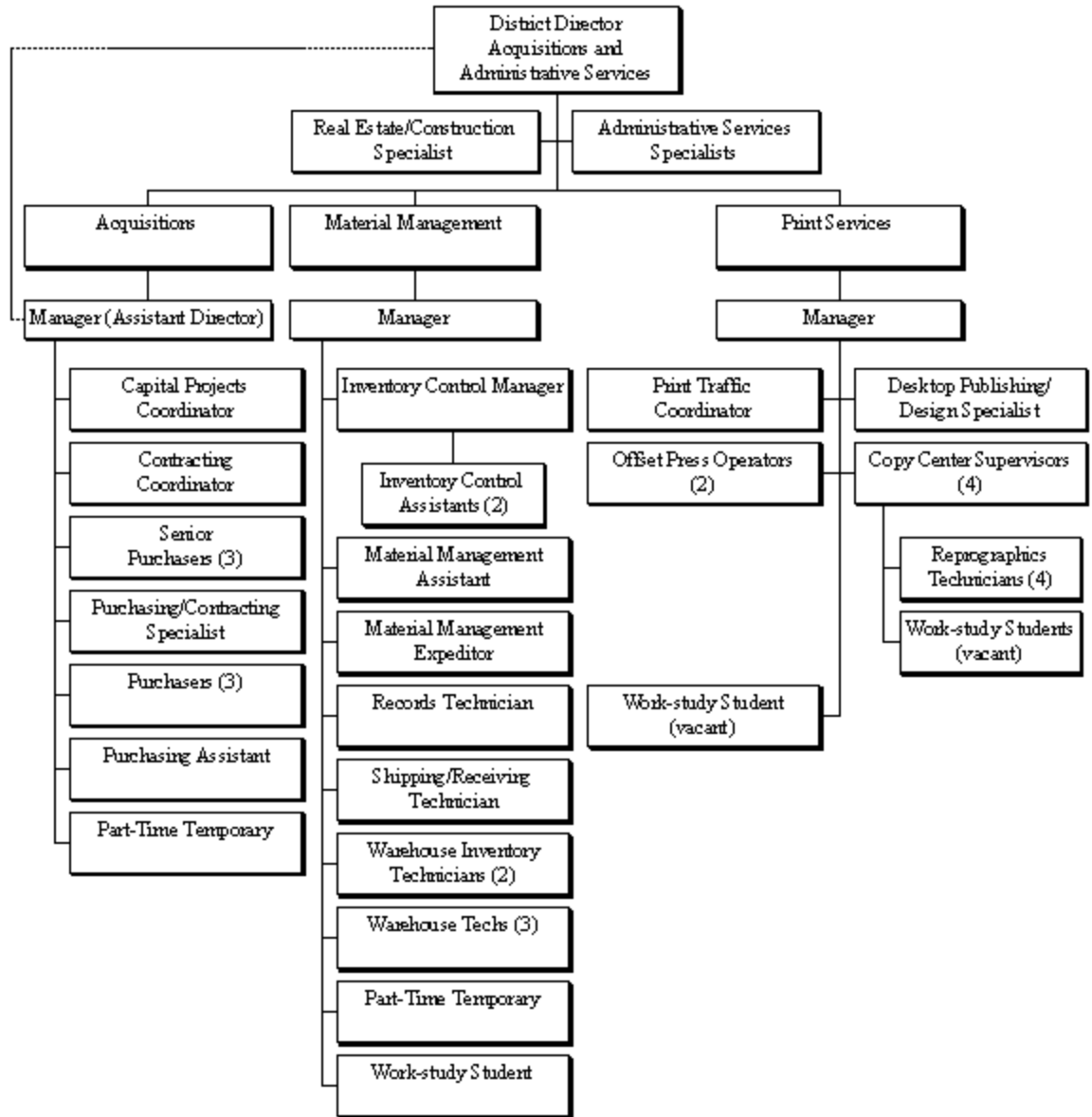
Source: ACCD, Acquisitions and Administrative Services Department.

Exhibit 7-3 presents the department's adopted budget for 2001-02 and 2002-03.

Exhibit 7-3
Acquisitions and Administrative Services Budget
2001-02 and 2002-03

Description	Acquisitions and Material Management	Print Services	Total Budget	Percent of Budget

2001-02 Budget				
Salaries	$950,173	$168,409	$1,118,582	108.1%
Personnel Agency	$3,600	$0	$3,600	0.3%
Employee Travel	$5,450	$1,415	$6,865	0.7%
Employee Development	$1,300	$0	$1,300	0.1%
General Expenses	$74,535	$113,295	$187,830	18.2%
Charge Backs	$0	($283,803)	($283,803)	(27.4%)
Total	**$1,035,058**	**($684)**	**$1,034,374**	**100.0%**
2002-03 Budget				
Salaries	$1,029,014	$180,124	$1,290,138	107.0%
Personnel Agency	$3,840	$0	$3,840	0.3%
Employee Travel	$6,150	$625	$6,775	0.6%
Employee Development	$2,900	$775	$3,675	0.3%
General Expenses	$82,661	$116,205	$198,866	16.5%
Charge Backs	$0	($297,729)	($297,729)	(24.7%)
Total	**$1,124,565**	**$0**	**$1,205,565**	**100.0%**

Source: ACCD, Budget Allocation Book.

ACCD's Policies and Procedures and Guidelines Manual defines purchasing requirements for the district. Departments and colleges electronically prepare purchase requisitions. Acquisitions and Administrative Services' staff receives the requisitions after they have been electronically approved by budget authorities and processes them in the district's financial system. The board approves all requisitions of $25,000 or more. The district uses the districtwide annual aggregate total expenditure per category of related items as the basis for determining the type of bids or quotes required when purchasing personal property and services. The aggregate category and total dollar amount of a purchase govern which type of bid is required to be obtained. **Exhibit 7-4** presents the district's aggregate quote requirements.

Exhibit 7-4
Quote Requirements
2002-03

Total Order	Aggregate Category		
	"U" Under $10,000/year	"B" Between $10,000 and $24,999/year	"O" Over $25,000/year
Less than $500	One *Verbal* Quote* (non-HUB) or Contract	Three Written Quotes (signed, dated) or Contract *All dollar amounts*	Contract Or Formal Bid *All dollar amounts*
Less than $1,000	One *Verbal* Quote* (HUB only) or Contract		
More than $500 and less than $5,000	Three *Verbal* Quotes (documented)		
More than $5,000 and less than $10,000	Three *Written* Quotes (signed & dated) or Contract		

Source: ACCD Acquisitions and Administrative Services Department, Buy Ways Pamphlet, October 2002.
Note: Only one quote is required for any purchase under $1,000 and awarded to a HUB business; if not from a HUB, one quote applies only to requisitions totaling less than $500.

The Acquisitions and Administrative Services Department issues more than 9,000 purchase orders, with a total value of more than $22 million annually. ACCD formally bids numerous contracts and participates in many cooperative and state contracts.

The Acquisitions and Administrative Services Department tracks purchases by a commodity code numbering system used by the Texas Building and Procurement Commission, other government agencies and the National Institute of Governmental Purchasing. Goods and services are assigned a three digit class code and a two digit item code. **Exhibit 7-5** shows an example of class code 010 for acoustical tile, insulating materials and supplies.

Exhibit 7-5
Sample Commodity Class and Code

Class	Code	Item Description
010	05	Acoustical tile, all types
010	08	Acoustical tile accessories; channels, grids, mounting hardware
010	11	Adhesives and cements; acoustical tile
010	14	Adhesives and cements; insulation
010	38	Clips, pins etc. (for duct insulation)
010	41	Cork: blocks, boards, sheets etc.
010	53	Fiberglass: batts, blankets and rolls
010	59	Foam plastics: blocks, boards, sheets etc.
010	63	Insulation, blown type
010	65	Jacketing (for insulation): canvas, osnaburg, etc.
010	78	Pipe and tubing insulation, all types
010	99	Commodities not otherwise classified

Source: ACCD, Acquisitions and Administrative Services Department.

The commodity code data is used to help the Acquisitions and Administrative Services Department with identifying and tracking items for compliance with competitive bidding requirements.

ACCD was involved in a local scandal and legislative investigation involving purchasing practices within the district that received statewide exposure in 1981. The board gave the director the mandate to put a system in place to guarantee compliance with the laws and reduce/eliminate the potential for unacceptable practices. After researching purchasing processes in other institutions, the director instituted a new system in conjunction with audit recommendations to reduce the potential of unauthorized purchasing practices. Consequently, the director implemented checks and balances in the purchasing process to help ensure the compliance with all purchasing requirements.

Generally, the purchasing process begins with an identified need and ends with the fulfillment of that need through the delivery of goods or the performance of services. Requisitions are approved electronically, and the board approves requisitions totaling $25,000 or more. The Acquisitions and Administrative Services Department structured the district's

purchasing procedures to provide strict compliance with the aggregate purchasing rule. ACCD has an electronic requisition and purchase order system. The district's process of initiating a requisition and generating a purchase order is outlined in **Exhibit 7-6**.

Exhibit 7-6
ACCD's Purchasing Process
2002-03

Step	Responsibility
Request entered online	Requesting department
Approved requisition received by Acquisitions	Automatically processed by the system after final approval by department head/authorized budget manager, president, chancellor
Obtain or match quote information to requisition and verify completeness of requisition	Requesting department, Purchaser/Coordinator
Approve requisition and issue purchase order, if not a bid	Purchaser/Coordinator, Acquisitions Manager, Acquisitions Director
Initiate and conduct bid process, if required	Purchasing staff
Recommend bid award	Coordinator/Bid evaluation committee
Approve bid recommendation	Board of trustee
Issue purchase order	Coordinator
Receive and verify order	Material Management or receiving department
Enter received order information	Material Management
Resolve discrepancies	Material Management
Pay vendor	Accounts Payable

Source: ACCD, Requisitions and Administrative Services Department,
Acquisition/Material Management/Print Services
Guidelines.

The Acquisitions and Administrative Services Department provides purchasing information, requirements, forms, contracts and other information on the district's Web site for districtwide access and use in the purchasing process. The Purchasing Web page includes information about

the purchasing staff, contact numbers, commodity codes listing, vendor contracts, requisition information, forms, training and other information. In addition, Acquisitions and Administrative Services provide formal training to employees that are assigned requisition or budget responsibilities.

FINDING

ACCD's quote requirement for aggregate purchases of at least $10,000 but less than $25,000 without a contract is time consuming for departments. Departments experience difficulty and frustration when purchasing items in this category that are not available from a vendor contract. Each department is required to obtain written quotes for any items that are in this category for which the district does not have a contract, regardless of the dollar amount of the items. ACCD's internal purchasing rules require departments to obtain three quotes for these purchases even if the total cost of the item(s) in need may be $20, $500, $1,249 or any amount less than $25,000.

The Acquisitions and Administrative Services Department has established contracts for many items that fall in the category costing at least $10,000 but less than $25,000. Acquisitions and Administrative Services posts the aggregate category listing for all commodities on the district's Web site and updates it periodically for the aggregate (or cumulative) amount of expenditures as the district processes orders. From the district's January 2003 aggregate listing, Acquisitions and Administrative Services had contracts for 70 commodities/categories, or 55 percent aggregate, whereas there were no contracts for 58 commodities/categories, or 45 percent aggregate.

To illustrate the quote-requirement process, commodity class code 010, acoustic al tile, insulating materials and supplies is identified as a purchase that falls in the at least $10,000 but less than $25,000 category. Within class code 010, there are 12 commodity items. If a department submits a requisition for commodity item 01063 (insulation, blown) with an estimated value of $200, the department is required to obtain three written vendor quotes because the commodity category is at least $10,000 but less than $25,000 and a contract has not been obtained for the item. The departments often encounter vendors that are not willing to provide a written quote, as required, for such a small purchase and find it even more difficult to obtain written quotes from three vendors in addition to HUBs. Ultimately, the departments view the process as a waste of time, unproductive and time consuming.

The Acquisitions and Administrative Services Department has developed the purchasing process based on interpretation of TEC and Texas Education Agency (TEA) requirements with very

stringent internal procedures. TEC section 44.033(b) requires colleges to create a vendor list for specified categories of personal property with a value of at least $10,000 but less than $25,000 in the aggregate for a 12-month period by advertising these commodities. The distric t refers to this range as the "between category." The district is required to obtain written or telephone quotes from at least three vendors from the vendor list for each commodity/category.

ACCD, however, is allowed to identify items within a category that can be purchased separately when a single vendor does not supply all items in that category. If the items identified are valued less than $10,000, ACCD has lower quote requirements, which is particularly helpful for items of low dollar value. TEA's *Financial Accountability System Resource Guide* (update 10.0 - January 2003) provides guidelines that allow this exception to the purchasing rules.

Recommendation 70:

Simplify the process for the purchase of materials and services for aggregate purchases between $10,000 and $25,000 and provide departments with guidance for purchasing items that can be obtained using quotes.

The Acquisitions and Administrative Services manager should review and identify additional items in this category that can be competitively bid and contracts awarded or can be purchased through the catalog purchase programs to reduce the number of items requiring written quotes. In addition, a review should be conducted of items where a single vendor cannot supply all the items in a category so that those items can be obtained more efficiently and departments should be provided guidance on how to acquire those items.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The manager of Acquisitions and Administrative Services reviews commodity codes used by the district and identifies additional items that fall in the at least $10,000 but less than $25,000 category where vendor contracts can be established or where the items can be purchased through catalogue purchase programs.	August 2003
2.	The manager of Acquisitions and Administrative Services	September

	identifies items within categories that normally require formal competitive bidding where single vendors cannot supply all the items in the category.	2003
3.	The manager of Acquisitions and Administrative Services directs purchasing staff to competitive bid the additional categories to establish contracts.	September 2003
4.	The manager of Acquisitions and Administrative Services provides users with information on items where single vendors cannot supply all the items in a category and provides direction on how to obtain those items.	October 2003
5.	The manager of Acquisitions and Administrative Services reviews bids received for the additional categories and awards contracts.	November 2003
6.	The manager of Acquisitions and Administrative Services updates contract information to uses.	December 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Acquisitions and Administrative Services Department does not have a comprehensive procedures manual for purchasing functions. The district provides all budget authorities and purchasing staff with a copy of the districtwide Procedures and Guidelines Manual. The manual provides guidelines for various purchasing processes and policies but does not serve as a comprehensive procedures manual. The manual includes some of the key focus areas, as outlined in TEA's Financial Accountability System Resource Guide, but lacks sufficient detailed steps for performing daily purchasing operations. Although Acquisitions and Administrative Services has documented procedures for use by its staff for several areas of the department, such as facility requisitions, purchasing assistant's desk and facilitator, they are separate from the Procedures and Guidelines Manual that is used by user colleges and departments.

A comparison of ACCD to its peers shows that two of three peers provide a comprehensive purchasing policies and procedures manual, with two of them online but not necessarily comprehensive. Although Acquisitions and Administrative Services provides online instructions for the electronic requisitioning process, the Procedures and Guidelines Manual is the source that provides users with overall purchasing guidance. The manual is outdated and is only provided in printed form. **Exhibit 7-7** shows the peer colleges that have formal purchasing policy and procedures manuals.

Exhibit 7-7
Alamo and Peer Colleges
Purchasing Policy and Procedures Manuals

College	Manual	Online
Alamo	Yes	No
Dallas County	Yes	Yes
North Harris Montgomery	Yes	Yes
San Jacinto	Yes	N/R

Source: MJLM, Peer Survey.
Note: N/R denotes no response from peer college.

The district's Material Management Department developed a comprehensive procedures manual in November 2002 that provides a sufficient level of detailed procedures for all material management operations, including financial system procedures and examples of forms.

A procedures manual is essential because it promotes consistency in the purchasing process throughout a district. Furthermore, manuals provide official written notice to employees as to approved policies and procedures; serve as the basis for equipping staff with the necessary steps for each process, including exceptions; and serves as a training tool for new employees. A comprehensive manual incorporates memos of understanding for clarifications and changes in policies and procedures that occur prior to the formal updating of manuals, which ultimately allows effective and efficient purchasing processes. Overall, a good procedures manual for purchasing operations includes all rules, procedures, forms and references to make district purchases and resolve exceptions. The district's Procedures and Guidelines Manual does not include all of these components necessary for it to be used as a comprehensive procedures manual.

Comprehensive and updated policies and procedures manuals also minimize errors and help budget authorities and administrators comply with TEC requirements. In addition, policy and procedure manuals serve as a reference tool and provide consistency in purchasing staff training and reduce inefficiencies in the purchasing process. Without complete, accurate and authorized documentation of policies and procedures, the risk of processing errors and inefficiencies increases.

Chapter 7
PURCHASING AND MATERIAL MANAGEMENT

A. PURCHASING (PART 2)

Recommendation 71:

Develop a comprehensive purchasing procedures manual.

Acquisitions and Administrative Services should develop a formal comprehensive purchasing policies and procedures manual, reflecting all purchasing operations and procedures in a single document. Although the district provides some of the information in different forms on the district's Web site and in print, the manual will provide a road map of the entire purchasing operations and the respective roles of the staff and requisitioning departments. Acquisitions and Administrative Services should develop the document in an electronic format to place on the district's Web site for the purchasing staff to easily update and access.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Acquisitions and Administrative Services develops a team to create a comprehensive purchasing procedures manual, including representatives from user departments and colleges.	September 2003
2.	The team identifies the policies, procedures and processes of the purchasing function; reviews all existing documentation pertaining to policies, procedures and processes; and updates with best practices.	September - December 2003
3.	The team develops and submits the purchasing procedures manual to the director of Acquisitions and Administrative Services for approval.	January 2004
4.	The director of Acquisitions and Administrative Services approves the manual, and schedules training sessions for all users.	January 2004
5.	The director of Acquisitions and Administrative Services develops a plan to convert the procedures manual to an electronic document for placing on the district's Web site.	January - March 2004
6.	The director of Acquisitions and Administrative Services provides notification to all purchasing users that the manual is available on the Web site and instructions on how to use.	March 2004

7.	The director of Acquisitions and Administrative Services keeps the manual updated when changes are required and reviews annually to identify and make needed revisions.	August 2004 and Annually Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district's purchasing procedures hinder the overall efficiency and effectiveness of the purchasing process and service to the departments and colleges. The Acquisitions and Administrative Services Department operates under an internal control system with many checks and balances, approval levels, documentation requirements and other controls. However, these controls sometimes place unnecessary burdens on ACCD departments and colleges that make it difficult for them to procure the goods and services they need. Moreover, such controls increase the perception among users that the Acquisitions and Administrative Services Department is inflexible and insensitive to the needs of its internal customers.

A number of purchasing process inefficiencies promotes this view. The purchasing process is cumbersome and restrictive for items costing less than $10,000. The district provides four dollar value levels and quote requirements with Historically Underutilized Businesses (HUB) restrictions as follows:

- For items less than $500-one verbal quote non-HUB or contract.
- For items less than $1,000-one verbal quote HUB only or contract.
- For items greater than or equal to $500 but less than $5,000-three verbal quotes (documented).
- For items greater than or equal to $5,000 but less than $10,000-three written quotes (signed and dated) or contract.

The departments find the combination of these quote requirements restrictive, particularly with the various HUB stipulations. The dollar threshold categories overlap depending on the type of quote the department is able to obtain. The district expends a considerable amount of resources to process orders valued at $500 or less, which amounts to more than 50 percent (5,105 of 9,458), of total purchase orders.

Although the departments are responsible for obtaining quotes at certain dollar levels, the purchasers are required to monitor and ensure compliance for all four levels. Sometimes the purchasers will have to obtain new quotes or choose a different vendor, involving more time.

Some colleges have less-restrictive requirements for purchases less than $2,500. North Harris Montgomery County College District (North Harris Montgomery), an ACCD peer college, stipulates that purchases under $2,500 shall be made in a manner advantageous to the district, and the originating department may select prices and vendors. North Harris Montgomery requires three quotes for purchases valued at the $2,500 through $9,999 level. Dallas County Community College District provides limited purchasing authority up to $1,000 per transaction to each college business office within the district.

Much of the requisition process is manual and paper intensive. The departments submit their purchase requests electronically. However, one of the purchasers picks up computer-generated requisitions from the Information Systems' distribution office each day. The purchaser then makes copies of a processing signoff box on the requisitions through the copier. Because each requisition is less than 8x11, the purchaser must then cut the requisitions into individual strips and sort them for distribution to the correct purchasing team. Purchasers are organized by teams based on the commodities they buy. For example, Team 2 handles electrical, custodial, sporting equipment hardware, lumber, paint and plumbing supplies. Instead of distributing the requisitions directly to the appropriate purchasing team, the purchaser gives them to the purchasing manager who, after an initial review, distributes them to the purchasing team. This step is inefficient and wastes time because it requires requisitions to be handled more than necessary before they are given to a purchasing team for processing.

The Acquisitions and Administrative Services' staff also handles many calls to assist the departments and colleges in processing their requisitions. Although the staff is there to support district departments, the staff provides a constant amount of assistance to some departments, such as providing the commodity codes, accessing the system to enter a requisition and others. These calls disrupt the efficiency of the staff's primary responsibilities to process requisitions, issue requests for proposals, evaluate bids, negotiate contracts and analyze purchasing data. Acquisitions and Administrative Services provides formal training and online and printed instructions to all district employees with requisition responsibilities in the purchasing process. Staff of departments and colleges that require continued assistance may do so because purchasing is not their primary responsibility; they do not use the requisition system frequently; or they do not adapt to the process easily. ACCD, however, has one college, Northwest Vista, with a designated full-time employee to process all major purchase requests, excluding office supplies. This set-up provides consistency and efficiency in the purchasing process and minimizes the amount of assistance from the purchasing staff.

Finally, the Acquisitions and Administrative Services Department staff is not used effectively in their purchasing role. Many of the staff expressed concern that they work in an environment to police the users, not to function as purchasers. Purchasers are organized in teams; however, they do not function or interact as teams. A team consists of a senior purchaser with two to three purchasers responsible for processing requisitions for certain commodities. No individual staff, such as the senior purchaser, functions as the leader of the team or is given supervisory responsibilities of a team. Each team member generally works independently of each other, receives instructions from the manager and is given a performance appraisal by the manager. Although the senior purchaser signs off on requisitions processed by the purchasers, the manager still reviews or approves them as well. The senior purchasers have authority to sign purchase orders valued at $2,500 or less and have system release authorization for orders valued to $5,000; however, the manager has to sign purchase orders more than $2,500. Purchasing staff is also not permitted to generate sub-routine reports but is required to submit all report requests to a designated purchasing staff member to generate. In the Fiscal Affairs Department, the Accounting Operations staff has direct and immediate access to their accounting activity through the district's Web-based reporting module, where all financial activity is available to create customized or print standard reports.

In well-managed, efficient purchasing organizations, management periodically reviews and revises policies and procedures to ensure the department is operating at optimal efficiency and effectiveness and providing the highest level of service to users as possible. Purchasers have ownership of their work and are given authorization to approve and issue certain purchase orders without management approval. The purchasing staff is also used to identify and improve control weaknesses or inefficient processes. Ultimately, the department benefits internally with improved staff performance and externally with improved service to departments and colleges.

Recommendation 72:

Conduct a comprehensive review of purchasing procedures with a goal of increasing the department's efficiency and effectiveness and improve customer service.

The director of Acquisitions and Administrative Services should revise the purchasing procedures as shown in **Exhibit 7-8**.

<div align="center">

Exhibit 7-8
Revised Purchasing Procedures

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Problem	Negative Effect	Recommended Solution
The purchasing process is cumbersome and restrictive for items costing less than $10,000.	Departments experience restrictiveness with overlapping of the amount of the order. District expends a considerable amount of resources to process low-dollar orders.	Modify purchasing thresholds and quote requirements to allow greater flexibility in ordering by the departments while meeting governmental requirements and district policies, such as purchases $2,000 or less with three quotes (including HUB).
Requisition process is manual and paper-intensive	Staff is inefficiently used and processes waste time.	Investigate automating the processing signoff stamp through Information Systems to eliminate manual processing of this step. Revise the distribution of requisitions to the staff by direct distribution to the appropriate staff. Investigate printing requisitions in the Acquisitions and Administrative Services' office.
Purchasing procedures imposed during certain times of the year add to the frustrations the departments experience in the requisition process.	Stakeholders experience inconvenience and lack of service. Negative, ripple effect on staff in purchasing and receiving departments.	Consider using a staggered scheduling of the year-end requisitions as an alternative, which requires advance planning to survey and identify the best time of the year to make certain purchases.
Acquisitions and Administrative Services' purchasers manually track requisitions for commodities valued at less than $10,000.	The manual process is time-consuming and inefficient.	Automate the tracking of window purchases.
Acquisitions and Administrative Services' staff handles many calls to assist the departments in processing their requisitions.	Disrupt the efficiency of the staff in performing their primary responsibilities.	Reorganize purchasing staff to assign one staff to each college.

Acquisitions and Administrative Services Department staff is not used effectively in their purchasing role.		Develop and maximize the expertise and efficiency of the purchasing staff by implementing a true team concept; assigning levels of authorization at various staff levels (such as buyers up $5,000, senior buyers up to $15,000 and coordinators up to $24,999); and allowing staff to be responsible for their work product including reports.

Source: MJLM.

In addition, Acquisitions and Administrative Services management should periodically evaluate its controls and processes to ensure they are adequate for today's environment as industry, economic and technology environments change.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Acquisitions and Administrative Services forms an implementation team comprised of purchasing staff and representatives from departments and colleges to develop a plan to effectively implement changes to the purchasing process.	November 2003
2.	The implementation team performs necessary analyses, surveys, best practices and other processes to validate and effectively develop an implementation plan and procedures.	December 2003 - March 2004
3.	The implementation team submits an implementation plan and procedures to the director of Acquisitions and Administrative Services for approval.	March 2004
4.	The director of Acquisitions and Administrative Services reviews and makes final recommendations to the chancellor.	April 2004
5.	The chancellor approves the final recommendations.	April 2004
6.	The director of Acquisitions and Administrative Services directs the implementation team to implement approved recommendations.	May 2004
7.	The director of Acquisitions and Administrative Services tracks and reports status and results of the implementation and periodically re-evaluates the purchasing policies and	June 2004 and Quarterly Thereafter

	procedures.	

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Acquisitions and Administrative Services Department does not integrate cost-effective electronic methods in its bid process. The bid process is manual and paper intensive. Once specifications and requirements are completed, an assistant or purchaser develops a vendor list from the district's vendor database; makes copies of the bid requests; prepares mailing labels and stuffs bid requests into envelopes; then mails out bid request documents. The Acquisitions and Administrative Services Department generates approximately 130 formal bid requests annually. The part-time temporary position processes most of the bid request documents and related administrative tasks. Effective April 16, 2003, the part-time temporary employee resigned from the department.

Department management is aware of available technology but has concerns that bid documents could be changed by vendors; therefore, they are hesitant to move to electronic bid technology. The Acquisitions and Administrative Services participates in the Texas Marketplace/Texas-One bulletin board system, which allows the district to post their formal bid information to an Internet-based information system and for potential business vendors to review.

Cost-effective electronic bid systems that provide automatic notification to vendors of bids and requests for proposals are available, some of which are free to government agencies. In addition, the systems distribute bid specifications and blueprints online, track all bid activity and verify that vendors have received bid documents and any addendums. Advantages of using an electronic system include increased bid competition with additional access to local suppliers, eliminated or reduced mailing costs, reduced administrative tasks and increased administrative efficiency.

Recommendation 73:

Implement electronic bid technology to streamline the purchasing process.

The district should perform an analysis of the available online bid technologies that are available at no-cost to improve the efficiency of the bid process and reduce costs. With implementation of electronic bid technology, the department should be able to eliminate the part-time

temporary position responsible for handling the majority of the bid distribution process.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Acquisitions and Administrative Services submits request for elimination of the part-time temporary staff position to the chancellor and board.	September 2003
2.	The director of Acquisitions and Administrative Services develops a technology team (including an information technology representative) to identify available technology that will improve the bid process.	September 2003
3.	The technology team develops a list of available technology and develops recommendations for the director of Acquisitions and Administrative Services.	October 2003
4.	The director of Acquisitions and Administrative Services reviews and finalizes recommendations with the director of Information Technology.	November 2003
5.	The director of Acquisitions and Administrative Services obtains the accepted technology and implements the use of software, with the assistance of Information Technology staff.	December 2003
6.	The director of Acquisitions and Administrative Services provides training to purchasing staff and users and communicates the changes to all identified parties, including the vendors on the district's bid list.	January - March 2004
7.	The director of Acquisitions and Administrative Services reports progress to the chancellor and board.	April 2004 and Quarterly

FISCAL IMPACT

The district can realize savings by eliminating one part-time temporary staff position from its budget. The hourly salary is $7.11 with no benefits. Assuming the position is eliminated in September 2003, the fiscal impact would be $7,074 (995 hours x $7.11).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Implement electronic bid technology to streamline the purchasing process.	$7,074	$7,074	$7,074	$7,074	$7,074

FINDING

The reporting relationship of the director of Acquisitions and Administrative Services Department to the chancellor is not effective and efficient. This reporting structure became effective in 2001 in response to an external investigation of the district's purchasing practices. The reporting structure was established to strengthen the authority of the director position to enforce the district's purchasing policies and to ensure that internal controls were in place.

ACCD's purchasing function is not properly aligned for maximum effectiveness. The existing organizational misalignment separates the purchasing function from direct access to expertise and operational efficiency related to financial operational management and compliance with federal, state and local regulations. It also creates independence from direct management oversight by a financial administrator of the district who is responsible for closely related functions. Further, assigning oversight responsibility for routine business processes, such as the purchasing function, to the chancellor diverts the chancellor's focus and efforts away from more strategic issues of the district.

In November 2002, the district commissioned a study, which resulted in a proposed reorganization that affects the district' business functions and activities. The study recommended that the district create two new vice chancellor positions that report to the chancellor position. The vice chancellor for Business Affairs position would be responsible for all departments related to business, personnel, facilities and other non-academic functions, while the vice chancellor for Educational Affairs would be responsible for all academic functions. The purchasing function is a fiscal business process that involves purchasing goods and services, acquiring assets and managing contracts and expenditures of funds.

Compared to its peers, ACCD is the only district with the director of the purchasing reporting directly to the chancellor. **Exhibit 7-9** shows the purchasing reporting structure for ACCD and its peers.

Exhibit 7-9
Alamo and Peer Comparison
Director of Purchasing Reporting Structure

College	Reports To
Alamo	Chancellor
Dallas County	Vice Chancellor of Fiscal Affairs
North Harris Montgomery	Vice Chancellor of Fiscal Affairs
San Jacinto	Vice Chancellor of Fiscal Affairs

In both public and private sectors, it is common for the purchasing function to report to a financial administrator position such as chief financial officer or vice president of business/fiscal affairs.

Recommendation 74:

Reorganize the purchasing function to report to Fiscal Affairs.

Organizationally, the purchasing function should report to Fiscal Affairs. Should the new position of vice chancellor of Business Affairs be established, the district should revise the reporting structure of the Acquisitions and Administrative Services Department to report to the new position.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor submits a recommendation to the board for the Acquisitions and Administrative Services Department to report to Fiscal Affairs.	August 2003
2.	The board approves the recommended reporting structure.	August 2003
3.	The chancellor announces the reporting structure change.	August 2003
4.	The chancellor instructs the applicable administrators to ensure the change is reflected in applicable district documents, including organization charts, budgets and others.	August 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The process for requisitioning building maintenance supplies and materials is inefficient. The Acquisitions and Administrative Services does not allow Facilities Department staff to obtain quotes for supplies costing less than $25,000, nor can Facilities Department staff submit completed requisitions. Acquisitions and Administrative Services' management does not advocate allowing Facilities Department staff to submit complete requisitions or gather price quotes because they assert that the Facilities Department has had several instances of non-compliance with purchasing policies and procedures, such as failing to maintain arms length

relationship with vendors. In 2001, in response to improprieties, ACCD began restricting the Facilities Department's involvement in purchasing activities in which all other departments and colleges participate.

The Facilities Department is capable of submitting completed requisitions with all required information; however, they are only allowed to submit this data for items that are contained on work orders and projects lists. Once this data is included on the requisition form, the Acquisitions and Administrative Services Department purchaser completes the requisition by filling in prices for items on contract or by obtaining quotes for items not on contract. Sometimes, the purchaser has difficulty completing the requisition data because the information is either incomplete or insufficient. Consequently, the purchaser has to make a call to the department or attempt to determine what is being requested. The purchaser then sends the requisition back to the Facilities Department for approval. The purchaser must wait for the Facilities Department to review and approve the request, thereby adding additional time to the process. Only after those additional reviews and approvals are completed can the purchaser process the requisition. The handling of requisitions several times by purchasers creates inefficiencies in the process.

The district does have a policy that provides penalties for violating purchasing policies and procedures, which is designed to enforce the district's established control procedures and deter inappropriate actions.

Organizations that have efficient and effective processes revise their procedures to address inefficient components of procedures or weaknesses in controls. Unnecessary inefficiencies are eliminated from their processes and weaknesses in controls are increased to address the reluctance of employees to adhere to established polices and procedures.

Recommendation 75:

Reestablish requisition procedures and controls for the Facilities Department.

The director of Acquisitions and Administrative Services should reestablish the requisitioning process with the Facilities staff. All Facilities staff should be required to attend the purchasing training, and the district should strictly enforce the district's penalties for violations. The director of Acquisitions and Administrative Services should monitor compliance through the review process and report any violations to appropriate district personnel and authorities, when they occur.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor instructs the director of Acquisitions and Administrative Services to eliminate special requisition requirements for the Facilities Department.	September 2003
2.	The director of Acquisitions and Administrative Services meets with the director of Facilities to review and reestablish requisition procedures.	September 2003
3.	The Acquisitions and Administrative staff trains the Facilities Department staff.	October 2003
4.	The Facilities Department staff assumes responsibility for processing its own requisitions.	November 2003
5.	The director of Acquisitions and Administrative Services monitors the Facility Department's compliance with purchasing procedures and reports any violations to the chancellor, board or appropriate authority.	December 2003 and As Needed

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 7
PURCHASING AND MATERIAL MANAGEMENT

This chapter reviews the purchasing and material management functions of the Alamo Community College District (ACCD) in the following sections:

B. CONTRACT MANAGEMENT

An effective contracting process continually monitors and evaluates services received from external entities. The contracting process analyzes the operations of various areas of the district and performs cost/benefit analyses to evaluate whether there are goods or services that can be obtained from the private sector at a lower cost, higher quality or both. The contract negotiation process ensures that bidders are awarded contracts based on the best available goods and services at the best prices with terms that are favorable to the district. The negotiation process also includes a detailed review of terms and conditions by district staff and attorneys so that board members receive adequate information before voting to accept a contract. Properly assigning contract management responsibilities to district staff provides for oversight of contract provisions so that the district receives the quantity and quality of services included in the contract and ensures all terms of the contract are complied with.

ACCD provides a contract management structure for the district primarily in the Acquisitions and Administrative Services Department. In addition to the director, the manager, two coordinators and senior buyers are assigned to manage district contracts. Both coordinators have the authority to sign purchase orders up to $5,000.

The capital projects coordinator is responsible for all capital projects and professional services contracts and establishes specifications to assure compliance with public contracting, competitive sealed proposals and bidding requirements related to construction, renovations, commodities and services. The contracting coordinator oversees annual contracting for all services such as copier maintenance, coin operated copiers, vending machines, bookstores and food services. The contracting coordinator is responsible for writing specifications, obtaining bid quotes, analyzing bid results, negotiating contract terms as necessary and recommending awards for contracts. The contracting coordinator is also responsible for contract problem resolution and vendor performance evaluation after the contract is awarded.

The director of Acquisitions and Administrative Services handles all real estate contracts, including leases, rentals, land acquisitions and memorandums of understanding. The director is also responsible for reviewing all contracts, except for academic.

Exhibit 7-10 shows a sample of the district's contracts.

Exhibit 7-10
Alamo Purchasing Contracts
As of February 2003

Vendor	Commodity Code / Description	Award Amount	Period
Poppe Automotive Warehouse Inc. Poquito Mas Enterprises	060 Auto repair parts & miscellaneous supplies	Discount Catalog Pricing	November 1, 2001 - April 30, 2003
Six vendors	540 Building materials	Fixed Unit Pricing	Quarterly price reviews through March 31, 2003 April 1, 2002 - March 31, 2003
Service Mechanical Group Inc.	91036 Chiller service & inspection	$21,000 annually	May 22, 2000 - May 30, 2003
Six vendors	93927 Copier maintenance	Fixed Unit Pricing	January 17, 2001 - October 31, 2003
State Contract (Six vendors)	01515 01516 Copier supplies	N/A -State Fixed Unit Pricing	February 8, 2001 - October 31, 2003
Eleven vendors	485 735 Custodial supplies	Fixed Unit Pricing	July 23, 2002 - July 31, 2003
Mueller Water Conditioning Inc.	91077 Deionization equipment & services	Fixed Unit Pricing	November 1, 2000 - October 31, 2003
Summit Electric Dealers Electrical Supply Co.	285 Electrical materials & supplies	Discount Catalog Pricing	February 1, 2002 - January 31, 2003
A-1 Fire & Safety	93634	Fixed Unit	March 12, 2002 -

	34028 Fire extinguisher & systems service	Pricing	March 31, 2004
Four vendors	48554 48555 Floor care products	Fixed Unit Pricing	May 3, 2002 - January 31, 2005
Various vendors	Furniture	Fixed Unit Pricing	
Johnson Supply	031 HVAC parts, supplies & equipment	Discount Catalog Pricing	October 1, 2002 - September 30, 2003
WW Grainger	445 450 5078 895 Industrial commercial maintenance supplies	Discount Catalog Pricing	May 1, 2002 - April 30, 2005
Highsmith Inc Gaylord Brothers	525 Library supplies	Discount Catalog Pricing	March 6, 2003 - January 31, 2004
Warren Industrial Lubricants	405 Lubricants	Discount List Pricing	April, 2002 - February 29, 2004
Medical Wholesale	475 465 Medical supplies & sundries	Discount Catalog Pricing	September 3, 2002 - July 31, 2003
Moore Supply Plumbmaster	670 Plumbing supplies	Discount Catalog Pricing	July 26, 2002 - July 31, 2003
Pearson Scantron Corp	78590 NCS Scannable forms	Fixed Unit Pricing	May 1, 2002 - April 30, 2004
Cintas Corporation	98386 Uniform supply service	Fixed Unit Pricing	October 30, 2000 - August 31, 2003
Southwest Engineers	96896 Water treatment	SAC- $19,423.68	January 1, 2003 - December 31, 2003

	service	SPC- $8,106.14 PAC- $9,907.94 NVC- $7,553.77	

Source: ACCD, Acquisitions and Administrative Services Department, Contract Listing.

FINDING

The Acquisitions and Administrative Services Department maintains accurate and adequate records to document its competitive bid process. Bid activities should be documented systematically and accurately to avoid or withstand constant scrutiny of anyone, including management, state or federal government, vendors, outside agencies, media and the general public. Moreover, it is important that bid files are organized so the chronological order of events occurring throughout the process can be easily followed and understood by those not directly involved. Items typically included in bid files are:

- requests for solicitation;
- specifications;
- bid advertisements;
- pre-bid conference minutes;
- bid attendance sign-in sheets;
- returned bids;
- envelopes showing time and date stamp;
- bid tabulations and analyses;
- justification if lowest bidder not selected;
- board award notices;
- bid schedules;
- notes and correspondences;
- bid bonds; and
- copy of contract/purchase orders.

The review team examined six randomly selected bid files, as shown in **Exhibit 7-11**, noting no major exceptions to the bid file requirements.

Exhibit 7-11
Alamo Bid File Review

Bid File	Award
02A-032 Modular Workstations	$20,400

02A-010 Modular Classroom Buildings	$344,906
02M-079 Gasoline Utility Vehicles (2)	$24,135
03A-029 Video Studio Camcorders	$39,756
03A-021 Automotive Repair Systems and Equipment	$59,044
00A-107 Temporary Employment Services	Fixed unit prices

Source: ACCD, Acquisitions and Administrative Services Department.

The Acquisitions and Administrative Services Department also provides a checklist of all items that are required to be included in the bid files, which were organized based on the checklist. However, the staff used it only to note the various bid dates, such as pre-bid and opening.

COMMENDATION

The Acquisitions and Administrative Services Department maintains well-documented bid files.

FINDING

The district does not consistently enforce its policy that requires the Acquisitions and Administrative Services Department to approve final award recommendations of contract awards prior to submitting them for board approval. The Fiscal Affairs and Human Resources Departments generally submit their final award recommendation to the board without ensuring that the Acquisitions and Administrative Services Department has reviewed and approved their recommended vendor.

The Acquisitions and Administrative Services Department tabulates bids, and the senior purchaser or contracting coordinator recommends the initial award and sends a copy to the requesting department for review and approval or to perform its own evaluation. The requesting department makes its selection and is required to forward its selection documentation to the Acquisitions and Administrative Services Department to ensure compliance, including justification if a different vendor was selected. The Acquisitions and Administrative Services Department's review of the final vendor selected is crucial to ensure compliance prior to board consideration, particularly when the requesting department selects a different vendor than the one initially recommended.

The Human Resources Department's employee assistance program bid did not receive final approval by Acquisitions and Administrative Services nor did the Fiscal Affairs Department's vendor selected for the food, vending and bookstore bids. The Acquisitions and Administrative Services

Department does not track occurrences of noncompliance. When the board approves contracts without a final compliance check by the Acquisitions and Administrative Services Department, the district subjects itself to the risk of policy or state law violations.

The contracting coordinator reviews board agendas in an attempt to identify contracts scheduled for board approval where Acquisitions and Administrative Services did not provide final approval. If an item is found on the board agenda, the contracting coordinator tries to obtain a copy to verify the award recommendation prior to the board meeting. In March 2000, the vice chancellor issued an administrative reminder to all district department heads of the district's policy, requiring final review and approval by Acquisitions and Administrative Services; however, Acquisitions and Administrative Services continues to experience non-compliance.

Effective contract award processes require purchasing professionals to review and approve final selection of bidders to ensure all applicable laws and policies have been complied with prior to submitting to boards for final approval.

Recommendation 76:

Revise board agenda contract approval documents to require the approval from the director of Acquisitions and Administrative Services.

Board agenda documents require some standard information from all departments. However, a standard template should be developed to include the basic information required for all agenda items with a section for the director of Acquisitions and Administrative Services to approve vendors selected for contracts submitted for board approval. Procedures should also be developed to require the board's secretary to return all board agenda items for the board's approval of contracts without the director of Acquisitions and Administrative Services' approval.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Acquisitions and Administrative Services revises the board agenda document as a template to include standard required information, director's approval for bid awards and instructions to address incomplete or missing information.	September 2003
2.	The director submits the revised board agenda document template and procedures to the chancellor.	September 2003

3.	The chancellor approves and issues communication to implement new document and procedures to applicable district staff.	October 2003
4.	The director of Acquisitions and Administrative Services monitors, tracks and reports status of compliance to the chancellor and board.	October 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD does not provide adequate contract management oversight of all district contracts. Excluding employee agreements, the Acquisitions and Administrative Services Department has been delegated primary contract-monitoring responsibilities. This not only involves managing contracts and negotiating with vendors, but also periodic monitoring to ensure the vendor complies with all terms of the contract. The department receiving services provided by a contract also has contract-monitoring responsibilities, including both financial and operational performance. In addition, some departments are assigned the responsibilities of contract management within ACCD. For example, the chancellor's office monitors legal services contracts, the Facilities Department manages architect and engineering contracts, the Information Systems Department manages telecommunications contracts and a district auxiliary committee manages auxiliary revenue-generating contracts.

The district created an auxiliary committee to manage the performance of the food service, vending and bookstore contracts. The Accounting Department records the revenue receipts, but no one is consistently generating or providing financial data to Acquisitions and Administrative Services as a standard procedure. Sometimes, the contracting coordinator may receive financial data from the department at renewal time. Without actual financial and performance data, the district relies heavily on the opinion of the department to continue with the contract.

The Acquisitions and Administrative Services Department provides contract management oversight for a limited number of contracts. Departments with contract management assignment are responsible for submitting reports to the Acquisitions and Administrative Services staff on vendor performance issues, including submitting a completed vendor evaluation form at the end of each contract year. Towards the end of a contract period, the contracting coordinator generally asks the department whether or not to renew the contract, if applicable. The contracting

coordinator or buyer, however, does not periodically request financial and operational performance reports. If the department does not initiate a complaint with the contracting coordinator, it is assumed that there are no problems with the vendor. The manager of Acquisitions and Administrative Services said that the purchasing staff relies on the departments to provide primary contract management responsibility as outlined in some requests for proposals.

An effective contract management process provides for the purchasing operations to have a role on the front end, during and at the end of the contract period. The process includes the following:

- analyzing and evaluating operational performance;
- monitoring financial performance and revenue optimization potential;
- conducting regular interaction with vendors;
- performing regular site inspections;
- conducting vendor performance and customer service evaluations;
- conducting or facilitating required staff training for contracts; and
- monitoring contract documentation and ensuring compliance with legal and administrative requirements.

The Acquisitions and Administrative Services staff is adequately involved in the development of contracts but lacks adequate involvement in the overall managing and monitoring during the contract term. When doing so, the staff is better equipped to recognize cost-reduction opportunities and improvements warranted in contract terms and performance measures.

Houston Community College System's purchasing staff maintains documentation of supplier performance using specified contract criteria. They receive feedback from the departments on the vendor's performance. The Purchasing staff notifies the vendor when a vendor is determined to be non-compliant and immediate corrective action is warranted.

Recommendation 77:

Develop detailed procedures to ensure contract performance is monitored.

The Acquisitions and Administrative Services Department is responsible for non-employee contracts, but their responsibility should be clearly defined to include contract management oversight of all district contracts. Although the requesting departments handle the day-to-day operations of the contracts, purchasing staff should provide manage oversight for contracts they process, including developing procedures to monitor major components of the contract and obtaining and analyzing necessary

financial and operational performance data from the receiving department to enhance the basis for future contract decisions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Acquisitions and Administrative Services establishes a contract management team from each user department to develop more comprehensive contract management procedures, including incorporating financial and operational performance data analyses.	November 2003
2.	The contract management team drafts procedures for approval by the director of Acquisitions and Administrative Services.	January 2004
3.	The director of Acquisitions and Administrative Services implements the procedures.	February 2004
4.	The director of Acquisitions and Administrative Services provides periodic reports to the chancellor, board and fiscal affairs on contract performance.	March 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Auxiliary Enterprise Committee does not consistently monitor vendor performance for the bookstore, food services, vending machines and amusement games contracts. As a result, the district may not be receiving its share of revenues. In addition to inconsistent monitoring for compliance with contract terms and requirements, reports are not prepared that document vendor activity, contracts are not executed for all auxiliary or general services, and revenues and operations are not consistently audited on a timely basis.

ATM machines and newspaper stands are located at the colleges, but contracts have not been executed and commission revenues are not received. The Committee chairman said that there is one ATM machine at each college and that attempts to execute contracts for all colleges resulted in no vendor wanting to support all college locations. There is no current effort to execute contracts for ATMs and newspaper stands, and the Committee does not see ATMs and newspaper stands as an issue at this time.

In addition, ACCD does not consistently audit contracts to ensure that the district receives the correct amount of revenues, improvements, survey

results and required reports. ACCD's internal auditors audited the previous food service vendor in 1999 and the previous vending machine vendor in 1998. Although auxiliary contract revenues are included in the fiscal 2003 audit plan, the bookstore and amusement games three-year contracts were executed in 1999 with annual renewals without auditing the vendors' performance.

Furthermore, contract compliance is not consistently enforced to ensure that vendors perform all contract requirements. The Committee has not verified that vendors have complied with all contract provisions including those summarized in **Exhibit 7-12**.

Exhibit 7-12
Alamo's Non-Compliant Contract/RFP Provisions
February 2003

Contract	Provision
Bookstore Lease Operations Contract	• Annual payments of $5,000 will be made for the life of the agreement for student scholarships or special projects. The method of distribution will be determined by ACCD with oversight by the Auxiliary Enterprise Committee. The company is to provide proof of payment to the ACCD Purchasing Office with a copy to the ACCD Controller. • Vendor must conduct a minimum of one customer service survey per year and provide such survey results to the Auxiliary Enterprise Committee.
Vending Machines Contracts	• Contractor(s) will supply and maintain all vending machines located throughout the District on a daily basis or more frequently if needed. • Contractor(s) must submit to the District's representative an inventory by serial number of vending machines, change making machines, condiment stands and ovens by type and location in use at ACCD on September 15 of each year or on any additional dates specified by the District. • The Contractor(s) will provide an "Evaluation of Service" questionnaire for the Auxiliary Enterprise Committee to be completed by vending users twice a year.
Manual Food Services	• Contractor must conduct a minimum of one customer satisfaction survey each month and submit such survey results to the District Auxiliary Enterprise Committee

	Chairman and the campus Auxiliary Enterprise Committee representative.

Source: ACCD, Auxiliary Enterprise Committee chairperson.

An effective contract management team performs the following:

- analyzes and evaluates operational performance;
- monitors financial performance and revenue optimization potential;
- conducts regular interaction with vendors;
- performs regular site inspections; and
- conducts vendor performance/customer service evaluations.

Once a service contract is awarded, responsibility for monitoring and evaluating performance must be assigned to an appropriate institutional unit. Authority must be assigned to the unit to work with the contractor's representatives to monitor and report on vendor performance, enforce contract compliance and resolve problems, conduct financial reviews and audits and implement contract changes. **Exhibit 7-13** is an example of the vendor performance evaluation used by Dallas Community College District for bookstore operations.

Exhibit 7-13
Example of Dallas Community College District Vendor Performance Evaluation
March 2003

	Below Expectations	Meets Expectations	Exceeds Expectations
PERSONNEL:			
Personnel available to assist customers on sales floor			
Customers greeted promptly			
Personnel offer assistance to customers and are informative			
OTHER OPERATIONS:			
Customers appear to be pleased with the service they have received			

Lines of customers at the check-outs			
Availability of used books			
USE OF TECHNOLOGY:			
Point of sale system			
Web site for online book sales			
Financial aid interface			
APPEARANCE/SIGNAGE:			
Entrance attractive and inviting			
Check stands neat, clean and well organized			
Windows, floor, shelving, carpet and storage areas clean			
Signs professionally prepared			
Signs regarding refunds, buybacks and check-cashing			
Signs advertising special promotions or events			
PRODUCTS:			
Shelves fully stocked			
Numerous product lines (clothing, supplies, gift, snack, and trade books)			
Merchandise well organized			
Prices of products clearly labeled			
TEXTBOOKS SHELF TAGS:			
Information provided to ensure that students can find books easily			
Communications about out-of-stocks and anticipated arrival dates			

Comments:

Moreover, organizations conduct periodic contract compliance audits to ensure that they receive all required items per contract terms including the correct amount of revenues, scholarship funds and building improvements and reports and survey results.

Recommendation 78:

Monitor auxiliary enterprises contracts, enforce contract terms and require reports to the Auxiliary Enterprise Committee.

The Auxiliary Enterprise Committee should develop a formal contract monitoring system that requires monthly reports to be developed to document vendor activity and contract compliance. In addition, the Committee should ensure that ACCD contract award procedures are followed; ensure that contracts are executed for all auxiliary services or general services such as ATMs; and monitor revenues and operations and other contract provisions to ensure they are consistently audited on a timely basis.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Auxiliary Enterprise Committee chairperson establishes a working group of committee members to develop a process to closely monitor auxiliary contracts, to enforce terms and for the preparation of monthly reports.	September 2003
2.	The working group solicits recommendations from other educational institutions or entities for successfully contract monitoring.	October-November 2003
3.	The working group develops procedures for documenting and analyzing contractors' performance, determining if revenues are maximized, for monthly reports and requiring periodic audits.	December 2003
4.	The Auxiliary Enterprise Committee chairperson submits the draft procedures to the chancellor for approval.	January 2004
5.	The chancellor approves the procedures.	January 2004
6.	The Auxiliary Enterprise Committee chairperson implements the procedures.	February 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 7
PURCHASING AND MATERIAL MANAGEMENT

C. MATERIAL MANAGEMENT

Material Management is responsible for central receiving, central stores and inventory control. Material Management has overall responsibility for ensuring all items ordered are received and accepted in accordance with the specifications and terms of the contract. They also ensure timely delivery to the department that requested the items and provide receiving information to Accounting to support vendor payments. In addition, Material Management is responsible for managing the district's central stores and ensuring that sufficient inventory is consistently available to meet general supply requests from departments and colleges. As of August 31, 2002, Material Management stocks more than 100 central stores items, mainly office supplies and printed material, valued at $71,688. **Exhibit 7-14** summarizes the types of items stocked by central stores.

Exhibit 7-14
Alamo's Central Stores Items

Item Description	Number of Types
Paper	3
Writing Pads/Notepads	19
Office Supplies	37
Stationery	23
Forms	9
File folders	9
Computer Supplies	5
Miscellaneous	8
Calendars	13
Total	**126**

Source: ACCD, Web site.

Material Management is also responsible for accounting for property and equipment and disposing of surplus or obsolete property.

The district operates a 25,660 square foot material management facility. Material Management has a manager, three inventory control staff, 11 central receiving and stores staff and one assistant. The Material Management manager oversees the day-to-day operations for these areas with a budget that is consolidated with the Acquisitions and Administrative Services Department's budget. **Exhibit 7-15** shows the organization chart of Material Management.

Exhibit 7-15
Material Management
January 2003
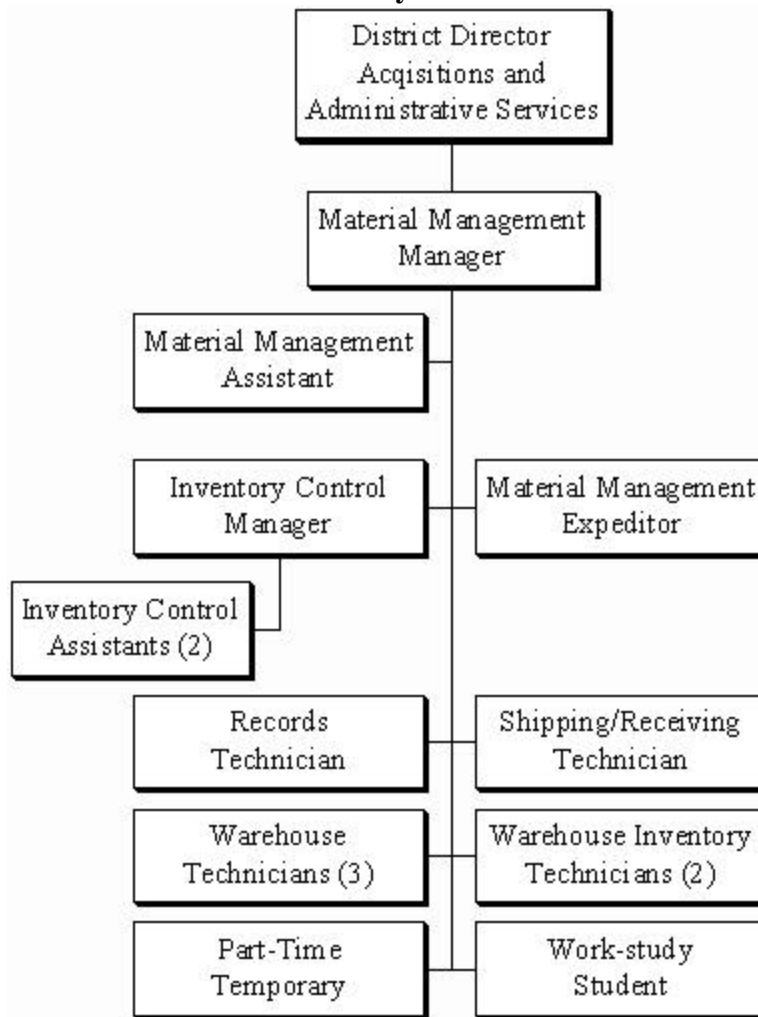
Source: ACCD, Acquisitions and Administrative Services Department.

Vendors deliver goods centrally to the warehouse or directly to departments. Material Management processed more than 8,000 purchase orders during 2001-02. **Exhibit 7-16** presents the workload summary data for the central receiving and central stores operations of Material Management.

Exhibit 7-16
Material Management Workload Summary
Fiscal 2001 and 2002

	Central Receiving		Central Stores	
	2001	**2002**	**2001**	**2002**
Purchase Orders Processed	8,641	8,113	2,798	2,879
Value of Orders	$9,616,000	$12,679,000	$284,000	$312,000

Source: ACCD, Material Management Department, Material Management Workload Management Report.

For deliveries made directly to departments, the department is required to complete and submit a direct delivery receipt form to the Material Management's office within 24 hours after items are received. Four employees assist with receiving deliveries from vendors, verifying contents, processing phone inquiries from employees and vendors and pulling and staging orders. Three employees make deliveries to routed locations determined daily and pick up surplus assets from district locations. San Antonio College receives the majority of the deliveries. Generally, only one person is assigned and available to receive deliveries from vendors at the district warehouse. Upon receipt, the shipping/receiving technician enters the data in the financial system to update the order status for payment of invoices.

FINDING

The Material Management Department stocks items in the central stores that can be purchased from a vendor contract. The departments can purchase most of the central store office supply items locally on a just-in-time basis through a district vendor contract. More than 100 items are stored in the warehouse. **Exhibit 7-17** shows a partial listing of the inventory items.

Exhibit 7-17
Central Stores Inventory
August 31, 2002

Description	Unit Cost
Writing pads, letter, canary	$7.21/pkg
Steno pads, Gregg rule	$12.43/pkg

Writing pads, letter, white	$7.21/pkg
Writing pads, legal, canary	$10.92/pkg
Post-it notes, 1 1/2x2, yellow	$3.99/pkg
Post-it notes, 2x3, yellow	$0.50/pkg
Post-it flags, red	$2.18/pkg
Post-it flags, blue	$2.18/pkg
Sheet protectors	$5.64/bx
Address labels, white, 1x2 5/8"	$38.50/bx
Rubber bands, #16 (2.5x1/16)	$0.45/bag
Rubber bands, assorted sizes	$0.45/bag
Tape, clear transparent	$1.15/roll
Tape, frosted	$1.44/roll
Paper clips, standard	$0.11/bx
Paper clips, jumbo	$0.38/bx
Envelopes, clasp, brown, 6x9	$23.60/bx
Envelopes, gummed seal, 6x9	$23.60/bx
Liquid paper	$0.88/btl
Batteries, "AAA"	$4.99/pkg
Batteries, "AA"	$4.99/pkg
File folders w/tabs, straight, legal, manila	$8.28/box
Diskettes, 3 D/S H/D	$2.18/ea
2003 Desk refill	$2.68/ex
Monthly planner 7x9	$8.79/ea
Appointment book, 9x11	$11.76/ea
Weekly/monthly quick notes 9x11	$23.99/ea

The value of the inventory was $71,688 as of August 31, 2002 and $53,900 as of August 31, 2001.

The Material Management assistant receives phone, fax, e-mail or intercampus mail requests from departments that request items stocked in the central stores. The Material Management assistant then verifies account number and funds availability, enters the information in the central stores requisition system for orders that have available funds, enters a chargeback to the department's account in the financial system, prints a central stores receipt and forwards it to the warehouse inventory technician. The warehouse inventory technician pulls and stages the items for delivery.

The district has an office supply vendor contract that provides online ordering service for office supply type items, which they deliver within two days. The district uses the same vendor to acquire much of the same stock for the central stores inventory. However, the district does not require all departments to use the online service. Approximately 100 of 150 district departments use this vendor's online services.

The warehouse technicians are required to perform a physical inventory of the items stocked in the central stores twice a week and annually. Moreover, the district provides these items to the departments at cost; no service charge is included in the price to the departments to cover the cost of the services provided. Material Management expends resources maintaining many items in the central stores inventory for which the district does not receive any added value.

Many organizations have considered the need to maintain central stores inventory compared to the economics of providing departments with needed supplies through just-in-time contracts with inventory supply vendors. Some organizations have fully eliminated central warehouses and replaced them with inventory supply delivery services.

Recommendation 79:

Eliminate the central stores inventory and require mandatory online office supply requisitioning for all departments.

The district should eliminate the central stores inventory for items that can be purchased from an existing or new vendor contract, particularly the office supply items. The Material Management manager should develop a plan to phase out existing inventory and provide a request for items not on a vendor contract to the Acquisitions and Administrative Services Department. Adequate notification should be provided to all departments of the phase-out plan, including new vendor supply information. The Acquisitions and Administrative Services manager should notify all departments of the requirement for using the online office supply vendor contract for required items. The district will improve cash flow by

spending funds only when needed. Potentially, Material Management could realize a reduction of one staff and should realign duties to areas requiring needed manpower.

Also, the manager should coordinate with the Facilities Department to identify effective alternative use for the warehouse space.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Acquisitions and Administrative Services instructs the Material Management manager to develop a plan to eliminate central stores inventory.	September 2003
2.	The Material Management manager develops a plan and timeline to phase out on-hand inventory stock with estimated final closeout of supplies and elimination of one position.	October 2003
3.	The Material Management manager submits the plan to the director of Acquisitions and Administrative Services for approval.	November 2003
4.	The director of Acquisitions and Administrative Services approves the plan and submits request to eliminate a material management position to the chancellor and board for approval.	November 2003
5.	The chancellor and board approve elimination of position.	November 2003
6.	The Material Management manager implements the plan, updates the procedures manual, reassigns department staff and eliminates approved position in the district.	December 2003 or Until Inventory is Eliminated
7.	The director of Acquisitions and Administrative Services issues districtwide notification requiring departments to order supplies through the online vendor contract.	December 2003
8.	The Material Management manager monitors progress and makes adjustments to the plan as necessary.	January 2004 and Ongoing

FISCAL IMPACT

By implementing this recommendation, the district can eliminate at least one staff position. The average annual salary for one central stores position is $18,040 plus 9.4 percent benefits equals $19,736 ($18,040 x 1.094). Assuming the district eliminates the position in December 2003,

the fiscal impact would be $13,157 during the first year ($19,736 x 8/12) and $19,736 thereafter.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Eliminate the central stores inventory and require mandatory online office supply requisitio ning for all departments.	$13,157	$19,736	$19,736	$19,736	$19,736

FINDING

Material Management does not compile and analyze workload and performance data to evaluate and better manage its operations. Although the district has experienced budget constraints since 2002, Material Management does not produce operating data to assess its operations.

Material Management does not have complete receiving report data to determine if the district is making timely and consistent deliveries. The Material Management manager provided a purchase order log status with no totals where applicable. The Material Management staff developed a spreadsheet to track receipt and delivery data but does not maintain the information on a complete updated basis. The receiving module of the financial system does not provide necessary statistical data to analyze Material Management's key performance indicators such as receiver volume, on-time delivery volume and inventory turnover, to name a few.

Material Management's goal is to deliver supplies to four campuses and 13 other locations within 24 hours of receipt at the warehouse. The goal was temporarily increased to 48 hours during the peak winter season through February 2003. The department's efforts to provide timely delivery and processing are influenced by various factors, including staff levels, volume of receipts and deliveries, manual processes and handling of paperwork.

On January 23, 2003, the staff was processing orders to be delivered that were received January 14, 2003, approximately 10 days behind. The Material Management manager is aware that deliveries are not being made consistently within the established goal criteria, but during various peak times, the backlog of deliveries can be even longer, particularly during the grant year-end spending (May through August), beginning of the year /year-end requests and December holiday break.

Organizations that compile and analyze various data pertaining to their operations have the ability to improve their effectiveness and achieve a higher degree of success in meeting their strategic goals.

Recommendation 80:

Document Material Management's performance information and prepare monthly reports.

Material Management does not generate performance data that enables it to adequately assess the performance of its operations. The Material Management manager should identify statistical data requirements and report enhancements from the receiving and financial systems and request program modification from Information Systems Department to provide useful information in managing the operations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Material Management manager outlines performance data requirements and submits a request to the director of Information Systems Department for assistance.	September 2003
2.	The director of Information Systems Department assigns a staff to assist the Material Management Manager in developing relevant reports.	September 2003
3.	The Material Management manager finalizes the reports.	October 2003
4.	The Material Management reports results to the director of Acquisitions and Administrative Services.	November and Monthly Thereafter
5.	The director of Acquisitions and Administrative Services uses the reports to help the Material Management manager adjust processes to meet user needs.	November and Monthly Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD departments receiving materials, supplies and equipment directly from vendors do not consistently submit receiving information on a timely basis to central receiving, nor does the department monitor outstanding delivery receipts. Documenting the receipt of goods and services is necessary to process vendor invoices, and failure to send receiving information on a timely basis delays vendor payments. Receiving

information is the link between authorized purchase orders and vendor payments. The district issues approximately 1,900 purchase orders where deliveries are made directly to departments. Direct delivery occurs when it is more practical for the vendor to deliver the item to the department or college rather than to central receiving due to size, volume or other conditions. The requesting department receives a copy of the purchase order and a manual "direct delivery" form from the Acquisitions and Administrative Services Department. When the items are received, the department personnel ordering the item(s) is required to complete the manual direct delivery form and return it to Material Management within 24 hours. **Exhibit 7-18** presents a sample direct delivery form.

Exhibit 7-18
Direct Delivery Form
January 2003

Source: ACCD, Acquisitions and Administrative Services Department.

Typically, invoices are due for payment 30 days from the date of the invoice. This allows sufficient time for the requesting department to send the direct delivery form before payment is due. Without direct delivery form information, the Material Management staff cannot update the receiving status of purchase orders. In addition, the Material Management staff has to manually monitor the status of direct delivery orders with the paper copy of the purchase order. No system report is available.

The accounts payable clerks are unable to process vendor invoices for payment without the receiving information being entered into the financial system. Consequently, Material Management receives a memo from the accounts payable clerks requesting status of orders when invoices are received but no receiving information has been entered into the financial system. **Exhibit 7-19** summarizes direct delivery orders in which the requesting departments did not send the direct delivery forms timely.

Exhibit 7-19
Past Due Direct Delivery Orders Summary
October 2002, December 2002 and January 2003

Period	Number
October 2002	53
December 2002	37
January 2003	20

Source: ACCD, Accounting Operations.

Some problems encountered by the district are partially attributable to users incorrectly interpreting that the receipt form is due to central receiving only after the entire order has been received. For example, the technology clerk at Northwest Vista, who is responsible for all purchases excluding office supplies, received a partial order in mid November 2002, but did not receive the items on backorder until the end of January 2003. The technology clerk did not send the direct delivery form to Material Management until the backorder items were received. In the meantime, the vendor submitted an invoice for the items delivered. The invoice was not paid on time because the accounts payable clerk had to initiate a request for verification of receiving status from Material Management, which took additional time. In another example, the Central Receiving staff received several months of completed direct delivery forms at one time from one department, including 70 forms received in August 2002. Even though the direct delivery form advises departments to sign the form immediately, the form does not instruct departments to complete and send the form to central receiving for receipt of partial orders. Departments that do not comply with receipting procedures adversely affect the operations of Material Management and Accounts Payables.

Organizations use a variety of procedures to process receiving information in a timely and efficient manner. Organizations that have the most efficient operations automate their receiving process. Some organizations authorize departments to enter receiving data while others only allow central receiving to process receipts.

Recommendation 81:

Automate the direct delivery form and establish partial receipt procedures.

The Material Management manager should request an electronic direct delivery form be developed that can be accessed through the district's Web site. The requesting department should be required to enter the receipt information on the electronic direct delivery form and forward it to Material Management immediately upon the receipt of the materials. The form should include options for partial or full receipt of order.

The Material Management manager should coordinate with Information Systems Department to develop a financial system-generated status report of all past due direct delivery orders as an efficient monitoring tool.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Acquisitions and Administrative Services directs the Material Management manager to develop an electronic delivery form.	October 2003
2.	The Material Management manager coordinates with the Information Systems Department for development of an electronic delivery form.	October - December 2003
3.	The Material Management manager submits the electronic delivery form and procedures to the director of Acquisitions and Administrative Services for approval.	January 2004
4.	The director of Acquisitions and Administrative Services approves the new form and procedures.	January 2004
5.	The Material Management manager and Acquisitions and Administrative Services implement the new form with instructions to the departments.	February 2004
6.	The Material Management manager develops a status report to track and report past due direct delivery dates with assistance from Information Systems Department, as required.	February 2004
7.	The Material Management manager reports status of direct delivery orders to the director of Acquisitions and Administrative Services and follows-up with departments on delinquent deliveries.	February 2004 and Monthly

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Material Management Department has several procedures that create inefficient operations. Material Management staff handle a high volume of phone calls from departments inquiring about the status of orders. The calls are received and answered constantly throughout the day, and staff are required to provide immediate customer service attention to them. Employees do not have the capability to check their order status through an electronic means; therefore, they call central receiving to obtain status information.

The material management assistant receives central stores orders manually and enters the information in the central stores inventory system. The central stores inventory system does not provide an automated feature that allows departments to submit their request for central stores items electronically.

Warehouse drivers must wait for department personnel to count every item delivered before signing off on the receipt form. Departments will not accept delivery if they are not allowed to count all of the items. When the delivery involves several packages with various items, this takes considerable time and affects the driver's ability to make additional deliveries.

Warehouse drivers are required to display a willingness to be helpful whenever and wherever the opportunity surfaces. Consequently, warehouse drivers deem it their obligation to comply with departments' requests when they are on site, particularly to move items from one place to another in their facility. Most of the Material Management staff said they experience many rush requests from departments throughout the day, which cause the staff to start and restart their tasks.

Material Management also has several manual processes involving paper documentation, including the driver's delivery log, which must contain the signature of the person receiving the package. The receiving/shipping technician must record all receipts on another log. The receiving/shipping technician makes copies of documentation for all controlled or capitalized fixed asset item receipts, in addition to completing a fixed asset acquisition input form for each fixed asset and controlled item processed through central receiving within 24 hours after receipt and forward to inventory control manager.

Further adding to the inefficiencies, new employees said they did not receive adequate training and usually have to assume responsibilities for a

position other than the position for which they were hired. For example, with the current backlog in the receiving and delivery functions of Material Management, staff is assigned to the unfamiliar, yet urgent, work of handling received materials or working in the central stores. Although all employees receive a comprehensive Material Management procedures manual, most employees receive primarily on-the-job training. Inefficient processes, a lack of formal training and proper tools make it difficult for a department staff to deliver consistent quality service and meet the needs of its customers.

Efficient organizations have integrated technology into their operations to reduce manual processes. Particularly for receiving and delivery functions, organizations use portable hand-held bar code readers to process and track status of shipments, which update their main system. Most courier services use bar code readers. A properly trained staff is more productive in their roles than learning primarily from on-the-job training.

Recommendation 82:

Improve the receiving process, provide formal staff training and eliminate or revise inefficient procedures.

The Material Management manager should establish procedures for:

- departments to check status of their order online and allow inquiry only after a certain period of time past estimated delivery;
- elimination of central stores requests;
- departments to verify receipts subsequent to delivery and report any discrepancies within two days of delivery;
- drivers not to perform requests outside of their route schedule; and
- automation of receiving and delivery log process.

Periodic evaluation of procedures should occur to identify necessary changes resulting from district or industry changes.

Material Management can increase its productivity with the use of portable hand-held bar code readers to automate the receiving of orders and delivery to departments and update of the receiving data. In addition, the manager should provide a formal training program to establish a foundation and understanding of the operations, particularly as employees are transferred to different functions of Material Management.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Material Management manager, with input from applicable stockholders, identifies inefficient procedures and revises	September 2003

		accordingly.	
2.	The Material Management manager submits revised procedures to the director of Acquisitions and Administrative Services for approval.	October 2003
3.	After approval, the Material Management manager implements revised procedures and provides appropriate training and communication to district employees.	November 2003
4.	The Material Management manager obtains quotes for hand-held bar code readers and submits requisition for approval.	November 2003
5.	The Material Management manager installs equipment with Information Systems assistance and implements the equipment in the department's procedures, trains staff and monitors/reports results.	January 2004 and Ongoing

FISCAL IMPACT

Capital outlay needed for the portable hand-held bar code readers is approximately $1,100 x 4 = $4,400.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Improve the receiving process, provide formal staff training and eliminate or revise inefficient procedures.	($4,400)	$0	$0	$0	$0

Chapter 7
PURCHASING AND MATERIAL MANAGEMENT

D. AUXILIARY ENTERPRISES ORGANIZATION

An auxiliary enterprise is managed essentially as a self-supporting activity or profit center. Auxiliary enterprises include operations such as food services, college bookstores and general functions such as Mail Services departments. These functions furnish goods or services to students, faculty or staff and charge a fee directly related to, although not necessarily equal to, the cost of the goods or services provided. Others provide the services using in-house staff while still accounting for the operation as an auxiliary enterprise. An example of this is a printing and copying department. Auxiliary enterprises and general service functions are increasingly important as revenue generators for higher education institutions.

ACCD does not have an Auxiliary and General Service Department to oversee the district's auxiliary services. The district assigns administrative oversight for auxiliary services to the Auxiliary Enterprise Committee and other departments. **Exhibit 7-20** provides an overview of several contracted auxiliary enterprises.

Exhibit 7-20
Contracted Auxiliary Enterprises
Fiscal 2002

Functional Area	Vendor	Administrative Oversight By	ACCD Revenue
College Bookstores Lease Operations	Texas Book Company	Auxiliary Enterprise Committee	$972,346
Manual Food/ Concession (cafeteria/ snack bar)	Custom Foods Group	Auxiliary Enterprise Committee	$0
Vending Services-Beverages	Coca-Cola Company	Auxiliary Enterprise Committee	$293,491
Vending Services-Snacks	Custom Foods Group	Auxiliary Enterprise Committee	See above
Coin-Operated Amusement Games	AGOT Enterprises	Auxiliary Enterprise Committee	$9,865
Copiers-Coin Operated	DOCUmation	Acquisitions and Administrative Services	$2,398

Microfilm/Microfiche Coin-Operated	IKON Office Solutions	Acquisitions and Administrative Services	$0
Pay Phones	Southwestern Bell	Acquisitions and Administrative Services	$7,153

Source: ACCD, Acquisitions and Administrative Services and Fiscal Affairs Departments.

ACCD has an Auxiliary Enterprise Committee composed of 25 members that monitors the services performed by the contracted vendors that operate the bookstores, food services, vending machines and coin-operated amusement games. The Committee monitors day-to-day operations, handles contract administration issues and maintains ongoing relationships with the contracted vendors. The Committee chair is the assistant controller of the Fiscal Affairs Department. The Committee is composed of six members from each of the four colleges and the two affiliated campuses. Membership at San Antonio College, Northwest Vista College and Palo Alto College consists of three faculty or staff members plus three students. St. Philip's College has four members, while St. Philip's Southwest campus has two members. The campus chairs at San Antonio College and St. Philip's College monitor operations at the affiliated Northeast campus.

Exhibit 7-21 provides an overview of ACCD's Auxiliary Enterprise Committee's major functions.

Exhibit 7-21
Auxiliary Enterprise Committee Major Functions
January 2003

Auxiliary Enterprise Committee Major Functions	Committee Chair	Campus Chairs	Campus Committee
Develop requests for bids and bid specifications. Consult with Acquisitions and Administrative Services Department's contracting coordinator. The coordinator finalizes and issues the request for proposals to bidders and obtains bid quotes, and the department awards contracts.	X	X	X
Evaluate bid quotes and make preliminary vendor selections.	X	X	X

Acquisitions and Administrative Services Department's contracting coordinator provides evaluations of selected items in the vendors' proposals to utilize in the vendor-selection process.	X	X	X
Select potential vendor.	X	X	X
Write and submit vendor recommendation to the Director of Fiscal Affairs. Director handles preparation of vendor recommendation letter to submit to the ACCD Board of Trustees for vendor approval.	X		
Hold districtwide meetings to search for new vendors, address price increases, approve one-year contract extensions and address districtwide problems and/or those not isolated to a particular college campus.	X	X	X
Handle routine matters, meet with vendor representatives, respond to customer complaints, handle refunds, contact the vendors regarding running out of beverages, etc. Notify Committee chair if help is needed.		X	X
Conduct full committee periodically for new members to meet with and learn from other members.	X	X	X
Notify the Committee chair to approve or reject extensions of one-year contract options.		X	
Notify the contracting coordinator when the Committee approves or rejects extensions of one-year contract options.	X		
Conduct surveys.		X	X
Maintain files including contracts, extensions, amendments, health inspections and surveys.	X	X	

Source: ACCD, Auxiliary Enterprise Committee chairperson.

The four colleges and the Southwest campus maintain a bookstore and several beverage and snack vending machines. These locations also

maintain cafeterias, except for Northwest Vista College, which maintains a food kiosk. The Northeast campus only maintains vending machines and limited bookmobile services. The district's administrative office locations also maintain beverage and snack vending machines. **Exhibit 7-22** provides an overview of ACCD's Auxiliary Enterprise Committee's organization.

Exhibit 7-22
Auxiliary Enterprise Committee Organization
January 2003
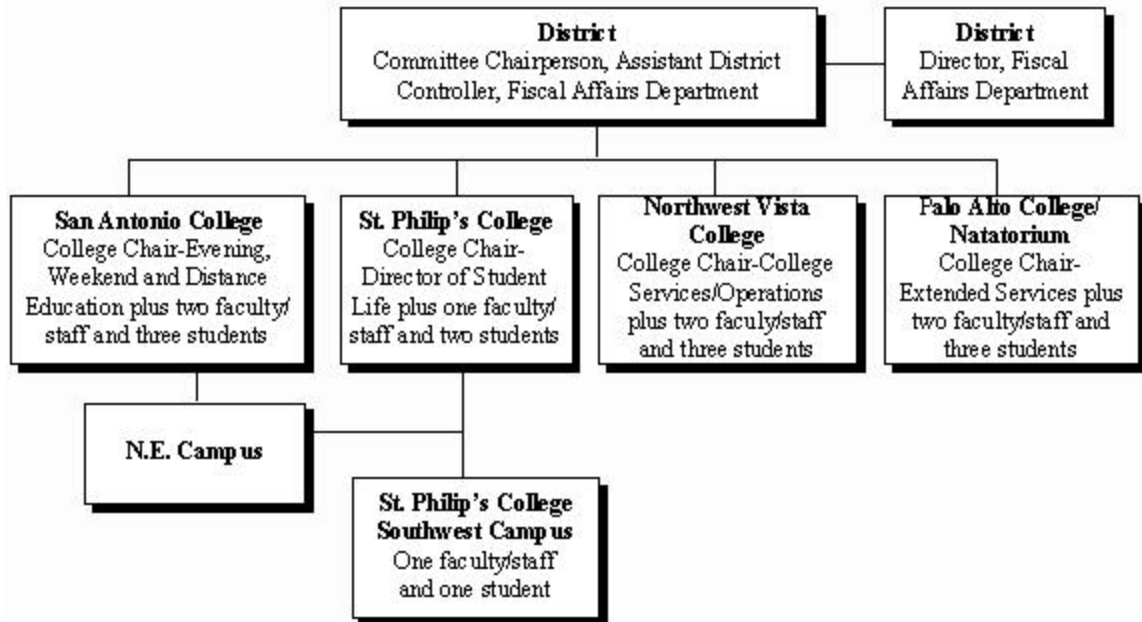
Source: ACCD, Auxiliary Enterprise Committee chairperson.

FINDING

The district does not have a policy covering the duties of the Auxiliary Enterprise Committee (Committee). The Committee oversees the operations of contracted revenue-generating auxiliary services including the bookstore, food services and vending machine operations but does not formally report to any department and does not have documented procedures. ACCD could not locate any board policy or district operating procedures defining the Committee's role, authorization and reporting responsibility. The Committee's responsibilities are primarily defined by the references in the auxiliary services contracts. For example, the bookstore RFP states that the campus Auxiliary Enterprise Committee will interview prospective bookstore managers, and the Committee will then forward an advisory opinion to the Controller. It also states that the Committee oversees the payment of scholarship funds. The food services

contract states the contractor must conduct and submit monthly survey results to the Committee.

As a result, the Committee does not have the following:

- documented strategic plan to maximize auxiliary services revenues;
- formal policy and procedures including the process for maintaining records of vendors' compliance with ACCD contracts; and
- standard reports summarizing data such as the results and follow up of health inspections, annual vending machine refunds and status of customer surveys.

Without guidelines and a formal reporting structure, the Committee may neglect to identify and fulfill all needed responsibilities. For example, the Committee awards contracts for auxiliary services operations without the requirement to comply with the ACCD policy that requires the Acquisitions and Administrative Services Department to review and approve recommended contract awards. The ACCD 1994 purchasing procedures state that if a contract amount is $25,000 or more, the requesting department prepares the vendor recommendation submits it to the Board for approval. The executive vice chancellor issued administrative reminders in March 2000 and March 2001 stating that recommended contract awards require the Acquisitions and Administrative Services departments approval prior to submittal to the board. According to the contracting coordinator in the Acquisitions and Administrative Services Department, the department did not review recommended contract awards for auxiliary services contracts awarded in fiscal 2000 and 2001 prior to submission to the board.

In addition, contract compliance is not consistently enforced to ensure that all contract requirements, such as scholarship payments by vendors, are met. The bookstore contract requires the vendor to pay ACCD $5,000 for scholarships and special projects annually, which totaled $20,000 during the contract period from 1999 through 2003. However, the vendor had not paid, and ACCD had not enforced the contract provision. In February 2003 during the TSPR performance review, the Committee chair requested documentation from the bookstore contractor to verify if scholarship and special project funds had been paid. In March 2003, the contractor paid ACCD $20,000, less $3,390 the contractor said had been given in contributions to the colleges, for a net payment of $16,610. The $5,000 annual scholarship payments are also due in March 2004 and March 2005.

Recommendation 83:

Develop a policy defining the formal role and responsibilities of the Auxiliary Enterprise Committee.

The district should develop a policy to provide formal direction for the operation and responsibilities of the Auxiliary Enterprise Committee. The policy should contain provisions that detail the responsibilities and authority of the Committee and also identifies the director of Fiscal Affairs as the oversight body for the Committee.

Operating procedures should also be developed for the Committee to ensure that the Committee has guidelines for completing its responsibilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor develops a district policy covering the duties and responsibilities of the Auxiliary Enterprise Committee and also establishes the director of Fiscal Affairs as the oversight body for board approval.	August 2003
2.	The director of Fiscal Affairs assigns a chair for the Auxiliary Enterprises Committee.	September 2003
3.	The chair drafts procedures for the Auxiliary Enterprise Committee that include documenting and analyzing contractors' financial and operational performance, determining if service revenues are maximized and a strategic plan and submits the plan to the director of Fiscal Affairs for approval.	November 2003
4.	The director approves the procedures and strategic plan.	December 2003
5.	The chair communicates the procedures and strategic plan to the Auxiliary Enterprise Committee.	December 2003 and Ongoing
6.	The chair implements the procedures and strategic plan and submits periodic reports to the director of Fiscal Affairs.	December 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 7
PURCHASING AND MATERIAL MANAGEMENT

E. MAIL SERVICES

ACCD's Mail Services is responsible for ensuring that all mailings meet postal requirements and are processed at the most economical rates. The central location for outgoing mail services is in the Fletcher Administration building at San Antonio College. The district's outgoing first class mail is metered and bulk mail is processed for delivery to the U.S. Post Office at the San Antonio College. The department's staff includes the telecommunications manager, the communications supervisor and 12 full-time communications assistants and one part-time staff that handles the switchboard operations and/or mail services. **Exhibit 7-23** shows the departmental organization.

Exhibit 7-23
Mail Services
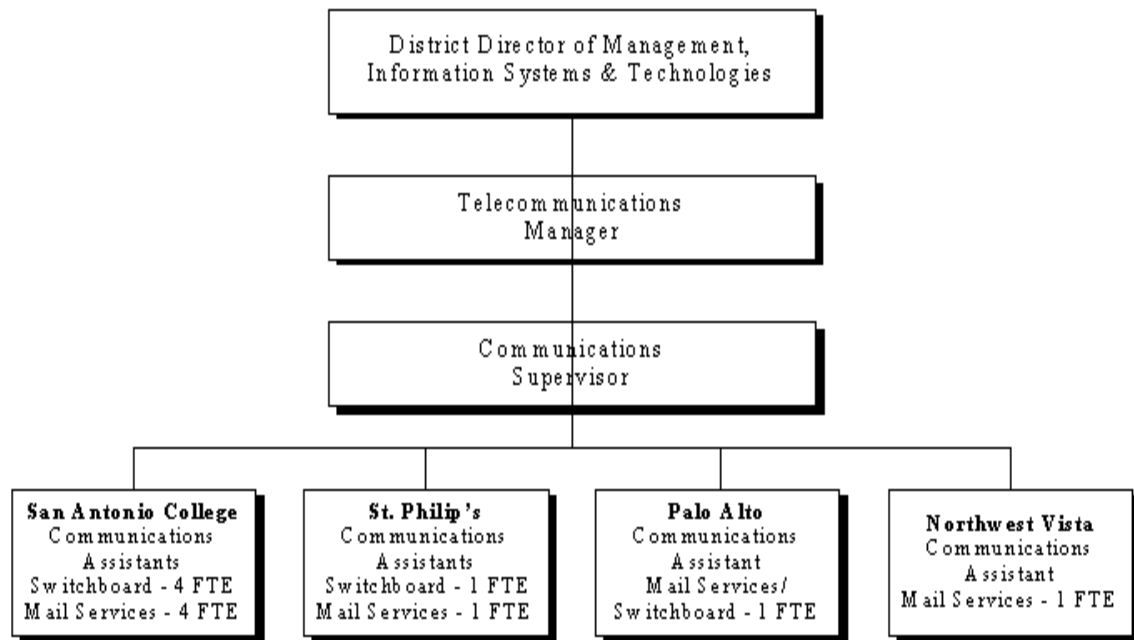
Source: ACCD, Telecommunications manager.

The volume of incoming mail is manually estimated and tracked. Mail Services reported outgoing mail totaling 617,040 pieces of first class mail and 146,316 pieces of bulk mail processed during fiscal 2002. Communications assistants manually log and track all incoming packages and control items because automated scanning equipment is not used. ACCD uses United Parcel Service for overnight service and other approved vendors for processing bulk or periodical mail. In January 2003,

Mail Services contracted for the rental of a new postage meter machine that processes mail at the rate of about 240 pieces per minute compared to 90 pieces per minute with the previous meter. In addition, the new postage meter machine has a built-in accounting system and auto postage by phone and does not require mail separation based on the size of the package.

Although the U.S. Postal Service's (USPS) offers postage discounts for operations that barcode outgoing mail, the manager said that bar-coding equipment would be beneficial but has not been acquired because ACCD's mail volume is too low to provide significant annual savings.

The telecommunications manager said that Mail Services works with other departments to determine methods to reduce postage expense. For example, instead of mailing grades to students, they can obtain their grades online. ACCD Mail Services has a business-reply permit that enables all departments to have responses sent back to the department at no cost to the sender. The accounting fee is $450 annually and the permit is $150, but it reduces the cost of replies to $0.47 from $0.78 per item. This service is available for surveys or mailings in which replies are expected. **Exhibit 7-24** summarizes the mail service locations.

Exhibit 7-24
District Mail Services Locations

Mail Service Location	U.S. Post Office delivers business mail daily (yes or no)	U.S. Post Office picks up personal mail daily (yes or no)	U.S. Post Office Mailbox near campus (yes or no)
San Antonio College	No**	No	No*
St. Philip's College	Yes	No	Yes
Northwest Vista College	Yes	No	No
Palo Alto College	Yes	No	No*
St. Philip's Southwest Campus	Yes	No	No
Northeast Campus	Yes	No	No
Advanced Technology Center	Yes	No	No
ACCD District Office on West Houston	No**	No	No*

Killen Service Center on West Sheridan	No**	No	No

FINDING

Mail Services procedures for its chargeback process, monthly reports, estimating incoming mail and other routine procedures are not documented. Mail Services' Web site provides information on delivery schedules, bulk mail processing and other mail services information for its uses.

The faculty, staff and administrator survey results indicated that most of the respondents agreed that the mail is delivered on time and employees are courteous and helpful, yet the comments from public forums, focus groups and from surveys of faculty, staff and administrators indicate gaps in customer service, as shown in **Exhibit 7-25**.

Exhibit 7-25
Public Forum, Focus Groups and Survey Comments

- We need consistent answers from mailing personnel, and there should be better communication with Mail Services;
- Large mailroom to provide better services to administrative, faculty and staff is needed;
- There should be mail boxes at the Palo Alto College Campus;
- The mail room policies should be changed;
- Campus mail center should distribute mail campus-wide, or there should be additional mail addresses on campus for direct P.O. delivery, especially of large parcels for other buildings;
- Mail Center needs to run more smoothly;
- Improve service orientation of ACCD mail and copy operations; and
- We also need an on-campus U.S. mail drop.

Source: TSPR, Public Forums, Focus Groups and Survey Comments.

Written procedures serve various functions. They provide written notice to all employees of an organization's expectations and practices, provide

direction in the correct way of performing functions, serve as reference material and prove a training tool for new employees. Written procedures also provide a source of continuity and a basis for uniformity. Without clear, written and current procedures, processes may not be applied consistently, correctly and uniformly resulting in less that acceptable services to users.

Recommendation 84:

Document Mail Services' operating procedures and update the Web site.

The telecommunications manager should document departmental procedures regarding the chargeback process, monthly reports, estimating incoming mail and other routine procedures and update the Web site.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of Management Information Systems and Technologies instructs the Telecommunications manager to draft operating procedures for Mail Services and to update the Web site.	October 2003
2.	The Telecommunications manager drafts operating procedures for Mail Services and develops plans to update the Web site for the district director of Management Information Systems and Technologies' approval.	November-December 2003
3.	The district director of Management Information systems and Technologies reviews and approves the operating procedures and plans to update the Web site.	January 2004
4.	The Telecommunications manager distributes the operating procedures to add impacted parties and reviews with Mail Services staff.	February 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 7
PURCHASING AND MATERIAL MANAGEMENT

F. PRINTING AND COPYING

ACCD's Print Services Department is a division of the Acquisitions and Administrative Services Department and consists of the district print shop located at the district office on West Sheridan and campus copy centers located at San Antonio College, St. Philip's College, Southwest St. Philip's College and Palo Alto College. Copiers are placed in each of the campus commons area at Northwest Vista College instead of a copy center. In addition, larger copying jobs are sent to the San Antonio College copy center or the district print shop. ACCD's Print Services Department's purpose is to provide high-quality printing, sorting, collating, binding, desktop publishing and high-volume copying services to faculty, staff and administration at prices comparable to commercial vendors. Print Services can handle the production of publications from concept to finished product. Print Services also acts as both printer and printing consultant to produce documents such as brochures, booklets, pamphlets, forms and posters and as consultant for the production of class schedules and college catalogs.

Print Services is staffed by a district manager who oversees two divisions: the campus copy centers, composed of four supervisors and four support staff, and the district's print shop with five staff members. **Exhibit 7-26** shows the departmental organization.

<div style="text-align: center;">

Exhibit 7-26
Print Services Organization

</div>

January 2003

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                    ┌──────────────────────────────────┐
                    │  Acquisitions & Administrative     │
                    │  Services                          │
                    └──────────────────────────────────┘
                                    │
                    ┌──────────────────────────────────┐
                    │  District Manager of Print         │
                    │  Services                          │
                    └──────────────────────────────────┘
                          │                    │
              ┌────────────────────┐  ┌────────────────────┐
              │ DISTRICT PRINT SHOP │  │ CAMPUS COPY CENTERS │
              └────────────────────┘  └────────────────────┘
```

Org chart — District Print Shop branch:
- Student Assistant — Print Traffic Coordinator
- Desktop Publisher/ Design Specialist
- Offset Press Operator
- Offset Press Operator

Org chart — Campus Copy Centers branch:
- SAC Copy Center Supervisor — Reprographic Technician; Reprographic Technician — Student Assistant
- SPC Copy Center Supervisor — Reprographic Technician — Student Assistant
- PAC Copy Center Supervisor — Reprographic Technician — Student Assistant
- SWC Copy Center Supervisor — Student Assistant

Source: ACCD, director of Acquisitions and Administrative Services.

In fiscal 2000, Print Services began the migration from analog copiers to digital copiers/printers and replaced all high volume and auxiliary copiers with digital copiers/printers. Print Services is now able to complete copier requests submitted in the traditional "paper" form, as well as via e-mail attachment, disk and digital file transfer. In addition to upgrading printers, the department also recently upgraded its software capability to read files created with virtually any PC or Mac-based software program.

Large print jobs like class schedules and college catalogs are contracted out, thereby eliminating the need to purchase and maintain costly printing equipment such as web presses and additional technical staff. However, Print Services still assists in the pre-press production, including layout, format and typesetting for annual large volume jobs that are outsourced,

which include the class schedules and catalogs. Most bindery and folding jobs are completed in-house.

The total amount of ACCD purchase orders for outsourced jobs in fiscal 2002 was approximately $446,600, which was mainly for class schedules, totaling $201,599, and college catalogs, totaling $105,931. Of the jobs contracted out in fiscal 2002, class schedules, college catalogs, *ACCD Spectrum* and the campus newsletters will also be contracted out in coming years, as they are printed oversized and/or on newsprint or web press. Beginning in fiscal 2003, approximately 35 percent of the jobs outsourced to the University of Texas Health Science Center requiring four-color process printing, a format larger than 14" x 20", special bindery and crash numbering will also continue to be outsourced. **Exhibit 7-27** shows a summary of the purchase order amounts for outsourced printing jobs.

Exhibit 7-27
Outsourced Printing Jobs Purchase Order Amount
Fiscal 2002

Job Outsourced	ACCD Department Published By	Vendor	Purchase Order Amount
Outsourced by Print Services (crash numbering, bindery) **	Print Services	UTHSC, Crumrine	$2,499
Outsourced to UTHSC *		UTHSC	$30,318
Class Schedules (contract) *	Public Relations Office, etc.	Liberty Press	$201,599
College Catalogs (contract) *	Public Relations Office, etc.	Phillip's Brothers	$105,931
ACCD Spectrum (contract) *	Public Relations, etc.	Crumrine	$29,385
Campus Newspapers/Periodicals: @ *The Ranger* (SAC), *4th Write* (SAC) *The Tiger* (SPC), *PAC Review* (PAC)	Journalism, etc.	SA Press, Impressive Printing	$41,006
Brochures, citations, folders, cards, envelopes, billing statements, P.O.s, drop forms *	Various	Various	$35,862

Total			$446,600
Reasons outsourced: *Four-color process; printed oversized larger than 14"x20" **Special bindery or crash numbering @ Printed on newsprint			

Print Services maintains three presses and nine printer/copiers-eight black and white and one color-and administers satellite copiers located throughout the district. A satellite copier is a remote copier from the main copy center. There are currently 20 satellite copiers that are rented through state contracts and one owned copier. The Print Services' manager said that rented satellite copiers are monitored constantly for volume and dependability and evaluated annually and either upgraded or modified. Departments that use satellite copiers are charged $.045 per copy.

Print Services operates as an internal service fund that breaks even with all jobs charged to individual departmental accounts. All operating expenses, including salaries, fringe benefits and general expenses, are offset by the chargebacks generated by the jobs requested. The reported net profit for fiscal 2001 was $74,643 and $43,414 for fiscal 2002. The manager said that copy charges for overages run at the end of a fiscal year in July and August are typically billed and paid in September and October of the following year, eliminating most or all of the assumed net profit. General expenses in a given fiscal year cover the cost of paper, ink, staples, office supplies, press room supplies, equipment maintenance and equipment rental, but do not include equipment purchases or depreciation. The Print Services manager said that the $64,500 spent in fiscal 2002 for a 1995 Shinohara press was acquired through funds provided by Fiscal Affairs.

Exhibit 7-28 shows the budget for the Print Services Department for fiscal 2002, including the print shop and college copy centers.

Exhibit 7-28
Print Services Departmental Adopted Budget
Fiscal 2002

Description	Budget
Professional salaries	$44,891
Classified salaries	$268,621
Federal work study	$8,632
Special pay	$7,965

Employee travel	$1,995
Basic telephone service	$4,702
General expense	$469,492
Fringe benefits	$32,193
Charge backs	($839,175)
Income(Loss)	**$684**

Source: ACCD, Print Services manager.

Print Services staff develops monthly production reports, which include the number of jobs and impressions completed, the costs and chargeback status. **Exhibit 7-29** shows the number of impressions, or sheets of copied or printed-paper, produced by Print Services in fiscal 2002.

Exhibit 7-29
Operating Statistics
District Print Services
Fiscal 2002

Statistics	District	San Antonio College	St. Philip's College	Southwest St. Philip's College	Palo Alto College
Number of press impressions	3,957,794				
Number of copier impressions	1,028,405	7,132,460	2,311,687	1,568,658	3,195,017
Number of jobs	1,885	8,592	4,473	984	6,242
Facility square feet	2,603	675	1,286	741	566

Source: ACCD, Print Services manager.

FINDING

ACCD's commission rates for coin-operated copiers are not competitive with a peer district. ACCD's contract provisions for coin-operated copiers generated commissions revenues of $2,398 from total sales of $58,489 for

fiscal 2002. ACCD awarded the contract effective October 2000 to August 2003, with options for three additional one-year extensions. The Acquisitions and Administrative Services Department manages the contract. The commissions during the initial three-year period of the agreement are calculated by multiplying the number of copiers by 1,500 base calendar month copies to obtain the base monthly aggregate. The commission rate of $0.015 is multiplied times the number of copies exceeding the base monthly aggregate. **Exhibit 7-30** shows that Dallas County CCD has a more favorable commissions rate that is based on a percentage of gross income.

Exhibit 7-30
Comparison of Contracted Copiers for Students
March 2003

College	Commissions Revenue Rate	Cost to Students
Alamo	**$0.015/black and white copy after base 1,500 copies** **$.15/color copy after base 1,000 copies per month**	**$0.10/ black and white copy** **$1.00/color copy**
Dallas County	30 percent of gross income	$0.10/ black and white copy
San Jacinto	No response	$0.10/ black and white copy
North Harris Montgomery	No response	$0.10/ black and white copy

Source: ACCD, Acquisitions and Administrative Services Department and peer surveys.

In addition, a competitor bookstore located near the San Antonio College only charges $0.05 per black-and-white copy instead of the $0.10 per copy charged by ACCD and the peer colleges.

Recommendation 85:

Develop specifications and rebid the district's coin operated copier contract.

The district should negotiate with the current vendor of its coin-operated copiers to extend the contract through January 2004. The district should also develop bid specifications for its coin-operated copiers that are more favorable to the district and its students and request competitive bids.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Acquisitions and Administrative Services negotiates with the current coin operated copier vendor to extend the contract through January 2004.	September 2003
2.	The director of Acquisitions and Administrative Services develops specifications for competitively bidding the district's coin operated copiers.	September 2003
3.	The director of Acquisitions and Administrative Services and the manager of Print Services analyze the bids received and make a recommendation to the board for contract award.	December 2003
4.	The board awards the contract and the contracted vendor begins performing under the contract.	January 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD does not have a documented approval process for the rental or purchase of departmental copiers. The Print Services manager stated that he reviews and makes recommendations for copier rentals and purchases but that departments can overrule the recommendation. As a result, any district or college department can rent or purchase a copier without the Print Services manager's approval and could be spending unnecessary funds on multi-functional copiers that exceed their needs. The manager said that he was not aware of this happening in the last couple of years, but in prior years, recommendations were occasionally overruled.

Guidelines for replacing copiers have been a verbal directive/agreement between the Acquisitions and Administrative Services contracting coordinator and the Print Services' manager. Print Services' 2001 Objectives included the development of written procedures. The contracting coordinator said that all requests for new copier rentals or purchases by a department go through Print Services for the manager's signature before the purchase order is processed. Based on the Print Services manager evaluation, a recommendation is made as to whether the department should rent a copier/printer or if Print Services should place a satellite unit for multiple departments' use. The manager also researches the state contracts for availability of units that will serve the departments' needs.

The Print Services manager said that ACCD owns approximately 81 departmental copiers, rents 132 copiers under state contracts and rents three copiers under other contracts for a total of 135 rented copiers. Twenty

of these copiers were acquired in fiscal 2002.Copiers are rented from multiple vendors under state contracts. ACCD did not provide documentation to indicate if lower rental rates may be negotiable by using a fewer number of vendors. **Exhibit 7-31** shows a summary of purchase order amounts for copiers.

Exhibit 7-31
Summary of Authorized Purchase Orders Amount for Copiers
Fiscal 2002

Attribute	Print Services Department	Satellite Copiers	Other Districtwide Copiers
Number of copiers owned		1	80
Maintenance and repair costs		$760	$20,774
Number of copiers rented	9	20	106
Rental costs which includes maintenance and overage limits	$154,672	$109,467	$236,661

Source: ACCD, Print Services manager and Contracting coordinator.

In addition, two of Print Services' copiers are not rented under state contracts. The contracts expire by August 2003, and the manager said that new copiers would be acquired under state contracts. The manager estimated that this would save the district approximately $17,000 per year.

It is standard practice to assign one central department to be accountable for copier procurement so that the needs of the district can be considered and so that each copier is adequate for the designed task. The policy at North Harris Montgomery Community College District's Tomball College is that the vice president of Administration Services authorizes major equipment purchases, such as copiers, subject to board approval. Large, walk-up copiers are only authorized and maintained by Office Services.

Recommendation 86:

Assign districtwide copier management to Print Services and conduct a comprehensive needs analysis.

Providing copiers to the district's departments and colleges should involve more than just placing the order and receiving the equipment. The district should assign the responsibility and authority to manage copiers districtwide to Print Services. A comprehensive needs analysis should be

conducted to document the district's overall copier needs, and a plan should be developed to meet those needs in the most cost-effective manner. The district's copier needs should be reviewed annually to ensure that changes in needs are addressed timely.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The executive vice chancellor assigns the Print Services manager the responsibility and authority to manage the district's copiers.	September 2003
2.	The Print Services manager conducts a needs analysis and determines the districtwide copier needs.	October 2003 - December 2003
3.	The Print Services manager develops a plan for meeting the districtwide copier needs and how to manage the copiers and submits to the executive vice chancellor for approval.	January 2004
4.	The Print Services manager drafts policies and procedures for the management of district copiers and submits them for approval to the executive vice chancellor.	February 2004
5.	The Print Services manager distributes the policies and procedures districtwide.	March 2004
6.	The Print Services manager reviews the district's copier needs on an annual basis.	June 2004 and Annually Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Print Services does not conduct cost comparisons to ensure that print services are cost effective and analysis is not performed to determine how to improve customer service. The district did not provide documentation comparing Print Services' rates to local competitors to ensure that the department's rates are reasonable. The manager said the rates for offset printing services were compared with local competitors in February 2003 and that copying rates were compared in October 2002, but the records were not provided.

The district has verbal agreements with the University of Texas Health Science Center and Torres Printing (Texas Correctional Facility) to provide printing services for ACCD. The Print Services manager said that

because the University of Texas Health Science Center's printing services are classified as interagency services and Torres Printing is classified as a state agency, no bidding process is required when obtaining services from these agencies. Costs are provided for when a particular job is requested, but ACCD did not provide contracts and rates schedules to verify if the vendors' rates are competitive.

Print Services maintains monthly production reports that show the number of press and copier impressions, number of jobs, costs, chargeback status and other information, but the job turnaround performance measure of jobs not completed within the standard time is not included in the reports.

Customers experience some inconvenience when using Print Services. Customers go to the district location for desktop publishing and offset printing projects, as the services are only available at the district print shop. The manager said that more than 95 percent of these jobs come directly to the print shop because consulting provided in these areas by the campus supervisors is minimal. If a job is brought to the copy center for desktop publishing or offset printing, the copy center supervisor will either call the district print shop for specifics or refer the customer directly to the print shop. Since Northwest Vista College does not have a copy center, faculty and staff at Northwest Vista College e-mails files to Print Services when they have large volume copying jobs. The alternatives are to send their jobs to one of the Print Services locations via the district mail services in a hard copy or disk format or personally deliver the job to one of the other copy centers for production.

Educational institutions continually monitor the cost-benefit of maintaining auxiliary and general support services in-house or whether it is beneficial to contract for the services with an outside vendor.

Recommendation 87:

Conduct a cost benefit analysis to determine if print services are competitive and efficient.

IMPLEMENTATION STRATEGIES AND TIMELINE

| 1. | The director of Acquisitions and Administrative Services and the Print Services manager develop a process to evaluate the cost of performing in-house print services and to compare the cost to private providers. | October 2003 |
| 2. | The director of Acquisitions and Administrative Services and the Print Services manager compare the cost of in-house print service costs to private venders and determine actions | November - December 2003 |

	necessary to ensure printing is provided in a cost-effective manner.	
3.	The director of Acquisitions and Administrative Services presents the results of the comparisons and recommended actions to the executive vice chancellor for approval.	January 2004
4.	The director of Acquisitions and Administrative Services and the Print Services manager implement the actions necessary to ensure print services are cost effective.	February 2004
5.	The director of Acquisitions and Administrative Services compares print services costs on an annual basis to determine actions necessary to continue cost-competitive printing.	June 2004 and Annually Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 8
ADMINISTRATIVE AND INSTRUCTIONAL TECHNOLOGY

This chapter reviews the administrative and instructional technology functions of the Alamo Community College District (ACCD) in the following sections:

A. Organization and Staffing
B. Technology Planning
C. Network Infrastructure
D. Instructional Technology
E. Staff Development

Information technology (IT) encompasses all major systems an organization uses to conduct its business. The technology includes computer operations, the data center used to provide core business services including human resources, accounting and payroll systems and network infrastructure. The responsibilities of administrative and instructional technology systems in community colleges vary. Generally administrative technology staff manage the infrastructure, which supports the system's use of technology. At a minimum, this includes the implementation and support of the wide area network. Frequently it also includes support for all local area networks and, sometimes, includes management for telephone systems.

Chapter 8
ADMINISTRATIVE AND INSTRUCTIONAL TECHNOLOGY

A. ORGANIZATION AND STAFFING

ACCD's Administrative and Instructional Technology function provides computer hardware and software support to four primary college and satellite campus locations in the city of San Antonio, including the district's central administrative offices in the heart of downtown and extending to the outer limits of the city. ACCD's IT departments operate to a great degree as autonomous entities, even referring to themselves differently. Specifically, the college-based technology departments are known as Information Technology (IT) departments, whereas, the district technology group refers to its department as Information Systems, or IS. Technology decisions are decentralized, with decisions made by the respective college-based IT department(s). Each college IT department has direct responsibility for meeting the day-to-day technology service needs for its respective campus and satellite location(s). ACCD's IT-IS departments have 155 positions combined, primarily full-time equivalents and part-time staff. Sixty-three are positions in the district IS department; 13 of these communications personnel are responsible for mail and telephone services. The remaining 92 positions are distributed among the college IT departments and will be identified by college later in this chapter. To further illustrate the autonomy of ACCD's college IT departments, **Exhibits 8-1** through **Exhibit 8-5** show separate and distinct college-based IT organizational units and the district IS Department.

Exhibit 8-1
Palo Alto College IT Department
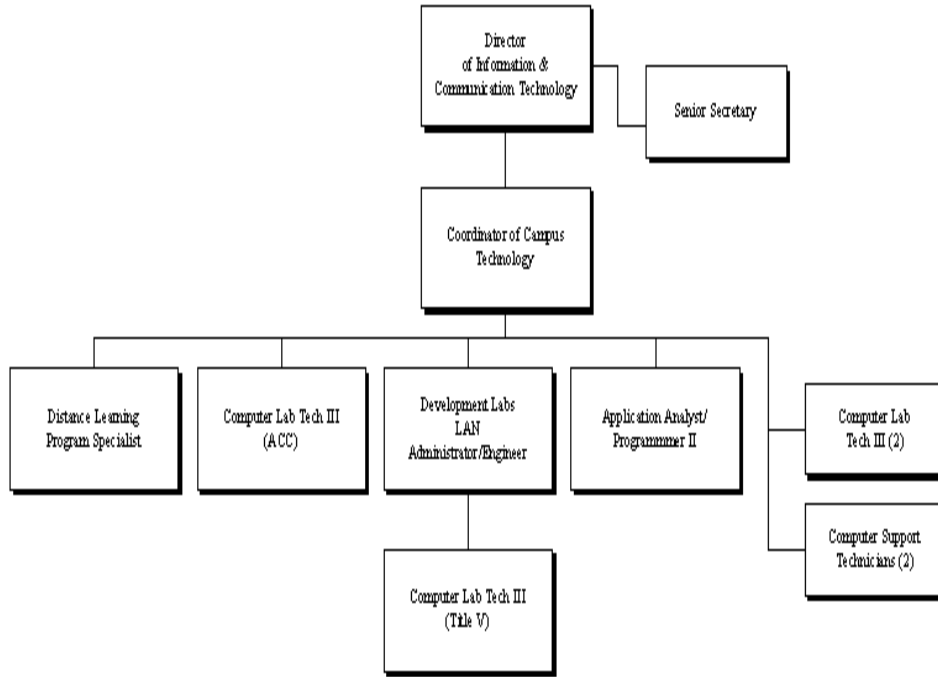
2002-03

Source: ACCD, Palo Alto College, Information Technology Department.

Exhibit 8-2
Northwest Vista College IT Department

2002-03

```
┌─────────────┐                    ┌──────────────────┐
│  Director   │                    │     Director     │
│             │                    │ Learning         │
│             │                    │ Technologies     │
│             │                    │ Center           │
└──────┬──────┘                    └────────┬─────────┘
       │                                    │
   ┌───┴────────┐                    ┌───────┴──────────┐
   │            │                    ├─ Administrative   │
┌──┴─────────┐ ┌┴──────────────┐     │   Secretary      │
│ Senior     │ │ Administrative│     │                  │
│ Applications│ │ Support       │     ├─ Help Desk       │
│ Analyst/    │ │               │     │   Specialists (2)│
│ Programmer  │ │               │     │                  │
└──┬──────────┘ └──┬────────────┘     ├─ Senior Multimedia│
   │               │                  │   Specialist     │
   ├─ Applications │├─ Computer        │                  │
   │  Analyst/     ││  Technical/     └─ Computer Support  │
   │  Programmer   ││  Administrative     Technician       │
   │               ││  Analyst                             │
   └─ Technology   │└─ Administrative                      │
      Support      │   Secretary                           │
      Manager                                              │
       │                                                   
       ├─ LAN PC Technician                                
       │                                                   
       ├─ Help Desk Specialist                             
       │                                                   
       └─ LAN Administrator                                
```

Source: ACCD, Northwest Vista College, Information Technology Department.

Exhibit 8-3
St. Philip's College IT Department

2002-03

Director Instructional Technologies (1)

- Clerk III (1)
- Administrative Secretary (1)
- Network Engineer (Part-Time)

SPC Center for Distance Learning
- Distance Learning Program Specialist (vacant)
- Senior Multimedia Specialist (1)
- CED Media Technology Specialist (1)
- Faculty Coordinator for Distance Learning (1)

Network Administration
- LAN Administrator (vacant)
- LAN Administrator (3)
- LAN Engineer

Technical Support
- Technical Services Manager (1)
- Help Desk Specialist (1)
- Computer Laboratory Technician II & III (3)

Student Computer Laboratories
- LAN Administrator (1)
- Computer Laboratory Technician III (vacant)
- Computer Laboratory Technician I (3)
- Computer Laboratory Technician I (3 vacant)
- Computer Laboratory Assistants Part-Time (17)

Southwest Campus
- Technology Support Manager
- Computer Laboratory Technician III (vacant)
- Computer Laboratory Technician I (vacant)
- Computer Laboratory Assistants Part-Time (5)

ATC
- Technical Services Manager (1)

Source: ACCD, St. Philip's College, Information Technology Department.

Exhibit 8-4
San Antonio College IT Department

2002-03


```
┌─────────────┐        ┌─────────────┐
│ Coordinator │        │ Coordinator │
│     of      │────────│     of      │
│ Technology  │        │  Campus     │
│   Center    │        │ Technology  │
└─────────────┘        └─────────────┘

┌─────────────┐        ┌─────────────┐
│Computer     │        │ Multimedia  │
│Support      │        │ Specialist  │
│Technician   │        │             │
│    (5)      │        │             │
└─────────────┘        └─────────────┘

┌─────────────┐        ┌─────────────┐
│Network      │        │ Help Desk   │
│Engineer     │────────│ Specialist  │
│   (4)       │        │    (3)      │
└─────────────┘        └─────────────┘

┌─────────────┐        ┌─────────────┐
│Programmer   │        │ Help Desk   │
│Assistant    │        │ Specialist  │
│   (2)       │        │    (3)      │
└─────────────┘        └─────────────┘

┌─────────────┐        ┌─────────────┐
│Programmer   │        │     LAN     │
│Assistant    │        │Administrator│
│   (2)       │        │ Engineer (1)│
└─────────────┘        └─────────────┘
```
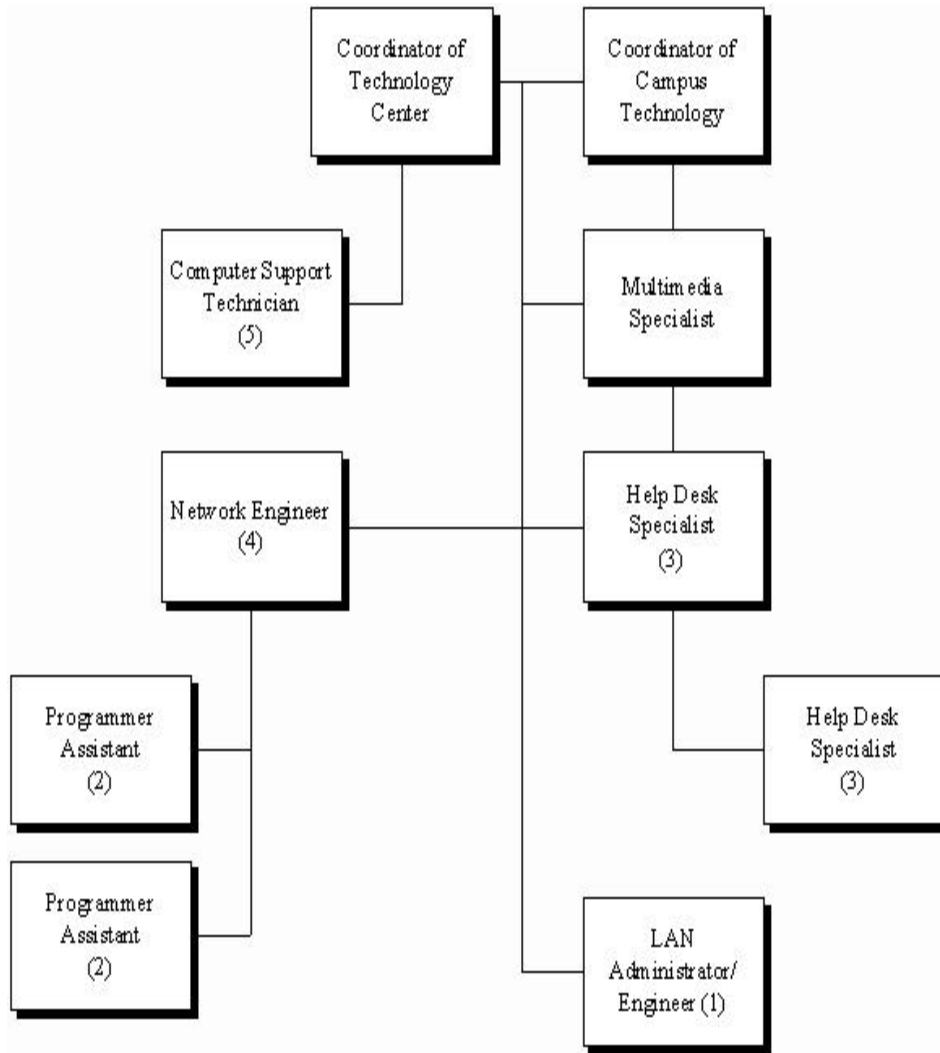
Source: ACCD, San Antonio College, Information Technology Department.

Exhibit 8-5
District IS Department

2002-03
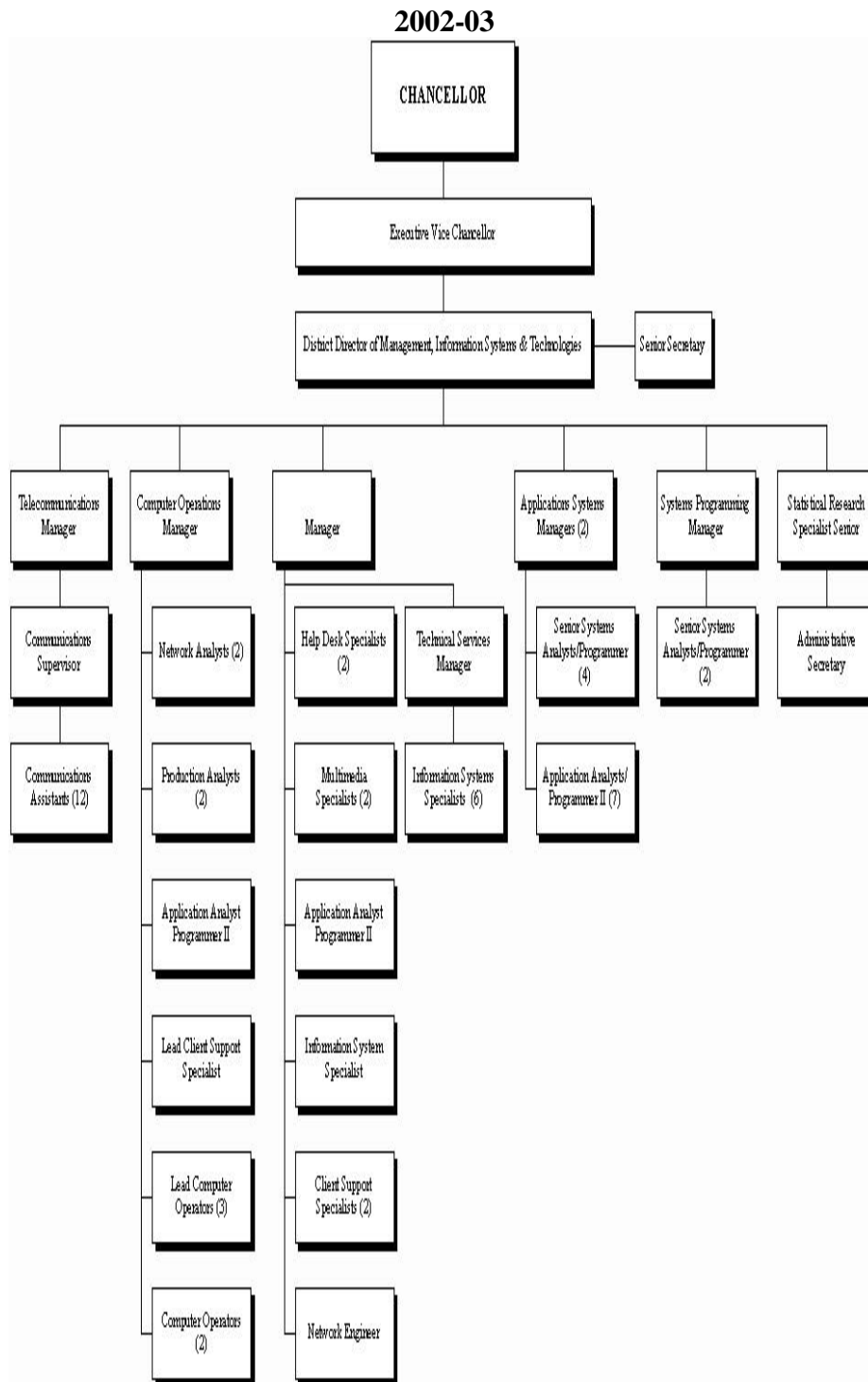
Source: ACCD, Information System Department.

Exhibit 8-6 shows the reporting structure of the four IT and one IS department heads. Despite different reporting lines, the executive director's position is an organizational peer with the four college IT directors and IT coordinator. Similarly, the IT coordinator position and

title, is also a peer position to the IT directors and the executive director of district IS positions.

Exhibit 8-6
Reporting Relationships for IT and IS Leaders
2002-03
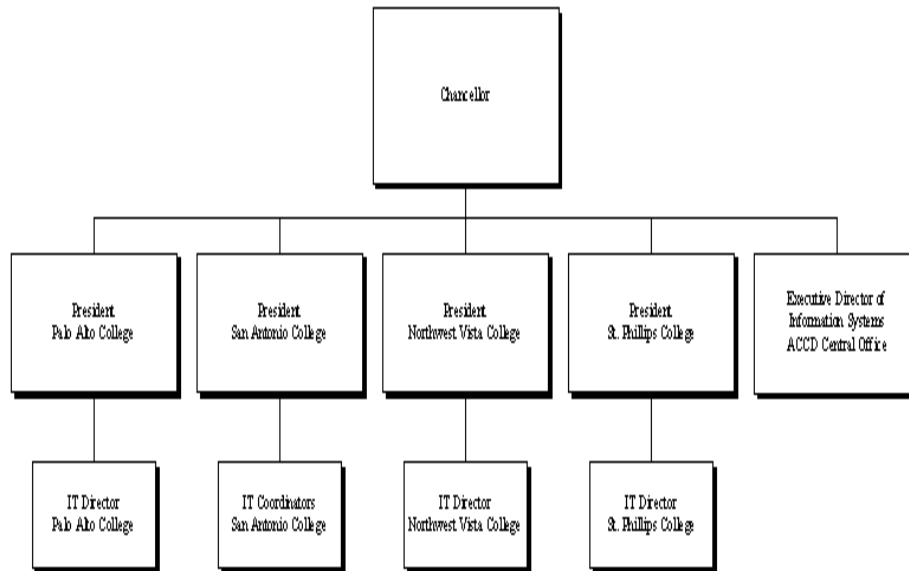
Source: ACCD, College President's Offices.

Under the existing IT-IS reporting structure, there is no uniform technology vision; nor is there a plan for the delivery of technology services throughout the district. In fact in many instances, the five ACCD technology groups duplicate services, as will be shown throughout this chapter of the ACCD report. For example, each group provides technical support services, installs computers and implements distance-learning technologies as campus-focused fragmented units instead of as a unified whole.

Because of the shift from a district-based IT model to autonomous college-based IT operations, the challenge for the district's technology leadership is how to establish a unified vision, strategic direction and technology solutions that meet and match the business needs of the four colleges and the entire district. However, the lack of both strategic direction and a common technology vision is manifested as each college pursues initiatives that are important to specific campuses, not the entire district.

Even though each of the IT college departments has similar technology needs and roles, position titles vary greatly from college to college. **Exhibit 8-7** shows a breakdown by position title at each college, including unique titles within the organization chart.

Exhibit 8-7
Breakdown of IT Position Titles at ACCD by College
2002-03

Position Description	St. Philip's College IT	San Antonio College IT	District IS	Palo Alto College IT	Northwest Vista College IT
District Director			1		
Director	1			1	2
Network Engineer	1 P/T	4	1		
LAN Administrator/ Engineer	1	1			
Network Analysts			2		
Lab Technicians					
Help Desk Specialists	1	3	2	N/A	3
Multimedia Specialists	1	1	2		1
CED Media Technology Specialists	1				
LAN Administrators	4	1/2		1	1
LAN PC Technician					1
Application Analyst Programmer					1
Programmer Assistant		4			
Application Analyst Programmer II			9	1	
Senior Systems Analyst/Programmer			6		
Senior Application Analyst Programmer					1
Communications Assistant			12		
Communications Supervisor			1		
Clerk III	1				

Secretary	1		2	1	1
Administrative Support					1
Statistical Research Specialist Senior			1		
Faculty Coordinator for Distance Learning	1				
Distance Learning Coordinator					
Distance Learning Program Specialist	1 (Vacant)			1	
Computer Lab Technicians I, II, III	6			4	
Computer Lab Assistants (part-time)	22				
Lead Client Support Specialist			1		
Client Support Specialist			3		
Computer Support Technician		5		2	1
Coordinator of College Technology		1		1	
Coordinator of Technology Center		1			
Application Systems Manager			2		
Systems Programming Manager			1		
Telecommunications Manager			1		
Client Services Manager			1		
Communications Supervisor			1		
Technical Services Manager	2		1		
Technology Support	1				1

Manager					
Computer Operations Manager			1		
Computer Technical Administrative Analyst					1
Production Analyst			2		
Information Systems Specialist			7		
Lead Computer Operator			3		
Computer Operator			2		
Totals	**45**	**20.5**	**65**	**12**	**15**

Source: ACCD, IS Department and college IT departments.

San Antonio College has two IT coordinator positions and provides dual leadership to the IT staff at that college. By contrast, Northwest Vista College has two director level positions; the director of the Learning Technologies Center position is staffed on a temporary basis. On the other hand, the IT leader position at Palo Alto College is given the title of director of Information and Communications Technology, in contrast to the position title of director of Instructional Technologies given to the senior IT position at St. Philip's College.

FINDING

ACCD's IT groups are decentralized, autonomous and do not provide unified leadership or follow a strategic path to meet the district's technology needs. ACCD's college presidents perceive that district IS is not collaborative and/or inclusive in its working relationships with the colleges. There is a deep division between the district IS group and the four colleges. The former interim chancellor conducted weekly strategic team meetings with the college presidents; however, the district IS director position was not included by the former administration as part of the strategic team lineup. The director of district IS confirmed that he was not asked to join the weekly meetings held by the former interim chancellor with the college presidents.

In interviews, all of the college presidents and IT staff at the colleges said that the working relationships with the district's IS Department are generally poor and perceived as lacking cooperation. Another example of perceived exclusionary behavior, according to college IT staff, is the development of a centralized data warehouse by the district's IS

Department without input from the college IT Departments. The college IT directors said they were not involved in the selection and implementation of the ePortal solution, even though it affects all of the colleges. The ePortal solution is a Web-based, districtwide intranet intended to be a single sign-on portal to integrate administrative and faculty systems to all relevant software applications.

The executive vice chancellor who previously served as the interim chancellor informed the review team that there was a proposal to reorganize the district IS group. The executive vice chancellor worked closely with a consultant hired by the district to assist in developing a reorganization plan. However, the board chair has since placed the plan on hold pending the arrival of the new chancellor. According to the proposal, the district IS Department would report to a vice chancellor of Business Affairs who also would be responsible for Budget, Facilities Management, Information Systems, Human Resources, Purchasing, Public Safety, contingency management and planning.

In addition, each of the IT directors and/or senior managers develops individualized "strategic" plans and unique budgets that are not linked to each other. The district IS group is responsible for districtwide business systems, including accounting and human resources and serves as the central point for managing the district's telecommunications infrastructure; in turn, the telecommunications infrastructure supports the colleges' network infrastructure. Areas of overlap between district IS and the college IT departments include providing technical support, such as help desk support, personal computer (PC) desk-side support, troubleshooting technical issues, deployment of equipment and software installation. Neither the IT groups at the colleges nor the district IS group collaborate in any broader strategic decision making that would affect the district in a systematic way, whether in the shorter or longer term. The district IS group does not have direct and consistent working relationships with college presidents, this function is left to the individual IT directors at each college.

Within the overlapping areas of technology operations, the colleges and the district IS group are taking different and sometimes contradictory approaches to technology decisions. In some cases, colleges are purchasing and implementing competing vendors' products that are similar to the district's. The IS data warehouse project is one example. Typically, data warehouse projects are coordinated as large-scale efforts to improve decision making for the entire organization. A districtwide committee is typically assembled to authorize the purchase of technology tools that will meet the needs of all users across the district. At ACCD, the district IS group is using one vendor product and San Antonio College is receiving training on a competing vendor's product. Northwest Vista College is also

considering a data warehouse project and is evaluating tools separately. In other instances, all four of the colleges typically select a vendor product and proceed with purchasing the technology. According to college IT directors, the district IS group makes purchases of similar technology and according to some staff, the purchases are not what the colleges agreed to purchase. There are also four different help desk packages in use at the colleges and another package in use with district IS; some of the software solutions include Remedy and HEAT.

A college president said that "coordinating technology to move in the same direction to use the same software and the same systems is important because we waste money not doing so." In addition, the same president also believes that "communication between colleges and district IS is poor overall" and not as effective as it needs to be. Decisions that may adversely affect the colleges are being made by district IS without consistent and systematic input from the colleges. Examples of this behavior include the lack of involvement in the implementation of the ePortal system and modifying core business systems, as well as making changes to hardware during peak periods without advance notice to users. Further, as a result of the decentralized and autonomous structure of technology operations in ACCD, there are some areas of overlap between the IT-IS departments.

Many large community colleges and universities hire a chief information officer (CIO) to develop a unified technology organization and to drive a common strategy and methodology to delivering IT services in the most cost-effective manner. Another industry best practice in developing a unified technology vision is the Internal Service Company (ISCo) model. ISCo adopts best practices from external service providers and applies them to the internal IS functions.

The ISCo model in **Exhibit 8-8** differs from a traditional or functional model in which technology professionals are organized according to functional discipline, such as database management, application development or networking.

Exhibit 8-8
Internal Service Company (ISCo)

Organizational Model

High

Repertory Organization

- Highly collaborative, with strong relationships required
- Disperse after result delivered
- Inappropriate for sustained service delivery
- Outward credibility only as good as last result

ISCo

- Organized around services delivered to customers
- Process and deliverable focused, enabling sourcing
- Cross-discipline skill acquisition
- High credibility around service delivery

Management Control

Weak — Strong

- Focused on discipline acquisition
- Prioritization of tasks difficult
- Customer focus obscured by focus on discipline
- Low cross-discipline skill acquisition
- Little internal credibility and equally low credibility with customer

Skills Leverage

- Organized around functional disciplines
- Focused on functional discipline, rather than on customer
- Deal with cross-discipline activities by processes
- Little credibility

Highly Matrixed by Discipline

Tradition/Functional

Low

Source: Gartner, Inc.

The ISCo model is centered on service to customers, in contrast to ACCD's IT-IS fragmented strategies and similar delivery of services. Under ISCo, the unique needs of each college are taken into account, but consistent delivery of services and support remain areas of key focus. For example, with PC life cycle management in ISCo, individuals in positions that perform procurement, budgeting, installation, maintenance and disposal of PC duties all work together as a unit, systematically gathering business and technical requirements in the same manner. The collected information is used to determine the type of equipment and volume of purchases, which, in turn, contributes to accurate budget preparation and districtwide financial planning. **Exhibit 8-9** shows how the PC life cycle management process looks in the ISCo model.

Exhibit 8-9
Example of PC Life Cycle

Management Process
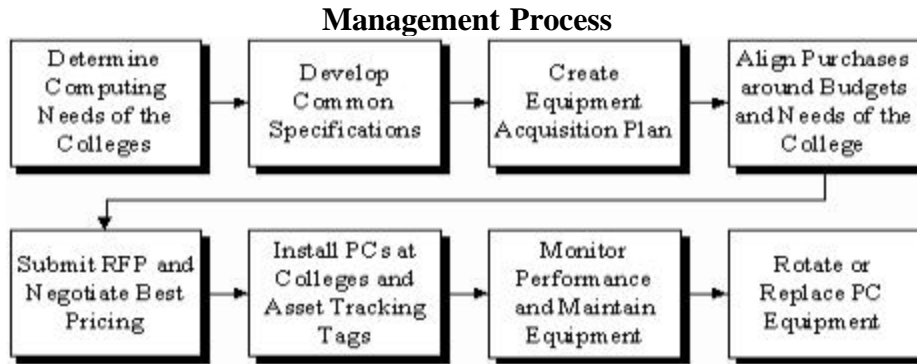
Source: Gartner, Inc.

At ACCD each of the colleges and district IS performs the same ISCo PC life cycle management process in five different ways, which results in varying impacts to users and other IT customers, including delayed service.

Recommendation 88:

Hire a chief information officer and implement a service-oriented reorganization.

The CIO will be the catalyst as well as enforcer to change behaviors across ACCD. The CIO's primary responsibility is to develop a unified technology organization, by establishing working relationships with college presidents, to deliver IT services and address organizational conflicts between the district IS group and college IT departments. Restructuring IT and IS to function as a service organization model requires new and innovative ways of doing business for ACCD. Under leadership of a CIO, the district will be able to identify critical core services for IT to support and administer. By making the position a peer of the college presidents, the importance of integrated and unified technology decisions and systems will become and remain a part of the strategic direction of the district in the years ahead.

The district may partially fund a CIO position by eliminating the executive director of IS position and function and flatten organizational layers of IS and IT to implement the new districtwide information systems strategy. This structure will bring together the IT-IS department fragmentation, helping to ensure a unified vision and direction for ACCD's short-term and long-term technology needs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor updates the organizational chart to create the	October

	position of vice president for Information Technology Systems and Chief Information Officer reporting to the chancellor.	2003
2.	The board approves the reorganization changes within IT.	November 2003
3.	The chancellor formally notifies the administrative leadership team of the new position title and reporting relationship.	November 2003
4.	The president posts the position for chief information officer and begins to conduct a search.	December 2003
5.	The president hires a chief information officer.	March 2004
6.	The chief information begins employment with the college.	April 2004

FISCAL IMPACT

The CIO would be compensated at the same level as the college presidents' positions, at approximately $120,000. ACCD offers fringe benefits of 9.4 percent of salary for full-time faculty and staff, depending on an individual's classification and benefit selection from a menu of fringe benefit options. Therefore, the total compensation for this position is $131,280 annually. ($120,000 x 1.094 percent = $131,280). The executive director of IS position is paid a salary of $110,240 annually plus fringe benefits of 9.4 percent, which equals $120,603. Therefore, the district's budget increases by $10,677 by adding a chief information officer and eliminating the executive director position.

The positions listed for elimination below follow the same format of benefit rates to calculate the total compensation.

Position Title	Base Salary	Benefits Rate (9.4%)	Total
New CIO Position (1)	($120,000)	($11,280)	($131,280)
Executive Director of IS (-1)	$110,240	$10,363	$120,603
Administrative Secretary (3)	$62,473	$5,872	$68,345
Clerk III (1)	$16,255	$1,528	$17,783
Multimedia Specialists (2)	$62,646	$5,889	$68,535
Administrative Secretary (1)	$21,509	$2,022	$23,531
Computer Support Technicians (2)	$35,952	$3,379	$39,331
Technical Support Manager (1)	$39,798	$3,741	$43,539
Communications Supervisor (1)	$25,393	$2,387	$27,780
Technical Services Manager (1)	$33,023	$3,104	$36,127

Total Number Positions to Eliminate 13	**$287,289**	**$27,005**	**$314,294**

The new organizational structure calls for headcount reductions across all of the college IT departments and district IS. These reductions represent areas of overlap between the IT-IS departments. The elimination of the positions will result in less duplicity in IS-IT; for example, using a single help desk solution rather than four distinct help desk software. The positions identified for elimination also do not support core functions that will be necessary to implement the ISCo service model for delivering technology services. The figures include the base salary plus the fringe benefits rate estimated at 9.4 percent. The first year savings is prorated for seven months beginning February 2004 through August 2004 (314,294/12 months x 7 months = $183,338).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Hire a chief information officer and implement a service-oriented reorganization.	$183,338	$314,294	$314,294	$314,294	$314,294

FINDING

The IT organizational structure and technical support model for faculty, students and administrators are not efficient. For example, when a faculty member initiates a service request, they do so by calling the help desk or submitting an online request. A district-assigned onsite technician who is physically located at the college responds to the faculty member's technical problem. However, according to college IT directors the district-assigned technicians may not be readily available when faculty members need technical support because of their limited number. In addition, campus-based technicians who may be available immediately onsite are not authorized by district IS to make repairs or troubleshoot faculty member computers at their assigned college campus locations. The general practice and IS rule stipulates that if the district IS technician is unable to resolve the service request in three days from the date of the service request, a campus-based technician may receive authorization from the district IS manager to handle the service request to repair the faculty computer.

College IT staff told the review team that they are not allowed to support faculty equipment and are required to support only student labs and administrative computers. According to campus IT professionals,

technical support for faculty computers is not within the scope of responsibility for campus-based technician's staff at St. Philip's College, San Antonio College and Palo Alto College.

This policy is communicated and enforced by district IS. By contrast, Northwest Vista College IT staff provides PC support to faculty computers. However, the district IS policy manual states that "on-site" specialists will be dispatched to resolve problems at the following locations:

- satellite campus locations (Lackland AFB, Brooks, Kelly AFB, McKenna Hospital);
- board members' residences;
- executive administrators' residences; and
- faculty computers at the campuses by submitting electronic requests.

Exhibit 8-10 shows the range of technical support functions across the district.

Exhibit 8-10
IT Technical Support Position Breakdown by College
2002-03

Position Title	St. Philip's College	San Antonio College	District IS	Palo Alto College	Northwest Vista College
Computer Lab Technicians I, II, III	6			4	
Computer Lab Assistants (part-time)	22				
Lead Client Support Specialist			1		
Client Support Specialist			3		
Computer Support Technician		5		2	1
Client Services Manager			1		
Communications Supervisor			1		

Technical Services Manager	2		1		
Technology Support Manager	1				1
Totals	**31**	**5**	**7**	**6**	**2**

Source: ACCD, St. Philip's College, San Antonio College, Northwest Vista College and Palo Alto College, IT departments and IS Department.

Service concerns surface and become evident when faculty members need support, and a district IS technician is not immediately available to assist them. **Exhibit 8-11** shows that most work orders submitted to district IS in 2002 were software and other lower level technical support requests. "Level 1" service requests usually require the simplest level of technical expertise and can usually be resolved over the telephone. For example, toner requests, hardware failure and software setup all fall within level 1 work orders.

Exhibit 8-11
Service Request Orders in 2002 at District IS
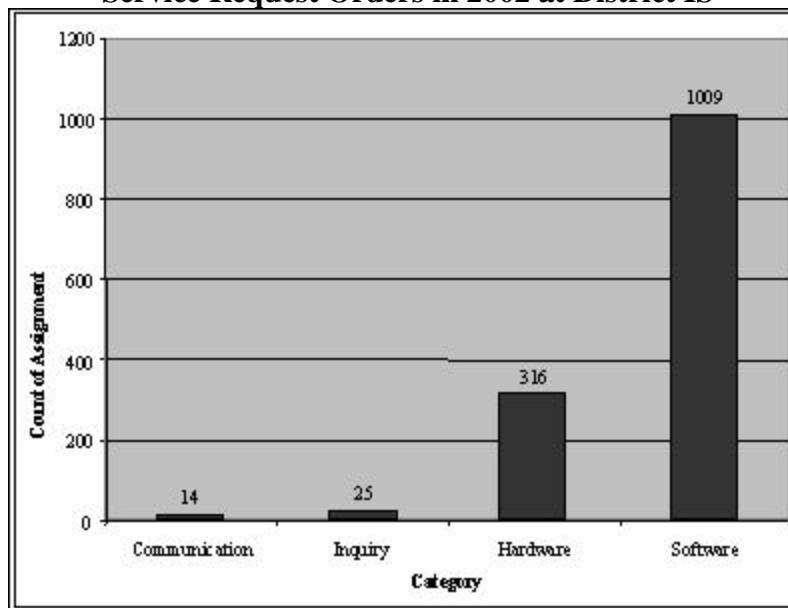
Source: ACCD, IS Department.

As shown in **Exhibit 8-12** most incoming work orders at Northwest Vista College were also level 1.

Exhibit 8-12
Service Requests Calls at Northwest Vista College

for an Average One-month Period
2002-03
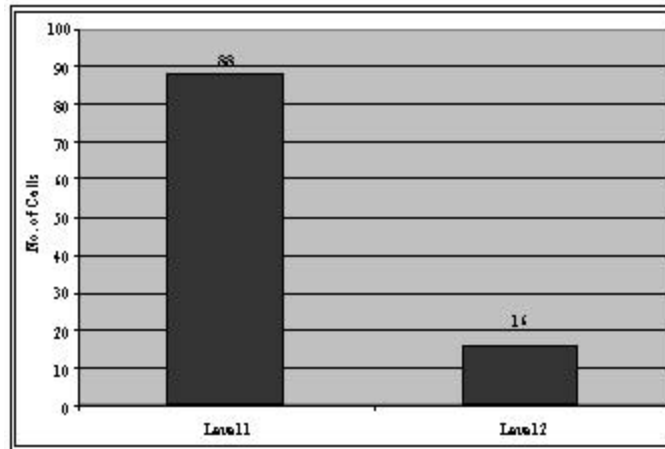
Source: Northwest Vista College, IT Department.

By contrast, **Exhibit 8-13** shows that the service request volume is significantly greater at San Antonio College in comparison to Northwest Vista College. In addition to its student enrollment, which is almost three times greater than Northwest Vista, San Antonio College is older, with a larger installed base of computers.

Exhibit 8-13
Service Requests Calls at San Antonio College
March 2002 through February 2003
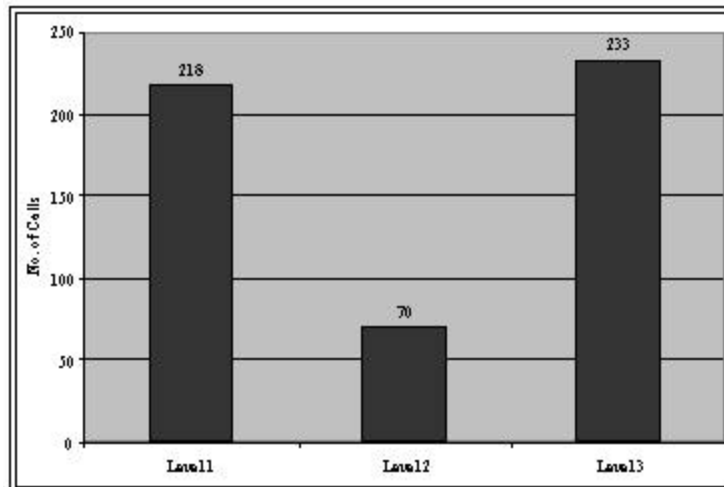
Source: San Antonio College, IT Department.

San Antonio College defines level 1 support differently than Northwest Vista College. At San Antonio College, level 1 calls include new user creation and maintenance, phone messages, call transfers and "trouble" tickets that are automatically generated through e-mail requests. The

service request data in **Exhibit 8-13** is an indicator that each college interprets level 1 requests differently. The data also shows that there is potentially excess capacity in relation to the number of requests to technicians. For example, SAC data for 2002 shows that there is a 5:104 ratio of technicians to service request; for the three month period shown, this averages to 1.73 service requests per day for five technicians for a three-month period, using 20 work days per month for 60 work days. In addition, the data reported reflects different definitions of level 1, level 2 and level 3.

After the review team met with district officials, the district IS group proposed a new support model to initiate changes in an attempt to improve service quality. The proposed support model incorporates a best practice of focusing on the type and scope of servicing customer requests by assigning the most appropriate resources to solve and staff accordingly. The IS proposal represents a departure from its existing practice, described earlier, where district IS has directed a strict division of labor for supporting faculty and administrator equipment and student workstations. The support model proposed by district IS does not include collaboration with the college IT directors; however, the plan is based on a greater customer focus.

Recommendation 89:

Create a unified district support model to eliminate the current division of labor of information technology services to faculty, administrator and student computers.

The proposed model can be a joint effort by the IT college departments and district IS. By consolidating all of the independently functioning technical support positions into one business team, the district can provide more timely and efficient service to its customers as needed. The proposed model will also eliminate the potential three-day deferral of service clause if district IS staff is unable to provide the service in a more timely manner. The college IT directors and district IS management will need to collaboratively develop a common support model that provides all potential users with a single point of contact by phone and/or electronic request and timely deployment of IT personnel.

Exhibit 8-14 shows how the proposed model should look.

Exhibit 8-14
Proposed Support Model
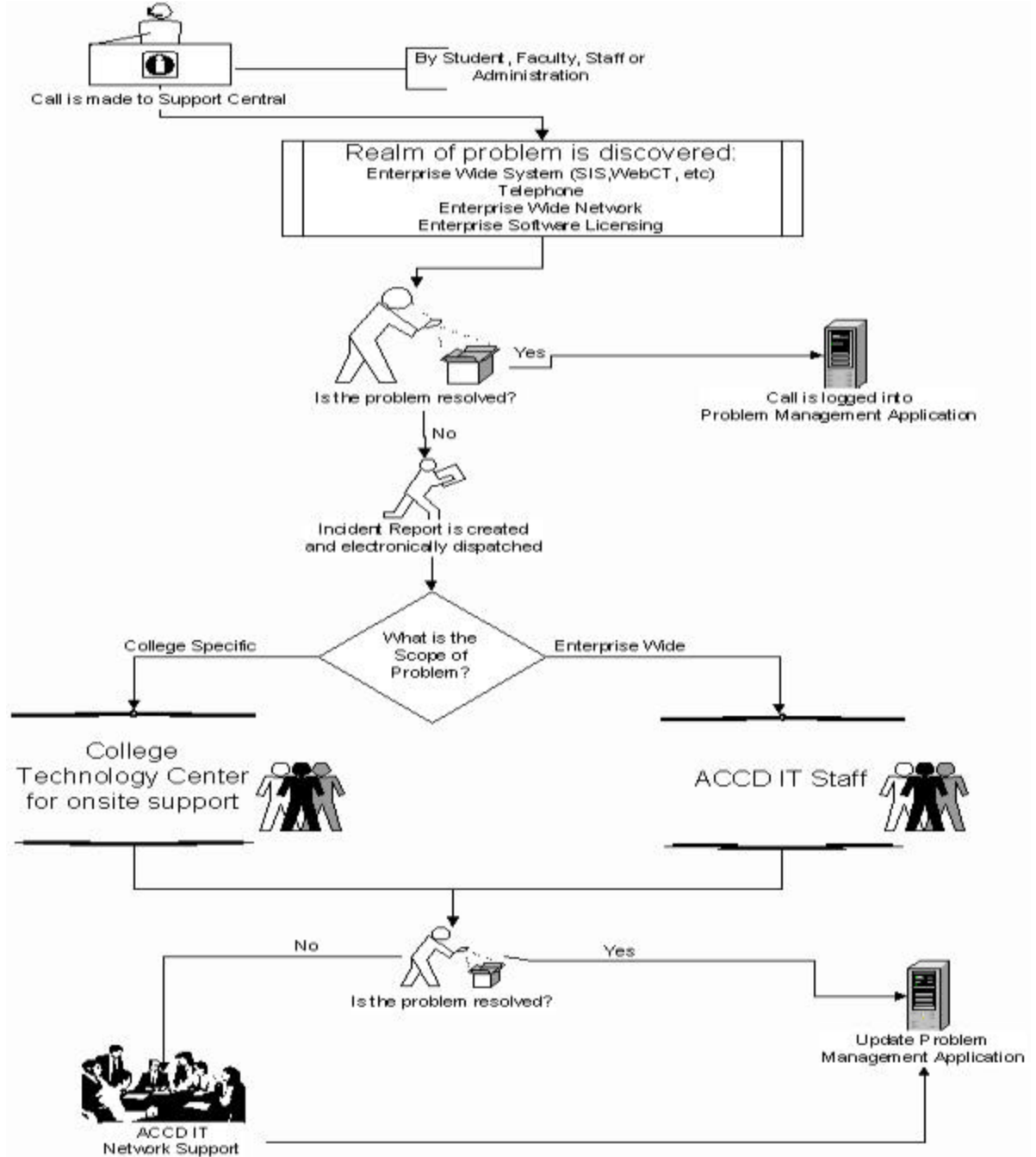
Source: ACCD, IS Department.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The IT managers convene key college administrators and IT professionals to review the constraints of the existing model	April 2004

	and develop joint solution.	
2.	The IT managers reach a consensus with college administrators on the appropriate support model for the district.	May 2004
3.	The IT managers coordinate with human resources staff to develop new position descriptions and roles.	May 2004
4.	The college presidents post new positions for internal candidates to apply.	June 2004
5.	District IT managers conduct interviews to fill roles within the new district support model.	June - August 2004
6.	The college presidents and district IT managers implement the new unified support model.	September 2004
7.	The IT managers start tracking service performance and goals.	September - December 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 8
ADMINISTRATIVE AND INSTRUCTIONAL TECHNOLOGY

B. TECHNOLOGY PLANNING

Planning for technology is a first step toward the objective of providing timely information to users. Effective IT planning occurs when an organization encourages and expects consultation and collaboration among technologists and the user community. **Exhibit 8-15** shows a three-year history of technology expenditures supporting IT projects and providing services.

Exhibit 8-15
ACCD Technology Budget History and Expenditures
1999-2000 through 2001-02

Technology Expenditures	1999-2000	2000-01	2001-02
St. Philip's College	$2,119,954	$2,351,596	$2,754,116
San Antonio College	$2,761,345	$2,116,458	$4,100,709
Palo Alto College	$1,000,662	$787,994	$1,237,384
Northwest Vista College	$833,176	$1,030,369	$1,101,488
ACCD District IS	$3,869,842	$4,727,158	$4,838,657
Total	**$10,584,979**	**$11,013,575**	**$14,032,354**

Source: ACCD, IS Department.
Note: Includes 100 percent of IT budget, technology grants, non-instructional technology related equipment, Instructional Resources & Technology (IRT) budgets supporting college technology activities and salaries for staff members in instructional departmental budgets who support computer lab networks.

Technology expenditures for ACCD have increased 33 percent from 1999-2000 through 2001-02. This growth is consistent with other colleges during the increased emphasis placed on technology during this timeframe. **Exhibit 8-16** shows that ACCD remains behind all of the peer districts when comparing IT expenditures per full-time student equivalent (FTSE).

Exhibit 8-16
Peer College Comparison of IT Expenditures per Student
2002-03

College	Expenditures	Full Time Student Equivalent (FTSE)	Expenditure per FTSE
Austin	$10,342,782	17,784	$582
North Harris Montgomery	$9,321,127	17,073	$546
San Jacinto	$9,572,971	14,592	$656
Dallas County	$18,215,474	36,104	$505
Alamo	**$14,032,354**	**29,866**	**$470**

Source: ACCD, IT and IS Departments and Peer Colleges.

Some districts use districtwide IT steering committees, which provide guidance and authorize technology expenditures in a consistent and collaborative way. Using steering committees, stakeholders add value in the planning process. Steering committees also bring accountability to IT and/or IS spending and performance.

FINDING

There is no consistent forum for districtwide collaboration in decision-making on the strategic direction for technology issues, service performance and project governance. ACCD's lack of agreement on common districtwide hardware standards for personal computers (PCs) prevents ACCD from negotiating the lowest possible pricing when purchasing large quantities of computer hardware. A similar lack of planning affects the districtwide use of popular software programs.

The college IT and district IS departments regularly pursue initiatives independent of each other. In general, the help desk function is a core service provided to a large number of end users of IT units in large community colleges. Help desk activities include taking user calls for service requests, dispatching technicians, opening and closing service requests and tracking performance. Three of the four ACCD colleges use four help desk software packages and district IS uses a different one. During interviews, IT staff told the review team that some technicians within the IT departments do not fully use the help desk software, either because they may not be entirely familiar with the software, or because some help desk staff perform in a limited role as ticket takers, not troubleshooters and/or entry level technical analysts. **Exhibit 8-17**

showsthe cost of the help desk software, number of help desk staff and annual maintenance costs for each software package. Palo Alto College is excluded from **Exhibit 8-17** because it is the only college that does not have an official help desk with help desk software. Instead, Palo Alto's support needs are met by other district technicians.

Exhibit 8-17
Help Desk Software Packages
2002-03

	St. Philip's	Northwest Vista	San Antonio	District IS	Totals
Year Implemented	2000	1998	1998	1996	N/A
Number of FTEs to Support Help desk	6	12	5	5	**28**
Total Price for Software License(s)	$15,215	$8,500	$24,613	$34,250	**$82,578**
Annual Maintenance Cost Incurred Today	$3,167	$0	$2,843	$6,750	**$12,760**
Total Maintenance Cost Paid Since Inception	$8,058	$0	$2,843	$5,575	**$16,476**
Total Cost of Software	$23,274	$8,500	$27,456	$42,700	**$101,930**
Number of Licensed Users	21	12	5	5	**43**

Source: ACCD, IT and IS departments.
Note: The numbers reflected in this chart correspond the number of software licenses, <u>not</u> the number of IT-IS staff and/or positions. Non-help desk staff may also be required to use help desk software, increasing the number of licensed users.

Another example of a non-unified technology strategy at ACCD is the ePortal project, intended to be a single sign-on intranet system that serves as a gateway to all of the information and technology tools for the district's user community, students, faculty and administrators. However, IT staff at the colleges and campus administrators told the review team that they were not a part of the selection, planning and implementation of the ePortal solution. According to focus group and individual interviews at the campuses, many of the technology staff told the review team that the

ePortal solution does not have an easy-to-use look and feel and further perceived it to have limited functionality.

The e-mail feature in ePortal does not synchronize with existing e-mail accounts and calendaring features. Synchronizing allows a user to maintain data in multiple locations to connect via the Internet or multiple devices. The ePortal system also does not provide a document-sharing feature that would allow users to store and check out documents using the Internet. After meeting with district officials, the review team learned that there are plans to implement a newer version of the ePortal software that allows users to import and export calendaring information starting in summer 2003. The upgrade will allow personal digital assistants (PDAs) to be synchronized with information on the portal.

Another area of divergent practices among IT and IS departments is the form and substance of the individual technology plans for each college. Northwest Vista College's technology plan, updated in May 2003, is specific and is used by the college to frame its strategic issues and priorities. In addition, Northwest Vista's strategic technology plan references more detailed plans, such as a distributed learning plan and an administrative computing plan. By contrast, the technology plan for St. Philip's College, described on the cover page as a living document with an initial reference date of 1997, contains 27 pages and was last updated in January 1998. Palo Alto College's technology plan has a date of November 2000 and presents 105 pages of information. The Palo Alto technology plan includes an extensive list of equipment inventory, number of units, costs and department location. The technology plan for San Antonio College is six pages in length and outlines 20 technology priorities; the San Antonio plan also includes the hardware reallocation process. Each of the plans presents different aspects of technology plan documents that are elements of comprehensive strategic plans; however, none of the individual plans constitutes a comprehensive districtwide technology-planning document.

In 1999, Carleton University prepared a project plan and blueprint for its strategic technology planning needs, with input from Gartner consulting. The plan states, "The strategic planning process recognizes IT problems or issues relative to different segments of the University. The process is designed to capture visions and requirements from each segment to ensure that the IT strategic plan has a customer focus. Some colleges and universities are addressing the increased financial pressures and IT relationship credibility by developing an objective business case approach to the management of districtwide IT resources.

According to the Gartner consulting group, the trend focuses on an increased emphasis on governance and the process of prioritization, with

an emphasis on the short-term realization of tangible benefits. As part of this trend, there is a shift to increasing the involvement of business units in IS-based decisions and the alignment of the institution's overall strategy with IS efforts. The model relies on a high level of cooperation between business units in the information systems organization.

Recommendation 90:

Create an interdepartmental strategic technology committee to develop unified technology planning districtwide.

A project portfolio is a comprehensive list of all technology-related projects ranked according to impact to the organization, cost and return on investment. IT directors, in conjunction with district presidents, use the project portfolio to prioritize and align work consistent with broader strategic objectives, as opposed to limited college-based goals.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor, college presidents, college IT directors and executive director of district IS identify and appoint interdepartmental representatives to a strategic technology committee.	August 2003
2.	The chancellor and college presidents inform the selected staff of their appointment to a districtwide strategic technology committee.	September 2003
3.	The strategic technology committee appoints a chairperson, establishes goals and develops a recommended path for the direction of technology.	October 2003
4.	The strategic technology committee starts meeting monthly with the objective of identifying, discussing and recommending technology strategies and solutions.	October - November 2003 and monthly
5.	The strategic technology committee develops a project portfolio of all projects and planned technology investments.	November - December 2003
6.	The strategic technology committee, in conjunction with the college presidents, IT directors and the executive director of IS, conducts an analysis of the district's project portfolio to prioritize and identify technology investments that align with district administration.	December - January 2003
7.	The strategic technology committee presents	February 2004

	recommendations to the chancellor for authorization to proceed or discontinue.	
8.	The chancellor provides strategic direction and approval to the committee and authorization to IT and IS management.	March - April 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD does not have a consistent method or strategy for acquiring new hardware and software and, consequently, does not maximize its purchasing power. The district has duplicate software licenses because different IT groups and academic departments across the district are allowed to purchase the same software independent of each other, as opposed to collaborating and planning for districtwide technology purchases at potentially lower costs. For example, different departments at the colleges purchase DreamWeaver software at different times throughout the year. DreamWeaver is an Internet-development application used for student instruction and other activities by IT staff. At San Antonio College, the software was purchased in 2002 and training was conducted for 13 staff. Although the other colleges also purchase the same software throughout the year, there is no intra-departmental communication prior to purchasing.

If the software is for non-classroom use, training may or may not be included as part of the software purchase price. However, the lack of coordination between the colleges with the DreamWeaver software created a missed opportunity to take advantage of the district's size and associated purchasing power. On the other hand, the district has a districtwide Microsoft Campus Agreement in place that applies to all faculty, staff and student laboratory workstations. By contrast, there is no central reference that shows a list of all high-demand software titles in use across the district and their comparative cost. By having a comprehensive list of software titles, the district can improve its ability to coordinate plans and purchase software to the advantage of the district. This would be similar to the Qualified Information Services Vendor (QISV) list in use by the State of Texas to simplify technology purchasing.

Similarly, the district fails to capitalize on its buying power for computer hardware purchases. Three of the four colleges agree on the same original equipment manufacturer for desktop workstations, but have varying standard configurations for those workstations. Northwest Vista College,

however, purchases its workstations from a different original equipment manufacturer vendor.

IT staff at San Antonio College and Northwest Vista Colleges communicates vastly different interpretations of their internal purchasing procedures. The San Antonio College procedure is a 10-step process, while Northwest Vista College IT is an 18-step process. Northwest Vista's procedure includes two checkpoints that require the purchasing coordinator at the college and district purchasing staff to ask, "Are funds available?" The district office requires that the campuses obtain authorization from central purchasing. Academic departments are allowed to create their own requisitions for computer hardware and generally do not consult with district IS; the college IT directors then execute purchases based on requests from academic departments. These purchases are driven by the availability of funds within a particular department, as opposed to broader and equally important strategic considerations related to computer hardware and software purchases.

Some community college districts develop technology-purchasing plans before making large volume technology purchases. The preparation of technology-purchasing plans precedes the development of requests for proposals (RFPs), which ultimately create lower costs. ACCD's practice of purchasing individual software licenses or small groups of licenses on an as-needed basis by academic departments does not allow for consistent management of software licenses. A best practice developed by the research firm Giga Information Group presents an RFP model for acquiring hardware and software in **Exhibit 8-18**.

Exhibit 8-18
RFP Model for Major Software Purchases

Section	Description
Introduction	This section of the document gives the vendors an overview of why the purchasing organization is submitting an RFP (what problem it is trying to solve). It should list the dates when the proposal is due and when a decision will be made. The project coordinator's contact information should also be included.
System requirements	This section should begin with a description of the environment. How is the problem being handled? What are the shortcomings of the system? What are the objectives for its improvement? The next item should be a list of specific requirements that must be addressed in the proposal. These may be both general (such as vendor stability, market share, implementation methodology) and technical (such as system functionality, platform requirements, if any, flexibility, customization, administration, cost and time to

	implement).	
Evaluation criteria	This section explains how the responses will be evaluated and is intended to ensure a fair and open process for all parties. The requirements identified in the previous section are all weighted to reflect the appropriate level of importance to the purchasing organization. The weighting criteria should be published in the RFP so that the vendors can tailor their responses to meet the purchaser's specific needs.	

Source: Giga Information Group.

Recommendation 91:

Develop a districtwide software and a technology procurement process for use by all colleges and the Information Systems Department using strategic objectives and budget guidelines.

According to the Giga Information Group's RFP model, presented in **Exhibit 8-18**, "significant purchases of computer hardware, software and services should use the RFP process as it represents an efficient way for organizations to evaluate potentially conflicting vendor claims objectively. RFPs help to ensure that organizations obtain the functionality they desire at the best possible price." The leader(s) of this process should facilitate gathering detailed requirements and categorize purchases based on need, volume and pricing.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The college IT directors and the district IS group document and discuss all existing software and hardware procurement processes used in the district.	August - September 2003
2.	The IT directors, representative stakeholders and the district IS director prepare and recommend a new technology and software-purchasing process, procedure and policy governing purchases of hardware.	September - October 2003
3.	The IT directors and the district IS director present a draft policy and procedure to the chancellor and college presidents for input and approval.	October 2003
4.	The chancellor communicates approval of the policy and procedure and communicates implementation districtwide.	November 2003
5.	The district IS director and college IT directors implement the unified technology procurement process in customer department meetings and update the plan as needed.	November - December 2003

	and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 8
ADMINISTRATIVE AND INSTRUCTIONAL TECHNOLOGY

C. NETWORK INFRASTRUCTURE

Network infrastructure is the underlying system of cabling, phone lines, hubs, switches, routers and other devices that connect various parts of an organization through a Wide Area Network (WAN). If a sound network infrastructure is in place, most users can connect people and information throughout their organization and beyond to accomplish assigned responsibilities. Without a network infrastructure, such capabilities are available piecemeal, usually to individuals who may have the vision, initiative and resources to create this capability for themselves.

A WAN allows users to communicate with other personnel within the organization through tools such as e-mail systems. The WAN also provides a bridge to the Internet and World Wide Web that allows anyone connected to the WAN to access information and people outside the organization. WANs are usually "closed" through security measures that prevent external third parties from accessing information within the WAN without a password and/or personal identification number.

A key function of a WAN is to connect Local Area Networks (LANs) throughout the colleges. The LAN is housed within a building and serves to connect all users within that building to one local network. By connecting the LAN to a WAN, all LAN users gain access to others in the enterprise and to the electronic world beyond the network. A community college that has every user connected through a LAN to a WAN has established the infrastructure necessary to take full advantage of the telecommunications capabilities that exist today and those that will be available in the future. ACCD's network infrastructure consists of a WAN that connects the college's four campuses to the district IS data operations center and to the satellite campuses. Each ACCD campus connects to the Internet through gigabit Ethernet lines using an Alcatel OS9 router and an Alcatel 7800 Gigabit Ethernet switch located at the central district data operations center.

Gigabit Ethernet is a LAN architecture that supports data transfer rates of 1 gigabit (1,000 megabits) per second. The Cisco 7513 Internet router is used to provide video links to Regions 13 and 20 Education Service Centers (ESC). The networking infrastructure also includes e-mail servers and a Cisco Pix firewall to prevent intruders using an Internet connection from accessing ACCDs internal network. **Exhibit 8-19** depicts ACCD's WAN.

Exhibit 8-19
ACCD's Wide Area Network Infrastructure
2002-03
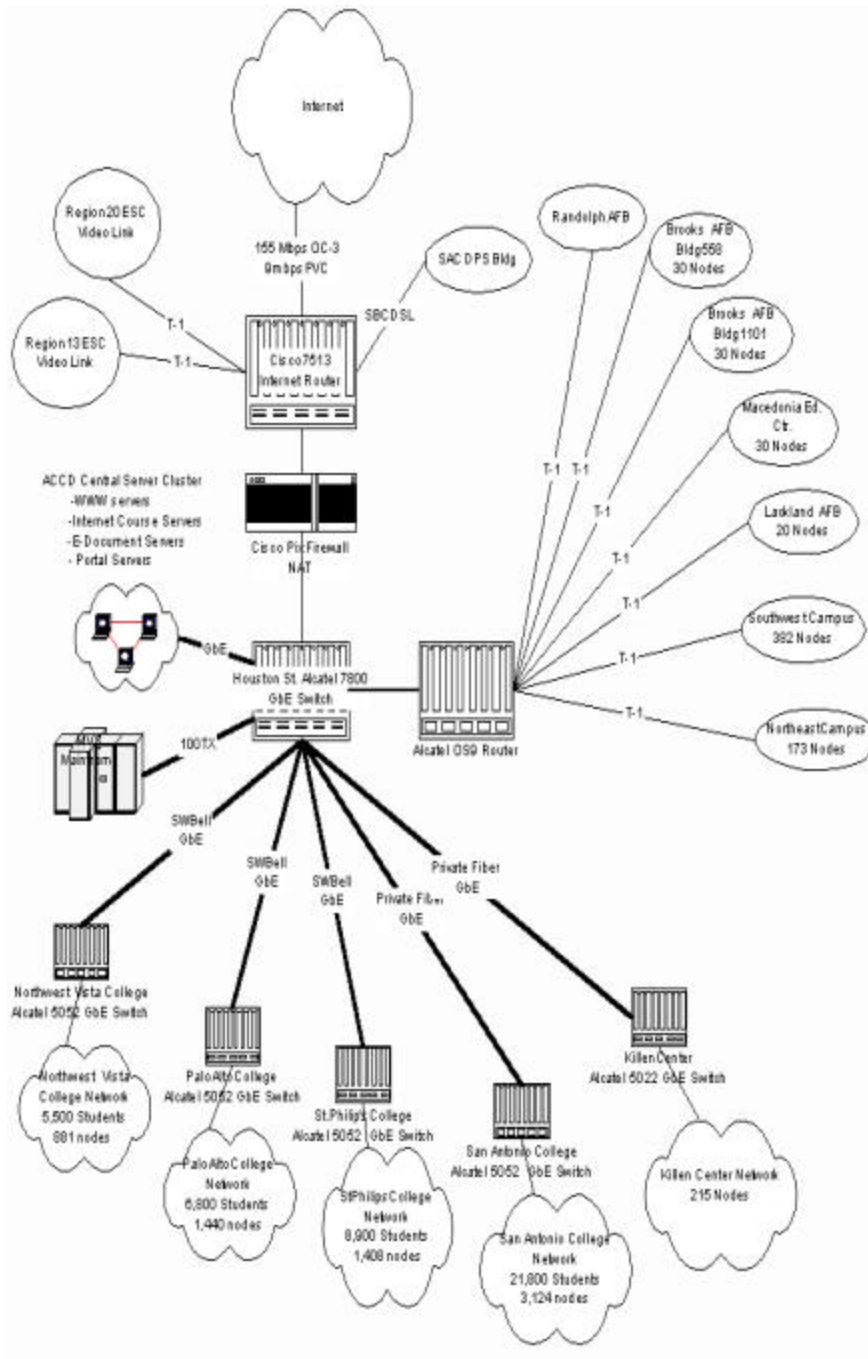
Source: ACCD, IS Department.

Exhibit 8-20 shows the various IT services and systems the WAN infrastructure delivers throughout the district.

Exhibit 8-20
IT Services and Systems Offered Districtwide by ACCD District
Information Systems
2002-03

System	In-House Application	Vendor Package Application
Student Information Systems (SIS)	X	X
On Course (Degree Audit) System		X
Texas Academic Skills Program (TASP) Compliance System		X
Student Tracking System	X	
Electronic Transcript System		X
Classroom Management		X
Data Warehouse	X	
Executive Decision Support	X	
Ad Hoc Reporting	X	
Coordinating Board Report Programs	X	
Integrated Postsecondary Education Data System (IPEDS) Reporting	X	
E-Train System	X	
Telemarketing System	X	
E-Request System	X	
Web Reporting		X
Mainframe System Software Installation, Maintenance and Billing	X	
E-Mail Administration	X	
Internet Access and Administration	X	
Listserv Administration	X	
Advantage Financial System		X
Human Resource System		X
Student Financial Aid System		X

Financial Aid Electronic Data Exchange System		
Student Billing and Receivables		X
CE Billing and Receivables		X
Loan Management System		X
Adjunct Faculty Payroll System	X	
CE Faculty Payroll System	X	
CE Web Registration	X	
Telecommunications Wiring Infrastructure	X	
Cyber and Data Security	X	X
Video Teleconferencing Services	X	X
Web For Student, Faculty and Employee, Web for CE		X
ePortal System		X
ePortal e-Mail		X
Credit Card Payment Gateway		X
T-Serve Intelligent Gateway		X
Time of Solution (TSO) Software Maintenance	X	
E-Learning Systems: WebCT, Elluminate, E-Learning Software		X
Help Desk Services	X	
Digital Document Management System		X

Source: ACCD, IS Department, Technology Plan.

FINDING

There is no objective measure and/or standard of IT-IS performance and/or service levels. The primary reason for measuring IT-IS performance is to provide an objective measure of accountability for the value of services received by the district. **Exhibit 8-21** shows the responses from college presidents on the measurement of IT performance.

Exhibit 8-21
President Responses to Measuring IT Service Performance
2002-03

Interview Responses	Description of IT Performance Measurement
College Presidents	• According to the president, "We measure performance indirectly and we look at the outcomes of technology on which the administration relies (e.g. registration/admissions, financial aid and counseling). For instance, with counseling, we look at the number of students served, advice they get, how long they have to wait and the number of students that come through. With admission and records, we look at how long it takes to register." • "We don't measure IT performance."

Source: ACCD, Northwest Vista College, St. Philip's, San Antonio College and Palo Alto College presidents.

Many colleges with large numbers of technology users implement service level agreements (SLAs). A districtwide SLA is a written agreement, developed with stakeholder input, that establishes the scope of services and levels of service in broad terms. Developing SLAs is a shared process by which the service provider, in this case the IT organization, elicits service goals and expectations of its customers. Once the agreement is implemented, a designee monitors the service performance of the IT organization as communicated by department heads and other users of IT services. The designees provide their feedback to the IT leader who is accountable for districtwide technology.

A districtwide SLA might state, "The administrative systems during registration will be available 100 percent of the time during peak periods." If the service levels are not met, or if projects are not delivered on time and within budget, the district IS would "charge-back" a lesser amount for the services provided to the college department. "Charge-back" is a fee for the actual usage of IS services per each college unit, instead of all districtwide spending being lumped together in one support services budget. The charge-back process allocates fees for technology staffers' service time or assesses as a prorated share of a common technology asset, such as e-mail to the business unit.

Recommendation 92:

Create formal Service Level Agreements to promote response time consistency and efficiency.

The college IT departments and the district IS group should create a single service level agreement on key areas of performance that are important to the colleges. These key areas of performance should be developed in a collaborative way with the college IT directors, college presidents and district IS officials. The framework for an SLA includes the following elements:

- a precise definition of key terms;
- specific service levels for all categories, including network availability, help-desk responsiveness, security administration and other areas important to stakeholders);
- frequency of service level measurement (weekly, monthly, daily);
- weighting of the importance of service levels; and
- budget and other ramifications for not meeting agreed performance milestones.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The college IT directors meet with the college presidents to explain the SLA process and discuss user benefits.	September 2003
2.	The college IT directors and the presidents negotiate terms and conditions of drafted service level agreement.	October 2003
3.	The IT directors meet with users of technology services to communicate user expectations for service requests, performance and maintenance.	November 2003
4.	The college IT directors draft SLA incorporating stakeholder input.	January 2004
5.	The college IT directors submit the draft SLA to the presidents for approval and signature.	February 2004
6.	The IT directors sign and publish the SLA.	February 2004
7.	The IT directors, with district HR director input, revise all IT staff job descriptions to incorporate SLA elements to ensure uniform accountability.	March 2004
8.	IT supervisors communicate and discuss SLA terms and conditions and standards of performance with each IT employee.	March - April 2004
9.	The IT directors meet with college presidents, department managers, faculty and other district user groups to discuss IT performance in meeting SLA objectives.	May 2004 and Quarterly Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The telecommunications system that is used to receive and place voice calls relies on direct human intervention to place long distance calls and calls within the district. Using human switchboard operators to manually place calls is not consistent with technological advances and ignores the existing system capability. Since the district already has the capability and system in place to authorize direct dials from callers that are tracked automatically, the existing call-accounting system is able to provide the necessary controls on long distance calls and caller activity, making human switchboard intervention unnecessary, financially costly and otherwise inefficient. Four full-time equivalents perform switchboard duties for the district. According to ACCD's Human Resources office, switchboard operators are classified as communications assistants and are responsible for answering incoming calls and manually dialing long distance calls for faculty and staff callers. The telephone system in use at the district automatically logs call activity in the system, and the manager can generate reports at any time.

San Antonio College operators answer incoming calls for San Antonio, Northwest Vista College, Northeast Campus, the District Office and the Killen Service Center. San Antonio College communications assistants' primary responsibility is to answer calls. In total, there are six positions that support the switchboard function at an annualized cost of $147,306. The communications assistants occasionally support the mailroom and assist with covering other phones when assigned to another campus location. Two full-time equivalents at St. Philip's College are assigned to work the switchboard and the mailroom. At Palo Alto College, there is one full-time equivalent and one part-time position similarly assigned between the switchboard and the mailroom.

When faculty or staff place a long distance call, they must first contact and use the switchboard operator, who is required to manually dial out and connect the call. The communications assistants use printed pads to write the name of the caller, the caller's department, the department account number, the date and time of the call and the number dialed. After writing the information on the pad, the communications assistants manually connect the call. At the end of each day, communications assistants gather all of the call sheets from the operators, organizing them in order of receipt. When the monthly long distance charges arrive from the district office, the communications assistants perform a manual count of long distance calls for that month, by department, to determine the number of calls. After the communications assistants have performed the manual tally of calls, department accounts are charged accordingly.

Communications assistants perceive abuse of the manual calling system by faculty and staff. Some interviewees said that faculty members often ask communications assistants to place manual calls to internal colleagues who are sometimes only two doors away from the caller's location.

Communications assistants mentioned incidents where faculty members repeatedly attempted to reach a local number through the switchboard operator who manually redialed each time the recipient's telephone line was busy. However, the review team did not see evidence of calling abuses.

Budget managers for each department account authorize the positions can make direct dial calls without requesting and using human intervention through switchboard staff. The communications assistants reported that this practice is in place to exercise control on charge-backs to accounts. The department budget manager provides written notification about direct dial authorization to the telephone system programmer. All direct dial calls are logged automatically on a call-accounting system that is built into the district's telephone service from the Southwestern Bell Companies. Phone numbers and account numbers are sorted automatically.

Recommendation 93:

Eliminate four communications assistant positions, use the district's automated call-accounting system and develop procedures to monitor call abuse.

The district should develop audit procedures to identify and monitor call patterns and usage that may indicate caller abuse through random sampling. If abuse is evident, the district should revoke or restrict calling privileges, charge the respective department and take appropriate disciplinary measures in accordance with well-documented and integrated policy and procedures.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The manager of telecommunications presents a recommendation to the board to eliminate manual calling practices through the existing ACCD switchboard system.	August 2003
2.	The chancellor authorizes the implementation of the call accounting system for the district.	September 2003
3.	The manager of telecommunications prepares and submits a written policy and procedure for monitoring caller activity and use to the chancellor.	October 2003

4.	The manager of telecommunications communicates the new procedure districtwide.	October 2003
5.	The manager of telecommunications launches the new procedure on the ACCD Intranet, through print media and in face-to-face discussions.	November 2003
6.	The manager of telecommunications monitors and reports caller activity to the college presidents monthly.	January 2004

FISCAL IMPACT

The four communications assistant positions range in salary from of $18,173 to $30,460 annually. ACCD offers fringe benefits of 9.4 percent of salary depending on the individual's classification and benefits selections. The total cost savings are shown below, based on actual compensation per position. Each position is compensated at a different level and is shown below in detail.

Position Title	Base Salary	Benefits Rate 9.4%	Total
Communications Assistant	$27,062	$2,544	$29,606
Communications Assistant	$18,173	$1,708	$19,881
Communications Assistant	$23,361	$2,196	$25,557
Communications Assistant	$30,460	$2,863	$33,323
Total	**$99,056**	**$9,311**	**$108,367**

The fiscal impact of this recommendation is $99,056 in base salaries plus a 9.4 percent benefit rate, for a total of $108,367 in annual savings.

The first year fiscal impact is pro-rated for eight months, reducing the total savings to $72,245 for the first year. ($108,367/12 months = $9,031 x 8 months = $72,248.)

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Eliminate four communications assistant positions and use the district's automated call-accounting system and develop procedures to monitor call abuse.	$72,248	$108,367	$108,367	$108,367	$108,367

FINDING

Financially expensive and valuable hardware equipment, such as the district's servers, is not properly maintained in a manner that would extend the equipment's useful life. There are 20-to-22 servers at San Antonio College physically located in a backroom without regulated temperature control or restricted access of personnel. Data centers where servers are usually housed require precision-controlled air conditioning systems that protect and cool servers and equipment. The temperature-controlled environment provides a virtually dust- and particle-free computing environment with temperature, humidity and air-quality regulated to ensure the optimal performance of the equipment.

More than one staff person reported that when staff returned from the holiday break after the extended holiday season of 2002, the room where the servers are located registered 94 degrees Fahrenheit where there is no special cabling or air conditioning for these servers. According to the IT coordinator at San Antonio College, the server hardware ranges in cost from $12,000 dollars per server (approximately three-fourths of the inventory) to an average of $22,000 for the remaining six servers, with a total cost of approximately $330,000 spent by ACCD to acquire this equipment. If the servers were damaged as a result of temperature conditions, the district would likely spend in excess of $330,000 to replace them. The district data operations center located on West Houston Street in San Antonio maintains a temperature-controlled environment that is ideal for ACCD servers. The data operations center has a server room that houses similar servers and includes proper racks, cabling and air conditioning that automatically regulates the temperature between 64 and 68 degrees Fahrenheit. Although it is an ideal server facility, the district has not used the space for storing its servers. According to interviewees, one-half to two-thirds of the room on West Houston is not in use. The approximate square footage is estimated to be 40 feet by 30 feet. The San Antonio College IT Coordinator would like to relocate the servers and obtain authorized entry from the district IS group to support those servers at the district data center. According to the IT coordinator at San Antonio College, the college made this request to the district IS group in winter of 2002.

Recommendation 94:

Relocate servers from San Antonio College to the district's data center on West Houston Street with restricted entry for staff to support dedicated servers.

The primary concern for the centralized server core is to secure a location that meets all requirements, including electrical, air conditioning, security and connectivity to the district's network.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The coordinator of technology examines all options and obtains the exact cost to relocate the servers in the best environment.	September 2003
2.	The coordinator of technology presents options to the college president of San Antonio College and the chancellor seeking authorization to proceed.	September 2003
3.	The chancellor presents the proposal to the board for approval.	October 2003
4.	The coordinator of technology coordinates with appropriate district officials and the facilities manager to coordinate the relocation of the district's server equipment during the Christmas break.	December 2003

FISCAL IMPACT

The coordinator of Technology Services for San Antonio College estimates that the Facilities Department can perform the work for a one-time cost of $15,000 to $20,000. This work would include modifying the electrical wiring, air conditioning and security by installing a door to the existing location.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Relocate servers from San Antonio College to the district's data center on West Houston Street with restricted entry for staff to support dedicated servers.	($20,000)	$0	$0	$0	$0

Chapter 8
ADMINISTRATIVE AND INSTRUCTIONAL TECHNOLOGY

D. INSTRUCTIONAL TECHNOLOGY

Instructional technology provides services to faculty, staff and students through developing alternative delivery methods like distance education. Successful instructional technology programs adopt the Guidelines for Institutional Plans for Distance Education and Off-Campus Instruction promulgated by the Texas Higher Education Coordinating Board (THECB). The Texas Legislature created the THECB in 1965 to provide leadership and coordination for the Texas higher education system to achieve excellence for the college education of Texas students. Instructional technology programs that are viewed favorably generally take a systematic view through planning and collaboration with leading experts to develop infrastructure and programs that are sustainable and anticipate growth.

FINDING

IT leaders have not developed standards and best practices that would support consistent development of instructional technology districtwide. Integrating these functions can be useful when it comes to sharing staff and technology resources. At ACCD, instructional technology leaders either reports up through an academic dean or serves in some leadership role at the college. Each instructional technology head at the college develops individual agendas and sets individual priorities. Much like the wide variety of position titles in IT-IS, the instructional technology position titles also differ from each other. For example, Northwest Vista College has a "director, Learning Technology Center," while St. Philip's refers to its instructional technology head as "director, Instructional Technologies." At San Antonio College, the director of Instructional Technologies reports to the dean of instruction. On the other hand, Palo Alto College does not have any designated position for head of instructional technologies.

Each of the colleges within ACCD is implementing projects that use streaming media, distance learning and tools that empower its faculty members. Streaming media is transmitted video, or audio, that is viewed as the information is received. This may result in redundancies, duplicate technology purchases and conflicting standards. Some community colleges work with other community colleges as a consortium to exchange ideas and minimize risk of making costly technology missteps. For example, Austin Community College (ACC) is deploying streaming media

technology across the ACC system through a cooperative effort with the Texas Education Streaming Media Collaboration (TESMC). TESMC received a Telecommunication Infrastructure Grant (TIF) for $783,000; $200,000 was allocated to ACC with a matching component of 10 percent. ACC serves as the fiscal agent for this collaborative, which includes:

- Austin Community College (fiscal agent);
- Blinn College;
- Brazosport College;
- Laredo Community College;
- Navarro College;
- South Plains College; and
- Texas State Technical College Waco

Despite the growth of distance learning, ACC is following a conservative approach by using the TESMC grant to produce models and best practices in conjunction with the TESMC collaborative of community colleges. While TIF funding was not renewed in the 78th Legislative Session, the TESMC can still help develop strategies in conjunction with state community colleges. In addition, ACC hired a national consultant to evaluate the project and gain recommendations that ensure consistent performance.

Recommendation 95:

Create a districtwide planning group to establish instructional technology standards that will result in consistent implementation of instructional technologies.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The district director of IS with input from the directors of instructional technology will identify and appoint appropriate district representatives, including faculty and other stakeholders to the planning group.	September 2003
2.	The directors of instructional technology and district representatives will establish priorities for the group and goals to address.	October 2003
3.	The directors of instructional technology develop a list of initiatives and instructional projects in progress.	November 2003
4.	The directors of instructional technology benchmark other programs that address instructional technologies to compare against ACCD.	November 2003 - January 2004
5.	The directors of instructional technology develop a work	February 2004

	plan and draft instructional standards, implementing lessons learned from other community college districts in Texas and outside of the state of Texas.	
6.	The directors of instructional technology monitor progress and report findings and progress to college presidents.	June 2004 and Quarterly Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 8
ADMINISTRATIVE AND INSTRUCTIONAL TECHNOLOGY

E. STAFF DEVELOPMENT

The next generation of technology professionals likely will integrate a wider variety of learned skills and experiences, enabling them to more readily adapt as situations evolve. This will put a premium on technology professionals who are able to embrace new challenges and skill sets. Technology integrators will focus more on connecting specific technologies to work together to share data and facilitate meeting specific business needs. Future skills sets include:

- intense business knowledge;
- team communication instincts;
- Internet knowledge and wisdom;
- distributed team management;
- project management knowledge and wisdom;
- a sense of urgency as related to Web speed;
- multi-platform knowledge;
- multilingual knowledge;
- quality focus; and
- the ability to manage massive change and measurement.

The information technology industry is moving toward adopting a new core set of technologies. At the head of this list is the ".NET" framework that is being rapidly adopted in higher education. According to the annual survey, Campus Computing 2002, the skills listed above are highly targeted by the IT groups of community colleges and four-year institutions. The survey has been conducted annually since 1994. Texas colleges participating in the survey include North Harris County Community College and Palo Alto College, among others. The most recent Campus Computing Survey included participation from 632 two- and four-year public and private colleges and universities across the United States. Virtually all of the technology staff that participated in the survey shared enthusiasm for wanting to learn more and to remain abreast of technological advances. In addition, a majority of IT staff interviewed at ACCD want to receive training in the new .NET framework for computing. The .NET framework is a set of software technologies designed to connect information, people, systems and devices in an easy-to-learn and use format.

FINDING

ACCD has developed a distance-learning infrastructure that eliminates the need for manual intervention to initiate video conference calls. The telecommunications manager is responsible for designing the distance-learning infrastructure and leading its implementation. The video-conferencing network serves high schools outside of San Antonio including Lytle High School, which connects through the ACCD video hub. Other high schools connect through Tilden ISD and Fall City High School. All have direct connections to ACCD's video-conferencing network. Palo Alto College provides the subject matter content to the high schools. By comparison, according to the telecommunications manager for the district, Region 13 has three video schedulers, UT Health Science Center has four and Region 20 has four, with actual salaries ranging from $35,000 to $40,000 per position.

The arrangement between the high schools and ACCD provides dual credit classes and continuing education classes at night. ACCD's network infrastructure has designed the system so that students or faculty members can make the connections when it is convenient without using video schedulers to initiate a videoconference. In contrast, Region 13, Region 30, UT Health Science Center in San Antonio, UT Austin and Texas A&M all use video schedulers whose primary responsibility is to make video-conference connections. ACCD does not require the use of video schedulers because the infrastructure is designed to be self-service for participants.

ACCD's process eliminates the need for video scheduler positions to contact the parties who participate in a video conference call. If there is a need to conduct a video conference call, the initiator of the call uses the video conferencing equipment to make the call, the receiving party answers and the video conference call begins. To start a video conference call, Region 13 and some of the large universities must use a video scheduler who has to be onsite in the video hub area to enter the information manually from the two parties.

Any system that is connected to the ACCD network can connect with older technology units. The caller types in the 10-digit destination phone number and is connected without any notification to the call recipient.

This distance-learning infrastructure serves all of the campuses across the district. The system is designed to be easy-to-use and cost effective. The system does this by assigning both public phone numbers and Internet protocol (IP) addresses to each connecting location within the ACCD network. Using this approach, ACCD incurred a one-time cost of $40,000 for a Madge 60 processing unit plus $100-per-month for leased lines through Southwestern Bell Companies. This method gives ACCD a seven-

digit phone number and IP address which is analogous to video-on-demand for ACCD students and faculty members.

COMMENDATION

The district has implemented an entirely automated and easy-to-use video conferencing system that eliminates the need for salaried video-conference schedulers and callers to initiate calls.

FINDING

IT groups at the colleges and district IS do not provide consistent and regularly scheduled training and professional development opportunities for IT and IS staff. Both college and district technology staff said that they would like more opportunities to have ongoing training with advanced technology. IT specialists also communicated that there is no consistent approach to developing the technical and professional skills of IT staff. According to all of the programmers at San Antonio College, their software program skills are self taught by reading books and periodicals and conducting independent research online. **Exhibit 8-22** reveals some of the concerns and expectations the IT staff have about training and development at their respective campuses.

Exhibit 8-22
Technology Staff Training and Development Expectations
2002-03

College Location	Training and Development Issues
St. Philip's College	"Don't see a career path and ultimately have to move on. No advancement in this area; even with a degree, there is no future." "Seems like "district" keeps people down and keeps you down and out". "Would like to get more into programming, specifically using Visual Basic and Microsoft .NET." "Want to stay current with latest versions of Microsoft packages."
Palo Alto College	"Would like to go to school for Microsoft Certified Solution Developer (MCSD) training." "Internet and talking to people in the same field is primary sources of information and talking to people in the same field. Talk a lot with Sales People." "Would like to see more training and software technology

	on how it's being used in the classrooms. More specific technical training (e.g. IT security)."
Northwest Vista College	• "MS Outlook training in permissions, rules and shared calendars; how to use MicroGrade application to do rosters and exam grading; training on all software the group supports; training in HP, which all the technicians need."" • "On-the-job training is the dominant way of learning; need basic training in all aspects of the network; as an administrator, you need to be a "technology generalist." • "Would like to see more training for help desk staff and LAN administrators."
San Antonio College	• "Don't have training and development plans with our boss. Want to do more web Web-based applications. Active Server Pages (ASP) is difficult to work with; faster if done in Visual Basic and not ASP." • "Difficult to move to something new if what has been working continues to work; costs money to make change." • "Some of us do not have livable wages for the jobs we perform; there is no mechanism in place to get raises; job descriptions are not updated; there is no evaluation given because people might get favorable review and thus have to get a raise; therefore, no evaluation is given because the district does not have the money." • "Most of the software training in general is self-taught." • "Difficult to know what you're supposed to know; district offers certification training through New Horizons, but campus technical security is compromised as a result; integrity of network is not as secure and is in a reactionary role rather than a preventive role."
District IS Group	• "We lack the training in preparing for the future; Microsoft .NET framework is important, open architectures and systems; learning while doing is critical; the group is so overwhelmed with end-users demanding more capabilities." • "We should have more opportunities for ongoing training for field technicians in the latest technologies; we keep up with changing technologies on our own time; no consistent framework or approach to help develop skills." • "We lack the training in preparing for the future; Microsoft .NET framework is important, open architectures and systems; learning while doing is critical; the group is so overwhelmed with end-users demanding more capabilities."

	• "We should have more opportunities for ongoing training for field technicians in the latest technologies; we keep up with changing technologies on our own time; no consistent framework or approach to help develop skills." • "Need external training on Windows XP." • "Would like more on Web software-anything to do with the web Web; Flash, ASP, how to integrate applications; Learn more about making Web sites easier to manage." • "More software and hardware issues in the new operating systems; never had training in XP, yet the staff is supporting." • "More training in databases and design; using ASP, because this is technology that faculty members need to gather information to use in their Web sites." • "Training class for specific job responsibilities in handling the phone bill; we are not trained properly and do not receive any feedback and uncertain about whether or not we are doing the job right; it would also be helpful if we took a tour of all of the campuses, since we answer questions about them."

Source: ACCD, IT Department staff.

According to interviews, district IT professionals do not receive systematic training across the colleges. There is no IT staff development plan, tools or guidance to assist IT professionals to attain professional growth as technology evolves. According to interviewees, district-sponsored training has only been conducted at Northwest Vista College. The remaining colleges did not cite specific instances where individual skills development is taking place.

Some technology departments accelerate learning and development of IT staff using online skills assessments to identify core competencies and skills improvement areas as well as performance strengths. In March 2003, one of the leading information technology companies started offering free online skills assessments targeting experienced IT professionals with a no cost method for evaluating readiness and identifying competencies. Technology advisory firms stress human resources development, including use of online resources as a priority for information technology managers.

Recommendation 96:

Implement a skills development training plan with timelines to assess and upgrade the skills of Information Technology staff relevant to their essential job duties and the district's technology needs.

IT managers can work collaboratively with IT staff by creating individual development plans that match experience, skills and performance of IT staff. In addition, there are a variety of online tools, ranging from no-cost services up to services that cost approximately $200 per person per year. Since many districts are experiencing budgetary crunches, however, it may be advisable for IT-IS to use one of the free online services, instead of a service with a cost.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The college IT directors and district IS staff identify quality no cost online skills management tools and other developmental opportunities for all IT staff and develop a schedule for online staff assessment.	August - September 2003
2.	IT staff register for and begin online skills assessments as directed by IT-IS directors and supervisors.	October - November 2003 and Ongoing
3.	The college IT directors and supervisors develop written action plans for individual staff, with human resource input for subject matter expertise on employee development for IT professionals.	November - December 2003 and Ongoing
4.	IT and IS supervisors and directors evaluate staff performance incorporating training plan objectives and measuring performance outcomes.	January - March 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD's IT departments do not consistently use project management principles and processes for planning and implementing new technologies. Project management typically provides staffing allocations, the duration of tasks and the level of effort expended versus planned, to enable a district to deliver high-quality, on-time and on-budget projects. According to interviews with ACCD IT managers and staff, project management techniques and tools are not in widespread use in the district. For example, the project plan for the data warehouse project is a two-page document that describes the status, objectives and strategic directives. According to industry research, data warehouse project management includes project plans, scope agreements, resources, schedules, change control, risk management, communication, project management tools and methodology and usually exceeds two pages of text. For the ACCD IT-IS projects that

are in progress, the review team received only one comprehensive documented project plan that includes the key elements described in this finding. In an attempt to close the knowledge gap in project management, Northwest Vista College is implementing project management training in MS Project within their campus IT Department.

The review team identified 15 positions from the four colleges and district IS that are responsible for managing technology projects.

District IS Group

- Client Services Manager
- Application Analyst Programmer II
- Application Systems Manager
- Systems Programming Manager
- Senior Systems Analyst/Programmer

Palo Alto College IT Department

- Director of Information and Communications Technology
- Coordinator of Campus Technology
- LAN Administrator/Engineer

Northwest Vista College IT Department

- Director
- Director Learning Technologies Center
- Senior Applications Analyst/Programmer

San Antonio College IT Department

- Coordinator of Technology Center
- LAN Administrator/Engineer

St. Philip's College IT Department

- Director Instructional Technologies
- Technology Support Manager

Some government agencies and institutions of higher education manage cross functional and districtwide projects by applying rigorous project management methodology for their technology projects. The standard for IT groups is the Project Management Body of Knowledge, known as PMBOK. PMBOK represents a comprehensive body of information project managers and technology professionals use to manage projects consistently. The Project Management Institute (PMI) offers extensive

training programs that lead to professional certifications in project management and is the developer of the PMBOK framework.

Exhibit 8-23 shows the methodology used by organizations that implement technically complex and cross-functional projects.

Exhibit 8-23
Project Management Framework

Project Management

1. Project Procurement Management	2. Project Integration Management	3. Project Scope Management
1.1 Procurement Planning 1.2 Solicitation Planning 1.3 Solicitation 1.4 Source Selection 1.5 Contract Administration 1.6 Contract Close-out	2.1 Project Plan Development 2.2 Project Plan Execution 2.3 Overall Change Control	3.1 Initiation 3.2 Scope Planning 3.3 Scope Definition 3.4 Scope Verification 3.5 Scope Change Control
4. Project Time Management	**5. Project Cost Management**	**6. Project Quality Management**
4.1 Activity Definition 4.2 Activity Sequencing 4.3 Activity Duration Estimating 4.4 Schedule Development 4.5 Schedule Control	5.1 Resource Planning 5.2 Cost Estimating 5.3 Cost Budgeting 5.4 Cost Control	6.1 Quality Planning 6/2 Quality Assurance 6.3 Quality Control
7. Project Human Resource Management	**8. Project Communications Management**	**9. Project Risk Management**
7.1 Organizational Planning 7.2 Staff Acquisition 7.3 Team Development	8.1 Communications Planning 8.2 Information Distribution 8.3 Performance Reporting 8.4 Administrative Closure	9.1 Risk Identification 9.2 Risk Quantification 9.3 Risk Response Development 9.4 Risk Response Control

Source: Project Management Institute (PMI), PMBOK Guide, 2001.

Recommendation 97:

Require and obtain project management training throughout the Information Technology departments that leads to certification as a Certified Associate in Project Management for 15 managers.

By providing project management training to technology managers assigned to manage projects, the district will ensure deliverables and accountability for all of its technology projects. Training that leads to a certificate in project management provides these skills. The Certified Associate in Project Management (CAPM) targets practitioners who provide project management services but are relatively new to project management.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The college IT directors, district IS and the chancellor identify and list all technology projects and assess business value, risk and return on investment performance.	September 2003
2.	The college IT directors, district IS director and the college presidents identify critical projects where project management is required for success.	October 2003
3.	The college IT directors, district IS, the college presidents and the chancellor identify 15 candidates to receive project management training.	November 2003
4.	Prospective candidates complete formal project management training in the tools and methods in preparation for the examination for certification.	January 2004
5.	Prospective candidates begin studying for certified associate in project management (CAPM) examination in preparation for the examination for certification.	February 2004
6.	The college IT directors, district IS and the chancellor evaluate project performance based on deliverables, risk mitigation, on-time and under budget performance.	June 2004

FISCAL IMPACT

The initial cost to the district is based on multiple assumptions. By obtaining CAPM status as a non-member, the cost is $300 per person and is valid for five years. The total cost to the district is $4,500 ($300 X 15 IT-IS staff) to gain certification with the CAPM designation. In addition, if the designated staff participates in formal project management training, a 60-hour online class costs $1,500 per participant, for a total cost of

$22,500 ($1,500 x 15 IT - IS staff) to the district. Therefore, the total cost to the district for formal training and certification is $27,000 ($4,500 + $22,500).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Require and obtain project management training throughout the Information Technology departments that leads to certification as a Certified Associate in Project Management for 15 managers.	($27,000)	$0	$0	$0	$0

Chapter 9
COLLEGE AND COMMUNITY RELATIONS

This chapter reviews the college and community relation functions of the Alamo Community College District (ACCD) in the following sections:

A. Organization and Management
B. Marketing and Communications
C. Community and Business Involvement
D. Grant and Resource Development
E. Foundation and Alumni Relations

Obtaining institutional support from a variety of internal and external stakeholders is essential to both a community college's success and the quality of life in the college's service area. Institutional support and involvement includes those activities that enable students, alumni, businesses, parents, other political subdivisions and special interest groups with a stake in higher education to become involved with the community college. Stakeholders are more likely to respond to the institution's needs and concerns if they are well informed about the issues and challenges facing the college.

BACKGROUND

ACCD consists of four individually accredited colleges: Northwest Vista College (NVC), Palo Alto College (PAC), St. Philip's College (SPC) and San Antonio College (SAC). Each of these colleges is independent from one another, with separate Public Relations and Resource Development offices.

At ACCD, the Office of Governmental/Public Relations, the Resource Development offices, the Office of Institutional Advancement and the ACCD Foundation work together to nurture institutional support. The district's Office of Governmental/Public Relations, as well as the college's Public Relations Office, handles media functions, marketing strategies and community and governmental relations. The Resource Development offices strive to bring in additional revenue, gifts and resources to the colleges. The Office of Institutional Advancement also works with private sector donors to bring additional monies into the district. The ACCD Foundation actively seeks new funding through individuals, companies and charitable foundations and trusts.

Critical components of institutional support programs include promoting the college and communicating with internal and external college stakeholders. Other essential program components include:

- marketing the institution's programs and services to the community;
- recruiting volunteers and soliciting business support for college functions;
- outreach activities designed to encourage community participation in the college's activities;
- methods for raising funds for scholarships and other needed college activities;
- enhancing the college's ability to provide services through grants; and
- maintaining positive governmental relations at the federal, state and local community levels.

Exhibit 9-1 shows the organizational structure for ACCD's institutional support programs at both the district and college level.

Exhibit 9-1
ACCD Institutional Support Functional Organization
2002-03
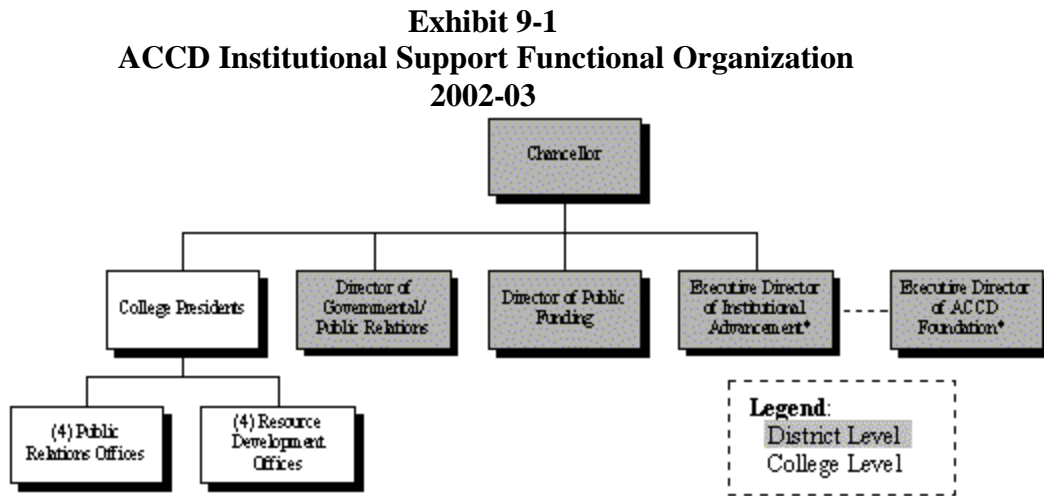
Source: ACCD, Chancellor's office and interviews.
*Same person holds both positions.

Exhibits 9-2 present ACCD's institutional support operating budget for 2002-03.

Exhibit 9-2
Budget for Institutional Support-Governmental/Public Relations
2002-03

Expenditure Category	Gov't/PR	Phone Bank	NVC PR	**PAC PR	SPC PR	SAC PR	Total
Number of Staff	5 FT	9 PT	3 FT	4 FT	3 FT	3 FT/ 2 PT	18 FT/11 PT

*Salaries	$219,903	$46,436	$129,682	$106,648	$129,248	$125,262	$757,179
Employee Travel	$3,000	$0	$1,343	$0	$3,400	$0	$7,743
Employee Development	$3,000	$0	$400	N/A	$0	$0	$3,400
Basic Telephone	$2,555	$3,000	N/A	$790	$1,620	$1,102	$9,067
General Expense	$352,087	$3,000	$99,189	$55,828	$78,000	$149,132	$737,236
Fringe Benefits	N/A	$0	$7,053	$9,821	$10,551	N/A	$27,425
Other	$10,000	$10,000	$0	$1,445	$0	$14,278	$35,723
TOTAL	**$590,545**	**$62,436**	**$237,667**	**$174,532**	**$222,819**	**$289,774**	**$1,577,773**

Source: ACCD, Office of Governmental/Public Relations directors.
*Salaries include professional, classified and temporary salaries.
**Part of PAC's Office of Institutional Advancement and Public Affairs.

Chapter 9
COLLEGE AND COMMUNITY RELATIONS

A. ORGANIZATION AND MANAGEMENT

An effective organizational structure is critical to the mission and execution of any program. The most effective organizations work together cohesively with as few staff resources as necessary and without duplicating services provided by other organizational units. Each of ACCD's four colleges is individually accredited, thus operates independently. As a result, each college has a Public Relations office, as well as a Resource Development office. In addition to these college-level departments, the district maintains a separate Office of Governmental/Public Relations and an Office of Public Funding. The district offices do not directly oversee any of the college departments.

FINDING

ACCD streamlined its Governmental Relations and Public Relations function, resulting in increased efficiency and reduced costs. In 1999, the director of Public Relations position was vacant for several months. During this period, the district realized that there was an insufficient workload to justify retaining both a Governmental Relations Director and a Public Relations Director. In September 1999, the Governmental and Public Relations Departments were consolidated into one department, with most responsibilities assigned to the new director of Governmental/Public Relations. By eliminating the director of Public Relations position, the district saved approximately $100,000 in salary and benefits. No staff positions were eliminated, and all existing employees report to the new director.

ACCD's existing Office of Governmental/Public Relations includes a director, two professional-technical staff, two classified staff and nine part-time temporary employees. **Exhibit 9-3** provides an overview of the Office of Governmental/Public Relations.

Exhibit 9-3
ACCD Office of Governmental/Public Relations

2002-03

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                    ┌─────────────────┐
                    │   Director of   │
                    │  Governmental/  │
                    │ Public Relations│
                    └─────────────────┘
            ┌───────────────┼───────────────┐
    ┌───────────────┐ ┌───────────────┐ ┌───────────────┐
    │ Governmental/ │ │ Coordinator of│ │Public Relations│
    │Public Relations│ │ Communication │ │   Web site    │
    │   Assistant   │ │               │ │   Developer   │
    └───────────────┘ └───────────────┘ └───────────────┘
    ┌───────┬─────────┴────┬──────────┐
┌─────────┐┌──────────┐┌─────────┐┌──────────┐
│*Phone Bank││*Phone Bank ││*Phone Bank││ Clerk III│
│Supervisor ││Communication││Supervisor ││          │
│          ││Assistants (7)││         ││          │
└─────────┘└──────────┘└─────────┘└──────────┘
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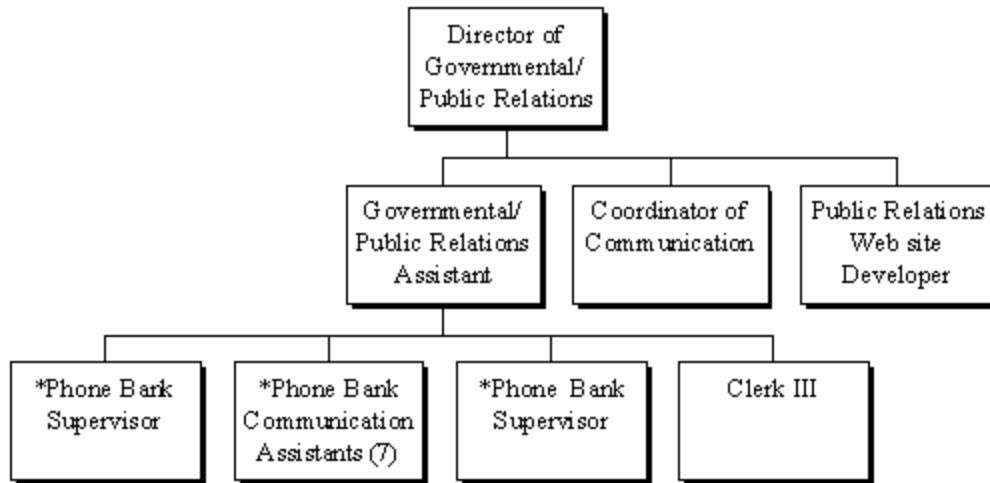
Source: ACCD, Office of Governmental/Public Relations and staff interviews.
*Part-time employees.

The director of Governmental/Public Relations provides elected officials and local organizations with information about programs, operations, trends and the needs of ACCD, and oversees the development and implementation of ACCD's Marketing and Public Relations program. The Governmental/Public Relations assistant reviews and analyzes legislation affecting Texas community colleges via the Internet and provides administrative support to the director and the department.

The coordinator of Communication handles Public Relations and Marketing responsibilities. The coordinator develops and implements communication strategies for internal and external communication. The coordinator is responsible for writing press releases, stories for the district's newsletter and copy for print materials, public service announcements, brochures and other district print materials, as well as interacting with the media when appropriate. The coordinator is also responsible for the graphic design of all Public Relations and Marketing print materials, including materials for other departments or colleges, as requested. The Public Relations Web site developer maintains the district's Web page through graphic design, content development, news writing and photography.

The clerk III position provides administrative and technical support to all Governmental/Public Relations functions under the supervision of the Governmental/Public Relations assistant. The department established a phone bank to recruit prospective students to all four ACCD colleges. Two part-time phone bank supervisors and seven part-time temporary phone bank communication assistants report to the Governmental/Public Relations assistant. Responsibilities of the two phone bank supervisors

include overseeing hiring, training and performance of phone bank assistants and performing office duties. The seven phone bank assistants answer incoming telephone calls, call potential students, process bulk mailing activities and perform office duties as necessary.

The director of Governmental/Public Relations is the only ACCD employee that regularly attends the Texas legislative session. When appropriate, the director will invite the interim chancellor, the college presidents or community members to attend and/or testify. All legislative issues are coordinated through ACCD's director of Governmental/Public Relations. In addition, the Office of Governmental/Public Relations also assists the interim chancellor in working with the Texas Association of Community Colleges (TACC) to develop legislative priorities for ACCD and all community colleges across Texas. **Exhibit 9-4** shows TACC's legislative priorities that ACCD is supporting in 2003.

Exhibit 9-4
Texas Association of Community Colleges Legislative Priorities
2003

Request	Purpose
#1: Maintain the current level of funding	This legislation calls for the current level of funding for the formula plus an adjustment for enrollment growth and inflation. It will also provide financial assistance to meet the goals of *Closing the Gap*.
#2: Increase the appropriation for the Skills Development Fund	This legislation will increase the funding necessary to meet the workforce needs through the Skills Development Fund and the High Priority Program Development Fund.
#3: Provide community college boards with an additional method to pursue annexation	This proposed change allows community college boards to pursue annexation of their service areas, thus lowering tuition, creating taxpayer equity and additional revenue for the district.
#4: Ease regulatory burdens on the colleges	This proposed change enhances the ability of the colleges to function more efficiently in meeting the needs of students and taxpayers. Recommendations are expected in the areas of college business operations, student financial aid, reporting requirements and general oversight issues.

Source: ACCD, director of Governmental/Public Relations.

ACCD monitors all legislation affecting Texas community colleges and includes a link to all proposed legislation on its Web site.

COMMENDATION

ACCD improved efficiency and reduced costs by combining the district's Governmental and Public Relations offices.

FINDING

ACCD's organizational structure for its Public Relations function at the district and college level is overstaffed and fragmented. The staffing levels are not proportionate to the enrollment for each college. For example, San Antonio College, the largest of ACCD's colleges with 22,731 students, has three full-time employees assigned to its Public Relations Department, which is equal to the number of employees that St. Philip's College employs, although its enrollment is significantly lower. Palo Alto College has almost 70 percent fewer students than SAC, but uses five full-time employees in its Public Relations area in addition to the director of Institutional Advancement and Public Affairs, who splits time between the Public Relations and Resources Development offices. **Exhibit 9-5** presents an overview of the organizational structure of ACCD's Public Relations Departments.

Exhibit 9-5
ACCD District and College Public Relations Departments
2002-03
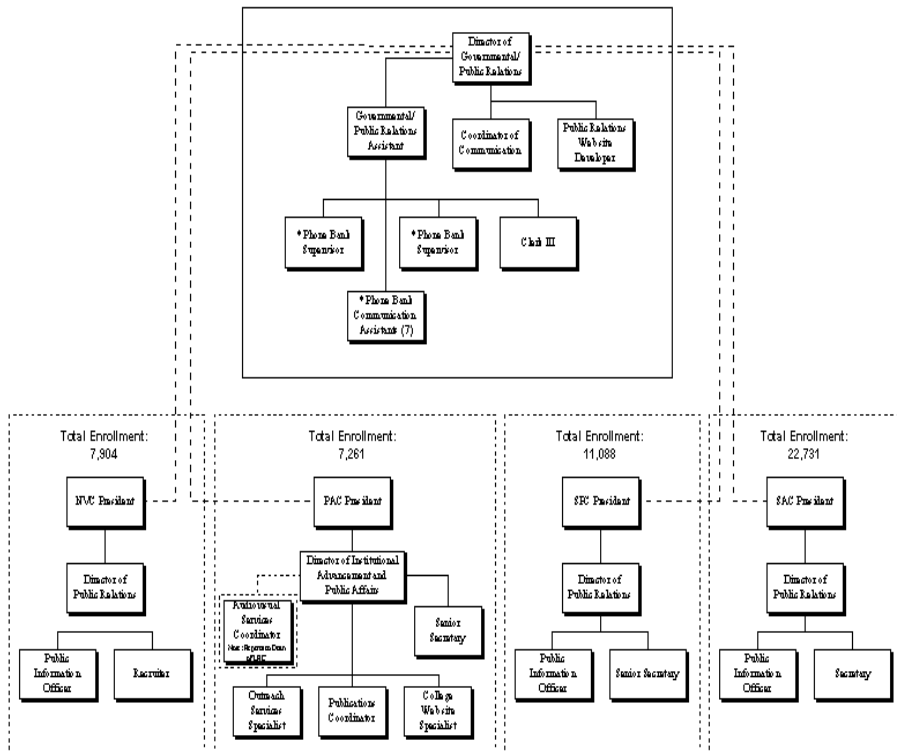
Exhibit 9-6 provides a detailed overview of the functions performed by the Public Relations office at the district and college level and shows areas of duplication among staff in the colleges' departments. A primary responsibility of the director of Governmental/Public Relations is to serve as the official spokesperson for ACCD, while each director of Public Relations serves as the official college spokesperson. The directors stated that they meet with the media an average of once a week. In addition, each director of Public Relations and the Public Information Officer is responsible for producing college newsletters and providing content to the Web site developers.

Exhibit 9-6
Organizational Units Responsible for Performing
Public Relations Functions

Organizational Unit	Major Functions	Duplicative (Yes/No)	Duplicated By:
Governmental/Public Relations	• responsible for the district's marketing and public relations functions;	• No	• N/A
	• responsible for district print and media advertising;	• No	• N/A
	• serves as official spokesperson for the district;	• No	• N/A
	• responsible for responding to media inquiries and open records requests;	• No	• N/A
	• responsible for coordinating the legislative agenda and preparing legislative priorities; and	• No	• N/A
	• oversees the Web site developer.	• No	• N/A

Exhibit 9-6 (Continued)
Organizational Units Responsible for Performing
Public Relations Functions

Organizational Unit	Major Functions	Duplicative (Yes/No)	Duplicated By:
Northwest Vista College Public Relations Director	• serves as official spokesperson for college; • handles media contact; • responsible for publication of college newsletter; and • provides content to webmaster.	• No • Yes • Yes • Yes	• N/A • NVC PIO • NVC PIO • NVC PIO
Northwest Vista College Public Information Officer (PIO)	• writes news releases; • handles media inquiries; • writes, edits and designs college newsletter, brochures, college homepage and other materials; and • assists in planning of special events.	• No • Yes • Yes • Yes	• N/A • NVC PR Director • NVC PR Director • NVC PR Director
Palo Alto College Director of Institutional Advancement and Public Affairs	• serves as official spokesperson for the college • oversees the Public Relations and Resource Development staff; and • writes grants.	• No • No	• N/A • N/A
Palo Alto College Outreach Service Specialist	• plans special community-oriented initiatives; and • supports outreach activities of the college, • serves as PR liaison for the college, • works to initiate, sustain, and expand partnerships with local school districts.	• No • Yes • Yes	• N/A • PAC Publications Coordinator • PAC Publications Coordinator
Palo Alto College Publications Coordinator	• supports the development of the course schedules and bulletin; • produces college-wide printed materials; and • supports special projects for the department.	• No • No • Yes	• N/A • N/A • PAC Special Events Liaison
St. Philip's College Public Relations Director	• serves as official spokesperson for the college; • handles media contact; • responsible for publication of college newsletter; and • provides content to webmaster.	• No • Yes • Yes • Yes	• N/A • SPC PIO • SPC PIO • SPC PIO
St. Philip's College Public Information Officer (PIO)	• writes news releases; • handles media inquiries; • writes, edits and designs college newsletter, brochures, college homepage and other materials; and • assists in planning of special events.	• Yes • Yes • Yes • Yes	• SPC PR Director • SPC PR Director • SPC PR Director • SPC PR Director

Exhibit 9-6 (Continued)
Organizational Units Responsible for Performing

Public Relations Functions

Organizational Unit	Major Functions	Duplicative (Yes/No)	Duplicated By:
San Antonio College Public Relations Director	• serves as official spokesperson for college; • handles media contact; • responsible for publication of college newsletter; • responsible for special events and community outreach; and • provides content to webmaster.	• No • Yes • Yes • Yes • Yes	• N/A • SAC PIO • SAC PIO • SAC PIO • SAC PIO
San Antonio College Public Information Officer (PIO)	• writes news releases; • handles media inquiries; • writes, edits and designs college newsletter, brochures, college homepage and other materials; and • assists in planning of special events.	• Yes • Yes • Yes • Yes	• SAC PR Director • SAC PR Director • SAC PR Director • SAC PR Director

Source: ACCD, Office of Governmental/Public Relations and staff interviews.

With the exception of Palo Alto College, each college has a Public Information Officer (PIO) who supports the directors of each Public Relations Office. Typical responsibilities of a PIO include writing press releases, newsletters and brochures, providing content for the college homepage, as well as planning and publicizing special events. As seen in **Exhibit 9-6**, the PIO's responsibilities are closely aligned with those of the directors.

Furthermore, Northwest Vista College is the only college that has a recruiter position staffed in their Public Relations Department. Typically, the admissions office handles recruiting because the office already has an infrastructure in place to handle enrollment analysis, student retention and to perform outreach to potential students. The Public Relations office normally promotes the college overall, including degree programs, location, price and other benefits, but does not perform student outreach and admissions-related responsibilities.

Palo Alto College is the only college to have a Web site specialist assigned to its Public Relations Department. Many colleges have a Web site specialist assigned through the Technology or Media Services Department. Some colleges have a single media point of contact or assign media spokespersons using frequency of contact as a basis for the number of representatives employed.

Recommendation 98:

Eliminate unnecessary positions within the Public Relations organizational structure and transfer those positions that are not appropriately aligned.

The Public Relations Department staff members perform duplicative functions, staffing is inequitable based upon college enrollment and the Public Relations directors can handle all college Public Relations responsibilities with the aid of another employee.

Therefore, ACCD should eliminate the Public Information Officers at SAC and SPC, as well as, PAC's Outreach Service Specialist. In addition to eliminating these positions, the NVC recruiter and the PAC Web site specialist positions should be reassigned to departments where they are more appropriately aligned. **Exhibit 9-7** depicts the proposed reorganization of the College Public Relations offices.

Exhibit 9-7
Proposed Reorganization
College Public Relations Offices

Source: MJLM.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Governmental/Public Relations and the Public Relations directors obtain approval from the chancellor to prepare a plan to reassign the responsibilities of the eliminated Public Information Officers and the Outreach Service Specialist as well	August 2003

	as transfer the recruiter and the Web site specialist to the appropriate departments.	
2.	The Public Relations directors develop a job description that summarizes the newly refined responsibilities for the remaining Public Relations employees in cooperation with the director of Human Resources.	September 2003
3.	The director of Governmental/Public Relations and the Public Relations director present the job descriptions to the chancellor and board for approval.	October 2003
4.	The chancellor and board approve the overall reorganization and job descriptions.	October 2003
5.	The Public Relations directors at the colleges execute the position eliminations and transfers.	November 2003
6.	The director of Governmental/Public Relations and the Public Relations directors communicate the new organizational structure to management teams at each college.	November 2003

FISCAL IMPACT

By eliminating two Public Information officers and the outreach service specialist, ACCD will save $131,358 in salary and benefits annually.

Eliminating St. Philip's College's Public Information Officer will save the district $44,391. The salary for the position is $40,577 and the benefits are $3,814 ($40,577 x 9.4 percent benefit rate).

Eliminating San Antonio College's Public Information Officer will save the district $41,172. The salary for the position is $37,634 and the benefits are $3,538 ($37,634 x 9.4 percent benefit rate).

Eliminating the outreach service specialist will save the district $45,795. The salary for the position is $41,860 and the benefits are $3,935 ($41,860 x 9.4 percent benefit rate).

The recruiter and the Web site specialist should be reassigned to appropriate departments, which will not have a fiscal impact.

The total fiscal impact of eliminating the three positions is as follows:

Position	Salaries and Benefits
St. Philip's College's Public Information Officer	$44,391

San Antonio College's Public Information Officer	$41,172
Palo Alto College's Outreach Service Specialist	$45,795
TOTAL SAVINGS	**$131,358**

This fiscal impact assumes that the district will save $109,470 or ten months of a total 12 month salary for each of the positions in the first year due to the implementation dates
[$131,358 / 12 = $10,947 x 10] = $109,470 in first year savings.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Eliminate unnecessary positions within the Public Relations organizational structure and transfer those positions that are not appropriately aligned.	$109,470	$131,358	$131,358	$131,358	$131,358

Chapter 9
COLLEGE AND COMMUNITY RELATIONS

B. MARKETING AND COMMUNICATIONS

An organization's reputation, success and continued existence can depend on the degree to which its public supports its goals and policies. Effectively marketing and communicating these goals and achievements to the public, interest groups and stakeholders is essential in gaining support and confidence.

Exhibits 9-8 and **9-9** show both the internal and external institutional publications and communication methods used at ACCD.

Exhibit 9-8
ACCD Internal Communication Methods
2002-03

Device	Published By	Description	Audience
District Publications			
The Alamo Community College District SPECTRUM	Office of Governmental/Public Relations	Full color monthly newsletter that features all four colleges	ACCD students, faculty and staff, community and business leaders and government officials
District Publications (continued)			
Alamo Community College District Employees' Annual Charitable Campaign brochures	Office of Institutional Advancement/ACCD Foundation	Information about ACCD/United Way joint campaign	ACCD employees
Alamo Community College District Financial Services handbooks/brochures	ACCD's Office of Student Financial Services	Provides a variety of information about student financial services, including: due	Current and potential ACCD students

		dates, types of aid available, guidelines, procedures and work-study information	
"El Mundo"	ACCD International Programs Office	International newsletter published three times a year	ACCD community
ACCD e-Portal	District and college webmasters	Internal Web site designed to connect ACCD students, faculty and staff to academic resources, e-mail, registration and other online services	ACCD students, faculty and staff
Northwest Vista College Publications			
College Catalog which includes Student Handbook	Public Relations Office	Course catalogs with complete descriptions and degree plans	NVC students and advisors, high school and workforce counselors
Credit Course Schedule	Public Relations Office	ACCD credit course offerings and registration information published spring, summer and fall	NVC students and potential students, advisors, and San Antonio community members
Degree Brochures	Public Relations Office	Full color brochures providing information on the various degree plans	Current and potential NVC students

LaRevista	Public Relations Office	Weekly newsletter	NVC staff and faculty
Palo Alto College Publications			
College Catalog	Publications Office	Course catalogs with complete descriptions and degree plans	PAC students and advisors, high schools and workforce counselors
Credit Course Schedule	Publications Office	ACCD credit course offerings and registration information published spring, summer and fall	PAC students and potential students, advisors, community members
Degree Brochures	Public Relations Office	Full color brochures providing information on the various degree plans	Current and potential PAC students
Student Handbook	Publications Office	Handbooks for students and academic planner	PAC students
On Campus	Publications Office	Weekly newsletter	PAC students
The Pulse	Communications Department (by students)	Newsletter published twice each semester	PAC students
St. Philip's College Publications			
College Catalog which includes Student Handbook	Registrar's Office	Course catalogs with complete descriptions and degree plans	SPC students and advisors, high school and workforce counselors
Credit Course Schedule	Registrar's Office	ACCD credit course offerings and registration information	SPC students and potential students, advisors,

		published spring, summer and fall	community members
Degree Brochures	Public Relations Office	Full color brochures providing information on the various degree plans	Current and potential SPC students
SPC's Campus News	Office of Community and Public Relations	Newsletter published three times per academic year	Faculty and staff of SPC
SPC's The Phoenix	San Antonio Independent School District	Monthly newsletter of Phoenix High School	Phoenix High School students, faculty and staff
The Tiger	Office of Student Life	Monthly student publication	SPC students
SPC's Northeast News	Northeast Campus	Monthly, single page newsletter	SPC students, faculty and staff
San Antonio College Publications			
College Catalog which includes Student Handbook	Professional/Technical Division Office	Course catalogs with complete descriptions and degree plans	SAC students and advisors, high school and workforce counselors
Credit Course Schedule	Admissions Office	ACCD credit course offerings and registration information published spring, summer and fall	SAC students and potential students, advisors, community members
Degree Brochures	Individual Academic Departments	Full color brochures providing information on the various	Current and potential SAC students

		degree plans	
The Ranger	Journalism-Photography Department	Weekly newspaper	SAC students, faculty and staff
Update	Public Relations Office	Weekly newsletter	SAC students, faculty and staff

Source: ACCD, Public Relations Offices.

Exhibit 9-9
ACCD External Communication Methods
2002-03

Device	Published By	Description	Audience
District Publications			
The Alamo Community College District Foundation brochures	Office of Institutional Advancement/ACCD Foundation	Full color brochures providing background information and giving options available for the ACCD Foundation	Business and community members in San Antonio and surrounding communities
ACCD Office of Governmental/Public Relations brochure	Office of Governmental/Public Relations	Full color brochure providing general information about the district and each college, including types of programs and services offered	Prospective students and San Antonio community members
ACCD Fact Sheet	Office of Governmental/Public Relations	One page, full color publication highlighting important district information	San Antonio area and surrounding community members, business stakeholders and

			legislators
"Discover you community colleges"	Office of Governmental/ Public Relations	Interactive CD-ROM that contains information about the district and each college, including an admissions application and link to the district homepage	Prospective students, high school counselors and college recruiters
"Scholarships, etc."	Office of Institutional Advancement/ACCD Foundation	Full color newsletter published each semester and summer session featuring scholarship and fund raising accomplishme nts of the ACCD Foundation	San Antonio area and outside communities
"An Exciting New World...beginning with the Alamo Community College District"	Office of Institutional Advancement	Promotional video discussing how and why to support ACCD.	San Antonio area and surrounding communities
www.accd.edu	Office of Governmental/Public Relations	The Web site is designed to provide current information about the colleges and district, including virtual tours and streaming videos, catalogs, course schedules, departmental information and information for students	San Antonio area and surrounding communities
Radio, TV, theater screen, bus ads, direct mail and other print	Office of Governmental/Public Relations	Advertising that promotes ACCD's programs.	Students, potential students and

advertising		registration periods and overall image	community members
News Releases	Office of Governmental/Public Relations	Printed postings of ACCD news events	Media, students, college employees and surrounding communities
Student recruitment and career fairs	Not applicable.	Faculty and staff participate in fairs aimed at promoting ACCD and informing people of ACCD courses, job training and career opportunities	Potential students, high school and workforce counselors
Northwest Vista College Publications			
Noncredit Course Schedules	Public Relations Office	ACCD noncredit course offerings and registration information published spring, summer and fall	Students and potential students and community members
Northwest Vista College Annual Report	Public Relations Office	Facts, figures and informational material	San Antonio area and outside communities
Recruitment Brochures	Public Relations Office	Full color brochures highlighting the college	Potential NVC students and San Antonio community members
The View	Public Relations Office	Quarterly newsletter	San Antonio area and outside communities
Higher Education Council of San	Public Relations Office	Community calendar that	San Antonio area cable

		highlights upcoming events and up-to-date news	subscribers

Palo Alto College Publications

Noncredit Course Schedules	Publications Office	ACCD noncredit course offerings and registration information published spring, summer and fall	Students and potential PAC students and community members
Recruitment Brochures	Publications Office	Full color brochures highlighting the college	Potential PAC students and San Antonio community
Palo Alto Fact Book	Office of Institutional Research, Planning and Development	Facts, figures and informational material developed	San Antonio area and outside communities
Higher Education Council of San Antonio (HECSA) TV Channel	Public Relations Office	Community calendar that highlights upcoming events and up-to-date news	San Antonio area cable subscribers

St. Philip's College Publications

Noncredit Course Schedules	Registrar's Office	ACCD noncredit course offerings and registration information published spring, summer and fall	SPC students and potential students and community members
Recruitment Brochures	Public Relations Office	Full color brochures highlighting the college	Potential SPC students and San Antonio community
Higher Education Council of San Antonio (HECSA)	Public Relations Office	Community calendar that highlights	San Antonio area cable subscribers

TV Channel		upcoming events and up-to-date news	
San Antonio College Publications			
Noncredit Course Schedules	Admissions Office	ACCD noncredit course offerings and registration information published spring, summer and fall	SAC students and potential students and community members
Recruitment Brochures	Public Relations Office	Full color brochures highlighting the college	Potential SAC students and San Antonio community
San Antonio College Fact Book	Office of Institutional Effectiveness	Facts, figures and informational material	San Antonio area and outside communities
Higher Education Council of San Antonio (HECSA) TV Channel	Public Relations Office	Community calendar that highlights upcoming events and up-to-date news	San Antonio area cable subscribers

Source: ACCD, Public Relations Offices.

FINDING

ACCD maintains a comprehensive homepage, www.accd.edu, which provides useful information for students and the community. The Web site, which was first launched in 1997, averages 2,800 visits each day and is the point of entry for each college homepage. For current and prospective students, the Web site contains district information, registration information, catalogs and schedules, financial aid information, academic calendars, Texas Academic Skills Program (TASP) information and continuing education information. The community can obtain information about the district including employment opportunities and opportunities to make donations to the colleges. The Web site also includes board agendas and minutes, press releases, proposed policies, strategic plans, frequently asked questions, as well as links to an electronic

version of the district newsletter, the ACCD e-Portal and each college's homepage.

ACCD launched a new, improved version of its homepage in fall 2002. The design contains improved visuals, provides an outlet for news features and is more user-friendly. It also features a three-column design, which allows the use of multiple photographs. Several news stories can now be displayed at one time and older stories are archived. The navigation bar is divided into subsections that allow users to easily find the information that pertains to them. To further improve convenience, common links have been renamed so that they may be more clearly understood.

One segment of the new ACCD homepage is "Student Success", which spotlights one student from the district who has achieved great success or overcome an obstacle. The September-October 2002 homepage featured a student from Northwest Vista College, raising three children, working two jobs and adapting to a new life in the United States after moving from Monterey, Mexico. A reporter for the San Antonio Express-News newspaper saw the piece and wrote an in-depth article about non traditional students, including the student from Northwest Vista College.

The Public Relations Web developer maintains the content of the district's homepage. The developer is responsible for all graphic design and content development, including researching and writing stories, composing captions and taking photographs. The Web site developer also provides support to each college's Web site master. Users can provide feedback through the webmastr@accd.edu e-mail, which receives approximately 25 emails a day.

The homepage provides a direct link to each college's Web site, which contains college-specific information. Although not all households in the San Antonio community have access to the Internet, maintaining a user-friendly Web site provides another avenue for communication from and to the district.

COMMENDATION

ACCD operates a user-friendly, comprehensive Web site that provides students and the community with useful resources and information about the district.

FINDING

ACCD uses an inefficient process of distributing its continuing education schedules to its target student population by using bulk mailing. Each semester, the colleges bulk mail their continuing education schedules to a

large number of households within the district's boundaries. **Exhibit 9-10** shows the costs associated with the mailing of continuing education course schedules. All ACCD course schedules are already available online.

Exhibit 9-10
ACCD Costs for Continuing Education Class Schedules
2002-03

College	Quantity Printed	Quantity Mailed	Costs for Printing Mailed Schedules	Mail Service Costs	Postage Costs	*Total Printing, Mail Service and Postage Costs
Northwest Vista College	139,250	126,406	$23,742	$3,733	$9,112	$36,587
Palo Alto College	135,000	101,000	$16,842	$3,400	$9,880	$30,122
St. Philip's College	9,220	2,212	$1,814	**$75	***$911	$2,800
San Antonio College	70,000	32,500	$9,726	$687	$3,090	$13,503
TOTAL	**353,470**	**262,118**	**$52,124**	**$7,895**	**$22,993**	**$83,012**

Source: ACCD, College Publication Office.
*Total cost for schedules that are mailed.
**St. Philip's College used an outside vendor for only one semester's mailings.
***Postage costs are estimates provided by St. Philip's College.

Of the 353,470 continuing education schedules printed, the district mails 262,118, saving the additional copies for distribution at ACCD's, colleges, libraries and community sites. As **Exhibit 9-10** shows, the district spends $83,012 annually on these schedules.

Northwest Vista College is the only college that provided any rationale for the mailing of these schedules. The NVC staff said they mail continuing education schedules because the number and type of classes offered are constantly changing. The college, however, has done no statistical analysis to verify the benefits of mailing 126,406 schedules each academic year. ACCD's continuing education course schedules are also readily available

on each of the college's Web sites. The district updates the online schedules regularly, allowing students to view the most up-to-date information.

Austin Community College (ACC) estimated a savings of $70,000 by not mass mailing college credit course schedules to area homes and using postcards to notify students and the community that course schedules may be viewed online on the college's Web site or are available in hard copy at any ACC campus or instructional center.

Collin County Community College (CCCC), located in the Dallas area, designed a postcard mailer to send to households within its geographic boundaries when it eliminated the mailing of all credit course schedules. CCCC's postcard directs potential students to the CCCC Web site or to one of the campuses for an upcoming semester's course schedule. Printing a postcard costs approximately $.02 per card, mail preparation costs $30 per 1,000 cards and bulk mailing is $.069 per card.

Recommendation 99:

Eliminate mailing continuing education course schedules and encourage the use of online searchable class schedules.

ACCD should eliminate the bulk mailing of its continuing education schedules, which will greatly reduce the total number of schedules printed. The district already has all course schedules available online, thus there are no additional cost requirements. However, in lieu of printing and mailing continuing education schedules, ACCD should use postcards to notify the community that they may pick up schedules at one of the colleges or view the schedules online. Similar to district advertising, the postcards will be generic and will refer the community to the district's homepage and provide the district's telephone number. In addition, the district should ensure that the ACCD Web site includes notification that schedules are available at each of the colleges and prearranged locations.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor instructs the director of Acquisitions and Print Services to design a post card to be mailed in place of continuing education schedules.	September 2003
2.	The director of Acquisitions and Print Services creates a committee to design a post card.	September 2003
3.	The committee designs a post card and submits it to the director of Acquisitions and Print Services for review.	October - November 2003

4.	The director of Acquisitions and Print Services reviews and approves the post card design and presents it to the chancellor for review and approval.	November 2003
5.	The director of Acquisitions and Print Services ensures that the district's Web site is updated to include notification that continuing education schedules are available at each college.	December 2003
6.	The director of Acquisitions and Print Services ensures that post cards are mailed instead of schedules.	December 2003
7.	The director of Acquisitions and Print Services monitors the request for and distribution of course schedules to determine the cost benefit of mailing post cards in lieu of continuing education course schedules.	December 2003 and Ongoing

FISCAL IMPACT

This fiscal impact assumes eliminating bulk mailing of all continuing education schedules and printing 262,118 fewer schedules, which leaves 91,352 schedules to be distributed at ACCD colleges and community locations and to respond to specific requests. **Exhibits 9-11** and **9-12** outline these savings.

Exhibit 9-11
Potential Fiscal Impact of Eliminating Most Printing and All Mailing of Course Schedules

College	Number of Printed Schedules Eliminated	Total Printing, Mail Service and Postage Costs
Northwest Vista College	126,406	$36,587
Palo Alto College	101,000	$30,122
St. Philip's College	2,212	$2,800
San Antonio College	32,500	$13,503
Annual Totals	**262,118**	**$83,012**

Source: ACCD, College Publication Office.

Exhibit 9-12
Potential Fiscal Impact of Printing and Mailing Postcards Instead of Course Schedules

College	Number of Postcards Printed	*Costs for Printing Postcards ($.02 per card)	Cost for Mailing Preparation ($30 per 1,000 cards)	Cost for Postage ($.069 per card)	Total Printing and Mailing Costs
Northwest Vista College	126,406	($2,528)	($3,792)	($8,722)	($15,042)
Palo Alto College	101,000	($2,020)	($3,030)	($6,969)	($12,019)
St. Philip's College	2,212	($44)	($66)	($153)	($2.63)
San Antonio College	32,500	($650)	($975)	($2,243)	($3,868)
Annual Totals	**262,118**	**($5,242)**	**($7,863)**	**($18,087)**	**($31,192)**

Source: MJLM.

This fiscal impact assumes postcards will be initially sent in summer 2004. The cost to print and mail course schedules in fall 2003 and spring 2004 would be 2/3 of the current annual cost, $55,341 ($83,012 x 2/3 = $55,341). The cost to print and mail postcards in summer 2004 would be 1/3 of the estimated annual postcard cost, $10,397 ($31,192 x 1/3 = $10,397). The cost to print and mail course information in 2003-04 would be $65,738 ($55,341 + $10,397 = $65,738). First year savings would equal $17,274 ($83,012 - $65,738 = $17,274).

Annual savings thereafter equal $51,820 ($83,012 annual cost of printing and mailing schedules - $31,192 annual cost of printing and mailing postcards = $51,820). The number of postcards includes two mailings each year for San Antonio College and three mailings each year for the other colleges.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Eliminate mailing continuing education course schedules and encourage the use of online searchable class schedules.	$17,274	$51,820	$51,820	$51,820	$51,820

Chapter 9
COLLEGE AND COMMUNITY RELATIONS

C. COMMUNITY AND BUSINESS INVOLVEMENT

Positive relations with the community and businesses are essential to the success of community colleges. Colleges promote positive community relations by conducting regular outreach activities and embracing and working with all members of the community. The involvement of businesses is essential for effective workforce education and development programs that meet the needs of the business community.

ACCD's Office of Institutional Advancement is responsible for generating support from private sector donors. In fact, the office accepts all private gifts on behalf of the district. The Institutional Advancement staff works closely with the board members of the ACCD Foundation. As shown in **Exhibit 9-1**, the executive director of Institutional Advancement is also the executive director of the ACCD Foundation.

The Workforce Development Office works to meet the needs of San Antonio's business and community members. The office continually assesses the communities' workforce needs and trends in order to provide the most in demand, up-to-date specialized training possible. The mission of the

ACCD Workforce Development is as follows:

> "*To respond to employer workforce development needs through training and education in support of economic development through the four colleges and the Advanced Technology Center of the Alamo Community College District.*"

The Workforce Development Office's major functions include:

- striving to connect area employers with highly trained ACCD students;
- working with local employers to train new hires and other employees;
- coordinating with the city of San Antonio and the state of Texas on economic development issues; and
- providing welfare-to-work training.

FINDING

ACCD's Office of Institutional Advancement formed a partnership with the local United Way chapter in order to increase participation and donations for the united Way campaign and the annual employee giving campaign for ACCD. This fundraising-oriented partnership has increased donations for ACCD's general fund and for the United Way.

Before the partnership, ACCD's Office of Institutional Advancement worked with the United Way to administer its campaign in the fall semester of each academic year. In addition to the United Way campaign, the district and colleges managed a number of smaller giving campaigns to support the needs of the colleges. Included was a floundering districtwide campaign to support the ACCD Foundation and scholarship fund. In March 1999, the office of Institutional Advancement established a consolidated workplace-based charitable campaign in order to increase campaign participation and donations.

The new campaign allows ACCD employees to designate their contributions to the local United Way branch, the ACCD Foundation and education-related fund or to an employee's benevolence fund.

The new model increases efficiency, provides greater convenience and supports diversity. One campaign saves administrators preparation time and cuts down on disruptions to an employee's workday. The consolidated campaign allows employees to attend only one meeting and fill out one set of paperwork. Employees have greater variety in choosing the programs they support.

Planning a new campaign typically begins in mid-summer. The Institutional Advancement Office and United Way officials establish a timeline, discuss targeted numbers and agree to a strategic plan. The bulk of coordination is between the director of Resource Development for ACCD and the vice president of Resource Development for the United Way of San Antonio and Bexar County.

The consolidated campaign is administered through ACCD, thus ACCD is responsible for most costs associated with the printed campaign materials. The United Way does pay for the production of the four-part carbonless campaign forms and provides the pledge cards. The United Way accepts all collected funds and distributes them based upon the wishes of the donors.

The director of Resource Development serves as the districtwide coordinator and is responsible for writing, designing and supervising the production of all printed materials. Each college has their own coordinator, and each coordinator has a co-manager or administrative assistant. The college coordinators publicize the campaign; conduct

informational meetings; and collect, record and forward pledges to the district office. The United Way provides a "loaned executive" to represent its interest at campaign meetings. No staff members dedicate their full attention to the campaign, however, from mid-September to mid-December, the districtwide coordinator dedicates one half or more time to the project.

Leading up to and during the campaign, the district coordinator meets with each college coordinator on a weekly basis to discuss campaign strategies and progress. To encourage participation, campaign personnel solicit area restaurants and businesses for prizes and regular e-mail updates are sent to college coordinators to encourage last minute, competitive pledges.

The new workplace-based charitable campaign has had impressive results. Over the first four consolidated campaigns, total donations have increased 68 percent and employee participation has grown 60 percent. **Exhibit 9-13** highlights the trends in campaign support, and **Exhibit 9-14** shows the increase in employee participation.

Exhibit 9-13
Trends in Donations in Workplace-Based Charitable Campaign
1998 through 2002

Year	United Way Amount	Education Amount	Undesignated Amount	Direct to ACCD	Total Collected	Percent Increase Since Consolidation
1998	$50,542	N/A	N/A	N/A	$50,542	N/A
1999*	$55,656	$9,934	N/A	N/A	$65,590	N/A
2000	$32,447	$38,038	$4,878	$505	$75,868	15.7%
2001	$33,012	$42,848	$6,764	$1,540	$84,164	28.3%
2002	$43,269	$52,544	$10,666	$3,700	$110,179	68.0%

Source: Director of Resource Development, Office of Institutional Advancement.
*First year of consolidated program.

Since the consolidation in 1999, campaign donations have increased 68 percent.

Exhibit 9-14
Trends in Employee Participation in Workplace-Based Charitable

**Campaign
1998-2002**

Year	Number of Employees	Number of Participants	Number of Participants Percent Increase Since Consolidation in 1999
1998	1,875	489	N/A
1999*	1,801	494	N/A
2000	1,923	494	0.0%
2001	2,495	562	13.8%
2002	2,495	792	60.0%

*Source: ACCD, director of Resource Development, Office of Institutional Advancement.
1999 was the first year of consolidated program.

Employee participation has increased 60 percent over the last four campaigns. It should be noted that a 500-year flood occurred in Bexar and surrounding counties in 1998, which led to a sharp increase in donations.

COMMENDATION

ACCD's Office of Institutional Advancement collaboratively partners with the United Way to significantly increase employee giving.

FINDING

ACCD and its Workforce Development Office has successfully forged effective business partnerships with the San Antonio business community to enhance the practical academic experience for students and promote accelerated entry into the workforce. The Workforce Development Office, located at the former Kelly Air Force Base, works with area businesses to access and meet local workforce development needs through continual education and training. ACCD's business partnership includes all 17 Bexar County school districts, aerospace industry employers, ACCD and the Greater Kelly Development Authority.

One popular program that developed through this partnership is the Alamo Area Aerospace Academy (AAAA). The aerospace industry is one of San Antonio's largest industries, yet is struggling to find a sufficient flow of highly skilled workers. The industry is continuously expanding and a high

number of employees are expected to retire over the next 10 years. ACCD has responded to this worker shortage through the creation of the AAAA with the following purpose:

"The Alamo Area Aerospace Academy is a Community Partnership that provides our youth with education, experience and job opportunities in the aerospace industry."

The Academy began in August 2001 as a product of the Mayor's Better Job Initiative. Students enter the program in their junior year and receive technical training in airframe and power plant mechanics from ACCD instructors. A paid summer internship, with an industry partner, is included between the junior and senior year. Through the dual credit program, each student receives up to 30 college semester hours and six high school credits for the two year program. Upon graduation, the program has prepared students for jobs in the aerospace industry and given them the option of completing their technical training toward a Federal Aviation Administration license. Students may also choose to continue their college education. The program honored its first graduates in May 2002.

The Information Technology and Security Academy (ITSA) is the newest program offered by the district. ITSA is a project shared between ACCD, the San Antonio Technology Accelerator Initiative, and the Center for Infrastructure Assurance and Security at the University of Texas San Antonio, the city of San Antonio, local industry partners and the 18 school districts in and around Bexar County. It was created to meet the demand of the booming information technology and security industry.

ITSA is modeled after the AAAA. Students enter the program in their junior year and enroll in courses that prepare them for careers in computer programming, web development and information security. As with participants in the AAAA, students participate in a dual credit program and intern the summer between the junior and senior year. Those who do well may pursue a four year degree with the University of Texas San Antonio, and eventually find jobs with the government, military or a large corporation. Approximately 80 juniors were part of the founding class that began in August 2002.

In order to continue meeting the educational needs of the San Antonio community, ACCD's Workforce Development Office continually searches for possibilities of new partnerships. **Exhibit 9-15** details a few of ACCD's valuable community partnerships.

Exhibit 9-15
ACCD Community Partnerships

Company	Description
Special Projects Unit-Workforce Development	
Bexar County Juvenile Justice, Good Samaritan Center, Bexar County MH/MR, Baptist Children's Home	• Work together to offer proposals for grants for youth, normally for exploratory programs through Southwest Campus and other training and education opportunities for young people
University Hospital, Baptist Hospital, various other hospitals and clinics	• Partners to provide jobs for welfare recipients in training
City of San Antonio	• Partner for activities such as: o the Advanced Technology Center o the Alamo Area Aerospace Academy o the Information Technology and Security Academy o training of City employees o training of business employees through City Economic Development
Project Quest	• Provides support services for trainees, such as economically disadvantaged individuals
Alamo Workforce Development, Texas Workforce Commission	• Partner to provide training to new and incumbent workers
Northwest Vista College	
SeaWorld	• Provided overflow parking for NVC students and employees
Southwest Research Institute	• Basic Skills Training utilizing work keys assessments and key training curriculum for technicians • Electronics curriculum (three courses) for students who have completed basic skills training • Computer Base Training Train the Trainer workshop (24 hour course for seven trainers)

PacifiCare	• Provided Supervisory Skills Training (24 hour course) for all supervisors • Sponsored brown bag luncheon leadership series for managers • Provided situational leadership program for executives
World Savings	• Provided Spanish instructions for executives (10 students) 48 hour course

RHM/UPS	• Provided the following training provided through skills grant:
	   ○ MS Office Skills (24 hour course) for 36 employees
	   ○ Leadership Course (10 hour course) for 60 employees
	   ○ Stress Management (two hour course) for 36 employees

Scooter Store	• Provided the following training provided through skills grant:
	   ○ Stress Management (four hour course) for 200 employees
	   ○ Supervisory Leadership (18 hour course) for 15 employees

Optum	• Provided the following training provided through skills grant:
	   ○ Leadership and Team Development for 15 executives
	   ○ MS Office Skills (53 employees)
	   ○ Stress Management (63 employees)

Citigroup	• Provided the following training provided through skills grant: MS Office skills (25 employees)
Northside Independent School District (NISD)	• Offered Dual Credit Program - 1,200 high school students earned anywhere from three to 12 credits per year • Performed outreach services to nine high schools in the spring months to provide TASP testing, advising, financial aid assistance and registration

	before high school graduation • Provided mentoring by NVC employees and students at 12 Northside schools • Supported "No Child Left Behind" initiative to assess and provide basic skills training as well as college curriculum for instructional assistants • Participated in collaborative workforce grant to provide "boot camp" summer training for instructional assistants • Conducted initial discussions with NISD executives and NVC executive team about the development of a teaching and learning high school
Palo Alto College	
Baptist Health System	• Proposal to offer Allied Health classes at their site
Bob Hope Elementary School	• Tutoring provided by students majoring in Education
Center for Health Policy Development	• Provided training and gave scholarships to students
Crossroad Veterinary Hospital	• Provided internships for Veterinary Technology students
Dominguez State Jail	• Taught distance education classes in prison
Embry Riddle	• Allows students in the Aviation Program to transfer
Palo Alto Elementary School	• Tutoring provided by students in Education
Texas Parks and Wildlife	• Works with horticulture classes and provides internships
St. Philip's College	
Alamo Area Heavy Equipment and Diesel	• Employers, including HB Zachery, Holt Industries and Caterpillar, work with SPC-SW

Technology Consortia	Campus to design responsive training programs for the industry • Has donated expensive training equipment, including a diesel truck; training software valued at $50,000; and has provided "free" training to SPC-SW Campus Diesel Technology Program faculty that is typically restricted to industry personnel
Boeing Company	• Sponsor of the Alamo Area Aerospace Academy • Provide internship opportunities to SPC-Aerospace Academy students • Members of the Program Advisory Committee and Aerospace Academy Board of Directors • St. Philip's College-Southwest Campus provides on-site training to approximately 1,200 Boeing mechanics working on KC-10, KC-135, C-17, MD-10 and MD-11 aircraft
Dee Howard Aviation	• Participated in the fiscal 2000-02 Skill Development Fund Project(s), which provided training to 700 aircraft mechanics • Provided free office, classroom and lab space to the Aerospace Academy in fiscal 2002
General Motors (GM)	• SPC's Automotive Repair Program maintains a GM training program, in which GM provides equipment and funds to support training to area GM dealers
Lockheed-Martin and Standard Aero	• Sponsor of the Alamo Area Aerospace Academy • Provide internship opportunities to SPC-Aerospace Academy students • Members of the Program Advisory Committee and Aerospace Academy Board of Directors • Standard Aero is participant in fiscal 2002 Skills Development Fund Project.
Mooney	• Participated in the fiscal 2000-02 Skill Development Fund Project, which provided training to more than 300 aircraft production mechanics working on Mooney's Manufacturing

	and Line Service operations
Sino Swearinger	• Participating in the fiscal 2002 Skill Development Fund Project, which provides refresher training to upgrade aircraft mechanics competencies to levels necessary to pass the FAA and A&P exams and learn manufacturing designed to enhance the company's aircraft production quality efficiency ratings
San Antonio College	
Audie Murphy VA Hospital	• Taught computer literacy courses to hospital employees
Austin Parole Board	• Partner for parole weapon certification
Bexar County Justice	• Provides public administration courses
Citibank Washington Mutual	• Partner for Citibank banking courses
City of San Antonio Children's Resources Division	• Provided support for the Annual Institute for Quality in Early Childhood
KLRN	• Provided support for the Annual Institute for Quality in Early Childhood
San Antonio Association of Young Children	• Provides support for Annual Institute for Quality in Early Childhood
San Antonio Independent School District	• Provided a model preschool classroom for SAISD personnel; housed in SAC Child Development Center
Southwestern Bell	• Provided training for employees.
Smart Start	• Provides support for Annual Institute for Quality in Early Childhood; and • Provides scholarships for students to attend child

	development courses at SAC
University of Texas-San Antonio	• Partner in Head Start training grant
United States Automobile Association	• Provides programming training in JAVA, Oracle, Object Oriented Analysis and Design

Source: ACCD, director of Special Projects, Workforce Development.

COMMENDATION

ACCD has successfully implemented workforce development partnerships with the San Antonio business community to ensure a highly trained workforce.

FINDING

St. Philip's Southwest campus is the first Alamo Area Texas Workforce Center, and in October 1997, the campus was officially designated as the first community college-based "One Stop-Texas Workforce Center" in the state. SPC's Southwest campus provides the San Antonio community with numerous avenues to technical education.

The Southwest campus offers courses in the following academic programs: Allied Construction, Drafting and Interior Design, Multi-Modal Transportation and Repair and Manufacturing fields. **Exhibit 9-16** highlights the enrollment trends for the various programs over the past two academic years.

Exhibit 9-16
Enrollment Trends for Academic Programs at St. Philip's College-Southwest Campus
Fall 2000 through Fall 2002

Program	Fall 2000	Fall 2001	Fall 2002	Percent Increase/ (Decrease)
Allied Construction:				
Electrical	300	304	247	
Heating, Air Conditioning, Refrigeration Technology	367	356	390	

Homebuilding	143	183	153	
Plumbing	79	68	59	
Total	**889**	**911**	**849**	**(4.5%)**
Drafting and Interior Design:				
Drafting	131	129	120	
Interior Design	135	54	44	
Total	**266**	**183**	**164**	**(38.3%)**
Multi-Modal Transportation:				
Aircraft Technology	389	907	842	
Diesel Technology	90	91	124	
Railroad Operations	26	17	6	
Total	**505**	**1,015**	**972**	**92.5%**
Repair and Manufacturing:				
Collision Repair	161	119	184	
Machinery	29	27	50	
Welding	103	111	140	
Total	**293**	**257**	**374**	**27.6%**
Total for Academic	**1,953**	**2,366**	**2,359**	**20.8 %**

Source: St. Philip's College-Southwest Campus, Vice President of Administration.

The Multi-Modal Transportation Technologies program has grown tremendously from fall 2000 to fall 2002. In addition to offering three major areas of study (Aircraft Technology, Diesel Technology and Railroad Operations), SPC offers a multitude of degrees to students. **Exhibit 9-17** details these degree options.

Exhibit 9-17
Multi-Modal Degree Options

Aircraft Technology	Diesel Technology	Railroad Operations
• Associate of Applied Science: Airframe Mechanic Powerplant Mechanic	• Associate of Applied Science: Diesel Technology Diesel/Heavy Equipment Technology	• Certificate of Completion: Railroad Operations

• Certificate of Completion: Structures Mechanic Turbine Engine Mechanic Airframe Mechanic Powerplant Mechanic	• Certificate of Completion: Diesel Technology Diesel/Heavy Equipment Technology	

Source: St. Philip's College-Southwest Campus, Vice President of Administration.

In addition to the four Academic Programs, SPC's Southwest Campus provides a unique experience for youth interested in pursuing college credits while still attending high school. In spring 1997, San Antonio Independent School District (SAISD), St. Philip's College and the business community formed a partnership that created Phoenix High School, the region's first public alternative high school designed to improve school to work transitions in the Greater San Antonio area. St. Philip's Southwest Campus donates classroom space to the Phoenix High School. The high school's mission states:

"Phoenix develops the knowledge, skills, attitudes necessary to meet the demands of the modern workplace by providing opportunities to earn a high school diploma through quality instruction, utilizing an integrated and seamless curriculum model."

Participants are required to master the statewide assessment instrument, the Texas Assessment of Knowledge and Skills (TAKS) as of 2002-03, before they can join the program. The Phoenix program also outlines the following goals:

- realize a 100 percent graduation rate, 90 percent job placement in career of choice;
- ensure graduates leave with a minimum of 12 college hours;
- realize a 90 percent annual retention rate;
- ensure Career and Technology courses meet current needs of business and industry;
- achieve a minimum of 75 percent of graduates who pursue a certificate, AA or BA;
- increase business participation;
- achieve placement of a minimum of 70 percent of students in career-related work sites;
- establish a parent organization; and
- increase student enrollment by 20 percent annually.

The program supports students and allows them to explore their options and develop talents that will benefit them in the workforce. Students enter the program in their junior year and learn about their career choices

through an exploratory program. During this time students select a primary and secondary career cluster from the following: Hospitality, Allied Construction, Multi-Modal Transportation and Repair and Manufacturing and Drafting and Interior Design. Students spend two weeks in each program within the cluster. After completing the rotations, each student undergoes a post-exploratory rotation assessment in which a college advisor conducts interviews to help students determine an appropriate program to pursue.

Students who wish to continue with the program enroll in a career-specific program for eight weeks. At the end of this cycle, students again undergo an assessment in which advisors consider students for dual enrollment or additional academic preparation. If accepted into the dual enrollment program, students participate in a regular high school curriculum during one-half of the day and participate in dual credit programs the other half. The college education skills specialist monitors and documents student performance at least three times a semester and checks student attendance on a weekly basis. The skills specialist issues reports to the school-to-career coordinator, the Advising Office and the appropriate Phoenix teacher. In addition to earning college credit, seniors participate in co-ops, job shadowing and job mentorships.

In fall 2001-02, there were 85 participants. **Exhibit 9-18** provides a detailed look at Phoenix high school enrollment for the past six years.

Exhibit 9-18
Phoenix High School Enrollment
1997-98 through 2001-02
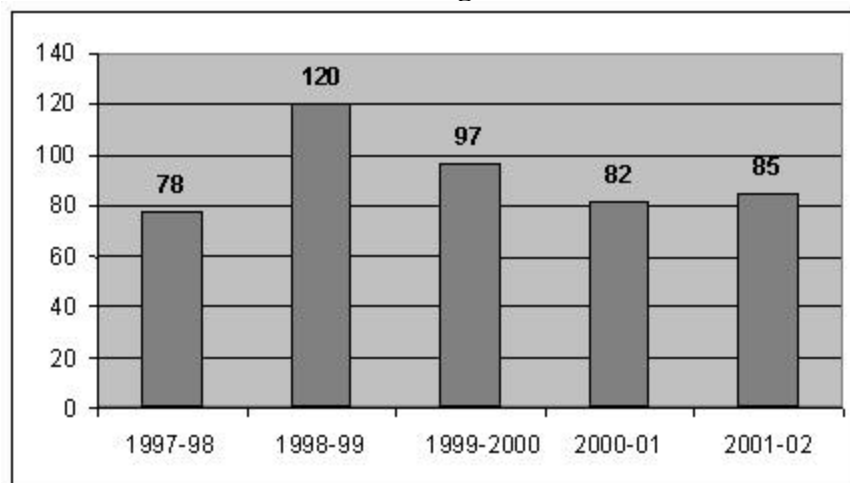
Source: St. Philip's College-Southwest Campus, Vice President of Administration.

Phoenix High School has proven successful with a 100 percent graduation rate for each semester it has been in operation. Each senior earns an

average of 15 college credits and approximately 60 percent of graduates continue their post high school education, while 30 percent obtain employment in their career field of study and attend college before or after work. For some of the graduates, employers pay their higher education tuition. The remaining 10 percent of Phoenix students obtain employment outside of their intended career field as a result of employment age requirements. Many of those students return to college to complete their intended certificate or degree program when they reach the appropriate age.

COMMENDATION

St. Philip's College-Southwest Campus provides the San Antonio community with numerous avenues to technical education.

FINDING

ACCD's Workforce Development Office collaborated with the city of San Antonio and the Texas Legislature to promote economic gains in the San Antonio area. This collaboration resulted in the commitment from the Toyota Corporation to build an $800 million manufacturing plant.

The district's assistant to the chancellor for Workforce Development/vice president of Administration, St. Philip's Southwest Campus was among those involved in bringing the Toyota Corporation to San Antonio. The district's assistant/vice president chaired a committee including one representative from each of the four ACCD colleges. This committee was responsible for assembling a pre-certification package, which outlined ACCD's qualifications and resources for producing a workforce with the necessary skill set required for manufacturing.

Three main teams were involved in bringing Toyota to San Antonio: the local Higher Education committee, the local city of San Antonio/Bexar County team and the state team. The local Higher Education committee consisted of the district's assistant/vice president, St. Philip's Southwest Campus and the four ACCD college presidents. The district's assistant/vice president also served on the local city committee.

The new Toyota manufacturing plant is expected to open in 2005. The $800 million plant is expected to create 2,000 new jobs for residents of San Antonio and surrounding areas. ACCD expects to play a vital role in ensuring Toyota has a qualified workforce pool. In 2001-02, 1,400 students completed training for aerospace industry-related positions. The technology required for aerospace training is the foundation for high-performance maintenance and manufacturing that is also necessary in the auto industry. San Antonio College offers a relevant Industrial Electronics

degree and Palo Alto College now offers two new electro-mechanical courses, which prepare students for jobs in industries such as manufacturing and traffic management.

COMMENDATION

ACCD's Workforce Development Office collaborated with the city of San Antonio business community to bring a major employer to the city that will result in more jobs for ACCD graduates.

FINDING

ACCD has not properly informed district personnel or community members about the appropriate contact for open records requests. When asked who handles open records requests, the review team was told by several ACCD employees that no particular person or office handles this function and that, when requesting information, the public had to contact the office involved directly. For example, when requesting information pertaining to the Purchasing Department, an individual must contact the Purchasing Department directly. ACCD's Web site also does not contain any information about open records requests. In addition, the director of Governmental/Public Relations, as well as those the director designates, however, are responsible for handling all open records requests as stated in Section G of ACCD's policy manual.

Dallas County Community College District (DCCD) and North Harris Montgomery Community College District (NHMCCD), both peers to ACCD, have thorough instructions and information pertaining to open records requests on their homepages. By providing such information and having one office handle public information requests, DCCD and NHMCCD monitor requested information and ensure requests are handled timely, appropriate fees are collected and staff adhere to Public Information Act laws.

Recommendation 100:

Include open records request information on the district's Web site and increase public communication regarding the Governmental/Public Relations Office's responsibility for all open records requests.

The director of Governmental/Public Relations Office should ensure that staff handles all open records requests to be sure that ACCD is complying with district policy and law. Furthermore, the director of Governmental/Public Relations should continually monitor the process to guarantee the district adequately responds to all requests, that requests are

handled within reasonable time frames and, when appropriate, that proper fees are collected to recover expenses related to the request.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The ACCD chancellor directs the director of Governmental/Public relations to send out a memo to all employees explaining the Open Records Request policy and process.	September 2003
2.	The director of Governmental/Public Relations sends out a memo to all employees explaining the process for Open Records Requests.	September 2003
3.	The director of Governmental/Public Relations designates appropriate office representatives to assist in handling Open Records Requests.	September 2003
4.	The district's Public Relations Web site Developer posts the Open Records Request policy and procedures on the homepage and makes updates as necessary.	September 2003 and Ongoing
5.	The director of Governmental/Public Relations regularly communicates with the interim chancellor to ensure the district is complying with the Public Information Act.	October 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 9
COLLEGE AND COMMUNITY RELATIONS

D. GRANT AND RESOURCE DEVELOPMENT

Bringing in additional sources of funds through grants and other resources allows community colleges to create and enhance academic programs, as well as finance other special initiatives. The current

organization of ACCD's Resource Development Offices is shown in **Exhibit 9-19**.

Exhibit 9-19
ACCD Resource Development Offices
2002-03
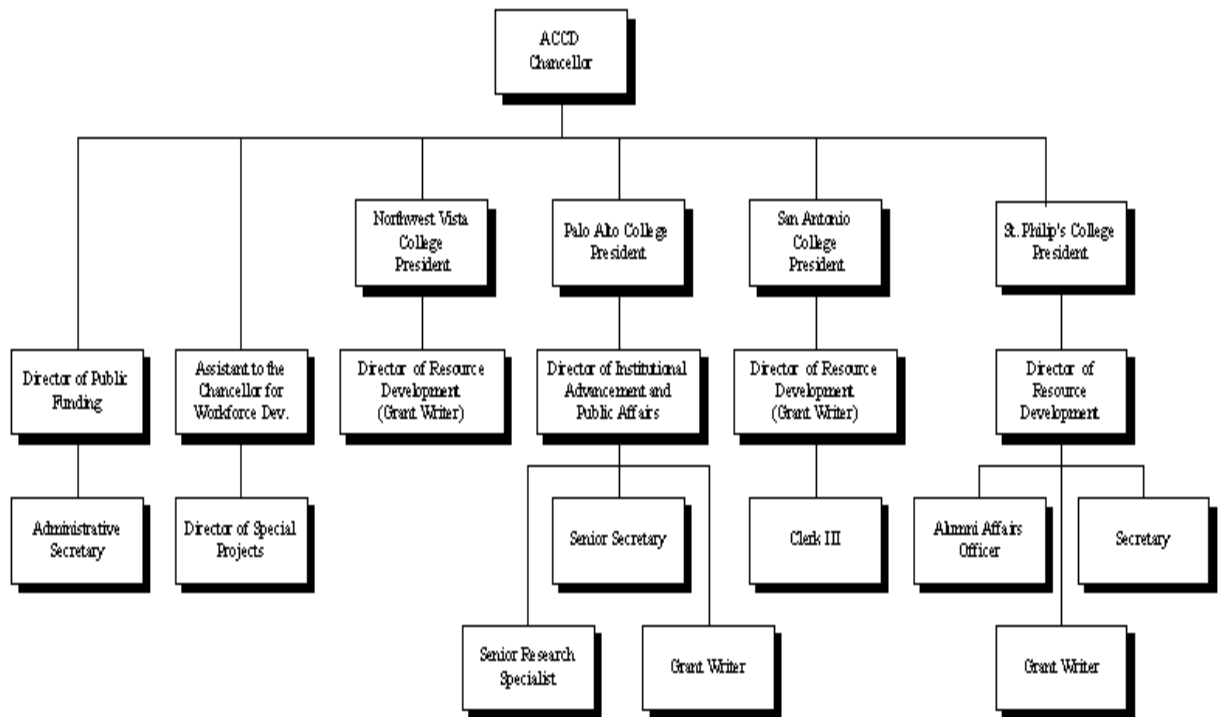
Source: ACCD, Chancellor's Office and staff interviews.

Exhibit 9-20 presents ACCD's institutional advancement and resource development operating budget for 2002-03.

Exhibit 9-20
Budget for Institutional Support: Institutional Advancement and
Resource Development
2002-03

Expenditure	Institutional Advancement	Public Funding	NVC RD	**PAC RD	SPC RD	SAC RD	Total
Number of Staff	5 FT/1 PT	2 FT	1 FT	2 FT/ 1 Grant	3 FT/ 1 Grant	2 FT	15 FT/1 PT/ 2 Grant
*Salaries	$215,116	$134,706	$31,533	$77,445	$97,771	$45,397	$601,968
Employee Travel	$1,000	$9,000	$621	$150	$2,924	$10	$13,705
Employee Development	$600	$3,500	$400	$380	$625	$18	$5,523
Basic Telephone	$1,400	$1,000	N/A	$500	$837	$1,256	$4,993
General Expense	$53,243	$17,370	$14	$3,970	$10,000	$1,663	$86,260
Fringe Benefits	N/A	$8,481	$1,355	N/A	$8,411	N/A	$18,247
Other	$0	$0	$0	$0	$1,500	$0	$1,500
TOTAL	$271,359	$174,057	$33,923	$82,445	$122,068	$48,344	$732,196

Source: ACCD, College Budget Officers and Executive Director of Institutional Advancement.
Salaries include professional, classified and temporary salaries.
***Part of PAC's Office of Institutional Advancement and Public Affairs.*

Exhibit 9-21 presents a detailed look at the major responsibilities of the Resource Development Offices.

Exhibit 9-21
Organizational Units Responsible for Performing
Resource Development Functions

Organizational Unit	Major Functions
Public Funding Administration	- responsible for securing public funding through research and grant writing; and - responsible for grant management.
Special Projects Unit-	• prepares the annual application for Perkins

Workforce Development	funding; • works with ACCD and local businesses to prepare proposals for funding; • partners with governmental and community-based organizations to submit proposals for external funding of training initiatives; • manages funds for the AAAA and ITSA; • responsible for managing grant funds for Advanced Technology Center; • responsible for all activities related to the Workforce Investment Act (WIA); and • serves as the primary contact for the Texas Higher Education Coordinating Board, the Texas Workforce Commission and the Alamo Workforce Development Board.
Northwest Vista College Resource Development	• responsible for writing and submitting grants and proposals.
Palo Alto College Institutional Advancement and Public Affairs	• responsible for Advancement (alumni affairs, fundraising and annual employee giving campaign), Grants and Resource Development and Strategic Planning; and • responsible for writing and submitting grants and proposals.
St. Philip's College Resource Development	• responsible for writing and submitting grants and proposals.
San Antonio College Resource Development	• responsible for writing and submitting grants and proposals.

Source: ACCD, Resource Development Office and staff interviews.

FINDING

ACCD does not have a cohesive, coordinated process in place for acquiring grants and other alternative funding. Not having a consistent reporting process in place for targeting grant funding results, according to staff, in competition between and among ACCD colleges, missed opportunities for funding and potential jeopardy for the existence of some of the district's programs. With the recent budget reductions that state

officials have mandated, alternate funding sources will become even more critical to maintaining progressive programs and services.

The district's organization structure in this area includes a director of Public Funding who secures major grants for ACCD districtwide, as well as, a director of Special Projects, which is part of the district's Workforce Development Office. In addition to these district level positions, each college has a Resource Development office that works independently to secure funding for its own colleges' needs. The director of Public Funding position is currently vacant due to unforeseen circumstances.

Because of the autonomous organizational structure, each college president has the authority to approve and sign grant proposals. In doing this, neither the board, the district office nor the other colleges are aware, on a districtwide basis, of what grants are being pursued. This lack of centralization provides the opportunity for one college to compete against another unknowingly. On at least one occasion, the former director of Public Funding was not informed of a major grant awarded, but instead had to read about it in the newspaper.

An example of a lack of this coordination and communication involved the Alamo Area Aerospace Academy, a community partnership that provides students with education, hands-on experience and job opportunities, funded by a one-year grant valued at $369,621. The director of Public Funding submitted the proposal in May 2002, and the district was awarded the grant in September 2002. A letter was sent to the chancellor's office stating that the funds would be contracted through the Texas Workforce Commission (TWC). The director of Public Funding never received a copy of the letter and thus assumed the district would not receive any funding. In February 2003, the director of Public Funding received a call from a TWC representative asking if ACCD was still interested in the funds. The director of Public Funding processed the necessary paperwork and received the grant funding.

Maricopa County Community College (MCCC), located in Arizona, offers a best practice for collaborating to identify and acquire the most beneficial grants for an entire district. MCCC has an enrollment of 277,000 and has 12 locations in Arizona. The approach for grants focuses on general programs and specialized programs with strong collaboration throughout the district, including each of the colleges. MCCC incorporates monthly meetings and diverse communications to enhance overall grant awareness, update a list of all grant awards and proposals and to coordinate administrative resources for large grant proposals and awards.

Recommendation 101:

Centrally coordinate all grant proposals and develop summary reports accessible districtwide including college grant awards and total grant awards.

Due to the size of ACCD and its diverse program offerings, ACCD's grant writers would benefit from working as a coordinated team to identify, target and manage the acquisition of alternative funding in the most effective manner. By having a single unit focusing on alternative funding sources, there will be no department and/or college "winners" or "losers." Under the proposed plan, the district and the colleges "win" without having to compete with each other and/or without withholding information, ultimately benefiting the students and faculty of ACCD.

The director of Public Funding's responsibilities should include:

- planning and conducting monthly status meetings;
- being aware of and overseeing all grants that are being pursued by each college;
- keeping a list of all grant proposals and awards for each college;
- ensuring that different colleges are not competing against each other; and
- coordinating large grants that incorporate multiple colleges.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The interim chancellor assigns management oversight responsibilities for grant functions at the district office and colleges to the director of Public Funding.	September 2003
2.	The interim chancellor and director of Public Funding communicate the revised oversight process to the management team and appropriate Resource Development staff members.	October 2003
3.	The Resource Development directors submit information to the director of Public Funding and begin monthly reporting.	November 2003 and Monthly Thereafter
4.	The director of Public Funding provides management reports to the interim chancellor and Resource Development offices quarterly.	January 2004 and Quarterly Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district does not recover administrative costs from many of the grants it receives and administers. Grants and contracts are an important component of ACCD's operations, making up 34 percent of total revenues during 2001-02. At the district level, the accounting operations manager and three grant accountants track grant financial activity and maintain grant accounting records. The accounting operations' manager reports to the assistant district controller. There are 45 grant program managers throughout the district. During 2001-02, the district spent $56.3 million in federal and state awards, of which 67 percent was through the federal Pell Grant Program. **Exhibit 9-22** presents an overview of the number of grants administered by location and amount as of December 2002. Some of the grants have multi-year budgets. Amounts for grants that expired on or before December 31, 2002 are not shown.

Exhibit 9-22
Grant Inventory as of December 2002

Campus	Number of Grants	Budget Amount in Millions
District	22	$9.5
San Antonio College	27	$19.1
St. Philips	24	$18.9
Palo Alto	21	$11.5
Northwest Vista	4	$5.0

Source: ACCD, Fiscal Affairs, Grants Section.

Administrative or indirect costs are incurred to write, manage, account for and fulfill the reporting requirements of grants. Only 26 percent of grants that were active as of January 2003 provide for indirect cost recovery. Yet, three accounting personnel spend all of their time processing grant-related transactions.

Some granting agencies limit the amount of indirect costs that can be charged to grants. The following lists three major limitations affecting how much indirect costs may be recovered from grants:

- Federal law or grant conditions may limit the amount of indirect costs that can be earned. Some grants may contain terms and conditions that prohibit any recovery of indirect costs.
- Recovery of indirect costs on grants is subject to the availability of funds.

- Indirect costs can be recovered only to the extent that direct program expenditures are made. The indirect cost rate is applied to the eligible direct cost amount expended, not to the amount of the grant award.

The federal government allows an indirect cost rate to be established to help defray the cost of administering federal grants. In fact, the district received a letter from the Department of Health and Human Services (HHS) on August 31, 2000 establishing the rates ACCD could use to support facilities and administrative costs on grants and contracts with the federal government. The rates are 43 percent for on campus programs and 10 percent for off campus programs. This does not mean that ACCD can charge an indirect rate of 43 percent on all grants. The letter simply establishes the indirect cost ceiling. If the district applies for a grant that allows 8 percent cost recovery, the letter from HHS serves as the district's proof that its indirect costs are at least 8 percent. ACCD's next indirect cost proposal based on 2002-03 actual costs is due to HHS by February 28, 2004. Indirect costs recovered by the district for 1999-2000, 2000-01 and 2001-02 were $339,386, $365,733 and $353,932, respectively.

Grant funds are by definition transitory. Funds granted one year may be denied or reduced the next year. Consequently, these funds cannot be relied upon as a stable, continual source of revenue. Effective grant administration ensures that all eligible grants contain an indirect cost component, which organizations use to defray the cost of administering grant programs.

Recommendation 102:

Maximize the amount of direct cost recovery allowed on existing and future grants.

The district should attempt to renegotiate the cost recovery rate on existing grants and ensure that the maximum cost recovery allowed is included in future grant proposals. It is imperative that the district recovers as much of the costs of administering grants as possible.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The interim chancellor establishes a task force to maximize indirect cost recovery from grant development.	November 2003
2.	The task force meets to establish its mission, goals and objectives.	November 2003
3.	The task force develops standard policies and procedures for grant development throughout the college including	November 2003 and

	negotiation strategies for negotiating higher indirect rates in grants and contracts.	Ongoing
4.	The task force establishes checkpoint procedures, such as requiring Fiscal Affairs to review all grants for indirect cost recovery, to ensure that policies and procedures are being followed.	November 2003 and Ongoing
5.	The task force establishes procedures for reviewing existing grants for cost recovery and procedures for renegotiating future grants for cost recovery.	November 2003 and Ongoing

FISCAL IMPACT

From 1999-2000 through 2001-02, indirect cost recovery totaled $1,059,051 for an average of $353,017 per year. Assuming the district can recover an additional 10 percent per year through aggressive negotiations with granting agencies, the fiscal impact would be $35,302 per year ($353,017 x .10 = $35,302). Only 50 percent of savings, or $17,651 ($35,302 x .50), would be claimed the first year since it would take time to negotiate and agree to recovery rates on new grants.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Maximize the amount of direct cost recovery allowed on existing and future grants.	$17,651	$35,302	$35,302	$35,302	$35,302

Chapter 9
COLLEGE AND COMMUNITY RELATIONS

E. FOUNDATION AND ALUMNI RELATIONS

Community college foundations strive to secure private financial support
by establishing lasting relationships with individuals and businesses.
Boards of Regents at the university system and independent college level
and Boards of Trustees at the community college level can play an
important role in community and alumni involvement. Boards perceived
as accessible and sensitive to stakeholders' concerns are less likely to be
seen as insulated from the populations/communities served. Foundations
use donated monies to provide scholarships for needy students and finance
initiatives not funded through the college budgeting process. **Exhibit 9-23**
shows the organization of ACCD's Foundation.

Exhibit 9-23
ACCD Foundation Organization
2002-03
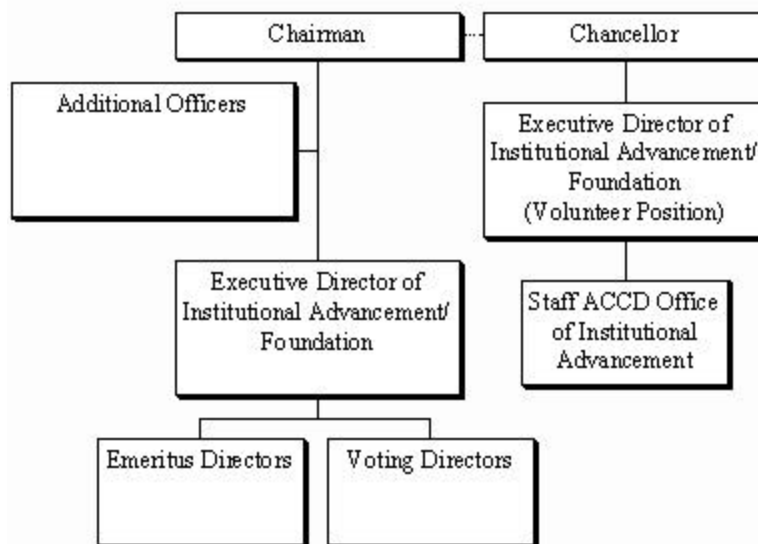
Source: ACCD Foundation, Organizational Chart.

The Alamo Community College District Foundation (the Foundation) was
incorporated in 1984 as a Texas nonprofit corporation to maintain,
develop, increase and extend the facilities and services of ACCD, and to
provide broader educational service opportunities to its students, staff and
faculty. The Foundation includes community volunteers who actively seek
new funding through the donations of individuals, companies and
charitable foundations and trusts.

The executive director of Institutional Advancement/Foundation is an employee of ACCD and is responsible for the day-to-day affairs of the Foundation. The Gift and Prospect coordinator assists the executive director. No other employees work for the Foundation. The Foundation does not maintain any office space, but does hold its board meetings at ACCD's district office.

The executive director of the Foundation reports to a Board of Directors that is separate from the ACCD board. This Foundation board consists of 13 members, all volunteers, the interim chancellor of ACCD and the chairman of the ACCD board. A volunteer committee, consisting of current board members, nominates new candidates for service. The committee presents their nominations and the entire Board of Directors votes on whether or not to accept the potential candidates.

FINDING

ACCD formed a Foundation that contributes nearly $1.5 million annually to the district's general fund to award scholarships, fund educational programs and services, promote development and support building projects.

The ACCD Foundation obtains funding from a number of sources. **Exhibit 9-24** outlines the Foundation's major funding sources.

Exhibit 9-24
ACCD Foundation Major Donors
2002-03

Program/Activity	Description	Amount
Jesse and Sue Oppenheimer	Provides scholarship opportunities to students not eligible for federal financial aid but still need supplementary income	$1,000,000
San Antonio Livestock Exposition	Provides scholarship opportunities to local high school graduates	$571,375
The Gambrinus Company	Provides scholarship opportunities to students pursuing a four-year bachelor's degree	$525,000
Ford and Lincoln Mercury Car Dealerships	Provides monies for the Ford Salute to Education Program: assists high school students who are active in their communities and are starting their college careers	$78,250

The Foundation provides a number of scholarships for students as shown in **Exhibit 9-25**.

Exhibit 9-25
Scholarships Provided by the ACCD Foundation
2001-02

Program	Scholarship	Total Number Awarded	Total Amount Awarded
Agriculture, Agribusiness, Veterinary Technology, Hospitality and Allied Health	SALE (San Antonio Livestock Exposition) SALE Endowed	44 8	$67,625 $11,131
Automotive Technology	Bridgestone/Firestone	4	$812
	Charles U. Guenther	1	$200
Challenge High School	Sequor Challenge	7	$4,774
Community Health	Olga Aguiree Scholarship	2	$925
Culinary Arts	Hector Boiardi Scholarship	1	$500
	Willie Floyd Brown	2	$1,650
Electronics Technology at SAC	Rogers Smith Scholarship	1	$1,000
Engineering or Mass Communications	Time Warner Scholarship	8	$7,500
Engineering Tech. or Business	Morris R. Pittman	2	$2,250
General	AAFSA/LaPrensa Scholarship	1	$1,000
	ACCD Scholars	230	$277,190
	Brackenridge Foundation	13	$4,874
	Brackenridge Scholarship	14	$4,616
	Club Sembradores de Amistad	5	$4,881
	Conceptual Mind Works Scholarship	9	$7,500
	Cowboy Breakfast	3	$2,500

	Creative Learning	10	$7,380
	Diamond Shamrock	10	$5,600
	Ford Salute to Education	49	$63,250
	Frank Tejeda Scholarship	10	$8,300
	Gready, Woodward, Hatton & Vestor Scholarship	3	$2,000
	King William Association Scholarship	8	$5,000
	Mariachi Program Scholarship	12	$3,202
	Martha-Ellen Tye Scholarship	18	$19,200
	South Texas Central Lions Club	2	$2,000
	Women in Transition	15	$6,170
High School Students	Young Person's Conference	29	$40,120
Hospitality	Hotel/Motel Management	5	$3,000
Liberal Arts	Roger B. Bailey Scholarship	1	$300
Mariachi Program	Mariachi Scholars	1	$250
Nursing	Dr. Frank Bryant Nursing	2	$4,000
	Lillian Taubert	9	$2,160
Occupational Technology	Acorn Scholarship	2	$2,000
Radio-Television-Film	KZEP Radio Scholarship	5	$5,000
TOTAL		**546**	**$579,860**

Students learn of scholarships through counselors, college advisors, the ACCD Student Financial Services Handbook and the Scholarship Listings booklet produced by the Foundation.

Exhibit 9-26 highlights Foundation donations and fund balances over the past six years.

Exhibit 9-26
ACCD Foundation Donations and Fund Balance
1997 through 2002

Year	Contributions to the Foundation	Restricted Donations Fund Balance	Unrestricted Donations Fund Balance	Fund Balance
1997	$756,495	**$1,215,792	**$55,424	$1,271,216
1998	$414,961	$1,487,264	$37,044	$1,524,308
1999	$448,619	$1,686,609	$28,862	$1,715,471
2000	$863,566	$2,067,105	$34,256	$2,101,361
2001	$1,184,996	$2,004,688	$29,432	$2,034,120
2002*	$1,417,288	$2,588,584	$2,959	$2,591,543

Source: ACCD Foundation, Executive director. Fund balances reflect Foundation's fiscal year end of August 31.
*2002 numbers are unaudited and subject to change according to the ACCD Foundation, Executive director.
**Includes all equities since the audit report did not break down investment income and donations.

In addition to funding scholarships for students, the ACCD Foundation provides funding and support for a number of special projects, as shown in **Exhibit 9-27**.

Exhibit 9-27
ACCD Foundation Special Projects and Initiatives
2003

Projects and Initiatives	Description	Amount
Mini Grant-Ozuna Summer Program 2002	Requested money for funding activity supplies and additional library resources to be used in the "Dive into Oceans" summer 2002 program for 3rd and 4th graders.	$2,124
South San High	Requested money for funding	$5,000

School Project FIRST Robotics Program-Collaborative with SPC/SWC	student project to build a robot and compete in regional and national competitions.	
Mini Grant-Regional Educators Network, Office of International Programs	Requested money to plan, implement and evaluate prototype institutes for a regional educators' network for South and Central Texas in cooperation with Institutional Advancement and Community Development at Palo Alto College.	$4,995
Northwest Vista College Unrestricted Educational Support	Created from funds donated by employees and regular donors who want their dollars earmarked "use where needed" at Northwest Vista College.	Amount varies on a case by case basis in consultation with the college president.
Palo Alto College Unrestricted Educational Support	Created from funds donated by employees and regular donors who want their dollars earmarked "use where most needed" at Palo Alto College.	Amount varies on a case by case basis in consultation with the college president.
St. Philip's College Unrestricted Educational Support	Created from funds donated by employees and regular donors who want their dollars earmarked "use where most needed" at St. Philip's College.	Amount varies on a case by case basis in consultation with the college president.
San Antonio College Unrestricted Educational Support	Created from funds donated by employees and regular donors who want their dollars earmarked "use where most needed" at San Antonio College.	Amount varies on a case by case basis in consultation with the college president.
Foundation Special Needs Fund	Created from funds donated by employees and regular donors who want their dollars earmarked "Special Needs" districtwide.	Amount varies on a case by case basis in consultation with the chancellor.
SPC Exhaust Emissions Testing	Created from a donation by the Brown Foundation to the ACCD	$10,000

Program via Foundation Academic Program Improvement Fund	Foundation in response to a grant application from the SPC Automotive Exhaust Emissions Testing Facility.	

The majority of the Foundation's donations have come from individuals, local businesses and charitable foundations and trusts. The Foundation primarily raises money through one-on-one meetings with potential donors.

COMMENDATION

By working with local businesses and foundations, the ACCD Foundation raises nearly $1.5 million annually to provide for scholarships and special projects benefiting ACCD students, staff and the community.

FINDING

The ACCD Foundation staff is not trained to properly use the software program that tracks student scholarship disbursements. The Foundation raises funds for student scholarships, but does not award the monies directly to students. Instead, the Foundation passes the funds to the Office of Student Financial Services for distribution. To know which scholarships students actually accepted and used, the Foundation must rely on feedback from Financial Services.

The Office of Student Financial Services uses a software program to keep track of students receiving scholarships. The Financial Services staff, as well as the Foundation staff, may view electronic reports within five to 10 minutes. While this system generates appropriate reports, many staff members who do not have the necessary training to navigate through the program.

Without the skills necessary to immediately view these reports and obtain information, the staff may not be able to respond when major donors contact the Foundation to request the status of a scholarship award.

Many college departments relying on existing software to support day-to-day operations ensure that all appropriate staff are trained on the available software. This enables staff to appropriately retrieve necessary data when questions requiring data maintained through the software arise.

Recommendation 103:

Implement student scholarships tracking system training for all Alamo Community College District Foundation staff members.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Student Financial Services schedules training for all ACCD Foundation staff.	September - October 2003
2.	The director of Student Financial Services meets with the executive director of the Foundation to confirm that all staff members are properly trained and all can easily obtain the reports.	November 2003
3.	The director of Student Financial Services continually assesses the staff's training needs and schedules any necessary subsequent training.	November 2003 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD has no alumni associations at Northwest Vista College nor Palo Alto College and does not maintain strong, active alumni associations at San Antonio College and St. Philip's College. PAC's director of Institutional Advancement and Public Affairs said that the college is in the process of establishing an alumni association but has no idea when one will be launched. Northwest Vista has no immediate plans to organize an association.

PAC did have an alumni association at one point. PAC's Alumni Y Amigos Association held their first meeting in August 1994. The association was organized as a charitable organization under Section 501 (c)(3) of the United States Internal Revenue Code and funded through a Title III grant from the Department of Education. The association invited all alumni and friends (those who had attended PAC but transferred before they accumulated 30 semester hours) to join.

SAC, the oldest and largest of the four colleges, has an alumni association of only 50 members. As part of its mission, the SAC Alumni Association strives:

- to serve as a vehicle for alumni and friends of San Antonio College;
- to continue a lifelong participation in its educational and cultural programs;

- to assist the college in various educational, fundraising, community relations, and related projects; and
- to provide an institutional link between the college and the community it serves.

Participation at the monthly board meetings is low, and the association receives no funding from the college. All SAC graduates receive a one-year free membership in the association and any former SAC student may join the association for an annual membership fee of $20. Former students may contact the alumni office directly or join the association online.

The SAC Alumni Association's main fundraising event is an annual golf tournament. All proceeds go toward a scholarship fund for San Antonio College students. The SAC faculty must nominate scholarship candidates, and all nominees must meet specific criteria. Faculty recommended four candidates and the association awarded three $1,000 scholarships in 2000-01. This money is available each academic year the student attends SAC and may be transferred to a sister school.

St. Philip's College has an alumni program with 130 members. Their mission reads:

> "We, the members of the St. Philip's College Alumni Association and Friends, of San Antonio, Texas will strive to enhance a closer communication and contact with fellow graduates, friends, and (retirees) faculty in meaningful ways that encourage support of the College. This shall be through the commitment of time, resources and good will, whether financially, morally or spiritually. Emphasis will be placed on providing scholarships for educational opportunities, social programs, and benefits to meet the diverse interest of the College, the development of the alumni leadership, and inspiring volunteer resources that will support its continued growth and operations for the benefit of future students and continually improving programs."

Graduates may join for $12 annually or $100 for a lifetime membership. SPC's alumni hold monthly meetings where usually eight to 15 members are present. Alumni volunteer at graduation ceremonies, Fine Arts programs and other special events. In addition, they gather at two annual fellowship dinners and an annual reunion.

The association awards two $100 scholarships each academic year. Scholarship monies primarily are raised through annual dues, alumni t-

shirt sales and additional donations. An association committee selects winners based on written essays.

Effective alumni associations provide an excellent vehicle for colleges to increase their support base. Other reported benefits include:

- providing an awareness of what is happening on campus;
- providing additional monies for scholarships;
- promoting the interests and welfare of the district;
- connecting alumni and students in sharing career-related information; and
- encouraging fellowship among alumni.

Many colleges use one or more of the following steps when establishing and increasing membership in existing alumni associations:

- survey other colleges for best practices;
- hold focus groups to determine the needs, expectations and interests of recent graduates;
- publicize the creation of an association through class reunions, campus events and/or word-of-mouth;
- enroll new graduates into association automatically for a period of two years;
- allow former students to join the association online; and
- send invitations to all past graduates.

Phoenix College, part of the Maricopa Community College District, has a large and active alumni association. The association was established in March 1989 and has more than 16,000 members. If you graduated from or attended Phoenix College, you are considered an alumnus. Membership is free and there are no dues.

The Phoenix College Alumni Association (PCAA) launched the PCAA Scholarship in 1992 to help deserving students in need of financial assistance. Scholarship recipients are matched with an Alumni Mentor who shares experiences, provides guidance and supports the student. Since 1992, more than 300 full semester scholarships, worth more than $150,000, have been awarded by the PCAA and the Half-Century Club. The Half-Century Club is made up of more than 1,000 alumni that attended the school more than 50 years ago. Monies are collected through cash donations, gifts, an annual hall of fame dinner and silent auction. The PCAA has a Web page on the district's Web site, which includes information on alumni chapters, campus events and activities.

Recommendation 104:

Create a task force to develop strategies and establish alumni committees at each of Alamo Community College District's colleges.

As membership increases, the alumni associations will become more valuable to the colleges. The associations will have the resources needed to raise and distribute more money to needy students, as well as increase the college's community presence.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The ACCD Foundation Board, the Foundation executive director and the alumni directors from San Antonio College and St. Philip's College create a task force to develop a plan to increase existing alumni membership and create alumni associates at Northwest Vista and Palo Alto College.	September 2003
2.	The ACCD Foundation Board, the executive director of the Foundation and the alumni directors from San Antonio College and St. Philip's College create alumni committees for all four colleges and select directors for Northwest Vista and Palo Alto's alumni associations.	October - December 2003
3.	The task force surveys other colleges for successful strategies to promote active membership.	January 2004
4.	The directors initiate a database of alumni that can be the nucleus of the alumni associations and the four alumni association directors begin implementation.	February 2004 and Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 10
PLANT OPERATIONS AND MAINTENANCE

This chapter reviews plant operations and maintenance functions of the Alamo Community College District (ACCD) in the following sections:

A. Facility Planning, Condition and Utilization
B. Maintenance Operations
C. Custodial Operations
D. Energy Conservation and Management
E. Transportation
F. Safety and Security

Facility planning and management of construction and renovation projects are significant activities for most colleges or universities. Planning for facilities based on student growth, program needs and legislative requirements is essential to provide for student needs without overcrowding, use of substandard facilities or use of costly alternatives. Active management of construction projects can provide cost control, ensure quality of workmanship and help ensure timely completion. Facilities must also be maintained and cleaned on a routine basis to ensure a safe and healthy environment for students, teachers and staff.

The community college segment of higher education is the only area that builds, constructs and maintains physical facilities without a state financing commitment. Local community college districts have taxing authority for this purpose. For this reason, most facilities standards and reporting requirements promulgated by the Texas Higher Education Coordinating Board (THECB) for the other areas of public higher education are recommended, not required, for community colleges. As a result, each community college district determines, to a large extent, its own facilities management plan.

BACKGROUND

ACCD is comprised of four main academic colleges, which include Northwest Vista College (NWV), Palo Alto College (PAC), St. Philip's College (St. Philip's) and San Antonio College (SAC). The district also has two satellite campuses, which include the Northeast and Southwest Campuses, a district administration building and a community center. ACCD has a total of 88 buildings with site locations ranging in size from just under two acres at the district administration building to more than 137 acres at the Northwest Vista College campus. The total physical plant for facilities owned by ACCD consists of 2.4 million gross square feet. ACCD also leases 23,000 square feet of space from the Greater Kelly

Association for the Advanced Technology Center, which houses distance learning, computer laboratories and high technology programs such as aviation.

Exhibit 10-1 presents ACCD's facility acreage and gross square footage at each of its facilities and **Exhibit 10-2** presents a profile of ACCD's facilities at each of its locations.

Exhibit 10-1
ACCD Facility Acreage/Square Feet
December 2002

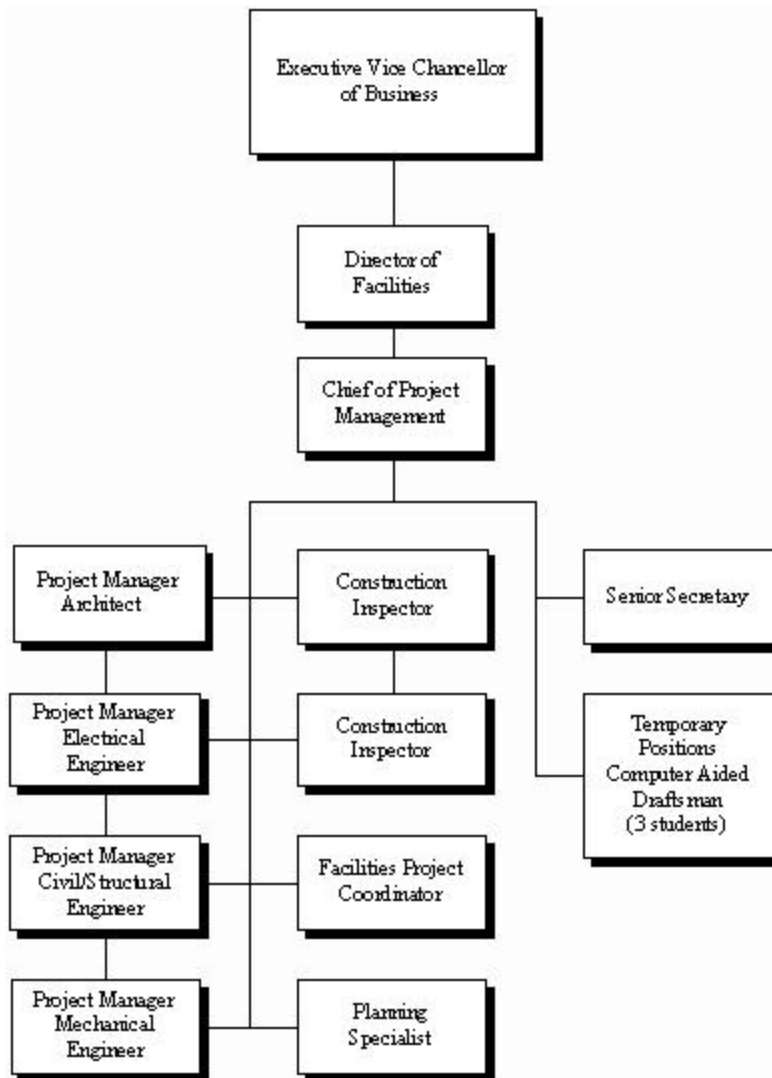| Building Site	Acreage	Number of Buildings	Gross Square Footage
District Building	1.75	1	30,280
George Killen Community Education and Service Center	3.50	3	43,892
San Antonio College	63.97	28	930,340
St. Philip's College	45.82	15	551,608
Palo Alto College	132.23	17	355,821
Northwest Vista College*	137.43	17	170,060
Southwest Campus	16.70	4	323,508
Northeast Campus	3.50	3	23,797
Total	**404.90**	**88**	**2,429,306**

Source: ACCD, Facilities Department.
*Includes 13 portable buildings, each with 2 classrooms; only 4 constructed buildings.

Exhibit 10-2
ACCD Facility Profile by Campus/Location
December 2002

Year Built	Campus	Building	Gross Square Footage	Original Age	Latest Renovation Date	Number of Buildings
1910	DIST	811 West Houston	30,280	1910	2003	1
1960	DIST	Sheridan Street - Bldg	10,059	1960	2001	1

		A				
1960	DIST	Sheridan Street - Bldg B	3,362	1960	1997	1
1960	DIST	Sheridan Street - Bldg C/D/E	30,471	1960	2001	1
Total District Administration			**74,172**			**4**
1991	SAC	Truett L. Chance Academic Center	120,000	1991		1
1990	SAC	Business and Industry Center	9,540	1960	2003	1
1973	SAC	Campus Police Building	2,958	1973		1
1991	SAC	Central Plant	13,886	1961	1991	1
1992	SAC	Chemistry/Geology Building	50,748	1961	2002	1
1993	SAC	Child Development Center	21,280	1959	1993	1
1976	SAC	Facilities/Maintenance Building	10,000	1976	2000	1
1920	SAC	Custodial Bldg. (Bennett Carriage)	2,749	1920		1
1972	SAC	Fletcher Administration Building	63,470	1972	2002	1
1964	SAC	Insurance Building	2,150	1964		1
1992	SAC	Gonzales Hall	31,588	1950	2003	1
1990	SAC	JTPA Offices	3,446	1929	2003	1
1915	SAC	Koehler Art Center	3,500	1915		1
1904	SAC	Koehler Cultural Center	16,878	1904	2003	1
1992	SAC	Loftin Student Center	50,765	1954	2003	1
1973	SAC	Law Enforcement Training Center	4,645	1973		1
1964	SAC	Law Enforcement Annex	3,360	1964	2001	1

1991	SAC	McAllister Fine Arts Center	60,902	1955	2002	1
1992	SAC	McCreless Hall	48,498	1950	2002	1
1967	SAC	Moody Learning Center	188,413	1967	2003	1
1938	SAC	Motor Pool	3,390	1938	2000	1
1820	SAC	East Bennett House (Music Bldg.)	5,720	1920	2001	1
1994	SAC	Nail Technician Building	82,791	1966	2001	1
1972	SAC	Nursing Education Building	20,736	1972		1
1994	SAC	P.E. Building	70,873	1951	1992	1
1915	SAC	West Bennett House (RTF Bldg.)	3,248	1915		1
1965	SAC	Planetarium	3,300	1961	1996	1
1991	SAC	Visual Arts & Technology Center	31,506	1991		1
Total San Antonio College			**930,340**			**28**
1997	SPC	LLDC	12,831	1997		1
1993	SPC	Applied Science Building	87,400	1993		1
1953	SPC	Bowden Building	20,830	1953	2003	1
1976	SPC	Campus Security Building	1,857	1977		1
1992	SPC	Continuing Education Building	10,000	1992		1
2001	SPC	Child Care Center	6,700	2001		1
1972	SPC	Maintenance Shop	8,608	1972		1
1972	SPC	Norris Technical Building	85,829	1972	1998	1
1990	SPC	P.E. Building	25,833	1942	1999	1
1975	SPC	Central Plant	8,070	1975	1995	1
1992	SPC	Science Building	83,829	1992		1

1957	SPC	Campus Center	20,064	1953	1986	1
1975	SPC	Sutton Learning Center	119,740	1975	2003	1
1993	SPC	Watson Theatre and Fine Arts	50,360	1993		1
1953	SPC	Turbon Student Center	9,657	1953	1996	1
Total St. Philip's College			**551,608**			**15**
1948	SWC	Building 3004	13,736	1917	1991	1
1937	SWC	Building 3008	34,240	1937	2002	1
1990	SWC	Building 3020	252,667	1937	2003	1
2002	SWC	Building 210 - Kelly USA	22,865	N/A	2002	1
Total Southwest Campus			**323,508**			**4**
2001	NEC	Building 7990	17,250		2001	1
2001	NEC	Building 7980	4,297		2001	1
2001	NEC	Building 7982	2,250		2001	1
Total Northeast Campus			**23,797**			**3**
2001	PAC	Child Care Center - Ray Ellison Center	5,500	2001		1
1997	PAC	Ozuna Center	75,830	1997		1
1987	PAC	A (Business)	12,609	1987		1
1987	PAC	B (Social Sciences)	12,863	1987		1
1987	PAC	C (Learning Resources)	17,925	1987	2002	1
1987	PAC	D (SLAC)	3,087	1987		1
1987	PAC	E (Math and Sciences)	14,357	1987		1
1987	PAC	F (Applied Sciences)	14,375	1987		1
1987	PAC	G (Student Center)	19,034	1987		1
1987	PAC	H (Administration)	12,242	1987		1
1987	PAC	J (Fine Arts)	7,396	1987		1
1987	PAC	K (Performing Arts)	17,112	1987		1

1987	PAC	M (Central Plant)	6,584	1987	2002	1
1991	PAC	P.E. Building	87,000	1991	2002	1
1990	PAC	P (Lab)	7,562	1990		1
1990	PAC	Q (Office)	6,228	1990		1
1990	PAC	R-1 (Classrooms)	36,117	1990		1
Total Palo Alto College			**355,821**			**17**
1998	NVC	Academic Center	74,048	1998	2002	1
1998	NVC	Central Plant	6,956	1998		1
1998	NVC	College Commons	38,361	1998		1
1998	NVC	Learning Center	30,935	1998		1
2002	NVC	Portable Buildings (G2-G14)	19,760	2002		13
Total Northwest Vista College*			**170,060**			**17**
Total - All Facilities			**2,429,306**			**88**

Source: ACCD, Facilities Department.
* Includes 13 portable buildings, each with 2 classrooms; only 4 constructed buildings.

Exhibit 10-3 shows ACCD's Facilities Department organizational structure. The director of Facilities reports to the executive vice chancellor and has ultimate oversight responsibility for the Facilities Department. The chief of Project Management position oversees new construction and renovation projects. The chief of Project Management is supported by an architect, an electrical engineer, a civil/structural engineer, a mechanical engineer, two construction inspectors, a facilities project coordinator, a planning specialist, three computer-aided draftsmen and a senior secretary. The three computer-aided draftsmen positions are designated as temporary positions and are occupied by students. The chief of Project Management works closely with each campus president or designee to coordinate all new construction and renovation projects requested.

Exhibit 10-3
Facilities Department Organizational Structure

2002-03

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                    ┌─────────────────────────┐
                    │  Executive Vice Chancellor │
                    │       of Business         │
                    └─────────────────────────┘
                                │
                    ┌─────────────────────────┐
                    │      Director of         │
                    │      Facilities          │
                    └─────────────────────────┘
                                │
                    ┌─────────────────────────┐
                    │   Chief of Project        │
                    │     Management            │
                    └─────────────────────────┘
                                │
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Project Manager Architect	Construction Inspector	Senior Secretary
Project Manager Electrical Engineer	Construction Inspector	Temporary Positions Computer Aided Draftsman (3 students)
Project Manager Civil/Structural Engineer	Facilities Project Coordinator	
Project Manager Mechanical Engineer	Planning Specialist	

Source: ACCD, Facilities Department.

Chapter 10
PLANT OPERATIONS AND MAINTENANCE

A. FACILITY PLANNING, CONDITION AND UTILIZATION

Facility planning for community college systems is a decision-making process that provides an orderly path to improving existing facility conditions and promotes changes to satisfy new space requirements. Effective facility planning, coupled with space management, is essential if available resources are to be maximized. The planning process establishes an evaluation and needs priority system, space utilization guidelines, policies and standards in order to ensure the timely development of facilities that best serves academic, administrative and service goals in an efficient and cost effective manner. Whether the community college is a multi-campus or multi-college system, the process best serves program needs if the college standards of space planning, facility programming and design and construction management are closely linked.

FINDING

Although ACCD has written procedures and policies regarding the process for selection of professional services contracts for its capital improvements program, several projects have resulted in the appearance of improper contract awards. ACCD's Administrative Policy Manual was adopted in October 1989 and revised in January 2000. Continuous negative publicity associated with alleged improper contract awards make it difficult for ACCD administrators districtwide to focus on the main goal, which is to help community college students succeed in acquiring the knowledge and skills needed to excel in the workforce. In October 2002, two sitting board members and a former board member were indicted on corruption charges. The District 2 board member resigned in May 2003 and subsequently he and the indicted former board member entered into a plea bargain in conjunction with the October 2002 indictments. Another board member was convicted in July 2003 on charges including bribery and money laundering and was sentenced to 12 years in jail.

As of July 2003, broader allegations continue to surface in the media and from the actual deposition of the architect who pled guilty to conspiracy to commit bribery charges for a $14.4 million construction contract award.

According to ACCD policy, for projects with a construction cost estimate and budget of more than $250,000, the district is required to adhere to the steps summarized below.

1. Facilities Department project management staff prepares a formal Request for Proposal (RFP) for professional services and forwards it to Procurement/Material Management (Acquisitions and Administrative Services/Purchasing) for review and public advertising.
2. Procurement/Material Management (Acquisitions and Administrative Services/Purchasing) is then required to initially receive the proposals in response to the RFP and forward all proposals that meet the RFP requirements to Facilities project management staff for further processing.
3. The director of Facilities, upon receipt of the proposals, contacts the (board) Chairman of the Building Committee to report the number of proposals received for the project.
4. Facilities Department project management staff then prepares an unranked short list using the information provided by the firms such as historical performance, interviews if desired and the evaluation criteria. The unranked short list is required to have the same number of firms previously identified by the (board) Building Committee Chairman in step 3.
5. The Facilities Department invites the short listed firms to a subsequent meeting of the Building Committee for face-to-face interviews. Based on the information gathered, the Committee is required to identify one firm for recommendation to the full board.
6. Upon notification from the Building Committee Chairman, the director of Facilities is then required to prepare a "Minute Order" for the deputy chancellor's and chancellor's signature, expressing the committee's recommendation for presentation to the full board. The "Minute Order" authorizes and directs the ACCD administration to enter into negotiations and a subsequent contract with the firm approved by the board.

According to interviews by the review team with the Facilities Department, project management staff ranks proposals received using a quantitative evaluation system to determine the best proposal based on a combination of technical expertise and cost-effectiveness and makes a recommendation for vendor selection to the Building Committee Chairman.

In keeping with the board policy, however, project management staff submits the evaluation results submitted to the Building Committee Chairman unranked. This has resulted in the board selecting an architect for a professional services contract that was ranked 10th in the evaluation process based on the vendors' oral presentation to the committee. The work that was performed under the contract was ultimately unsatisfactory to the district. During interviews, board members said that the lack of a well-documented, quantitative evaluation rankings in contract files led to

the appearance of improper selection of vendors. However, media reports from June 2003 document testimony from the convicted architect detailing cash payments made to district and city officials in exchange for an award that seemingly support this the appearance of improper selection of vendors.

ACCD policy does not require monitoring the quality of professional services rendered by vendors. The district has suffered substantial costs correcting design errors and construction deficiencies as a result of poor design review and construction oversight. For example, insufficient planning and inadequate design review for Northwest Vista College (Bid# 97C-050) resulted in constant design disputes, construction irregularities and $1.2 million in change orders, which dramatically complicated and delayed project completion.

Construction of the Palo Alto College Child Development Center (Bid# 99C-050) experienced funding and design problems including a sewer system that had lines running up a hill. During the renovation of Building 3008 (Bid# 98C-045), the district paid an additional $463,000 on a $1.5 million project due to design problems, which ultimately led the City of San Antonio to delay construction for months.

Best practices for vendor selection suggest that well-documented, quantitative evaluation rankings be included in vendor contract files to avoid the appearance of improper selection of vendors. Moreover, best practices suggest that written evaluations of vendor performance be regularly conducted to document the quality of work performed enhancing the opportunity for repeat projects for vendors who have performed adequately and decreasing the opportunity for those performing below expectations.

Recommendation 105:

Revise board policy and procedures for facilities construction and professional service contract selection.

The revised procedures should state that the Facilities Department provides a vendor recommendation for performing professional services based on a ranked list resulting from a quantitative evaluation process. The board policy should require that highest consideration for vendor selection be made based on the rankings of the evaluation. Deviating from a quantitative ranking system provides opportunities for the college to make vendor selections for professional services contracts that are not in ACCD's best interests.

Additionally, the policy and procedures should be revised to include provisions for formal evaluation and documentation of vendor work performance to enhance the opportunity for projects for acceptable performance and decrease the opportunity for performance that does not meet the district's required standards.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Acquisitions and Administrative Services drafts a revised policy for selecting professional services for contractors and evaluating vendor performance.	September 2003
2.	The director of Acquisitions and Administrative Services presents the revised policy to the chancellor and the board for approval.	September 2003
3.	The board approves the policy and the chancellor ensures that the director of Facilities is informed and the policy is implemented districtwide.	September - October 2003
4.	The chancellor instructs the director of Facilities to cooperate with department directors and staff to revise procedures reflecting revised policies and to document current departmental activities.	October 2003 - January 2004
5.	The director of Facilities publishes and distributes new procedures and communicates contents to staff.	February 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district does not have a centralized planning function charged with responsibility for facility planning, facility construction, monitoring facility use and scheduling, and monitoring the required academic space standards with respect to curriculum and ACCD accreditation. The absence of a centralized facilities planning function fragments decision-making and accountability and reduces the district's cost-effectiveness in planning and constructing facilities.

The chancellor and college presidents assume responsibility for facilities planning at each college, however, the district has no written board-approved policy or documented procedures stating which individual positions or organizational units are delegated the responsibility to perform the facilities planning function. SAC has a facilities coordinator to assist the college president with facilities planning activities. The SAC

coordinator is responsible for scheduling facilities for academic and administrative use, handling facilities rentals with the public and overseeing minor construction projects performed by ACCD's maintenance staff. The other three colleges do not have a facilities coordinator position. The types of functions handled by the SAC facilities coordinator are performed by various positions in the president's office at each of the other colleges. For example, at Palo Alto College,the assistant to the president, who also serves as the chair of the Facilities Committee, handles renovation projects for the college and personnel within individual departments and handles facilities space allocation for academic purposes. Other Palo Alto College positions with facilities responsibilities include the evening/weekend manager position, assigned to allocation of facility space for non-academic purposes and administrative personnel within the president's office handles requests for facilities rentals for community members.

The director of Facilities has oversight responsibility for all major construction projects for the district office and colleges, as well as primary oversight for maintenance and custodial operations and energy management. The chief of Project Management and staff under the Facilities Department provide design and construction administration services once a decision is made to renovate an existing building or construct a building addition. This process is reactionary rather than proactive. Individual college presidents and campus department heads plan facility expansions without any centralized review of the requests or the availability and participation levels in programs at other campuses to make sure that the facility expansion is a good overall decision for ACCD.

For example, when ACCD's previous chancellor decided to expand the workforce development and vocational and technology training programs the district devised a plan to develop the Advanced Technology Center (ATC) at the Kelly Air Force Base and operate it as a satellite campus. The ATC resulted from a partnership with the City of San Antonio, KellyUSA and the Greater Kelly Development Authority to train the San Antonio workforce in high-tech and high-wage occupations. During interviews with ACCD management, many staff members stated that while the program content is good, minimal up-front planning for the project was performed and they thought the ATC renovation would be at minimal cost to the district. Even though all equipment, furniture, and construction related to the ATC was funded through an interlocal agreement between the City of San Antonio and the ACCD, the district invested more than $1.6 million into the ATC and the program has had limited enrollment.

Best practices for college and university facilities planning suggest that a central planning function proactively accomplishes the following:

- a concentrated focus on districtwide planning, ensuring that planning activities strive to achieve optimal use, functionality and space standards for all buildings on each campus and throughout the district;
- consistent use of prototype designs for similar new construction or renovation projects, enabling the district to minimize architectural and design fees and learn from past design flaws so they are not repeated on future projects; and
- districtwide use evaluations of all building space to facilitate proactive planning for overcrowded or under used facilities so that any necessary new construction or renovations are properly-timed, and focus on quality control of operational costs and space use.

Recommendation 106:

Centralize facilities planning and assign oversight to the ACCD Facilities Department.

The Facilities Department should be responsible for planning, design, inventory control, facility liaison, use evaluation and centralized quality control with respect to operational costs and space use for all building facilities within ACCD. The ACCD chancellor and all campus presidents should make all requests for facility renovations and expansion as well as major maintenance projects to the project management organizational unit so that the overall impact of a major project and be studied and evaluated on a districtwide basis prior to going forward.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor instructs the director of Facilities to draft detailed procedures and board policy requiring that requests for all renovation, construction and major maintenance projects be submitted and planned by the Facilities Department Project Management organizational unit.	August 2003
2.	The director of Facilities works with the chief of Project Management to draft the policy and detailed procedures for approval by the chancellor and board.	September - October 2003
3.	The chancellor approves the policy and procedures, makes necessary changes and presents the policy draft to the board for approval.	October 2003
4.	The director of Facilities directs the chief of Project Management to incorporate the new responsibilities into the project manager's job descriptions and reviews the new job responsibilities with the project managers.	November - December 2003

| 5. | The chancellor and campus presidents make all future requests for renovation, construction and major maintenance projects to the Project Management organizational unit. | December 2003 |
| 6. | The chancellor ensures that the new policies are followed. | December 2003 and Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD lacks a long-range facilities master plan and strategic facilities plan that are correlated to the district's mission of providing "relevant educational programs, comprehensive student support systems and effective systems to facilitate learning consistent with the needs of each college's designated service area" and the specific roles each college plays in fulfilling that overall mission. The district does not have a comprehensive capital outlays plan that defines facility improvements and growth needs for all college facilities. Further, individual college master plans have been developed for only two of the four colleges. A facilities master plan was developed for Palo Alto in 1994 and Northwest Vista in 1996, however, the San Antonio and St. Philip's campuses have no facilities master plan nor do the district administrative facilities, which include the buildings located at 811 West Houston and the Sheridan location. Current enrollment figures at all four colleges reflect severe overuse of facilities (square feet per student). The most severe example of facility overuse is reflected at Northwest Vista College where under projection of student growth and allegations of bid rigging brought critical construction to a halt in 2002. As a result and based upon June 2003 enrollment projections for the fall 2003 semester, which is already 66 percent higher than fall 2002 enrollment figures at the same time last year, Northwest Vista College expects to limit enrollment to a 10 percent increase over fall 2002 numbers and subsequently turn away students for the first time in ACCD history.

Additionally, the district does not have a long-range plan that coordinates maintenance and operations for facilities and considers the geographic location of each college and the administrative facilities. Facilities Office administrators told the review team that the district has experienced substantial student growth and therefore space is limited because all four colleges are continuing to add programs and academic courses to keep pace with the student growth. ACCD also has limited space to house

administrative and support functions such as maintenance and custodial operations.

The motor pool's vehicle maintenance facility is in poor condition structurally and inadequate to service the 78 vehicles for which the department is responsible for performing preventive and emergency maintenance. The facility has three maintenance bays, only one of which is heated or cooled. Moreover, the motor pool shares limited storage space with the grounds crew and uses a very small parts room.

Public input comments show that the public also believes the district is experiencing facilities planning-related problems with lack of adequate parking at all campuses, poor lighting on parking lots, traffic congestion and the inadequacy of administrative office space at campuses.

Best practices for college and university facilities planning suggest that a long-range facilities master plan accomplishes the following:

- evaluate the functionality and existing use of all buildings (campuses and administrative) to reduce the need for capital improvements to balance under-use and overcrowding;
- develop prototype designs to bring construction, operations and maintenance costs uniformity to new and renovated campus buildings;
- update Facilities Program and Design Standards for new campus buildings and apply them to existing buildings, where possible;
- establish performance standards to reduce and optimize energy and utility costs;
- integrate and coordinate capital improvement and operational budgets to reduce the deferred maintenance backlog; and
- document and maximize the use and source of other funds, such as low interest bond programs.

Recommendation 107:

Prepare a districtwide long-range facilities master plan.

A districtwide long-range facilities master plan will provide a road map for new construction, additions and renovations of facilities space. Priorities in the plan should be to address severe under-use and overcrowding of at each campus and maximize use of administrative space at the district administrative buildings.

The plan should not only focus on building condition and use, but other critical issues such as parking, campus lighting and traffic congestion.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Facilities forms a committee composed of representatives of major college departments and selected students from each college to develop a priorities needs list for ACCD districtwide.	October 2003
2.	The committee convenes and develops the priorities needs list for the facilities master plan.	November 2003
3.	The director of Facilities and the Project Management organizational unit develop preliminary budget data based on the committees priorities and present the list and the budget to the board for review.	December 2003
4.	The director of Facilities develops a Request for Proposal to solicit bids for an architectural firm to develop a districtwide facilities master plan.	January 2004
5.	The director of Facilities and the director of Purchasing receive and evaluate the bids.	May 2004
6.	The director of Facilities presents a recommendation to the board to hire an architectural firm to develop a comprehensive facilities master plan.	May 2004
7.	The director of Facilities engages the architectural firm to complete the plan.	May 2004
8.	The architectural firm completes the long-range facilities master plan for the district.	August 2004

FISCAL IMPACT

This fiscal impact assumes that ACCD's Facilities Department will use external assistance to complete a long-range facilities master plan. The estimated cost for this assistance is $403,264. The $403,264 would consist of a needs assessment, which would cost the district $193,760, and the master plan scope, which would cost the district $209,504 for a total of $403,264 as detailed below.

Facilities Master Plan Cost Estimate:

	Task Cost
Needs Assessment	
Compile Data	$13,440
Visual Surveys	$19,840

	Data Analysis	$23,040
	Assess Physical Needs	$29,440
	Needs Assessment Workshop	$24,000
	Findings Report	$48,000
	Present Findings Report	$14,400
	Findings Report Review	$21,600
Subtotal		**$193,760**
Master Plan Scope/Outline		
	Draft Master Plan	$83,200
	Review Draft Master Plan	$14,640
	Final Draft Master Plan	$44,160
	Review Final Draft Master Plan	$14,640
	Incorporate Comments	$29,440
	Produce Final Master Plan	$0
	Present Master Plan	$23,424
Subtotal		**$209,504**
TOTAL		**$403,264**

Once the needs assessment and master plan scope and outline have been developed, ACCD Facilities Department staff can use existing staff resources to compile a formal long-range facilities master plan document.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Prepare a districtwide long-range facilities master plan.	($403,264)	$0	$0	$0	$0

FINDING

For the purpose of long-range facilities planning, ACCD has not conducted demographic studies that reflect the current and future regional market trends and that capture student enrollment projections for the district as a whole, as well as for each college or specific educational programs. As a result, the district does not have an enrollment model defined for each campus. ACCD constructed and opened three campuses with enrollment three times higher than the design capacity. The Northwest Vista College Master Plan, which was developed in the mid-

1990s, contained projected enrollment growth for that college through the year 2010, but the plan has not been updated since it was developed.

In April 1999, the ACCD began identifying an ideal location for the establishment of a college to serve the higher education needs of the population in the northeast quadrant of San Antonio. Two separate demographic studies were conducted; one presented to the Northeast Campus Task Force Committee in August 1999 and another in August 2002, and both showing similar demographic findings. Both of these reports identified site selection factors, methodology, and results used to arrive at a site recommendation for the northeast quadrant of San Antonio.

ACCD has relied on limited student demographic information that was prepared by the Office of Institutional Research. The problem with the data prepared by the Office of Institutional Research was that historical participation in educational programs and courses at each of the individual colleges was relied upon for the bases of the demographic data. ACCD also obtained some enrollment projections by campus from a Texas Coordinating Board Report "Closing the Gaps," however, this data is not shared with the Facilities Department and nor was it specifically prepared for the purpose of long-range facilities planning.

ACCD's spring 2002 enrollment figures showed 44,654 students enrolled districtwide. According to enrollment figures published by ACCD for spring 2003, enrollment had grown to 48,984 students, an enrollment increase of more than 4,300 students in a year. Current enrollment figures reflect severe overuse of facilities (square feet/student) at all but the Palo Alto campus. Site visits to the respective campuses note redundancy in some programs. Many colleges and universities establish enrollment projections committees to research demographic, housing and economic development trends in the community where the colleges or universities are located. These committees also provide input regarding academic programming needs of students.

Accurate enrollment projections also enable these colleges to determine facility needs for educational programs.

Recommendation 108:

Develop districtwide enrollment projections to facilitate improved planning and coordination for facility use and educational programming.

Student enrollment projections should be developed by a team or committee with representatives from Facilities and Academic Department from each of the four colleges. Enrollment data should be shared and

incorporated as part of the district's normal management reports. The individual college presidents, the director of facilities and the chief of Project Management should meet at least twice a year to discuss student enrollment projections and trends.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The chancellor, college presidents and director of Facilities, establishes a student enrollment projection committee and assigns appropriate personnel from the ACCD district office and each college to participate.	September 2003
2.	Student enrollment projection committee members meet to develop student enrollment projections.	November 2003
3.	The committee meets at least twice a year to discuss the district's enrollment projections and trends.	December 2003
4.	The chancellor, individual college presidents and the director of Facilities ensures that committee enrollment projections and trends are incorporated into the district's strategic and long-range facilities master plan.	December 2003 and Semi-Annually Thereafter

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD has never conducted a space use study. A space use study measures the efficiency of the use of available space by examining how frequently space is actually being used during certain time periods, determining what percentage of available seating is used when a room is occupied; and determining if occupied space is in conformance with standard space allocations. Results of such a study include the identification of surplus space, inadequate space, inefficient use of space and other opportunities for increasing space productivity.

ACCD's facility planning process is primarily a matter of finding lower priority space and making it available to satisfy the space requirements of new or upgraded programs as the need arises.

Maintaining space-planning standards makes it easier for colleges and universities to establish and adhere to benchmark standards that can be used for decision-making purposes when they purchase, lease, build and/or renovate facilities to accommodate additional educational programs, student growth or decline and staff and operational needs.

Recommendation 109:

Conduct a space utilization study of district facilities.

ACCD should analyze the existing facilities to determine if efficient use is being made of available building space. The study process will include (1) developing space allocation and usage standards, (2) identifying data requirements and source, (3) collecting data and consolidating it into a report, and (4) analyzing the results. The space utilization study would be an integral part of any facilities master plan the college develops; however, the study would be current and beneficial even in the absence of a formal facilities master plan.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Facilities, the chief of Project Management and the facilities coordinator at each campus initiate a process to develop standards for space utilization.	September - November 2003
2.	The director of Facilities and the chief of Project Management identify data required and sources of the data.	November 2003 - January 2004
3.	The director of Facilities and the chief of Project Management and the facilities coordinator at each campus coordinate with other administrators who can furnish required data and develop a plan for data collection.	February - March 2004
4.	The director of Facilities and the chief of Project Management collect data and prepare the study.	April - June 2004
5.	The director of Facilities and the chief of Project Management analyze the study and prepare a report for the chancellor and presidents of each college.	June 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD's construction design standards have not been revised since September 1996. Standards provide the guidelines used in designing specific building components or systems. By using pre-determined standards, architectural and engineering design time is reduced and the need for re-designing every building component on every building project is eliminated. Standardization is most commonly determined from

research and evaluation of existing facilities to identify building components that produce quality operation and cost effectiveness.

ACCD's graphic standards include color schemes, mounting conditions, room numbering and other specifications; however, these standards have not been revised since September 1996 to conform to any updated construction and architectural standards.

Industry standards suggest that development of effective and efficient designs for new and remodeled space minimize the costs of construction, provide for long term-energy efficiency and reduce lifetime building operations and maintenance costs. The construction design and major equipment selection used in these initial designs are analyzed to maximize the efficient use of energy and the environment, the potential for joint usage, how technology is used and the life cycle and costs of the materials chosen. To control the costs of building new facilities, many districts have a written policy that encourages the design team to comply with identified state requirements or recommended design philosophies. These policies also help design teams develop practical design solutions that are functional and cost-effective. Design standards are used as guidelines in the planning of functional, cost-effective and durable educational facilities.

Recommendation 110:

Update the district's design standards handbook.

Regularly and consistently updating design standards should minimize the amount of labor and costs associated with an ever-increasing student population and the ongoing development of new facilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Project Management forms a team including maintenance personnel to review standards currently in place.	September 2003
2.	With assistance from the department staff, the director of Project Management makes necessary changes to standards, securing administrative approval if necessary.	January 2004
3.	The director submits the revised handbook for administrative and board approval.	March 2004
4.	The director of Project Management publishes the handbook and distributes to architects and engineers as needed.	April 2004
5.	The director updates standards handbook.	Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 10
PLANT OPERATIONS AND MAINTENANCE

B. MAINTENANCE OPERATIONS

An effective college maintenance program for campuses and administrative facilities has clearly defined policies, budgets, procedures and preventive maintenance plans. There are established methods for logging requests, planning and scheduling maintenance work, materials planning, assigning and deploying appropriate personnel and records maintenance.

Effective custodial operations are an integral part of a preventive maintenance program because custodians are the employees who are primarily responsible for the proper care of building finishes and materials. In addition to standards of care and periodic schedules for major cleaning, well-run custodial operations include efficient staffing based on the type of facility activity and age, ongoing training programs, the timely repair of equipment and incentives to minimize absenteeism. Effective custodial operations typically have a reference manual that explains the care and standards for day-to-day work and periodically schedule major cleaning activities for areas that are intensively used.

The director of Facilities has oversight responsibility for the district's operations. The assistant director of Operations reports to the director of Facilities and has day-to-day responsibility for management of all Maintenance functions. Day-to-day responsibilities include budget management and working with facilities superintendents at each of the four colleges and the district office to ensure maintenance projects are completed timely and within budget. The assistant director of Operations also has day-to-day responsibility over the supervisor for Vehicle Fleet Management. The superintendents at each of the four colleges have day-to-day responsibility for supervising the maintenance and grounds crews at their respective colleges. The supervision involves issuing daily work assignments, ensuring that major and minor maintenance projects are finished properly and inspecting all completed work. In addition to maintenance and grounds crews, SAC has two mover positions that perform light moving jobs on the campus. The district support superintendent position coordinates and performs much of the minor maintenance work at each of the administrative buildings throughout ACCD. Major maintenance work at ACCD administrative offices is typically contracted out. The supervisor for Vehicle Fleet Management oversees inventory and maintenance on for all vehicles districtwide.

Exhibit 10-4 shows ACCD's Facilities Department organizational structure.

Exhibit 10-4
Facilities Organizational Structure
2002-03
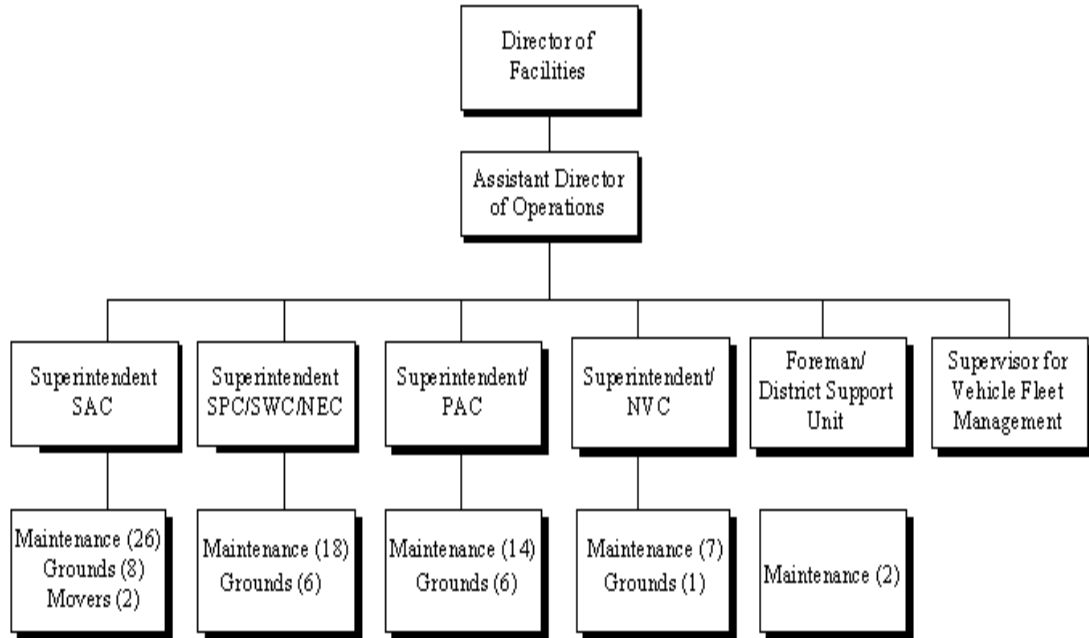
Source: ACCD, Facilities Department.

FINDING

Three of ACCD's colleges-Palo Alto, San Antonio and St. Philip's- have implemented a preventive maintenance program called MAXIMO Advantage Maintenance. Northwest Vista implemented a preventive maintenance program called MAXIMUS, which was selected by the previous Facilities director. The district wanted to have two systems for competitive bidding purposes as new campuses come on-line. Typical preventive maintenance programs contain the following characteristics:

- list of equipment that requires repair;
- detailed schedule of the cost of repair;
- timeline schedule for completion of projects; and
- inspection and maintenance procedures.

The district's preventive maintenance programs handle regular preventive maintenance and minor construction work. Major preventive maintenance projects are included in the district's annual budget. Other cyclical maintenance is included in the facilities' automated work control system and is automatically scheduled and accomplished as required. Minor

construction projects requests are made on the ACCD work order form and submitted to the appropriate college president or designee for review and approval. The college presidents then review and approve work requests and projects are forwarded to the Facilities Department for scheduling based on availability of staff and materials. Work is normally completed within three months of receipt of the initial request. Material costs are typically the responsibility of the requesting department or college. If it is determined that the work is to be completed through contractual action, then the entire cost of the project is the responsibility of the requesting department or college. The assistant director of Operations retains the authority to decide between in-house and contract work assignment. **Exhibit 10-5** presents ACCD's preventive maintenance budget for 2002-03 by campus and by project type. Palo Alto College has the highest preventive maintenance budget amount, totaling nearly $1.2 million, for repairs such as underground plumbing, roof leaks and exterior and interior wall cracks that have persisted since shortly after the college was built.

Exhibit 10-5
ACCD Preventive Maintenance Budget
2002-03

Summary by Campus	Amount
District & District Services	$240,000
San Antonio College	$755,000
St. Philip's College	$248,500
Palo Alto College	$1,169,500
Northwest Vista College	$175,000
Northeast Campus	$200,000
Southwest Campus	$135,000
Total by Campus	**$2,923,000**
Summary by Project Type (districtwide?	**Amount**
Roof Maintenance	$408,000
Professional Support	$50,000
Structural Maintenance	$980,500
Pavement & Grounds	$390,500
Mechanical/Electrical/Plumbing	$890,000
Floor Care	$137,000

Pest Control	$16,000
MTSF-NATA Major Repairs	$51,000
Total by Project Type	**$2,923,000**

Development of a preventive maintenance program is a critical component of district planning and budgeting for ongoing maintenance.

COMMENDATION

ACCD implemented a preventive maintenance program on all of its campuses as a measure to contain cost.

FINDING

ACCD has not developed and implemented a deferred maintenance plan. Deferred maintenance is maintenance work deferred to a future budget cycle or postponed until funds are available. The objective of addressing deferred maintenance is to restore facilities as close as practical to the original constructed conditions and then continue with planned and preventative maintenance programs until useful life requires replacement. Deferred maintenance projects are normally funded one time and generally spread out over several years, depending on the total backlog of work and the resources that can be allocated annually. The normal budget process funds maintenance work performed after the completion of deferred maintenance.

The best practice deferred maintenance plan developed by higher education facilities managers consists of three basic steps: (1) identifying the current condition of buildings, equipment and systems; (2) estimating the cost to correct all deficiencies; and (3) establishing a timeline to complete the work with a corresponding budget plan.

Recommendation 111:

Develop and implement a districtwide plan for addressing deferred maintenance.

The projects identified on the deferred maintenance plan would be funded from the facilities improvement and maintenance fees and included in the normal budgeting process.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Facilities and assistant director of Operations prepare a project plan and timeline for the deferred maintenance plan.	January - February 2004
2.	The director of Facilities and assistant director of Operations prepare a timeline for performing the deferred maintenance and prioritize the work.	March - May 2004
3.	The director of Facilities and assistant director of Operations organize the work into packages that will be performed by contractors and the work that can be performed in-house with a coordinated timeline.	June 2004
4.	The director of Facilities and assistant director of Operations review the deferred maintenance plan with the facilities task force.	July 2004
5.	The director of Facilities and assistant director of Operations send the deferred maintenance plan to administration for approval and presentation to board.	August 2004

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 10
PLANT OPERATIONS AND MAINTENANCE

C. CUSTODIAL OPERATIONS

ACCD's custodial operations are decentralized at the college campuses and managed from the Facilities Department, which is located at San Antonio College. The assistant director of Operations is primarily responsible for managing districtwide custodial operations and each college has a superintendent who is responsible for supervising custodial and maintenance functions. A general housekeeping foreman supervises custodial functions at each of the colleges and is responsible for three foremen who supervise custodial staff working two shifts at each college.

As of January 2003, ACCD had 132 full-time and five part-time temporary custodian positions in its colleges and administrative facilities. Full-time positions include four general housekeeping foremen, 12 foremen and 116 custodial positions who are classified as "building attendants." **Exhibit 10-6** shows the organization for custodial operations.

Exhibit 10-6
Custodial Operations Organizational Structure
2002-03
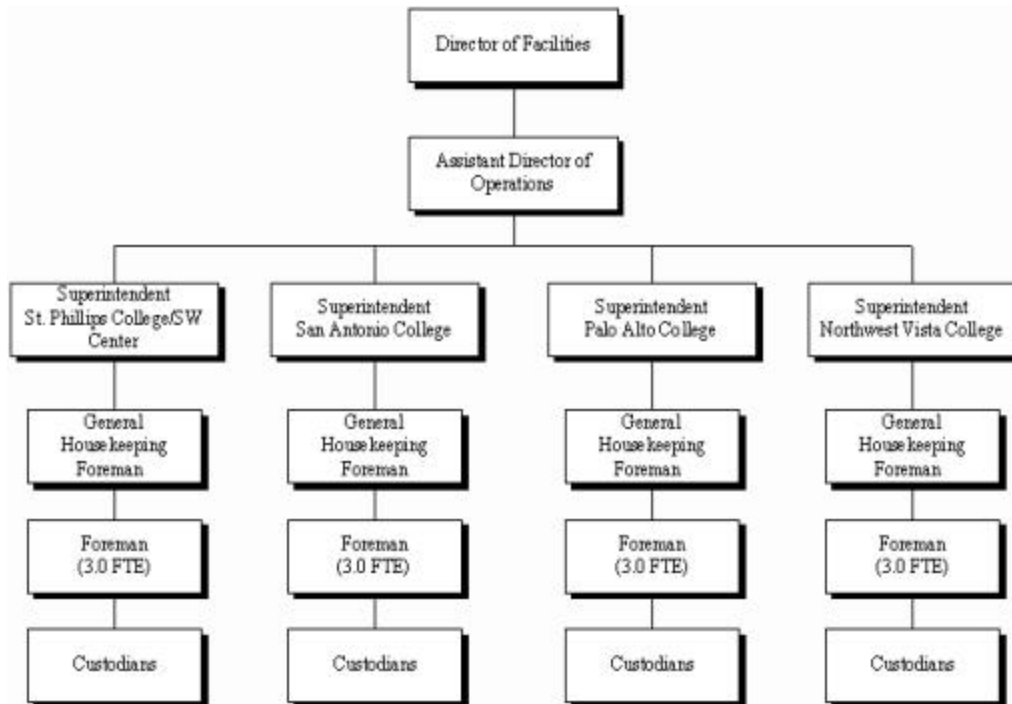
Source: ACCD, Facilities and Operations Department.

FINDING

ACCD's custodial operations function is not organized and staffed appropriately to efficiently deliver consistent, cost effective custodial services throughout the district. For example, custodial operations has excessive layers of supervision; custodians are assigned to colleges without applying custodial staffing standards; and chronic absenteeism, coupled with poor quality floor care persists throughout the district and increases custodians' workloads.

ACCD's custodial organization structure has an additional level of supervision at its colleges because each college has three foremen who supervise housekeepers in two shifts (6:00 a.m. - 2:30 p.m. and 2:30 p.m. - 11:00 p.m.) and a general housekeeping foreman who reports to a superintendent who is responsible for the college's grounds, housekeeping and maintenance activities. In effect, the district has foremen supervising foremen, which is a one-to-one span of control.

Additionally, ACCD uses unrealistic cleaning standards that exceed standards recommended by the Association of Higher Education Facilities Officers and does not consider the age of facilities, usage and types of floors when assigning custodians to college facilities. The Facilities Management Department assigns custodians based on square footage and building use. The department adheres to a cleaning standard of 30,000 square feet per custodian per eight-hour shift. A cleaning standard of 30,000 square feet per custodian in high use buildings exceeds the custodial staffing guidelines outlined in the Association of Physical Plant Administrators' (APPA) *Custodial Staffing Guidelines for Educational Facilities, Second Edition*.

APPA correlates custodial service levels, productivity, type of space, finishes and space allocation per custodian in determining custodial staffing patterns. Because the guidelines are based on the type of space cleaned, finishes and five levels of service, they provide a more accurate assessment of staffing levels than is afforded by using average square feet allocations that are adjusted based on the age of a facility. APPA identifies five distinct custodial service levels and describes characteristics of each. Designated as Levels 1 through 5, APPA identifies Level 2 (Ordinary Tidiness) as the base level of cleaning quality for studies of educational facilities.

Exhibit 10-7 presents an example of APPA standard space descriptions.

<div align="center">

Exhibit 10-7
APPA Custodial Service Levels

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Level	Description
Level 1 - Orderly Spotlessness	Level 1 establishes cleaning at the highest level. It was developed for corporate suites, donated buildings or historical focal points. This is show-quality cleaning for a prime facility. • Floors and base moldings shine and/or are bright and clean; colors are fresh. There is no buildup in corners or along walls. • All vertical and horizontal surfaces have a freshly cleaned or polished appearance and have no accumulation of dust, dirt, marks, streaks, smudges, or fingerprints. • Washroom and shower tile and fixtures gleam and are odor-free. Supplies are adequate. • Trash containers and pencil sharpeners are empty, clean, and odor-free.
Level 2 - Ordinary Tidiness	Level 2 is the base upon which this study is established. This is the level at which cleaning should be maintained. Lower levels for washrooms, changing and locker rooms, and similar type facilities are not acceptable. • Floors and base molding shine or are bright and clean. There is no buildup in corners or along walls, but there can be up to two days worth of dirt, dust, stains or streaks. • All vertical and horizontal surfaces are cleaned, but marks, dust, dirt, smudges and fingerprints are noticeable with close observation. • Washroom and shower tile and fixtures gleam and are odor-free. Supplies are adequate. • Trash containers and pencil sharpeners are empty, clean and odor-free.
Level 3 - Casual Inattention	This level reflects the first level of custodial budget cuts or some other staffing-related problem, which results in lowering of normal expectations. While not totally acceptable, it has yet to reach an unacceptable level of cleanliness. • Floors are swept clean, but upon close observation dust, dirt and stains, as well as a buildup of dirt, dust or floor finish in corners and along walls, can be seen. • There are dull spots or matted carpet in walking lanes, and streaks and splashes on base molding. • All vertical and horizontal surfaces have obvious dust, dirt, marks, smudges and fingerprints.

	• Trash containers and pencil sharpeners are empty, clean and odor-free.
Level 4 - Moderate Dinginess	Level 4 reflects the second level of custodial budget cuts, or some other significant staff-related problem. Areas are becoming unacceptable. People are beginning to accept an environment lacking normal cleanliness. In fact, the facility begins to constantly look like it requires a good "spring cleaning." • Floors are swept clean, but are dull. Colors are dingy and there is an obvious buildup of dust, dirt or floor finish in corners and along walls. Molding is dull and contains streaks and splashes. • All vertical and horizontal surfaces have conspicuous dust, dirt, smudges, fingerprints and marks that will be difficult to remove. • Less than 5 percent of lamps are burned out and fixtures are dingy. • Trash containers and pencil sharpeners have old trash and shavings. They are stained and marked. Trash cans smell sour.
Level 5 - Unkempt Neglect	This is the lowest level of custodial care. The trucking industry would call this "just-in-time cleaning." The facility is always dirty, with cleaning accomplished at an unacceptable level. • Floors and carpets are dirty and have visible wear or pitting. Colors are faded and dingy, and there is a conspicuous buildup of dirt, dust or floor finish in corners and along walls. Base molding is dirty, stained and streaked. Gum, stains, dirt, dust balls and trash are noticeable. • All vertical and horizontal surfaces have major accumulations of dust, dirt, smudges and fingerprints, as well as damage. It is evident that no maintenance or cleaning is done on these surfaces. • More than 5 percent of lamps are burned out and fixtures are dirty with dust balls and flies. • Trash containers and pencil sharpeners overflow. They are stained and marked. Trash containers smell sour.

Source: APPA, "Custodial Staffing Guidelines for Educational Facilities," Second Edition (Reprinted 2002).

Exhibit 10-8 shows how square footage allocations per custodian for selected educational spaces vary based on the type of space and finishes.

Exhibit 10-8
APPA Standard Space and Staffing Service Levels

APPA Standard Space	Square Footage Per Custodian				
	Level #1	Level #2	Level #3	Level #4	Level #5
Classroom with Hard Floor	8,500	16,700	26,500	39,000	45,600
Classroom with Hard Floor - High-Use	4,700	9,600	10,100	21,000	22,900
Entranceway	4,300	7,500	12,300	20,700	35,000
Locker/Changing Room - No Shower	11,800	12,100	Xxx	Xxx	Xxx
Office with Carpet	9,600	18,200	32,000	53,000	87,000
Public (Circulation) with Hard Floor	7,500	20,500	30,500	38,400	41,800
Office with Hard Floor	8,400	14,600	25,100	36,000	49,500
Classroom with Carpet Floor	9,700	21,700	24,000	34,700	37,200
Classroom with Carpet Floor- High Use	5,100	12,700	13,400	17,900	18,800
Vending	4,800	11,100	16,000	17,700	19,500
Cafeteria with Carpet	9,900	15,400	Xxx	Xxx	Xxx
Cafeteria with Hard Floor	11,200	16,400	Xxx	Xxx	Xxx
Library with Carpet	17,900	36,900	72,600	106,400	126,800
Library with Hard Floor	10,900	20,200	23,000	47,000	57,000
Auditorium Seating and Foyer	5,700	14,000	32,600	67,200	408,000

Source: APPA, "Custodial Staffing Guidelines for Educational Facilities," Second Edition (Reprinted 2002).
"Xxx" represents unacceptable levels of cleanliness due to lower custodial staffing.

Square footage allocations per custodians increase as the level of service decreases, even to an unacceptable level for cafeterias and wet areas. Level 2 square footage allocations per custodians recommended for

education facilities are determined based on the unique characteristics of schools such as the type of space cleaned and building finishes. Moreover, APPA standards consider the type of educational facility when recommending square footage allocations. For example, community college staffing calculations consider that there are automobile repair shops, cosmetology laboratories, computer labs, machine shops and welding shops for which custodians have cleaning responsibility. However, in some of these spaces such as welding shops and automobile repair shops, students are required to clean up after themselves, leaving the custodial staff with little responsibility other than trash removal and possibly cleaning a service sink. In these instances, APPA calculated its recommended staffing standards proportional to the personnel requirements to the "cleanable square feet" of the space, thereby separating the areas not cleaned from the areas that require cleaning.

According to staff interviews, ACCD also has problematic absenteeism with custodians. Absenteeism increases custodians' workloads because staff that do report to work must also clean areas for which absent custodians are responsible. While the Facilities Department does not maintain or track absenteeism statistics, foremen said absences at each of the four colleges range from one to three days each month. For example, one foreman participating in the focus groups had four buildings that were not covered on January 28, 2003. While management attributes absenteeism issues to low pay, custodians said during focus groups that both low pay and excessive cleaning workload add to this problem. Other custodians in the group that have an average five to six years tenure with the district said that they routinely took days off because of the excessive workload. This adds additional cleaning responsibilities to the remaining custodians because ACCD does not have a custodial pool from which to pull reserve custodians in the event of absences.

The review team conducted five separate focus groups that included general housekeeping foremen, first shift foremen, second shift foremen, first shift custodians and second shift custodians. The majority of focus group participants reported floor care throughout the district also has suffered because the Facilities Department discontinued the third shift (between 11:00 p.m. and 6:00 a.m.). Custodians report this is the best time to strip floors because there is no traffic. The campuses typically close at 10:00 p.m., and the 2nd shift custodians only have one hour to strip floors without traffic. One custodian suggested forming a stripping crew that did nothing but strip floors between 11:00 p.m. and 6:00 am. Managers within the Facilities Department disagree with the custodians and told us they decided to discontinue the third shift because it was difficult to control efficiency and productivity during the shift. As an alternative to stripping floors during the third shift, management is scheduling intensive floor care during the various breaks that occur during the year-such as Christmas,

spring break and summer break-by forming floor care teams to accomplish the work efficiently.

TSPR's stakeholder survey of district faculty, staff and administrators indicate that many customers see room for improvement in ACCD's custodial services. Overall, faculty, staff and administrators seem to feel that custodial services are adequate at best. In all, 233 employees responded to TSPR's survey. Forty-two percent of the respondents feel custodial services are adequate, while 37 percent feel the services need some improvement or major improvement. **Exhibit 10-9** presents survey results for custodial services.

Exhibit 10-9
Faculty, Staff and Administrator Survey Results

College Function	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
Custodial services	13%	24%	42%	17%	4%

Source: TSPR, Faculty, Staff and Administrator Surveys.

Exhibit 10-10 presents verbatim comments provided through public forums and focus groups. These comments highlight areas in which the district stakeholders feel custodial services could be improved.

Exhibit 10-10
Public Forum and Focus Group Results

"I have been working here for three years and not once has my department been vacuumed or carpet cleaned."	"The maintenance and custodial need to be improved-for example, vacuuming, bathrooms, dusting, and window washing."
"Superintendent and staff members assigned to NVC are dedicated to serving college needs, but we suffer from the fact that custodial and maintenance services for NVC are understaffed. Support from District leadership in this area could be improved with better coordination and training as well as process improvement."	"The buildings are in such bad conditions. When it rains, every building gets soaked and leaks on furniture equipment and supplies. The district needs to also consider the health factors it passes the employees such as mold contamination. The district needs to look at investing money in really correcting the structural problems."
"Management needs to do a better job of	Facilities maintenance services need a

building maintenance. There should be regular maintenance once a year or at least every other year. Departments should not have to request that maintenance be done. And even if it's requested, it's not being done."	total overhaul. We need more staff. We need to be able to compete with the job market. We have a problem filling positions because of salaries.
"Our bathrooms are filthy. Soap dispensers are not filled for months on end."	"Perhaps, if custodial services were contracted out, the buildings would be kept cleaner."

Source: TSPR, public forums and focus groups.

ACCD's facilities include 88 buildings and 2,429,514 gross square feet spread among four colleges and district administration buildings (see **Exhibit 10-2**). The district's custodial budget for 2002-03 totaled $3.2 million and includes the following detail (**Exhibit 10-11**).

Exhibit 10-11
ACCD Custodial Budget
2002-03

Budget Item	Amount
Custodial salaries	$2,333,869
Fringe benefits	$409,147
Personnel agency contracts	$129,500
General expenses (chemicals, supplies, disposables)	$363,926
Travel expenses	$3,000
Employee development	$2,500
Basic telephone service	$1,600
Total	**$3,243,542**

Source: ACCD, Facilities and Operations Department.

Some educational institutions analyze custodial operations and evaluate productivity levels, quality of cleaning, customer satisfaction and the overall cost of providing custodial operations in an academic setting to determine if the institution should continue to provide custodial services in-house. Many educational institutions have used the results of this analysis to contract custodial operations to an outside provider in an effort to increase staff productivity and the quality of the teaching and learning

environment; increase student, staff and community satisfaction; improve quality; and reduce costs.

Recommendation 112:

Conduct a detailed analysis of custodial operations to determine the cost-effectiveness of contracting with an external service provider.

ACCD should analyze its current custodial operations with a view to contract the entire custodial function to an outside provider. The problems within the custodial function are difficult to surmount with limited resources. By contracting the district can refocus its efforts on academics and student service.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Facilities and the assistant director of Operations conduct a thorough analysis of the cost, quality of service, productivity and level of care provided by the district's custodial operations.	September - November 2003
2.	The director of Facilities reports the results of the analysis to the chancellor and board.	December 2003
3.	The director of Facilities, in conjunction with the director of Acquisitions and Administrative Services, issues a request for proposals to provide custodial services to the district (assuming the results lead to the conclusion to outsource).	January 2004
4.	The director of Facilities and director of Acquisitions and Administrative Services review the proposals, select a provider, negotiate a contract and present a recommendation to the board for approval.	March - May 2004
5.	The board approves the contract to become effective September 1, 2004.	June 2004
6.	The director of Facilities implements the outsourced custodial services.	September 2004

FISCAL IMPACT

A national corporation that provides outsourced custodial services for higher education institutions and public school systems throughout the United States reviewed ACCD's facilities profile and custodial budget and provided the review team with a rough estimate of what it would cost to provide custodial services to ACCD. This cost estimate is before a potential vendor would conduct a site visit to further refine its proposed

costs to provide contracted custodial services. The corporation estimates it could provide outsourced custodial services to ACCD in the range of $0.98 to $1.25 per gross square foot, per year. Based on this range, calculations are as follows:

Total gross square footage of ACCD facilities	2,429,306
Multiply by maximum cost per square foot, per year quoted	x $1.25
Total estimated annual cost to outsource custodial services	$3,036,633
Total ACCD custodial budget for 2002-03	$3,243,542
Less: estimated annual cost to outsource custodial services	($3,036,633)
Estimated annual savings	$206,909

However, no savings are recognized because the actual savings would be dependent on the implementation of other recommendations made in this chapter.

FINDING

ACCD's custodians are poorly compensated and the district has not implemented incentive compensation programs for custodians equitably at all colleges within the district. ACCD custodians earn the lowest hourly wages for similar colleges, school districts, state agencies and local government agencies in the San Antonio Area. For example, the beginning wage for ACCD building attendants (custodians) is $6.53 per hour and the beginning wage for custodians working for area school districts between $7.18 and $8.75 per hour. Accordingly, it is difficult for ACCD to attract and retain custodians. According to district records, 25 of the 116 custodial positions are new hires to the district from March 2002 to March 2003.

The 2003 San Antonio Area Wage and Benefit Survey compiled by Werling Associates, Inc. reports comprehensive salary information on 187 jobs in the San Antonio area. One hundred sixteen organizations in the San Antonio area participated in the general industry survey, reporting wage data as of January 1, 2003. Using information obtained from the survey calculator provides up-to-date national, regional and local salary surveys for a number of job categories, including custodians. Using information obtained from the salary.com Web site, **Exhibit 10-12** compares the hourly pay rates of ACCD's custodians to the weighted minimum, median and maximum salary ranges for the same or similar job categories in the San Antonio area, which is the relevant comparison for

ACCD's custodian pay rates. The minimum salary range is in the 25th percentile of salaries in the San Antonio area, the median salary range in the 50th percentile and the maximum range in the 75th percentile.

Exhibit 10-12
ACCD Custodian Hourly Rates Compared
to Hourly Rates for Custodians in the San Antonio Area
2002-03

Job Classification	ACCD Hourly Pay Rate	San Antonio Area Minimum Weighted Average Minimum for All Firms	ACCD Percent Difference From Area Minimum	San Antonio Area Weighted Average Median for All Firms	San Antonio Area Weighted Average Maximum for All Firms
Building Attendant I	**$6.53**	$6.79	**(4%)**	$7.60	$10.51
Building Attendant II	**$7.11**	$9.71	**(27%)**	$11.17	$13.02

Source: ACCD, Human Resources Department.
Note: Hourly rates calculated from Building Attendant I and II rates. San Antonio area hourly rates calculated from salaries listed for custodians and senior custodians at salary.com, March 2003; and from 2003 San Antonio Area Wage and Benefit Survey.

The average salaries paid to ACCD Building Attendant I and II positions are below the minimum salaries paid to similar job categories in the San Antonio area. Minimum salaries paid to Building Attendant I in the San Antonio area exceed average salaries paid to a comparable ACCD Building Attendant I by 4 percent and minimum salaries paid to a Building Attendant II exceed average salaries paid to a comparable ACCD Building Attendant II by 27 percent. ACCD has 86 full-time custodians classified as Building Attendant I and 31 full-time custodians classified as Building Attendant II. The remaining custodian positions are either foreman level or above and part-time temporary positions.

ACCD established the minimum hourly pay rate for the Building Attendant I classification-considered an entry-level position-based on 80 percent of weighted average actual wages for all firms as reported in the 2002 San Antonio Area Wage and Benefit Survey. ACCD further

established the minimum hourly pay rate for the Building Attendant II classification based on 80 percent of the midpoint of the next highest grade in the district's classification system. Although the average hourly rate for custodians classified as Building Attendant I is $7.34, 62 of 86 custodians classified as Building Attendant I are at or below the weighted average minimum for the San Antonio area.

Similarly, although the average hourly rate for custodians classified as Building Attendant II is $9.10, 21 of 31 custodians classified as Building Attendant II are at or below the weighted average minimum for the San Antonio area.

Additionally, ACCD implemented a pilot incentive program at Northwest Vista College to attract custodians because of the college's location on the far Northwest side of San Antonio. The district pays custodians an additional $600 per month to work at Northwest Vista College if they clean 30,000 square feet and attend classes at the college to improve themselves. As of the date of this report, this is the only college that has this incentive program, which has caused other custodians within the district to question why it is not offered to custodians at all colleges. During focus groups with custodians, many complained that the district unfairly excluded their colleges from participation in the incentive program. Many custodians participating in the sessions told members of the review team the low pay could be tolerable if the an incentive plan was implemented at all colleges within the district.

Recommendation 113:

Increase the custodial average salary to be more competitive with the local economy.

ACCD should both increase the effective base wage levels of its custodial employees and raise the current hourly rates to ensure that the district can recruit and retain building attendants. The district should adjust its base Building Attendant I wage rate to the San Antonio median of $7.60 and the Building Attendant II rate to $11.17. These measures should aid in lessening instances of absenteeism, turnover and general moral problems due to lower than local average wages.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resources conducts a salary survey of custodian positions in the San Antonio area to validate minimum salaries for each job classification.	September - October 2003
2.	The director of Human Resources works with the assistant	October 2003

	director of Operations in the Facilities Department to develop an incentive pay program for custodians.	
3.	The director of Human Resources presents the proposed salary increases for the custodians and the incentive pay program to the chancellor and board for approval.	November 2003
4.	The chancellor and board approve the incentive pay program and salary increases, effective January 1, 2004.	December 2003
5.	The chancellor implements the salary increases and incentive pay program.	January 2004

FISCAL IMPACT

The fiscal impact is calculated by giving both the Building Attendant I and II groups an across the board raise of 15 percent. The annual cost for this salary adjustment is $308,642 for all 116 positions [(86 Building Attendant I positions x 2,080 hours x $7.34 average hourly rate x 0.15 salary adjustment x 1.094 benefit rate) + (30 Building Attendant II positions x 2,080 hours x $9.10 average hourly rate x 0.15 salary adjustment x 1.094 benefit rate)]. The annual cost is adjusted for implementation in 2003-04 resulting in a $205,761 reinvestment during the first year ($308,642 x 8 months/12 months).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Increase the custodial average salary to be more competitive with the local economy.	($205,761)	($308,642)	($308,642)	($308,642)	($308,642)

Chapter 10
PLANT OPERATIONS AND MAINTENANCE

D. ENERGY CONSERVATION AND MANAGEMENT

Energy costs across the state and nation have increased to levels that require close monitoring and management. Energy management is a vital tool to ensure the cost-effective operation of the college's utilities. While the purpose of the energy management program is to minimize waste, the program should also ensure comfort in occupied spaces and encourage energy awareness across the college.

FINDING

ACCD has implemented specific energy conservation initiatives to control energy consumption and related costs in its colleges and administrative and operational facilities throughout the district. For example, ACCD's board implemented a policy in 1986 requiring all campuses to use one of two energy conservation systems to control energy costs. The authorized energy management systems include a Digital Direct Control System, typically installed by energy management companies such as Honeywell and Johnson controls, and a pneumatic system that allows each building on a campus to be individually controlled. These systems allow the Facilities Maintenance Department to individually control the energy consumption in each building within the district.

ACCD also implemented a number of energy conservation initiatives between August 2000 and the present, including installing lighting retrofits on all campuses, entering into performance contracting arrangements with Honeywell and Johnson Controls for energy management and conducting an energy audit with a grant from the Environmental Protection Agency. The district also participated in federal and state energy conservation initiatives such as the Rebuild America Program.

ACCD contracted with Texas A&M University's Energy Systems Laboratory/Texas Engineering Experiment Station and Texas Energy Engineering Services, Inc. (TEESI) to conduct an energy assessment for the colleges and administrative facilities within the district. Texas A&M and TEESI conducted the study under the Texas Rebuild Program guidelines of The Rebuild America Program. The purpose of the assessment was to identify energy cost savings and reduction measures, which when implemented, will result in significant energy cost savings for the borrower. The assessment report identified a number of energy cost reduction measures including interior lighting retrofits, replacing HVAC

units, replacing cooling towers and Continuous Commissioning, a process developed by the Energy Systems Laboratory at Texas A&M University, which is a program of periodic "fine tuning" for major building components to ensure optimum building performance and optimum energy use. Savings calculations resulting from implementing these measures used sound, accepted fundamentals of engineering and current utility rate schedules. The report identified implementation costs totaling $2,762,093, with annual cost savings totaling $511,364, for a payback of 5.4 years.

COMMENDATION

ACCD has implemented specific energy conservation initiatives to control energy consumption and related costs in its colleges and administrative and operational facilities throughout the district.

FINDING

ACCD entered into an interagency agreement with Texas A&M University Experimental Research Station's Energy Systems Lab to evaluate its energy management activities, issue an energy assessment report identifying energy savings over a six to seven-year period and continuously monitor energy savings over the term of the agreement. The term of the agreement runs from January 14, 2002 to November 30, 2004 and requires ACCD to reimburse Texas A&M's Energy System's Lab (TAMU) $1,180,000 from savings realized through energy management initiatives identified in the assessment report. The agreement further provides for energy metering to be installed on each campus as needed to capture "whole" campus energy services, as well as metering to be installed on some of the larger administrative buildings to track energy savings from capital retrofits and Continuous Commissioning. TAMU will continuously monitor, analyze and report savings and operating efficiency related to ACCD's energy management systems over the life of the agreement, which are projected to be $511,364 annually, fully realized by the fifth year.

COMMENDATION

ACCD entered into an interagency agreement with Texas A&M University Experimental Research Station's Energy Systems Lab to evaluate its energy management activities, issue an energy assessment report identifying energy savings over a six to seven-year period and continuously monitor energy savings.

FINDING

ACCD's energy cost per square foot exceeds the weighted average energy cost per square foot of its peer community colleges. The district's energy cost of $1.45 per square foot is nearly 7 percent more when compared to the weighted average energy cost of its peers, which is $1.36 per square foot. **Exhibit 10-13** summarizes energy costs per square foot for ACCD and its peer community colleges for 2001-02.

Exhibit 10-13
Energy Costs per Square Foot
ACCD Compared to Selected Peer Districts
2001-02

Community College	Total Energy Cost (A)	Total Square Footage	Cost Per Square Foot
San Jacinto	$1,800,534	1,681,526	$1.07
Dallas County	$5,199,125	3,618,896	$1.44
North Harris Montgomery County	$2,170,000	1,427,632	$1.52
Weighted Peer Average	**$9,169,659**	**6,728,054**	**$1.36**
Alamo	**$3,534,868**	**2,429,306**	**$1.45**

Source: ACCD and peer colleges, facilities departments and business offices, March 2003.
(A) Denotes electricity, natural gas, water and sewer costs.

ACCD's energy costs exceed those of its peers for 2001-02 primarily because Palo Alto College and Northwest Vista College reported energy costs of $1.67 per square foot each, while St. Philip's College reported energy costs of $1.62 per square foot for the same period. Energy consumption was high at Palo Alto College during this period because of inefficient lighting and air handling units, while energy consumption was high at St. Philip's College because of inefficient lighting, air handling unit and cooling tower.

APPA, in *Facilities Management: A Manual for Plant Administration, Part III: Energy and Utilities Systems*, outlines best practices for energy management and conservation for colleges and universities. APPA identifies lighting retrofits involving electronic ballasts, reflectors, occupancy sensors and other forms of lighting controls as having gained immense popularity because they can be implemented with minimal to no engineering effort and have a high rate of return. Similarly, in the heating ventilation and air conditioning (HVAC) area, variable frequency drives,

economizer controls, energy efficient motors for large HVAC equipment, thermal energy storage, high-efficiency chillers and direct digital controls are extensively used to enhance the part-load efficiency and control of HVAC equipment.

ACCD issued an invitation for bid in March 2003 to provide interior lighting retrofits, which when used with Continuous Commissioning, will conserve energy at campuses and administrative facilities throughout the district.

Northwest Vista College is the most recent college constructed in 1998, and during the design phase, the engineers who designed the buildings recommended electric heat with single-pane glass for the facility. The engineers conducted a life cycle cost analysis to justify their recommendation, showing that boilers in each building with single-pane glass would cost $94,800 more over a 20-year period than electric heat with single-pane glass. The engineers further justified all electric utilities by comparing the college facilities to a bank building which has distinctly different usage patterns. The all-electric buildings consume more energy than the other colleges within the district. Although the district is implementing the recommendations from the Energy Assessment Report prepared by TEESI in conjunction with the Rebuild America Program to reduce energy costs, the lifecycle cost savings for Northwest Vista College over a 20-year period is minimal. Building use patterns for community colleges and office buildings are radically different. Many engineers projecting potential savings use comparisons to similar facilities or facilities with similar use patterns to ensure accurate predictions.

Recommendation 114:

Require engineers to compare facilities with similar use patterns when planning for energy conservation management systems for future facilities.

ACCD will have a more comparable analysis of energy costs for high-use buildings by requiring engineering firms to include comparable community college facilities in their life cycle cost analysis. This will enable the district to make decisions about the type of heating or cooling system that is most energy efficient given the primary use of the facilities compared.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Facilities drafts an administrative procedure requiring engineers to compare facilities with similar use patterns when planning energy conservation management	September 2003

		systems for future facilities.	
2.		The director of Facilities presents the drafted procedures to the executive vice chancellor for review and approval.	October 2003
3.		The executive vice chancellor approves the administrative procedure and notifies the chancellor to ensure any necessary changes are included in districtwide strategic planning initiatives.	November 2003
4.		The director of Purchasing and the director of Facilities include language from the administrative procedure in requests for proposals to architects and engineers.	December 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

Chapter 10
PLANT OPERATIONS AND MAINTENANCE

E. TRANSPORTATION

ACCD's Vehicle Fleet Management Department consists of a Motor Pool that provides repair and maintenance services for vehicles and grounds equipment throughout the district. This section of the report will focus on ACCD's vehicle fleet, which consists of 78 vehicles.

The Vehicle Fleet Maintenance Department consists of five full-time positions and nine part-time/temporary positions. Full-time positions include a fleet maintenance supervisor, three motor vehicle mechanics and a clerk. Part-time/temporary positions consist of two courtesy patrol drivers, four shuttle bus drivers and three motor vehicle mechanics.

The Motor Pool services and maintains 78 vehicles for 14 departments, four college presidents, ACCD's chancellor and vice chancellor. **Exhibit 10-14** presents the number of vehicles the Motor Pool services by department and vehicle assignment.

Exhibit 10-14
Vehicles Serviced by ACCD's Motor Pool
January 2003

Department/Assignment	Number of Vehicles	Percentage
San Antonio College Maintenance	10	13%
St. Philip's College Maintenance	6	9%
Southwest Center Maintenance	1	1%
Palo Alto College Maintenance	2	3%
Northwest Vista College Maintenance	1	1%
District Maintenance	2	3%
Motor Pool	14	18%
Communications/Mailroom	3	4%
St. Philip's College President	1	1%
San Antonio College President	1	1%
Palo Alto College President	1	1%

Northwest Vista College President	1	1%
Chancellor	1	1%
Vice Chancellor	1	1%
Department of Public Safety/Campus Police	20	26%
Central Receiving	4	5%
Law Enforcement Training Academy	4	5%
International Programs	1	1%
Float Committee	1	1%
Continuing Education	3	4%
Total	**78**	**100%**

Source: ACCD, Vehicle Fleet Management Department.

Fifty-seven percent of the vehicles are assigned to three departments: San Antonio College Maintenance, the Motor Pool and the Department of Public Safety, which oversees the campus and district police.

A significant area of focus for ACCD's Motor Pool is preventive maintenance through which the department endeavors to provide scheduled maintenance service for all 78 vehicles.

Exhibit 10-15 presents the Motor Pool's scheduled maintenance service and related service intervals.

Exhibit 10-15
Preventive Maintenance Schedule
2002-03

Scheduled Maintenance	Service Interval Performed
Engine oil and filter change without chassis lubrication, check braking system, check fluid levels, check tire pressure, check front and rear suspensions and check other potential safety hazards such as fuel leaks and unusual smells.	Every 3,000 miles
Change out air and/or breather element.	Every 12,000 miles
Rotate tires.	Every 7,500 miles
Change transmission fluid, change coolant and antifreeze.	Normal use - every

replace filter and gasket, fuel filter, drive belt and PCV valve.	30,000 miles Severe - every 21,000 miles
Tune up, including spark plugs, ignition wires, distributor cap and rotor, radiator and heater/bypass hoses, thermostat, electric cooling fan motors, relays with temperature sensors, serpentine and/or timing belt with tensioner if applicable, replace tires and check shocks and struts.	Every 50,000 to 60,000 miles or every four years, whichever comes first
Vehicle State Inspection.	Annually
Four-wheel alignment and thrust angle alignment.	As needed

Source: ACCD, Vehicle Fleet Management Department.

FINDING

ACCD tracks and monitors its fuel consumption using a computerized fuel management system that provides accurate and up-to-date monitoring of fuel consumption for its entire fleet. The Motor Pool uses Mega Trak, which is a computerized fuel monitoring system that requires all vehicle users to refuel their vehicles with a key containing a computer chip that is identified by a vehicle identification number tied to the users' individual personal identification number. Fuel can be dispensed based on a limited quantity of fuel defined per key, or it can be dispensed on unlimited fuel quota. The Motor Pool assigns keys to designated drivers of specific vehicles along with the Motor Pool supervisor and two senior technicians who are assigned administrative keys that serve as master keys enabling them to override all vehicles.

As information about fuel dispensing accumulates in the pumping station computer, a central server calls the computers multiple times each day and collects all accumulated information. The software tracks the date and time each vehicle is refueled and records the type of fuel, gallons, odometer readings, miles per gallon and total fuel cost. The Motor Pool uses this information to "charge back" ACCD departments for fuel used by vehicles assigned to them. The Motor Pool also uses this information to monitor budget versus actual fuel consumption for all 19 ACCD departments. Based on this monitoring process, the Motor Pool works with the Budget Department to adjust budget to actual fuel expenditures as required.

COMMENDATION

Alamo Community College District tracks and monitors its fuel consumption through a computerized fuel management system that provides accurate and up-to-date monitoring of fuel consumption for its entire fleet.

FINDING

ACCD's mechanics are well-trained through a combination of external and internal training provided by the district. St. Philip's College offers continuing education to the Motor Pool's mechanics through its Automotive Technology Department at no cost. Mechanics are allowed to attend continuing education training during their lunch hour and in the evening. Two of the Motor Pool's five mechanics have completed associate degrees from St. Philip's College's auto mechanics program.

The mechanics also attend training outside the district and are encouraged to achieve their Automotive Service Excellence (ASE) certification. All of the Motor Pool's mechanics are ASE certified, with one mechanic achieving master ASE certification.

COMMENDATION

Alamo Community College District's mechanics receive continuing education training through St. Philip's College's Automotive Technology Department at no cost.

FINDING

ACCD's Motor Pool does not have a computerized fleet management system (FMS) to process and track vehicle work orders. Additionally, ACCD's Motor Pool does not receive the full benefit of the Mega Trak system because of computer hardware limitations that has prevented the department from using the work order tracking and parts inventory tracking modules. The Motor Pool's three computers are five generations behind state of the art technology and have limited microprocessor speed and random access memory to handle the module bundled with the Mega Trak system.

Work orders are manual and processed after calls are received from departments requesting service. Accordingly, the Motor Pool manually prepares work orders using Word Perfect software after the work is performed, but does not adequately capture the cost of labor and materials. As a result, the supervisor of the Vehicle Fleet Management Department cannot track labor and materials cost by job.

Some districts use computerized fleet management systems that serve as the foundation for efficient vehicle management. These systems typically maintain all relevant physical information for each vehicle including physical characteristics, warranty, licensing, disposals and summary information; use work orders to enter all relevant maintenance information for each vehicle; contain vehicle maintenance and inventory data for parts, labor and commercial costs; and allow users to assign vehicles and to input and monitor fuel transactions, vehicle usage, rates, etc. Additionally, all of the transaction information contained in the FMS is used to create monthly billing or chargeback reports and several other management reports.

Recommendation 115:

Upgrade the Motor Pool's computer hardware to fully optimize the work order and parts inventory modules bundled with its fuel management system.

Upgrading the computer hardware in the Motor Pool will allow the district to take advantage of the work order and parts inventory tracking module that are bundled with the Mega Trak fuel management system. Fully optimizing the Mega Trak system is the most cost effective solution for implementing a FMS.

The district should purchase three new computers with the appropriate memory, clock speed and storage space to take full advantage of the computerized fleet management software purchased from Mega Trak.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Facilities works with the director of Information Systems to identify the specifications for the appropriate computer hardware to efficiently run the Mega Trak modules.	September 2003
2.	The director of Information Systems initiates a purchase order to buy three computers for the Motor Pool.	September 2003
3.	The senior purchaser for Computer Hardware and Communications purchases the computers.	November 2003
4.	The director of Information Systems directs a member of his technical staff to deliver and install the computers in the Motor Pool.	November 2003
5.	The supervisor for Vehicle Fleet Management implements the work order and inventory tracking modules.	January 2004

FISCAL IMPACT

A computer workstation with a minimum 2.0 gigahertz processor, 40 gigabytes hard drive and 1 gigabyte of memory retails for approximately $2,000. Three computers will cost the district $6,000 ($2,000 x 3 = $6,000).

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Upgrade the Motor Pool's computer hardware to fully optimize the work order and parts inventory modules bundled with its fuel management system.	($6,000)	$0	$0	$0	$0

FINDING

ACCD's Motor Pool does not adequately control access to the automotive parts inventory storage room. The parts room is not locked during the day and does not have an attendant assigned to issue parts to mechanics. Without controlled access, maintenance employees have unlimited access to the parts room throughout the day. Although the assistant director of Operations for the Facilities Department confirmed there were no incidents of theft reported by the supervisor for Vehicle Fleet Management during 2001-02, unlimited access to the parts inventory room by authorized or unauthorized employees increases the likelihood of theft or pilferage of automotive parts.

Best practices for parts inventory control dictate that parts rooms be locked when unattended and an individual be assigned on a full- or part-time basis to dispense and log parts issued to mechanics throughout the day. These also include specific procedures such as what to do to obtain parts in the event of an emergency.

Recommendation 116:

Lock the automotive inventory parts room and assign an attendant to distribute and log parts issued to mechanics.

The supervisor for Vehicle Fleet Management should assign the clerk part-time responsibility for dispensing and logging automotive parts issued to mechanics. Given the Motor Pools' existing staffing levels, the attendant should be part-time and the parts inventory room should be open during specified hours each day, except for emergencies. Additionally, the supervisor for Fleet Management should install a lock on the door to the parts room and provide keys only to the employee assigned to distribute

the parts to ensure accountability for controlling automotive parts inventory.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The supervisor for Vehicle Fleet Maintenance installs a lock on the door to the parts inventory room and designates the times during which the room will be open and procedures for obtaining parts in the event of an emergency.	September 2003
2.	The supervisor for Vehicle Fleet Maintenance reviews the workloads of existing employees and assigns the appropriate employee part-time responsibility for dispensing and logging parts issued to mechanics.	September 2003
3.	The supervisor for Vehicle Fleet Maintenance implements the new operating hours for the parts room, procedures for obtaining parts in the event of an emergency and the employee assigned to the parts room begins dispensing and logging parts issued to mechanics.	October 2003

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

ACCD's mechanics are compensated less than mechanics at peer community colleges, local school districts, state agencies and municipalities within the San Antonio area. The supervisor's salary is also below San Antonio average wages. Additionally, mechanics and drivers assigned to the Motor Pool have no career ladder or incentive compensation program to offset the low compensation. Consequently, this has contributed to low employee morale. The district has three full-time mechanics each with different levels of education and National Institute for Automotive Service Excellence (ASE) certification.

The department services 78 vehicles and 243 various pieces of equipment such as diesel backhoes, electric and gas carts, rider mowers, weed eaters, chainsaws, generators, electric forklifts and trailers. Due to this workload, the Fleet Maintenance Department employs three additional full-time temporary mechanics. The temporary mechanic positions differ from the full-time regular positions only in non-scheduled salary adjustments. These positions will be either eliminated or converted to regular positions in September 2003 according to the Fleet supervisor.

Salary.com, an Internet-based salary calculator, provides up-to-date national, regional and local salary surveys for a number of job categories, including mechanics. The salary calculator adjusts salaries calculated based on national averages to the local San Antonio Market based on a cost of living index. Given that the 2003 San Antonio Wage and Benefit Survey only has market data for a mechanic - Gasoline Vehicle with a high school diploma and one to two years experience, and all six of ACCD's mechanics exceed the degree and experience requirements, it is more appropriate to use Salary.com for a comparison. The salary calculator uses automotive Mechanic I, II and III job titles, which are somewhat different from the mechanic - Gasoline job classification used by ACCD.

The most experienced mechanic has an Associate Degree in Automotive Technology and has both master's level and advanced ASE certifications, which would be comparable to the automotive Mechanic III job category. The second most experienced mechanic has an Associate Degree in Automotive Technology and is ASE certified, but not at the master or advanced levels, which would be comparable to the automotive Mechanic II job category. The least experienced mechanic is ASE certified, but does not have an Associate Degree in Automotive Technology, which would be comparable to the automotive Mechanic I category. According to ACCD's Fleet supervisor, the three temporary mechanics are also comparable to Mechanic I positions.

Exhibit 10-16 compares the salaries of ACCD's mechanics to the minimum, median and maximum salary ranges for mechanics in the San Antonio area. The minimum salary range is in the 25th percentile of salaries in the San Antonio area, the median salary range is in the 50th percentile and the maximum range is in the 75th percentile.

Exhibit 10-16
Mechanic Salary Comparison
ACCD and San Antonio Area

Job Classification	ACCD Salary	San Antonio Area Minimum	San Antonio Area Median	San Antonio Area Maximum
Mechanic I	**$21,912**	$23,124	$26,881	$31,339
Mechanic II	**$25,570**	$30,864	$35,668	$41,244
Mechanic III	**$25,584**	$34,786	$38,763	$42,459

Source: ACCD, Human Resources Department, February 2003.
Note: San Antonio area salaries are taken from salary.com, March 2003.

ACCD's mechanics are compensated below minimum salaries paid to mechanics in the San Antonio area. Minimum salaries paid to a Mechanic I in the San Antonio area exceed salaries paid to comparable ACCD mechanics by 5.5 percent; minimum salaries paid to a Mechanic II exceed salaries paid to comparable ACCD mechanics by 21 percent; and minimum salaries paid to a Mechanic III exceed salaries paid to comparable ACCD mechanics by 36 percent.

Incentive pay programs allow mechanics to increase their compensation based on predetermined performance criteria such as number of vehicles serviced without returns for service, average turnaround time for work order requests and attendance.

Recommendation 117:

Increase mechanics' salaries to reflect local industry wages and convert the three temporary mechanic positions to full-time status.

ACCD should effect a salary increase for its mechanics to the median salaries paid to Mechanic I, II and III classifications in the San Antonio area and accordingly increase the Fleet supervisor's salary. After increasing salaries, compensation increases should be tied to performance and/or an incentive pay program to be developed in conjunction with the Human Resources Department. ACCD should ensure that the base salary level is increased to the San Antonio area median. The district should also convert the existing temporary mechanic positions to full-time status using the San Antonio median salary levels.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resources conducts a salary survey of mechanics positions in the San Antonio area and determines median salaries for each job classification.	September 2003
2.	The director of Human Resources and the Compensation manager work with the supervisor of Vehicle Fleet Maintenance and the assistant director of Operations in the Facilities Department to develop an incentive pay program for mechanics.	October 2003
3.	The director of Human Resources presents the proposed salary increases and position adjustments for the mechanics as well as the incentive pay program to the chancellor and board for approval.	November 2003
4.	The chancellor and board approve the incentive pay program, salary increases and position adjustments, effective January 1, 2004.	December 2003

5.	The director of Human Resources converts the three temporary mechanic positions to full-time status.	January 2004
6.	The chancellor implements the salary increases, incentive pay program and position conversion.	January 2004

FISCAL IMPACT

This fiscal impact calculates the salary increases for the supervisor, three full-time mechanics and three full-time temporary mechanics (**Exhibit 10-17**).

Exhibit 10-17
Mechanics' Salary Increases

Position	Number of Positions	San Antonio Median Salary	ACCD Current Salary	Annual Salary Increase (SA Median - ACCD Current Salary)	Annual 9.4 Percent Benefit Increase	Total Increase (Salary + Benefits)
Mechanic I	1	$26,881	$21,912	$4,969	$467	$5,436
Mechanic II	1	$35,668	$25,570	$10,098	$949	$11,047
Mechanic III	1	$38,763	$25,584	$13,179	$1,239	$14,418
Temporary Mechanics (Mechanic I Pay Level)	3	$26,881	$20,765	$18,348 ($6,116 x 3)	$1,725 ($575 x 3)	$20,073
Supervisor	1	$44,500	$32,272	$12,228	$1,149	$13,377
Total	**7**					**$64,351**

Because the increases will be implemented in January 2004, only eight months of salary and benefits costs are included in 2003-04 ($64,351 x 8/12 = $42,900). The total 5-year investment will be $300,304.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Increase mechanics' salaries to reflect local	($42,900)	($64,351)	($64,351)	($64,351)	($64,351)

industry wages and convert the three temporary mechanic positions to full-time status.					

Chapter 10
PLANT OPERATIONS AND MAINTENANCE

F. SAFETY AND SECURITY

ACCD's Department of Public Safety (DPS) operates a police organization with 42 full-time police officers, 11 security guards, six dispatchers, one police chief, one office supervisor and five clerical assistants. All 42 full-time officers are certified Texas Peace Officers licensed by the Texas Commission on Law Enforcement Standards and Education (TCLOSE) with the ability to carry firearms and issue citations under the Texas Penal Code. The 11 security officers supplement the police officers and cover ACCD facilities at night and on weekends and holidays. The security officers do not carry firearms and continuously check building security while on duty.

Exhibit 10-18 presents the organization structure for DPS.

Exhibit 10-18
ACCD Department of Public Safety
Current Organization
February 2003
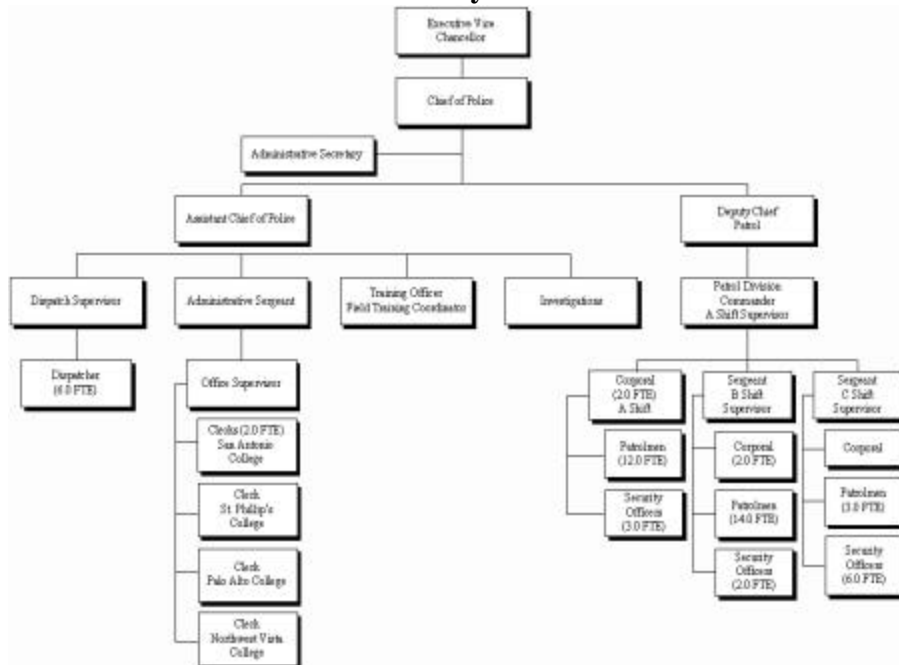
Source: ACCD, Department of Public Safety.

Board Policy CHA authorizes the board to "employ and commission peace officers to maintain law and order." Policy CHA further states "the primary jurisdiction of a peace officer so commissioned includes all counties in which property is owned, leased rented or otherwise under the control of the College District that employs the peace officer." Accordingly, DPS peace officers have police authority at all colleges and facilities throughout ACCD.

Exhibit 10-19 presents DPS' budget for the last three years.

Exhibit 10-19
ACCD Department of Public Safety
Budgets for 2000-01 through 2002-03

Line Item	2000-01	2001-02	2002-03	Percent Increase (Decrease) 2000-01 through 2002-03
Salaries	$1,562,771	$1,755,092	$2,006,215	28%
Special Pay (A)	$53,819	$89,252	$83,704	56%
Fringe Benefits	$184,486	$206,864	$239,931	30%
Employee Development	$0	$5,000	$5,000	100%
General Expense (B)	$108,000	$100,000	$104,757	(3%)
Fixed Assets	$0	$13,120	$0	0%
Employee Travel	$16,000	$20,000	$23,000	44%
Basic Telephone Service	$7,000	$9,000	$9,000	29%
Personnel Agency Contracts	$0	$0	$5,734	100%
Totals	**$1,932,076**	**$2,198,328**	**$2,477,341**	**28%**

Source: ACCD, Department of Public Safety.
(A) Includes uniform allowance, hazard pay and shift differential for working night shift.
(B) Includes department operating expenses such as supplies, materials, repairs, etc.

DPS' budget increased 28 percent over the past three years. This increase is primarily because the department hired 26 additional officers between 2000-01 and 2002-03.

FINDING

ACCD's police chief formed a rapid response team in November 2001 to address crime and safety issues throughout ACCD. The response team meets monthly and consists of the four college presidents, directors, vice presidents, campus nurses and the safety officer. Each response team member provides contact information for other team members that consist of cell phone numbers, pager numbers and home telephone numbers. In addition to meeting with the emergency response team, the police chief meets monthly with each of the college presidents to address safety and security concerns at their respective college campuses.

Since the response team was formed, it has responded to a variety of incidents including the following:

- San Antonio College Mail Room - In fall 2001, DPS received a call that a suspicious envelope had arrived with no return address and excess postage. The response team notified the appropriate college administrators and called the safety officer, who called DPS to conduct the investigation. The safety officer transported the envelope to the Health Department where it tested negative for anthrax.
- St. Philip's College Bomb Threats - Several threats were called in to the college in December 2001 and the response team immediately notified the president. The director of Facilities, safety officer and DPS responded. DPS used a dog-sniffing unit to assist with locating explosives, but none were found. Additionally, the communications manager authorized traces on St. Philip's' telephone lines and determined the calls were placed from pay phones at different locations within the city of San Antonio.
- San Antonio College Parking Lot - Students found a quantity of white powder on the parking lot surface, alleged to be anthrax. The response team immediately contacted the San Antonio Fire Department Hazardous Materials Division, which responded immediately, along with the security officer, DPS and Facilities Department personnel. The Fire Department transported the powder to the Health Department laboratory where it tested negative for anthrax.

In each of the incidents cited above, the response team immediately had one of its members at the scene to address the potential safety concerns caused by the incident.

COMMENDATION

ACCD's police chief formed a rapid response team consisting of college presidents, key district administrators, campus nurses and safety officers to address potential crime and safety issues throughout ACCD.

FINDING

ACCD's DPS tracks criminal incidents at each campus and reports incident statistics by college on the department's Web site at www.accd.edu/district/dps/Stats.htm. DPS reports incidents such as kidnapping, murder, sexual assault, hate crimes, robberies, burglaries, auto thefts, weapons and drugs possession and liquor law violations. The general public has access to these statistics, which the department continuously updates. For example, as of February 2003, the Web site contained incident statistics updated through the calendar year ended December 31, 2002.

COMMENDATION

ACCD's Department of Public Safety tracks criminal incidents at each campus and continuously updates and reports incident statistics by college on the department's Web site.

FINDING

DPS has a structured training program, complete with a training officer and field training officers who provide both mandatory training for TCLEOSE certification and additional training in other areas of interest for the officers. For example, during the month of October 2002, the training officer coordinated 20 training sessions offered on various dates during the month. A sample of training sessions offered during October 2002 include Emergency Vehicle Operation, Use of Force, Criminal case Management, Firearms Qualifications, Tactical Training, Search and Seizure - Advanced and Public Works: Preparing for and Responding to Terrorism. Training sessions are conducted by both ACCD and external providers including the San Antonio College Law Enforcement Training Academy, Alamo Area Council of Governments, ACCD DPS shift supervisors and the Public Agency Training Council.

COMMENDATION

ACCD provides officers within its Department of Public Safety a structured training program through San Antonio College's Law Enforcement Training Academy and a variety of external training providers within the San Antonio area.

FINDING

ACCD does not have effective security systems and controls to reduce the incidences of theft and personal injury on college campus throughout the district. ACCD facilities at college campuses do not have external video surveillance systems or perimeter control systems. Northwest Vista, St. Philip's College and San Antonio College have internal video surveillance systems in computer labs and fire alarm systems, but no alarm systems tied to external monitoring entities such as alarm companies or the city and county law enforcement agencies. As a result, ACCD colleges averaged a collective 209 thefts per year during 2000, 2001 and 2002. As of March 6, 2003, colleges throughout ACCD had reported 69 thefts, which when annualized, will approximate 408 thefts (69 thefts ÷ 2 months = 34 thefts per month x 12 months).

Additionally, ACCD shows a 13 percent decrease in incidents between 2000 and 2002. The decrease is primarily attributable to the 43 percent reduction in auto theft incidents as shown in **Exhibit 10-20**.

Exhibit 10-20
ACCD Department of Public Safety Incident Statistics
2000, 2001 and 2002

Incident	2000	2001	2002	Percent Increase/(Decrease) 2000 through 2002
Kidnapping	0	0	0	0%
Murder	0	0	0	0%
Sexual Assault	1	0	1	0%
Hate Crime	0	0	0	0%
Robbery	1	2	0	(100%)
Burglary	2	6	4	100%
Auto Theft	14	15	8	(43%)
Weapons Possession	1	0	1	0%
Drug Possession	3	2	5	67%
Liquor Law Violation	1	0	1	0%
Total Districtwide Incidents	**23**	**25**	**20**	**(13%)**

ACCD has an ineffective key control system throughout the district, which contributes to theft of faculty, students' and administrators' property. For example, the district does not have documented procedures for issuing and replacing keys. One locksmith at San Antonio College and another at St. Philip's College are responsible for keying campuses assigned to them. These individuals follow the district's key control policy, but they cannot control the transfer or unauthorized use of keys. For example, there are faculty members who loan master keys to work study students who are not authorized to have keys to college facilities.

Best practices related to security systems include a combination of external and internal video surveillance systems monitored from a central location and alarm systems that notify law enforcement agencies or security monitoring companies of intrusions. Best practices related to key control systems begin with formally documented procedures for issuing and replacing keys, which include positions authorized to have keys and procedures for issuing, transferring, replacing and collecting keys from employees who separate from the district.

Recommendation 118:

Include security upgrades and alarm systems in the facilities master plan, purchase video surveillance cameras and implement a key control system.

Including security upgrades and alarm systems in the facilities master plan and purchasing video surveillance cameras will assist the district in increasing districtwide safety and security. The district should also include alarm systems to its facilities master plan.

The first step to implementing an effective key control system is to develop formal procedures that include strict accountability for issuing, transferring, replacing and collecting keys. In addition to the procedures, the accountability measures should outline consequences for the issuance or transfer of keys to unauthorized parties.

IMPLEMENTATION STRATEGIES AND TIMELINE

| 1. | The director of Facilities surveys the district's facilities to determine the extent to which each facility needs internal or | October - November |

	external surveillance systems and alarm systems.	2003
2.	The director of Facilities directs the assistant director of Operations to develop formal key control procedures that apply to all district campuses and facilities.	October 2003
3.	The director of Facilities receives permission from the chancellor and the board to purchase video surveillance cameras.	October 2003
4.	The director of Facilities works with Purchasing Department staff to obtain appropriate quotes and bids for video surveillance cameras.	November 2003
5.	The director of Facilities determines the estimated cost of security equipment upgrades and alarm systems to include in the facility master plan.	December 2003
6.	The assistant director of Operations completes an initial draft of the key control procedures.	December 2003
7.	The director of Facilities reviews and approves the draft of the key control procedures.	January 2004
8.	The chancellor approves the key control procedures.	January 2004
9.	The director of Facilities implements the new key control procedures.	February 2004
10.	The director of Facilities presents the facilities master plan to the chancellor and the board for review and approval.	February 2004
11.	The director of Facilities purchases and oversees installment of video cameras.	February - June 2004

FISCAL IMPACT

This fiscal impact assumes that ACCD will purchase four computer-based digital surveillance systems for each college and two systems for each satellite campus at an estimated cost of $6,390 per system. Each system includes six color dome cameras, 10 weatherproof color bullet cameras, hardware and software. Twenty systems (4 systems x 4 colleges + 2 systems x 2 satellite campuses = 20 total systems) equal $127,800. The fiscal impact also assumes that ACCD will budget $20,000 for training and installation costs and $2,200 for wiring and shipping costs for a total first year investment of $150,000.

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Include security upgrades and	($150,000)	$0	$0	$0	$0

alarm systems in the facilities master plan, purchase video surveillance cameras and implement a key control system.				

FINDING

DPS has a difficult time retaining certified police officers because they are the lowest paid in the San Antonio area. According to DPS staff, once the officers get trained, they tend to move to higher paying jobs with governmental agencies in the San Antonio area such as the City of San Antonio, Bexar County Sheriff's Department and local school districts. Six officers left DPS in 2001-02 for higher paying positions in area governmental agencies. The compensation for ACCD patrol officers ranges between $20,080 and $24,000. The salaries for officers at San Antonio area governmental agencies range between $32,000 and $38,000.

Salary.com, an Internet-based salary calculator, provides up-to-date national, regional and local salary surveys for a number of job categories, including sergeants, patrol officers, security guards and dispatchers. The salary calculator adjusts salaries calculated based on national averages to the local San Antonio Market based on a cost of living index. Given that the 2003 San Antonio Wage and Benefit Survey only has market data for Security Guard - Commissioned job titles, it is more appropriate to use Salary.com to compare salaries paid to patrol officers in the San Antonio area and to use the 2003 San Antonio Wage and Benefit Survey to compare security guard job titles.

Exhibit 10-21 compares the salaries of DPS' patrol officers to the minimum, median and maximum salary ranges for the same or similar job categories in the San Antonio area. Salary.com reports the minimum salary range is in the 25th percentile of salaries in the San Antonio area, the median salary range in the 50th percentile and the maximum range in the 75th percentile.

Exhibit 10-21
Selected Department of Public Safety Salaries Compared
to Salaries for Similar Job Categories in the San Antonio Area

Job Classification	ACCD Salary (A)	San Antonio Area Minimum	San Antonio Area Median	San Antonio Area Maximum
Patrol Officer	**$23,927**	$32,042 (B)	$38,449 (B)	$45,361 (B)

Exhibit 10-20 also shows that the average salaries paid to ACCD patrol officers are below the minimum salaries paid to similar job categories in the San Antonio area. Median salaries paid to a patrol officer in the San Antonio area exceed average salaries paid to comparable ACCD patrol officers by nearly 60 percent. DPS management has made the decision to replace all security guards with certified police officers through attrition beginning in 2002-03.

Recommendation 119:

Increase the patrol officers' average salary to be competitive with the local market.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The director of Human Resources works with the ACCD chief of Police to conduct a salary survey of patrol officer positions in the San Antonio area to verify minimum salaries.	September - October 2003
2.	The director of Human Resources works with the chief of Police to prepare the justification to implement a salary increase for patrol officers.	October - November 2003
3.	The director of Human Resources presents the proposed salary increases to the chancellor and board for approval.	November 2003
4.	The chancellor and board approve the salary increase.	December 2003
5.	The chancellor directs the director of Human Resources and the chief of Police to implement the salary increases.	January 2004

FISCAL IMPACT

The fiscal impact is calculated by instituting a 60 percent raise for the 36 patrol officers. To be conservative, the raise should be phased in at 12 percent per year from 2003-04 through 2007-08. All salary increases are based on the current average salary for patrol officers at $23,927. The cost of this salary action would be $1,696,215 [($23,927 x 1.12 percent first year raise x 1.094 percent benefits) + ($23,927 x 1.24 percent second year

raise x 1.094 percent benefits) + ($23,927 x 1.36 percent third year raise x 1.094 percent benefits) + ($23,927 x 1.48 percent fourth year raise x 1.094 percent benefits) + ($23,927 x 1.60 percent fifth year raise x 1.094 percent benefits)].

Recommendation	2003-04	2004-05	2005-06	2006-07	2007-08
Increase the patrol officers' average salary to be competitive with the local market.	($113,081)	($226,162)	($339,243)	($452,324)	($565,405)

Appendix A
PUBLIC FORUM AND FOCUS GROUP COMMENTS

As part of the Alamo Community College District (ACCD) performance review, public forums were held on January 13, 14 and 15, 2003. Members of the public were invited to record comments they had regarding the ACCD education system. Community members and district staff who participated in the public forums gave their comments about the 10 areas under review. These comments illustrated community perceptions of ACCD and do not necessarily reflect the findings or opinion of the Comptroller or review team. The following is a summary of comments received by focus area.

GOVERNANCE AND LEADERSHIP

- The board should focus on policy and not on operational issues.
- Do not scrutinize hard working, dedicated employees because of board politics.
- Who will review the board's conduct?
- The governance is too cumbersome.
- The organization charts do not match the organization responsibilities.
- Planning tends to be behind implementation of programs and services.
- There is too much interference on the part of trustees which compromises services to district and students.
- Trustee coercion and political platforms negatively impact everyday operations tarnishing the good and effectiveness the colleges do.
- The Alamo Community College District advertises itself as a racially and gender balanced district at the administrative level, yet this balance only exists statistically for the district. This balance does not exist at the college level. For instance, until the recent SACS reaccredidation, Palo Alto College rarely hired African American or Caucasian administrators. At St. Philip's College the administrative ranks are mostly African American and/or male. At Northwest Vista College the administration is mostly female of all ethnic backgrounds, but males are basically excluded from its administration. San Antonio College, although it is more racially and ethnically balanced than the other colleges, still can stand some improvement in this area. To possibly skew the statistics, some of the colleges refer to its directors as administrators although in reality most directors at the colleges are professional staff members. This inequity in hiring at the administrative level

becomes problematic when employees who are currently assigned to one college become severely limited in their advancement opportunities at their assigned college. Their only recourse is to seek advancement/employment at one of the other colleges which caters to their particular ethnicity or gender, something the employee may not want to do because of location of residence, loyalty to the assigned college, etc.

- Policies and procedures need to be updated for ACCD. In many cases, they are out-of-date or non-existent or not consistent with actual practices.
- NVC's organizational structure and way of doing business gives consideration and a high level of importance to the role of employees and their input. That is what makes this a great institution. I wish some of these practices could be adopted districtwide.
- The Board of Trustees has a tendency to micromanage and that can be problematic. As elected officials, there are sometimes vested interests that come into play.
- Obviously, governance and leadership are an extremely huge problem with ACCD. Our own chancellor was totally without integrity and has been removed by the board. There are plenty of others who are also without integrity within our top leadership. We need to clean up the top before the bottom gets better. We need to have strict procedures when hiring and paying the huge salary to people who are in essence stealing taxpayer money.
- The decision-making process is not consistent and the organizational structure does not reflect accurately the operational structure of the college or the district.
- PAC does not have shared governance. The president informs of changes or decisions but the other groups had no input into the decision-making process.
- The district is too top heavy with administrators. Too many resources are being consumed at the district and being taken away from the colleges. There are too many academics which are not tied to a college.
- There is no shared governance in this campus. Decisions are made then communicated to appropriate parties or groups. For example, organizational restructuring was implemented recently. It was announced to the entire college community that this had the input of the faculty senate. What actually happened was that the decision were made, the president and vice president of the faculty senate were informed and asked not to tell anyone.
- It is quite apparent that the ACCD board continues to meddle in the day-to-day operation of the colleges. Isn't this the responsibility and job of our administrators and not the board? Who reviews the board's actions and holds them accountable?

- This area should always include and represent folks in all areas.
- There are a number of policies and procedures that need to be written at the campus level. A number of the district policies refer to campus policies and procedures.
- Policies are in place and must be complied by certain groups but others may circumvent the system and do not have to adhere to policies.
- It is difficult to evaluate the organization and management of this organization due to the number of changes that tend to occur. Part of the problem is that changes often happen outside the area affected. It is also difficult to distinguish the direction of the institution and the organizational structure does not provide a clear picture of the vision. The operations within the district seem to vary considerably between campuses and do not provide a good plan for cooperative efforts. Over the past number of years, the management has varied so drastically and so often that there is little reason to adopt any vision or program of operation.
- The fall 2002 interim top leadership is woefully lacking in leadership. In general, the organizational policies are sound but need updating. The organizational structure is difficult to manage because ACCD consists of four colleges with some common policies and procedures.
- Several departments are top heavy in upper management. The library needs more supportive staff and less upper management.
- ACCD has a reputation at least within TX as a political organization that affects hiring and promotion. ACCD should be known as professional and objective in its decision making and governance.
- This administration has taken "community" out of community college. Employee morale is low, and many people, despite the bad economy, are trying to get out of ACCD.
- The district is top heavy with administrators and staff. Their budget is as large as the budget for some of our colleges. They are non-functioning when dealing with employees of the district, especially Human Resources Department. They are never available to talk with the staff. We get only their records. When problems are brought to their attention, it is never corrected.
- Check out what happens to administrators who are asked to leave positions. They never actually leave but are shifted to other sites with reduced responsibilities and no reduction in pay.
- Communication and trust is very poor at ATC and SWC.
- The board interferes with college/district operations. Board interference per our accrediting association is not permittable.
- The board needs training on how to be effective board members.
- The board tends to make decisions that they are not knowledgeable on. They read information at meetings and decide which way to

vote at meetings. Decisions are made too hastily. They need to research more and focus on educational needs and not politics.

- The board needs to understand each college's needs. All cannot be the same. Each specializes in certain programs.
- The board continues to pressure us to hire friends, relatives, neighbors, and others, even though they aren't qualified. Even if they were qualified, this is not appropriate.
- There should be automatic raises-same across the board, and that is great except that employees tend to be rewarded more for merely being present (in some cases) than being productive on the job.
- I am fairly happy with the board's planning for growth.

INSTRUCTION AND ACADEMIC SUPPORT

- The counselors are not a lot of help. Students seem to know more than counselors.
- Priority in funding seems to always be provided to academics and student services is often secondary. This school goes hand in hand so that institutions are strengthened.
- Student growth needs retention plans. Student services and academics needs to be equally recognized.
- The diesel program at SWC is very organized and the instructors are good.
- There should be more VICA-skills USA participation from other fields.
- There should be more 21st century programs in technology.
- Most SWC faculty are very helpful and accommodating to students' needs.
- Three of my employees and I have just begun the series of courses offered through eForce on computer training. We are taking the courses in the evenings in San Antonio through the Alamo Community College District's Information Technology Department. We are impressed with the content of the course to date and with the expertise of our instructor. We hope that funding for these courses will continue. The way out of poverty is with education.
- I am enjoying the opportunity to further my knowledge on computers through your program. I have passed this information to a lot of my friends as well. San Antonio businesses will be a better place thanks to e-force.
- I am supportive of the e-Force program. I have had an employee take several classes and heard good things about her experience. I am personally looking forward to the wireless network proposed for Market Square, our public market downtown.
- I would like to express my gratitude for the e-force program through the Alamo Community College District Information

Technology Department with the opportunity to expand computer knowledge in today's high-tech world.

- The classes offered by e-force are great information and learning courses that are essential in the office environment. Although I have not taken all of the courses, my goal is to attend and complete the entire offered classes at e-force.
- I come from a professional involvement in working with/interpreting for students with hearing impairments. At SAC recently the director of the ITP Program was put in charge of coordinating interpreters. This is a conflict of interest. This person trains interpreters then has the authority over who is hired to interpret at the college for hearing impaired students.
- Concerning Students with Disabilities: Too often these students are left on their own to set up implementation of any accommodations-testing materials, readers, note takers, etc.
- For the most part is strong, although some instructors do talk down to other students.
- Dependence on part-time adjunct faculty can be problematic as they are difficult to locate.
- We may need to reexamine the viability of some of our vocational technical areas.
- SAC Instructors: Since I've been at St. Philip's, I have had three SAC instructors. I give all my instructors the benefit of the doubt. But the three SAC ones I have had were very arrogant. The one I have now is trying her best to get the students scared enough to drop the course. If this was not my last semester and I could change my class to St. Philip's I would. Don't get me wrong, I have had some St. Philip's instructors that were arrogant, but I found out later that they were okay, except for one. But I will give this instructor two weeks and if I do not see a change, I will make a formal complaint.
- Instruction and Academic Support are very important for students.
- Faculty at ACCD has been very helpful since I have been attending St. Philip's.
- I know that students taking Spanish in the Northeast Campus are very satisfied with their classes. Spanish instructors are also extremely happy with the environment and students in this place.
- I love the campus and the fact that there aren't many students in each class; therefore, there is more one-on-one time. The teachers are great, as well as the front staff.
- NVC has the best faculty on the planet. Student-centered, smart and respectful of students.
- NVC structure varies in some ways from other ACCD colleges-in ways that we think serve students well. We have grown so fast that our hiring of full-time faculty is always a year or more behind what is needed.

- NVC has a wonderful faculty. The teachers are wonderful. Please keep up the same method used to select those outstanding teachers.
- In spite of the challenges brought on by rapid growth, NVC has managed to maintain an excitement for teacher and a student oriented academic environment!
- We need better staff organization to have them prepared so that they do not have to put things together at the last minute.
- The NEC campus needs to add more campuses.
- I like school for the education and learning adventures experience.
- The classes they (Northeast Campus) offer are all the classes I need. Overall, I think the school is good.
- I have been very satisfied with the help the faculty has given me.
- The classroom sizes are nice.
- The Northeast campus is a great program.
- The Northeast campus staff is excellent.
- I disagree with the quality of teachers (Northeast Campus).
- A lot of teachers at St. Philips have a poor attitude.
- HR needs general overhauling. It is totally non user-friendly.
- The Northeast Campus is a pleasant environment to work.
- I enjoy working with all the staff members at the location (Northeast Campus).
- Adjunct faculty are not given priority when full-time positions are created. The percentage of minority instructors in the Arts, Humanities & Science area is very small.
- The library building was designed for growth. The space has been taken for other uses of a non-academic purpose-a scanning station.
- Five full-time librarians are not enough to do all the references and instruction needed. Only one tech is responsible for all library computers, SVS, software upgrades, 113 computers, etc. We need more tech support. The library has too much reliance on work study students and part-time staff.
- All programs seem to be measured by the same unit. There is a lack of understanding about the college function within the district concerning programs outside the traditional transfer programs. The need for a consistent and structured effort moving towards a unified goal has not been met.
- The registration is a nightmare. Long lines are unreasonable. I have seen people just give up and leave. This is not the way to attract new students.
- There are times when there is no nurse on campus. If both nurses are unavailable, a temporary should be hired from one of the many nursing pools is San Antonio. There should never be a time when there is no nurse on campus.
- The faculty are asked to take on more responsibilities and projects, but not enough support. We need more course releases to develop

innovative curricula and competent, consistent technical support for Internet classes and projects.

- The library space which was well planned in the 1997 building is being decimated and used for non-library purposes. Loss of space for non-library functions decreases the functionality and impacts the delivery of services to the students. For example, the library had five group study rooms for over 7,000 students. Two group study rooms were taken over by a grant program (which was funded for its own building that was never built.) During finals and midterms, there are now not enough study rooms for our students. Most of our students are low income and the library is the only dedicated study space available. The copy room is taken over for a storage room. Now, copy machines are on public floors-noisy and distracting.
- I like to teach in this building. It is administered well and the people here are extremely friendly and helpful.
- Registration confusion exists between campuses. As an instructor, SAC had dropped the class, but St. Philip's still had it active. I feel that we could have had more students if SAC had not closed the class and called the students with this information.
- The academic support system is done very well and I am pleased with the support that I am receiving.
- The instructors are great. They are very dedicated to teach.
- There should be more Allied Health courses and LVN at evening and weekends. Most jobs are weekdays in work hours, thus there is a need for evenings and weekends.
- Coming from SWT as a transfer student, I was disappointed in the secretaries, recruiters, information attendants, and others. They were extremely unprofessional in both expression and behavior and services.
- Planning is an institution-wide process that includes student services.
- ACCD needs to stop canceling classes when only a handful of students sign up for the class.
- There is a difference between credit hours and actual hours. My choir class is worth one credit hour, but actually I attend three hours a week. All too often credit hours don't reflect the actual hours or actual time you'll invest into the class. This need to be changed.
- When classes are cancelled, students are not notified.
- Department staff and faculty are not available after 5:00 p.m.
- It should be acknowledged that not all learning occurs in class or in structured direct delivery. Some social activities contribute to the development of individuals.
- Course scheduling seems to be extremely stressful when trying to follow a program for degree. Some classes are not even offered in

person, but only on Internet (or possibly night classes.) Trying to stay on track and follow pre-requisites is at times complicated if not impossible. When I tried to talk to a dean about forced enrollment (going against my learning style) into an Internet course, I was declined the opportunity to state the difficulties this presented, plus the threat to my GPA, pertinent to my scholarship funding. Not all classes can be taught via Internet and choices for day classes should be mandatory.

- Why do so many classes have to be offered where it forces rescheduling due to class cancellation? Can't they have overflow classes once initial classes are full? This is a major issue with all students in the ACCD district, especially at St. Philip's.
- I am very pleased with the academic support and improvements that are done each year for the better of not only the community but the city of San Antonio as a whole. I think the people that teach and the students like myself have an incredible amount of resources to use to improve our life as well as the lives of family, friends and countrymen.
- Faculty approval process is cumbersome.
- SPC Instructional Departments in Applied Sciences, and Arts and Sciences effectively organize and manage the programs with best interest of students in mind.
- Our Developmental English and Math programs are excellent. We need administrative support to continue them.
- SPC library has too few librarians for an academic library at a college of this size. Librarians at all the campuses should have faculty rank and status.
- The college does not submit coordinating enrollment reports on time.
- In the last several years, academic standards have slipped to mean there are no standards. We have faculty in several programs who award nothing but "A" grades.
- ACCD has nepotism rules that apply to everyone except if you are African American.
- The Continuing Education Department is allowed to only co-list academic courses and do nothing else.
- ACCD enrolls individuals who do not have a high school diploma or GED.
- Instructors have been really helpful. They have also been able to work on a one-on-one basis with me.
- I would like to see more evening classes offered.
- The SAC Art Department is the finest art department in the city and greater San Antonio area. Professors are educated, well-meaning and genuinely care about the development of its art students.

- This school is a wonderfully paved stepping stone into the rest of one's life.
- The Graphic Arts Department is lacking the latest versions of programs (such as Photoshop, Quark, etc.) that are available elsewhere. Course scheduling and availability are lacking for the Arts Department. I also have found the faculty to be excellent.
- The core curriculum should be reviewed to ensure that students won't exceed 66 hours for transfer purposes. SAC's core curriculum is maximum number of hours allowed by the THECB.
- There should be more lenience to enroll military non-residents with TASP. Allow to enroll pending completion of TASP.

Appendix A
PUBLIC FORUM AND FOCUS GROUP COMMENTS

As part of the Alamo Community College District (ACCD) performance review, public forums were held on January 13, 14 and 15, 2003. Members of the public were invited to record comments they had regarding the ACCD education system. Community members and district staff who participated in the public forums gave their comments about the 10 areas under review. These comments illustrated community perceptions of ACCD and do not necessarily reflect the findings or opinion of the Comptroller or review team. The following is a summary of comments received by focus area.

STUDENT SERVICES

- The need to improve the payment process as far as the registration, paying tuition and standing in line for four hours is concerned. On the positive side, everyone is very helpful in helping you in anything you need.
- The Women's Center is very helpful to lend books and other services for people with financial needs.
- All teaching staff has been very helpful.
- The Web/phone registration and payment is great.
- Parking is the pits.
- More bi- or multi-lingual personnel are needed.
- There is a need for uniform student service at all ACCD college campuses.
- TASP standards and policies need to be consistent.
- It is very easy to sign-up for classes.
- The administration is very helpful with advising.
- One standard should be set for transcripts to all three colleges.
- Financial Aid can be quiet confusing. NVC should have information sessions or forms for students and question and answer sessions with these forms. This would be a great help. It may also help in the department.
- ACCD should have contingency plan for registration so that if system goes down, students don't have to wait four hours to register, e.g. perhaps volunteer cashiers could take credit cards and checks while "real" cashiers take cash.
- My experience at other schools is that enrollment services (advising/testing/registration/bus. office/financial aid.) are complicated and hard to keep students happy. Some of this is unavoidable. At NVC at least, students are getting more attention and the focus is on trying to move the process along as fast as

possible, but in a way that students can get the most out of it, as in advising. The process at any of these offices is better than the ones I've experienced before.

- Student's success' organization is fabulous and should be enumerated.
- Historically, Student Services has not been viewed as important in student retention as it should be. At SPC for instance, 97 percent of our students are FTIC needing remediation. Most are first generation in college and most need financial assistance and special career counseling. This is typical at all ACCD colleges.
- At SPC, our student counselor ratio is 1 counselor to over 1,400 students. This is ridiculous.
- The Academic Affairs area has recently initiated a $250,000 grant for student retention that did not solicit Student Services input and actually duplicates Student Services, plus the money actually only serves 100 students.
- Registration could be more organized.
- I enjoy the availability of financial aid and financial services. However, sometimes information on services is not readily available, which makes it difficult to utilize certain services.
- I have not yet been to a counselor who has given me information that I need, as far as classes are concerned. I have seen three different ones at the main campus and two at the NEC campus.
- They need better registration. No one knows the answer to any questions. I end up being sent to person after person for help.
- I can never register without having to go to line after line.
- Student Services does not give enough time to sign up after class is dropped.
- I would like more things to be done over the phone.
- The organization of the registration and payment process could be greatly improved upon. We stood in line for hours, could not pay on-line or by phone, printers were down. It was total chaos.
- It does not offer many classes in the spring.
- Student services are good, but employees have a very unprofessional attitude.
- The Northeast campus enjoys helping the students in the community with their needs.
- Student services at NVC are horrible. It is the same for SPC. They are overworked, but NVC student success is a terrible area that has actually hindered students with their degree plans. They need serious improvement. Their counseling and guidance are terrible. They need real counselors, not people who have no training. Also, NVC's registrar and other higher ups in that department need to be at registration counseling and helping with the students. Their lines are horrible. The wait can be as long as 3 to 4 hours.

- The district print shop doesn't get syllabus out by first week of school. We had to use the department printer which is slower and more costly.
- Student services is an area that seems quite often to be unappreciated and/or recognized as a key component of the college's successful enrollment process by the academic affairs area and at times by administration. More recognition, appreciation, support, funding, and others are needed for these front line student service providers at the same level as the academic side.
- The Student Services Department needs more up-to-date equipment to support the area.
- The Community Education Centers are proven to be an excellent and efficient way of outreaching to the community members within their own backyard with enrollment processing of admissions, financial aid, assessment, and others, without getting lost and/or confused/frightened with the lengthy process of enrolling into college.
- Fiscal resources in student services are limited. Enrollments increase but funding to provide services to increase student numbers and needs does not. Staffing in this area is never adequate.
- I would like more things to be done over the phone.
- I am in the military, and I love how ACCD works with us. I love how St. Philip's has offices on base and allows for registration on base. Thank you for making it easier for full-time workers to go to school.
- I love the new Pat Booker location. It's right by my house. The only thing I would like to see is evening classes during summer session.
- We need to be more geared to the working class force and have more people available during tuition payment so you don't have to wait two hours. The major concerns that I myself have about the northeast campus is that some of the teachers here are not here to teach. I think there is a need to check or reevaluate some of the teachers. Also, they need to check out the air conditioning unit is some of the classes.
- SPC offers students a wonderful arrangement of courses and classes.
- People at NE campus are very friendly and informative.
- It would be nice if there were more organizations that did not relate to race, gender, and profession. There are hardly any all-purpose organizations.
- The student center needs more comfortable seating and more space.

- St. Philip's currently has no person to do testing for learning disability and has not for quite a while. Does this not go against federal or state law? I am unable to learn without special modifications due to learning style differences. I was sent to Texas Rehab who could not help me because I am not interested in seeking employment yet.
- Participation is limited in student organizations.
- Continuing education has been excellent in their student services. They have guided me into choosing a career that fits my needs. I was not satisfied in the profession I had chosen and waited for change, but at the same time wanted a profession that would fit in with my lifestyle as I am a single parent.
- Payment plans should also focus on students with extreme financial difficulties.
- Notification of available financial services should be more present to the student.
- Financial aid officers should be more willing to assist students; instead of brushing them off.
- There are too many chiefs but not enough Indians in student services.
- There should be one ethnic heritage/diversity student organization at each college to promote unity.
- There are many ways of achieving monies to go to college and this should be printed out and handed to each student because everybody don't own a computer and may not have time to go to the library to search the website.
- The vice president of the student services was very helpful during registration.
- Counseling Department seems to have a lot of people on the staff. We also have the Equity Center (personal/social counseling) and the academic departments for advising and the Transfer Center. Shouldn't counseling do these jobs?
- Personal and career counseling and services need to be promoted and advertised more widely to student body.
- To promote increased enrollment, recruitment efforts should be extended personally as well as by general efforts.
- Books are too expensive, up to $130.00 per book per class. Although the average new book cost around $80.00, this could be lowered to about $20.00 to make it affordable for all students.
- ACCD offices are great and super helpful. They should be open 24/7.
- Things in all areas except student services seem to be alright. Student and staff have to go through many channels to get anything signed off on. It's a very discouraging factor.

- All areas seem to be in place, except financial aid. It's given to Hispanic student more than other races. I've have endless complaint. The discrimination is large problem.
- Why are the military members at Randolph AFB receiving fewer student services than the military at Lackland AFB off-campus center?
- Develop centralized goals for health services within the system. Provide additional funding to obtain or keep qualified staff.
- The society has a tremendous need for health related service staff but in our arena, we are being minimized as a profession and even seated by management as non-essential staff.
- The library needs more lounge seating.
- They offer awesome services to their students.
- At SPC, educational support services has garnered state and national awards for service to students, yet, the president seem intent on destroying this segment of the college.
- Duplicated services exist at the district in attempt to serve students; but colleges are best suited to provide direct services to their students.
- Shared governance and open communication are positive characteristics of the college president.
- Despite somewhat "adverse press" in relation to the conduct of the ACCD board, morale is high at San Antonio College. Instructors continue to teach at a high level. The college continues to expand and maintain its excellent programs and associated support services. It's a great place to be associated with.
- I believe ACCD Departments located at the various campuses should report to the presidents of the college for better accountability.
- You should have some legal assistance because we do come across a lot of problems that need to be addressed and we would like some assistance.
- My concerns are with the financial aid office. We have 3 associate directors, 1 director, and 2 advisors. We are always very busy with 20,000 students. We are understaffed and underpaid. I have been in the same office 17 years. The process of students' files is very poorly done. Students are not treated properly. Our directors don't seem to want to really help students. They are not following procedures. We have been audited and our internal audits are not going to bite the hand that feeds them. Our advisors don't want to see students same as our directors.
- It took too long to get my transcripts from other institutions in the system. The financial aid process is a lot easier than UTSA.
- VA office is understaffed at the beginning of the semester but the quality of assistance is very good.

- I think SAC is a very good school. Registering and the whole process were very enjoyable. I am having so much fun. The counselors are very helpful and patient.
- Having attended SAC for a couple of semesters, the registration is okay.
- I have benefited greatly because of the service of someone who understands and cares about my needs.
- I believe the student services are excellent. It's very friendly and not complicated. They give you many alternatives and solutions to many problems.
- It is amazing that the colleges operate as smoothly as they do wit minimal support from district staff. Rarely do district employees understand how colleges function or even their mission.
- I believe the student services are excellent. It's very friendly and not complicated. They give you many alternatives and solutions to many problems.
- Duplication of services exists. Counselors are all over the campus but don't provide the same information. Better public relations are needed to get students utilize the Westside campus for registration rather than stand in lines on campus. Same processes can be done off campus.
- I strongly feel that financial aid functions must be under the district governance.
- The Outreach Counseling programs (College Access Project for high school seniors and CAP for corporate and business community) have provided excellent outreach transition. Counseling, assessment and admissions for SAC students in off-campus location.
- San Antonio College Transfer Center works closely with area university representatives to provide smooth transition for students transferring with ease and no loss of credit.
- The counseling faculty is very dedicated to serving the needs of students.
- Student activities office has had numerous food sales as fundraisers. Where do these funds go? I believe an audit is necessary as this has been going on for years.
- Be prepared to stand in line and wait for your turn. Then, it's not unusual to be sent somewhere else to start all over in line.
- ACCD employees need to be able to direct students to the correct department where help is needed.
- The printing services is too limited on campus and requires going to the district for special request.

HUMAN RESOURCES

- There are so many inequities throughout the district. This department gets privileged treatment.
- Human Resources is very slow and no consistency.
- HR policies and procedures need to be revamped especially in hiring and selection process.
- There should be more work study funding.
- Even HR does not know HR policies and procedures. Specifically, when issues are brought to HR, they provide many different answers
- HR screens out instead of in, based on what they think. It should be instead of what supervisor needs.
- HR should evaluate procedures and flexibility for grants and special programs.
- The waiting period is too long between employee hire and employee start date.
- I am a librarian at Northwest Vista College. All librarians at ACCD are faculty members, except for the librarians at Northwest Vista College. We have no career path, no performance review, and make less money than our colleagues at the other ACCD campuses. Yet, we are required to have the same education and experience as our colleagues.
- Why can't we hire people to work as consultants for a two-week workshop we hold every summer to train high school students? Employment applications are required of these individuals and we have to follow up with additional forms. Human Resources (HR) takes weeks to review and approve these applications. By that time the workshop is over.
- It is very difficult to get information from Human Resources. Our student reporters are told to fax their questions, and the students wait sometimes weeks for the information they requested. In our search for a new chancellor for the district, HR will not divulge which publications are running ads for this important position.
- Part time employees and adjunct faculty need to be paid twice a month like everyone else!! Sometimes, new hires have to wait 6 weeks or more for their first paycheck and that is simply unacceptable. It impacts our ability to hire good people, because not everyone can wait six weeks for a paycheck. I know I can't. Please look into this process!!
- In the dozen or so years that I have been employed in the ACCD, I have received only one performance evaluation. I have been told that ACCD no longer does annual performance evaluations, except on some non-tenured faculty members. Why is this? I have never been employed in an organization that doesn't evaluate its employees on an annual basis. My experience has been that an annual performance evaluation system is an asset not only for the employee, but also for the employer. It allows an assessment of the

employee's strengths and weaknesses and helps the employee set goals and objectives. The employee and employer both win with an effective performance evaluation system

- The Librarians at Northwest Vista Community College are not paid that same as other campuses. We have the same credentials and job requirements. This is because the president of the college has admitted she had a bad experience with a librarian in the past. Because of this, we are considered staff not faculty. We work more days per year, are excluded from Professional Development credits, excluded from grants and cannot work towards tenure, as can librarians on other campuses.
- There is no Ombudsman at this campus, and the HR contact is housed in the President's office. Therefore, if you go in there, the President knows what you are doing. We requested Grievance Forms from HR and never received them.
- We were hired as full time temporary employees in September 2001. After a full year of service, we were to be converted to permanent employees. However, when September 2002 came around, the cut off date was changed to September 1st and we were hired nine days later.
- The Librarians have had to interview for the same job twice. A lot of top administrators have been hired with no interviews and like to brag about it. It is common knowledge that the President was not recommended by the Hiring Board but was placed because of being close friends with the Chancellor.
- Staff gets inconsistent performance evaluations.
- Internal development does not provide for merit as an avenue for progression (mediocrity is acceptable).
- Skill levels within the position (based on experience or obtained formally) do not provide for compensation, i.e. expertise in a skill developed by length of time on the job or learned (like bilingual skills).
- The Human Resources Department has grown tremendously and functions less effectively. These are campus representatives who screen employment applications very inconstantly. Mandy do not understand higher education at all.
- The Director of Human Resources has apparent disregard for ACCD policies. She has filled major management positions without the use of a screening committee.
- Overall, at the District level, there is some general disregard for colleges and their needs. It's 201 West Sheridan, not 1600 Pennsylvania.
- One area that needs improvement is the personnel function. When I was a new employee there was no employee initiation "class" where I could fill out tax forms, etc. and find out basic payroll information. No one asked me to fill out at W-4 form; I had to tell

them I needed one. Any time I have tried to call the personnel office, I get an answering machine. No one is there to answer the phone. I have had to call several times to get someone to call back.

- I used to be a personnel administrator and I would never run an office in such an unprofessional manner. I recommend the initiation of a new employee class and someone to answer the phone-directly.
- The department is good when notifying new applicants that their resume has been received for positions; however, after that, the process is very slow.
- An applicant sometimes is not notified until up to four months from initial submission of application and resume.
- The whole HR Department should be fired. They are incompetent, inefficient, don't know their own policies, mishandle paperwork, don't follow procedure, never respond to phone calls or emails and have nothing but confidential. The director and the chancellor need to be replaced.
- The faculty hiring process seems slow. Often, we don't get to finalize hires until the middle end of August. This sometimes hurt our chances of getting quality faculty.
- The district office at times is a hindrance when college departments attempt to hire or re-classify staff. These individuals may know HR law but do not know who is best qualified. Approval for hires and reclassifications are made at college level but then rejected at district level. Also, too many levels of approvals are needed.
- Too many signatures are required. The process of hiring is very tedious. HR department evaluates applications and only forwards those they think meet the requirements when they don't even know what the institution really needs. Inequality between campuses exists.
- HR personnel consistently move their staff to new positions. For example, The Vice-Chancellor positions are created and filled with no position announcement. Certain personnel are given temporary jobs that never end.
- The hiring process is unnecessarily slow. Rarely is a vacancy filled within a semester. Human Resources has unreasonable timeframe to submit paperwork for new hires. Often, it is so long, prospective employees find other jobs because they cannot wait.
- Why does all faculty must be approved by the Board of Trustees? Again, this is an unreasonable delay. This should be accomplished at the college level subject to board review.
- I don't understand why positions cannot be posted "open until filled." The federal government posts most of their position this way. The City of San Antonio also posts "open until filled." The

paperwork to repost a position takes too much time and delays the process.

- I am concerned about salaries for the health center coordinators. Rates don't seem to be at market. The position has been open since April 2003 and very few applications have applied.
- Why is it so difficult to hire and fire someone in the district? It takes long to advertise positions, long to get applications to the department and long to process once the applicant is recommended.
- There is favoritism in hiring by the president. The hiring practices by the president need to be looked at more critically.
- NVC does not follow policy and procedure when hiring faculty or staff. They are prejudice and it is the most extreme problem I have ever seen. They do not follow procedures and made up positions for the people they wanted. We need to follow the guidelines and hire the most qualified, not the mostly Anglo people.
- Personnel policies are not consistent throughout the college and the measures for success are often not applied appropriately. The most unequal thing you can do is to treat all programs and operations exactly the same when they are different.
- Most of the training by Human Resources is a farce. Showing a bomb threat video and saying not to do some things is not training.
- There is too much interference from HR in hiring and positions.
- HR can overrule the wishes of a president in one case and support another president on the same sort of case depending on HR wishes.
- HR needs to be aware of worker's compensation. Based from my past experience, they have no training in this area.
- Adjunct faculty is the backbone of most colleges and need to get health benefits and fair wages.
- Supervisors and chairs get no formal training in how to do their job. People are not born knowing how to do these jobs.
- HR policies and procedures should be uniformly interpreted and administered across the campuses.
- Employees should have the opportunity to formally evaluate their own supervisors.
- Nepotism is allowed some areas (academic affairs), but not allowed for others.
- SPC is not reflective of student population.
- African Americans dominate administration, though over 50% of students are Hispanic.
- The process which HR goes through to deal with employment applications is so cumbersome and slow that many well-qualified candidates are lost because they must take another position. The hiring and promotion process has been full of reverse discrimination in the district.

- HR delays and sometimes is not knowledgeable to select pool/applications to forward. Let hiring area handle applications directly.
- Human Resources Department has no concept of confidentiality. I always hear of things that are highly sensitive nature. Also, HR Department is always losing things like applications and take months to hire. The entire department needs new and creative people.
- It should be consistent that when faculty and staff work in a department, staff always comes under the direction of faculty.
- Different HR representatives have different interpretations of rules and regulations.
- Each college needs to centralize the adjunct/staff/part-time processing. Too many non-HR staff/faculty are involved in hiring process which takes time away from their primary duties.
- It takes too long to process paperwork (applications, PARs). If there is a change needed, the paperwork comes back through the channels rather than via a phone call.
- HR should be providing frontline training for all staff in the district.
- The district has a ton of rules in regards to the hiring of individuals. Depending on who you are, the rules may or may not apply.
- HR staff is knowledgeable. HR strives to keep ACCD within legal boundaries.
- Rules seem to change constantly. The hiring procedures are slow as molasses. The payroll system is inflexible. When HR makes a mistake, payroll doesn't respond quickly or flexibly
- Money of course is not everything especially when you have found the job you love but salaries should reflect the person's experience and current value in the community. Upon hiring, I was not given the 3% variance available by the director of the department.
- Rigid hiring policy does not allow variance in salary to reflect years of experience and special training.
- The processes for hiring someone are very lengthy.
- The classification system of professional needs to be looked at. Some coordinators make same money as directors. There doesn't seem to be a logical "picking" order of professional staff.
- HR Department needs to look at the gender/ethnicity at NE campus. At present, there are seven full-time employees (all minority women, except one). The part-time Caucasian employees don't feel there is any chance for advancement for them at NEC.
- Workforce Development (WFD) is critical for economic development today. This college district must become more flexible administratively before we can be successful in the WFD arena. HR can't continue to take forever to hire someone,

Purchasing must realize WFD activities are year round, and Accounting must work with WFD professionals to accomplish the task. Contract training through all four colleges depends on rapid response to meet the demands of industry.

- People are doing jobs daily that are not reflected in official job description.
- During the last two years, several outstanding employees from different departments have been frustrated about the lack of recognition, lack of significant raises or upward mobility resulting in their departure to other institutions. The remaining employees are left to cross-train other employee or take over the duties and other duties as assigned, which usually involves an entirely new job description without the compensation if you are a salaried employee. The action is being justified as a budget saving for the institution without regard to the employee that has a new duty added to their primary occupation. Vacated positions are not being filled. Student enrollment increases without an increase in staff to support it. All of these stress eventually become evident in the way we service students, morale, attitudes and health problems.
- As job evolves, job descriptions should be officially revised and the salary adjusted.
- All supervisors should receive management training.
- Certain individuals are allowed to work only one or two days per week but are paid a full-time salary.
- A lot of injuries occur. Need to develop program for safety and education. HR needs training for staff, faculty and students.
- The policy is not clear upon hiring regarding pay scale.
- The pay for RN and LVN is low compared to market.
- When there is a conflict between supervisors and employees and concerns are taken to the administration, the administration always says directors and deans have the authority to circumvent district policies as the budget manager.
- I was recently hired into the Visual Art Department as a part-time employee. I have had a positive experience up to now. The hiring process was easy. The interview was informative for both of us. The annual evaluation by one of the other faculty member is also very helpful for my progress as in instructor at this college.
- I feel the grievance policy and procedure is being terminated without discussion. The policy and procedures in place is a good one and works well when implemented correctly.
- Human Resources allow staff to continue to work and keep them on even after a department has documented problems with employee and want to fire them. We are forced to keep them especially in facilities maintenance services.
- Every year, staff and faculty request salary increase. A cost of living wage is not enough wit rising cost of health insurance,

utilities, and others. Human Resources personnel seem to get more raises than everyone else and pick and choose which clusters of personnel get more money.

- Tenure track instructors are not willing to work long hours during registration and not willing to work 8-5. She set her own hours to work and never calls in when she is sick. How can the VP office or Human Resources dismiss this person. Another tenure track instructor changes class time without informing the chairman of the department.
- The grievance process needs to be defined. There is not a person designated to handle grievances. There is no campus ombudsman in HR or in the district.
- There are no set procedural day-to-day operations and no consistency. PARS or paperwork is constantly being lost by the director's office. The director's office is messy giving impression of no organizational skills.
- HR rules change when dealing with certain people. There is no stability within HR Department. Employees quite because of hostile work environment.
- The newest director changed policies-policies that worked before.
- Need a Human Resources representative to represent employees with their rights.
- When you call HR, you get voice messages and never returned calls.
- When a department or college tries to terminate an employee, up to now, they have simply been dumped on another department/college, keeping their same pay. This is not fair to those receiving an employee that should have been terminated for various reasons.
- It is very difficult to terminate employees. We should have a policy to follow.
- Some employees get away with not doing very much of their job, while others take up the slack. In some cases, they make a lot more money and there are never disciplined by their supervisor. Could it be favoritism or could it be "avoidance" on the part of their supervisor?
- Actions by HR are arbitrary. They make decisions that suit them and are not in the best interest of the program involved. They move more quickly when it involves them than others.

Appendix A
PUBLIC FORUM AND FOCUS GROUP COMMENTS

As part of the Alamo Community College District (ACCD) performance review, public forums were held on January 13, 14 and 15, 2003. Members of the public were invited to record comments they had regarding the ACCD education system. Community members and district staff who participated in the public forums gave their comments about the 10 areas under review. These comments illustrated community perceptions of ACCD and do not necessarily reflect the findings or opinion of the Comptroller or review team. The following is a summary of comments received by focus area.

FINANCIAL MANAGEMENT

- The minimum pay is too low for hourly workers.
- Merit pay program is needed.
- Salaries are not competitive for entry level position.
- Payroll does not treat employees like customers. If your check is not printed, they make you wait days or until next pay date.
- Paraprofessional salaries are not competitive, so you lose good staff to other entities.
- Processes are in need of improvement; specifically the budget process needs to change to provide for an allocation formula within which college presidents have more autonomy.
- Accounts payable, payroll, purchasing, and HR systems are not integrated.
- I would like to see a better way of funding so that a fast growing institution like NVC can receive enough funds to build and staff. We must avoid a situation where a new institution has to make do with less money and faculty and staff than an older sister college, about the same size but that has been around longer.
- ACCD needs a legitimate "Merit Pay" compensation program that would reward excellence as well as minimize poor performance. I have heard you essentially have to murder someone, with witnesses, in order to lose your job with ACCD. While it is nice to know some job security remains in a continuous climate of uncertainty, security without reasonable measures to reward and advance those who truly make a difference only adds to a system of meritocracy. This would include a viable employee development training program beginning with a campus specific new employee orientation, which continues with tangible, measurable classes for every employee to help each be more effective in their job and for the future possibilities.

- This system should be made a little easier with less paperwork. It is incredible. The book comes with another book to explain things.
- We do planning and then get the budget so it is difficult to really plan. Planning is backwards. We should get the budget and then plan.
- Fiscal year needs to change. It should begin August 1st.
- Accounts payable is behind with posting so online budgets are never correct and one has to keep own books. It's double work.
- Budgeting and planning tends to follow personal interests and are not fully understood by all people involved.
- Why are salary saving dollars automatically deducted from the accounts? Sometimes, there's a need to use these funds to hire temporary support.
- Accounts Payable: Why do you need hardcopy paperwork when the signatures/approval are on the computer? Why have the computer system and still use paper?
- We (PAC) needs to be in control of our own budget. Cut out the red tape. Our campus deserves more funding. We've been the step child of ACCD for too long. This is unjustified, particularly when PAC has the highest transfer rate in ACCD and one of the highest in the nation.
- On-line Advantage System is very user friendly and can access department budgets and activity easily.
- The library budget should be at least six percent of institutional operating budget according to standards.
- How come payroll is carried out so inefficiently and inexpertly? Every semester, at least one instructor's pay (within just our program) is either not inputted or is incorrect.
- Budgeting, planning and program decisions we made by someone that does not have any experience or training. Now, it is in their official job description. Every time I raise this issue with supervisor and the individual, they ignore the organizational chart and give lip service to change.

ASSET AND RISK

- There is no recent update to the list of assets for the departments. Many of the assets are not on list.
- Building allocation funds are not allocated fairly based on needs or equity. Favoritism for one college over the other exists.
- Pest control is not addressed adequately or timely.
- There should be adequate insurance coverage choices.
- ACCD Northeast Campus rates are high.
- Is there such a thing as "Cash Flow Forecasting?"
- It runs smoothly due to district management. Fixed assets are tightly controlled and annual inventory is a pain for staff.

- Prevention should be practiced and not just theory or lip service. This should filter down to all levels and violations should not be tolerated. I know a person who was ordered to violate copyright law then fired for injuring themselves on the job and told not to report the injury.
- The district should provide ergonomic work stations for faculty and staff.
- The inventory of ACCD fixed assets should account for all purchases.
- Why do clerks and secretaries get fired for budget discrepancies when it is the responsibility of the department or area administrator? Chief financial officers need to take more responsibility for their budgets.
- There should reputable accounting practices. Cross checks by two people should be instituted.
- All course approved graduate class faculty tuition should be reimbursed 100 percent.
- Planning and budgeting at SPC is done on a collaborative manner. They seem to prioritize initiatives and resources very well.
- Stop lying to people about their grant check; get on one accord and tell the financial aid the check day and people will not plan for the lie. But will plan for the truth.
- Planning and budgeting is nice but some people are already doing five jobs or the work of five people.
- Departments should not have to request the same vital personnel and/or equipment year after year.
- ACCD need a system to address staff/faculty injuries.
- With computers becoming obsolete every two years, some ways has to be found to automatically depreciate certain items and then removing them without paperwork from the index. We do enough paperwork on old equipment as it is now.
- ACCD should pay full-time temporary employees cost of living increase and a yearly raise and also should lower insurance rates.

PURCHASING AND WAREHOUSING

- The Purchasing Department is honest and hard-working group.
- Only certain departments can do online ordering. It should apply to all departments.
- Purchasing is too powerful and there are too many barriers.
- If you need it in the 22nd century, order it now.
- Limited vendors are available and they don't always have the lowest price.
- Warehouse utilizes valuable SWC classroom and lab space.
- Purchasing is limited to a few vendors and we seem to overpay for many items.

- Vouchers take too long to get and get us behind in class.
- Purchasing is too bureaucratic. It needs flexibility or waiver process for grants and special program.
- Contact vendors are too expensive.
- Purchasing procedures are too cumbersome, complicated and wasteful. College departments are required to secure bids from different vendors for purchases if items are not on contract. Two underutilized vendors have to be included in the process. Sometimes they are difficult to find or they will not bid. Much time is wasted securing these bids, and after 30 days most bids are void. Purchasing will sometimes change vendors on requisitions after we have secured bids. Thus, all of the work put into securing these bids is pointless.
- We recently purchased memory for 26 computers. Our lab tech found the memory for $50 each, but because we had a contract for this item, we had to pay $99 for each. The same vendor that was selling the memory for $50 was the same vendor that was on contract.
- Purchasing has procedures designed to keep the ACCD out of trouble. This is good, but there needs to be greater flexibility. Sometimes we pay more money because of unreasonable restrictions.
- Sometimes, it is difficult to get Purchasing at the district to help us get something purchased in a timely manner.
- Why do you stop accepting orders on November 15th? The staff are still there in the office. Why not process order on a first come first serve basis. If this rule stays in place, please give us more notice. When a notice comes out two weeks before the due date, that doesn't provide adequate process time to get bid, quotes, and others.
- Low bid is not always the best quality. A better evaluation of purchases needs to be set-up.
- Why do we need to bid on bands (musicians), comedians and others? How does one determine what is comparable.
- It is entirely too cumbersome to use the system. On-line system is outdated and all too often, Purchasing puts road blocks into acquiring materials. It creates too much busy work. Purchasing only do things one way and not open to change and improvement.
- Going through the district to purchase items should be stopped. Let the colleges be in control.
- The purchasing process is very time consuming and often creates hindrances in the functioning of departmental work and activities.
- The concern is that sometimes, it is so had to purchase items that are needed right away. Many times, the district closes purchasing in the middle of the semester or year. They don't realize that sometimes, situations come up that items have to be bought right

away and not two months later. Also, recently, I was looking through an office catalog from Office Depot where the same items featured in the "office" were twice the price that the store catalogues was featuring them for.

- Bid Process: Why do we go out for bid for items that cost $18 - $50 dollars? I had to get bids for ribbons that cost $10 a group of 25. This is not good use of staff time.
- Why do purchase orders need to go through VP's for signature? Why have managers? There appears to be a lot of control. I'd like to see the VP's work on large administrative issues. My VP has to sign requisition for $50, $100 and $200. Why not give managers the authority to sign up to a certain dollar limit. At my last campus, I could sign a request without seeking VP approval provided it was something the campus rules provided for.
- The prices of books need to bring down.
- Purchasing procedure is too complex. A central station is needed for specialized staff to do all purchasing or simplify the system.
- Purchasing timeline restrictions make it very difficult to purchase items during long periods.
- Purchasing and warehousing ideals should be presented to students in campus setting forum before any staff decisions are final because students and communities have to live with purchases made.
- As a faculty member who has to get bids for items ordered, I think purchasing could make the process easier. If I get a letter stating a vendor is "sole source" for an item, then another program wants to order like item from same vendor-that department has to get "sole source" letter. Ordering is extremely difficult. Items ordered in September are often received late in fall semester.
- Bid processes are limited to a few vendors and always the same vendors.
- Purchasing staff is super helpful and efficient. Bid processes is cumbersome.
- Purchasing is more of a gatekeeper than service to college. Nothing is done in a timely manner. Purchasing Department closes for several weeks before the end of semester. Can't buy anything between November and December and July to August.
- Let areas buy what they know is needed. Don't require the district to use the cheapest policy.
- How come I can go down the street and buy supplies cheaper than going through an approved vendor? Is this just another aspect of the corruption the former chancellors legacy left behind?
- We are forced by Purchasing to get printing done here when they are often overpriced.
- Books are too high and overpriced.
- We need food with flavor.

- Food Services: NVC has no cafeteria, but we have created a make shift food service; although it is limited in scope, it is better than nothing.
- Food service gives the opportunity for students to establish fundraisers for their clubs.
- I think we have a very good book store because it is very convenient and the workers are very friendly.
- I wish we had more food services. I am grateful for what we have; however, I can usually find something and the staff is friendly.
- Textbook costs are exorbitant! I think that this is not revenue to our institutions.
- The bookstore is too small for the number of students.
- The mail service is slow.
- Food service is terrible, poor quality and way over market prices. There are no other food choices near the campus.
- Students need better copier and fax services.
- The cafeteria food is poor quality, expensive and limited amounts.
- A mailbox on campus would be nice.
- Another copier to the staff copy center should be added. When the existing copier is down, no work gets processed. Students also need additional copy equipment for copying.
- We need more variety of food. We need services for evening and weekend students. It has been suggested that we add more vending machines that have soups, sandwiches, and others.
- The contract food service providers at SPC/ACCD do not provide products and services on a par with the other college services. Food services should be improved.
- Food service is too costly and students complain about it. Better food choices are also needed.
- The quality of cafeteria food should be better. Food dries out under lights.
- The cost of printing and textbooks for students should be reduced to be competitive.
- St. Philip's needs a faculty-wide break room or cafeteria.
- Food Services Department does not pay enough attention to cleanliness of kitchen. Staff on campus needs to inspect kitchen twice a month.
- A centralized copy area with staff who are always present to replace papers and toners is needed. There are times that there are no working copiers at SWC especially at night.

MANAGEMENT INFORMATION SYSTEMS

- Support comes from campus/college rather than the district.
- Enhancement of technology and services should be equitable across the district.

- Great strides in meeting staff technological needs.
- Get people trained at same pace/rate as technology.
- The ACCD Information Technologies Department instructors helped bring our hands-on workers into the electronic age, and exposed office workers to new programs and techniques. It is quite a tremendous program.
- PAC does not have its own campus server.
- There doesn't appear to be a systematic way of replacing computers for staff. Some type of computer refresh program would be great.
- Why are departments charged back for software?
- The technology support from the district is great. E-portal is an awful system for e-mail. The campus should move to a better e-mail system.
- Basic telephone services are sub-standard. Voicemail system does not work. It is an antiquated system that needs to be upgraded.
- District information systems seem to operate in a world of its own. Decisions and changes are made without input from the college and without notification that seriously affect the provision of services to the students by the college. For instance, over the holiday period, the district made changes to the firewall which cut off access to databases for off campus students.
- The e-mail system of e-portal is awkward and most of the time does not work. It is a waste of time and money.
- The communication support is terrible. Telephones are unsafe and all too often can't get calls in or out. Voicemail is purged without notice or doesn't get the message until the next day. E-mail is also purged without notice if not accessed for two weeks. E-portal simply doesn't work.
- The Information System doesn't keep up with latest technologies. It is still wedded to the mainframe. It is extremely difficult to get information such as IP addresses in a timely manner.
- The E-portal system is very difficult to use, to navigate through and to download and print from. The technicians do not have sufficient training to take care of what is wrong with computers. Many times, they break the computer rather than fix it. They need to have better training and better customer service skills. They should have customer service training because we are their customer and many times the PAC techs treat us as if they are doing us a favor by fixing our computers.
- I am concerned about the lack of support from information systems. E-mail messages and voicemail has been wiped out without due notice. E-portal and WebCT used for instruction are also unreliable.

- Student access online is always down on the weekends and holidays when students have time. I suggest an LVN to AND mobility program in the evening for the working people.
- The server is mostly down on weekends. Students need to register online and view grades.
- Need plan which will include all current technological equipment and provide for new personnel.
- Students have better, newer computers than teachers.
- Buy laptops for all students to use in class.
- Access to technology and upgrades is great. ACCD personnel are helpful and efficient.
- The LRC should not have to write a grant to the SBC to obtain funding for new computers. There should have been funding in the district. Furthermore, the library should not have to rely on its book fund.
- Why does the university college have to turn off servers at night? It makes Internet classes impossible to manage if we can't get to the work.
- Technical support is readily available. Upgrades are made in a timely basis. I find that ACCD is ahead of the curve in technology when I go to professional meetings and talks with my colleagues.
- Laptops for student use in class should be available for note-taking, etc.
- Better computers are needed at St. Philip's College.
- Technology is not up to par considering college level status. We represent higher learning but technology for staff and faculty is lacking.

COLLEGE AND COMMUNITY RELATIONS

- SWC needs more exposure in community.
- The public relations is weak.
- There is little to no resources for marketing.
- There is a lot of talk about community service but no action. Our department actually discourages any off campus activity and professional association.
- Equitable funds and marketing for all colleges and programs needs improvement.
- Does the alumni office keep track of all past alumni or just the ones who belong to the alumni association?
- I think ACCD should hire an outside public relations firm to develop a marketing program and image.
- The current PR office does well with internal publications and news releases. But there is no "image" development.

- University relations and alumni affairs has adequate public service and involvement in the community. The assistance with the community is wonderful.
- Alumni enrollment should be held at all graduation ceremonies. (For example, put alumni application in blank diploma awarded on stage.)

PLANT OPERATIONS AND MAINTENANCE

- Building evacuation plan should be posted in buildings.
- The facilities/maintenance management is poor. Let personal difference dictate work orders and services.
- The response time for work orders is too lengthy.
- The parking situation at Northwest Vista is simply terrible. I know it is being looked into, but please keep this issue up on the top of the priority list. Students, faculty and staff should not have to add 30 unpaid minutes to their workday/school day to wait for and take a shuttle bus to and from off campus parking. The city's No Parking signs along Ellison could come down, allowing for a significant amount of immediate parking. The street is plenty wide enough and has relatively little traffic, so I don't see the benefit of these No Parking signs anyway (except as a way to collect ticket money).
- NVC is growing so quickly that faculty, staff and infrastructure cannot keep up with it. We desperately need more funding and would appreciate it if you would consider this a priority.
- Facilities Planning: NVC has a master plan, but only the 1st phase has been completed due to lack of funds for facilities construction. We currently have twice as many students as the 1st phase is designed to accommodate. Although we have added portable buildings and serve large numbers at all hours of the day, we cannot handle more students without adding facilities. NVC ahs the best facilities use in the ACCD by necessity.
- Maintenance/Custodial: Superintendent and staff members assigned to NVC are dedicated to serving college needs, but we suffer from the fact that custodial and maintenance services for NVC are understaffed. Support from District leadership in this area could be improved with better coordination and training as well as process improvement.
- Transportation: Inadequate parking and limited public transportation create challenges; we are encouraging carpooling by offering special parking, and we are looking at biking options for future development.
- Safety & Security: ACCD police and security officers rotate among colleges; this makes communication of campus-specific needs a challenge.

- Buildings should mirror growth. Perhaps building up (say six stories) would help.
- Maintenance/Custodial: The people we have are great. I wish the district could provide more help (staffing) foster as we grow.
- I really like this campus! It's so close to my home in Schertz and my work in Selma. Plus, there is no downtown traffic.
- I like the convenience of this campus. I only wish that it offered more classes so that I would not have to go to St. Philips for part of my classes.
- The Northeast campus has been a good change for me. Its location is very convenient for me.
- I take night classes and I would like to see better lighting in the parking lot areas.
- We don't have air conditioning running all of the time.
- The campus is clean and inviting and the facilities are easy to reach.
- It is spacious and its facilities are easy to reach (examples are elevators, bathrooms, classes, etc.).
- This campus is only a few minutes away from my home and also very close to work. I only wish this campus was a little bigger so that I could have more classes here (Northeast Campus).
- I hate parking at SAC and NEC.
- NEC is very well kept.
- The Northeast campus is a good school and convenient.
- Classrooms (Northeast Campus) are much more updated that the downtown campus.I would like to see a permanent site near this existing site. It is a great idea to offer satellite location.
- The Chemistry and Geology building at SAC could use a little heat when it is 40 degrees outside.
- Parking is horrible.
- It is a convenient location for the community.
- It is always too cold.
- They have the air conditioner on when it's cold outside. When it's warm out, it does not come on.
- Facility planning has been poor at best. The lack of attention to the most basic operations and needs has developed an attitude of neglect.
- Better signage is needed especially for directions.
- The buildings are in such bad conditions. When it rains, every building gets soaked and leaks on furniture equipment and supplies. The district needs to also consider the health factors it passes the employees such as mold contamination. The district needs to look at investing money in really correcting the structural problems.

- I think the campus should have a master plan. What will this campus look like when it's built out? How many students are you trying to accommodate?
- The facilities staff members are very nice. They really care about their work.
- The college continues to suffer damage from weather and other environmental elements. Funds are not put into fixing these problems.
- I like the location of the school.
- We need more light in parking area and we need better parking spaces.
- More information about the campus should be told to new students.
- Some classrooms are too cold.
- ACCD's northeast campus has high demand. A full campus in this area would be useful and popular.
- The campus is clean and inviting and the facilities so far are easy to reach.
- SPC is spacious and its facilities are easy to reach.
- The carpet needs to be replaced on a regular basis.
- The facility staff is helpful.
- Management needs to do a better job of building maintenance. There should be regular maintenance once a year or at least every other year. Departments should not have to request that maintenance be done. And even if it's requested, it's not being done.
- The temperature control in buildings is too cold at all times of the year. Students in Science building have to wear coats or sweater in Spring and Summer. Some faculty use small heaters in office to keep warm enough to work.
- The grounds look so nice and are a real asset to the college. The beautiful grounds are well landscaped. It shows pride in our community.
- At Bowden building, the heating and air conditioning system have not been working properly since the renovation. It is very noisy and ineffective. It is also frequently too hot or too cold.
- Walls in some building need to be painted, desks are dirty and carpets need cleaning.
- The maintenance and custodial need to be improved-for example, vacuuming, bathrooms, dusting, and window washing.
- Get rid of dangerous 15-passenger vans.
- Have experienced and knowledgeable people plan your libraries, not just architects.
- St. Philip's does a great job with their security services. I leave the campus late at night and have never had a problem with security.

- Facilities need to prune the oak trees while they are still young. Soon, the oak trees will be too old and too low to the ground.
- I have been working here for three years and not once has my department been vacuumed or carpet cleaned.
- Heating and air conditioning need to be distributed for comfort of majority, not a few.
- Some students are charged for parking when they have no car and it's just not fair to the students and financial aid.
- The Science lab hoods are not working properly. This poses potential serious injury. Some professors are not concerned with gloves and safety glasses. I dropped a class because I felt my health was at-risk due to the poor safety practice of a professor.
- The smoking signs under the breeze way are not large enough and it kills me being an asthmatic to have to walk into the smoke chamber to get to the other building.
- Perhaps, if custodial services were contracted out, the buildings would be kept cleaner.
- Our bathrooms are filthy. Soap dispensers are not filled for months on end.
- Gangs and gang signs are now found all over the campus. Graffiti is rarely removed.
- Workforce development is critical for economic development today.
- The disable services are poor and need improvement. There should be better handicap access through buildings.
- Better furniture and carpeting should be provided.
- Facilities maintenance services need a total overhaul. We need more staff. We need to be able to compete with the job market. We have a problem filling positions because of salaries.
- More space and facilities for classrooms and labs are needed.
- Maintenance operations area is one of the areas that should be of a concern to the review committee. Dealing with the area of qualifications for positions filled.
- ACCD has in the past year contracted facilities services that turn to a flop.
- We need better facility planning, custodial and maintenance operations. There is not enough funds to get repairs and services met on the campuses.
- ACCD need to hire more employees in facilities. There is not enough staff for a campus this size. Also, those positions we try to fill cannot be filled because we don't compete with outside market.
- We are still waiting on completion of a two classroom addition that begun 1-1/2 years ago. This project had been bid by an outside contractor with an estimated 3-month completion time. The district found out and took over, but there is still no data or phone lines. Additionally, there is no insulation in the exterior wall (as called

for in the drawing), no insulation above the ceilings (which is not a conditioned spaced above), even though insulation was called for, designed for, purchased and delivered to the job. Where is it? In-house needs to bid against outside contractors to be kept honest. Both time and money need to be considered. We had four classrooms of students jammed into two rooms for a year. I still don't have an office with a phone and it has been 2 years. The board corruption goes all the way down throughout the system.

Appendix B
PUBLIC INPUT SURVEY RESULTS

Alamo Community College District Management And Performance Review

(Telephone Interviews)
(n=387)

METHODOLOGY

The 2003 Alamo Community College District (ACCD) Public Input Survey is based on the results of 387 telephone interviews conducted with adult residents of the ACCD tax district, which is comprised of the San Antonio College, St. Philip's College, Palo Alto College, and Northwest Vista College. A random sample of ACCD tax district households was provided by Survey Sampling, Inc. To ensure a geographically representative sample, households were randomly selected from each tax district zip code in direct proportion to residential telephone listings. English and Spanish interviewing was conducted from January 28 through February 4, 2003.

OBJECTIVES

Primary objectives of the 2003 ACCD Public Input Survey include:

- Measuring levels of awareness of ACCD programs and services among residents of the tax district.
- Measuring current and total rates of enrollment in ACCD classes among tax district residents.
- Assessing perceptions of ACCD's effectiveness in the core mission areas of higher education and workforce training programs and services.
- Assessing public opinion of ACCD's performance in areas of fiscal responsibility, responsiveness to the needs of the business community and responsiveness to the needs of the community in general.
- Measuring any differences in perceptions of those whose households include someone who is attending or has attended classes at ACCD and those who have no direct experience with the institution.

- Providing a demographic profile of adult residents of the ACCD tax district.

PRIMARY RESULTS

Significant findings of the 2003 ACCD Public Input Survey include:

- Public awareness of ACCD higher education and workforce training programs and services is moderate to low, with 38 percent of respondents indicating they know a great deal or some about ACCD.
- Utilization of ACCD programs and services is high, with one in ten respondents indicating a member of their household is currently enrolled and almost half indicating a member of their household has ever attended classes at ACCD.
- Although substantial percentages indicate they do not have sufficient knowledge to rate ACCD, respondents who provided ratings indicate positive views of ACCD's effectiveness in providing higher education and workforce training programs and services.
- Tax district residents also view ACCD favorably in comparison to other community college systems in Texas.
- Survey respondents provide positive to highly positive ratings of ACCD's fiscal responsibility and responsiveness to diverse community needs. Although ratings of responsiveness to business community needs are somewhat lower, this is largely a function of higher percentages indicating neutral opinions in this area.
- Positive perceptions of ACCD extend to a high degree of willingness to consider enrolling in classes offered by the institution.
- Respondents whose household includes someone who has attended classes at ACCD exhibit higher levels of awareness and more positive views of the institution on virtually all measures.

PUBLIC AWARENESS

Levels of public awareness of educational and workforce training programs and services provided by ACCD are moderate to low:

- Almost four in 10 (38 percent) survey respondents indicate they know "a great deal" (6 percent) or "some" (32 percent) about ACCD programs and services.
- Just over six in 10 (62 percent) respondents indicate they know "nothing at all" (37 percent) or "not much" (25 percent) about ACCD programs and services.

Awareness of ACCD Programs and Services Is Moderate To Low

- A Great Deal 6%
- Some 32%
- Not Much 25%
- Nothing At All 37%
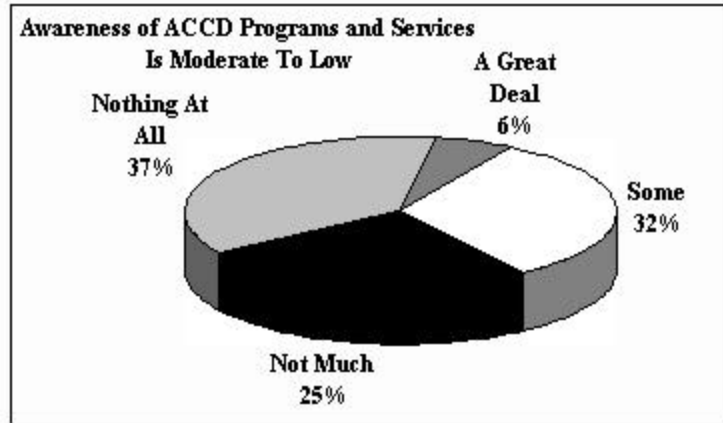
*Awareness and ACCD Enrollment*

As would be expected, survey respondents whose households include a member who has attended ACCD express significantly higher levels of awareness of ACCD programs and services than their counterparts whose households do not include a member who has attended ACCD:

- Half (50 percent) of respondents whose households include a member who has attended ACCD indicate they know a great deal (10 percent) or some (40 percent) about ACCD programs and services. This is double the percentage of respondents whose households do not include a member who has attended ACCD (25 percent) who indicate this level of knowledge.

ACCD UTILIZATION

As measured by current and prior enrollment in ACCD programs and services, utilization is high among tax district residents:

- One respondent in 10 (10 percent) indicates a member of their household currently attends classes at ACCD.
- Almost half (46 percent) of respondents indicate someone in their household has attended classes at ACCD.

Almost Half Of Respondents Indicate A Household Member Has Attended Classes At ACCD
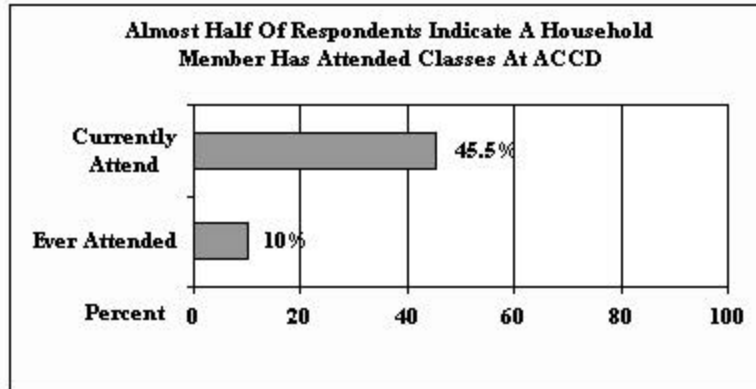
PERCEPTIONS OF ACCD EFFECTIVENESS

As might be expected on the basis of public awareness levels, substantial percentages of tax district residents indicate they do not have sufficient information to provide ratings of the effectiveness of ACCD's higher education (39 percent) and workforce training (48 percent) programs and services. However, among those who provided ratings, views of ACCD effectiveness are substantially positive:

- On a scale of one to 10 where one is "not at all effective" and 10 is "very effective," respondents provided a mean or average rating of ACCD's effectiveness in providing higher education programs of 7.36. Three in 10 respondents provided highly positive ratings of nine or 10 (30 percent) as compared to only 6 percent who provided highly negative ratings of one or two.
- On the same 10-point scale, respondents provided a mean or average rating of ACCD's effectiveness in providing workforce training programs of 6.75. One quarter of respondents provided highly positive ratings of nine or 10 (25 percent) as compared to only 6 percent who provided highly negative ratings of one or two.
- Although only half (53 percent) were able to compare the job ACCD does in providing higher education and workforce training programs with the job done by other community colleges in Texas, virtually all (96 percent) respondents who provided ratings indicated that ACCD does a better job (42 percent) or about the same job (54 percent).

Almost All Say ACCD Does A Better or The Same Job As Other Community Colleges

Worse Job 4%

Better Job 42%

Same Job 54%
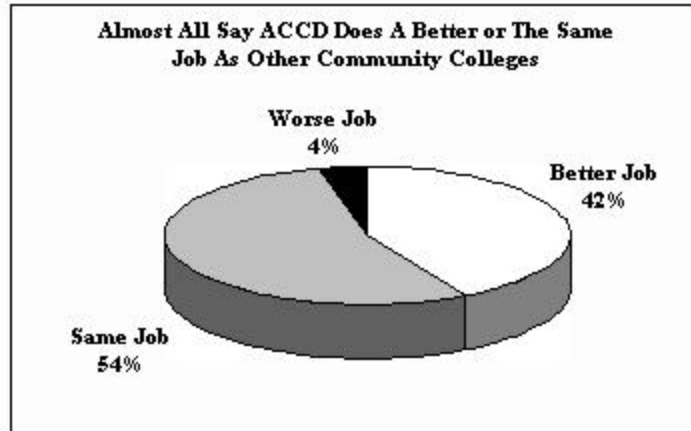
Effectiveness Ratings and ACCD Enrollment

As would be expected, tax district residents whose households include a member who has attended ACCD were substantially more likely to be able to provide ratings of ACCD's effectiveness. In addition, respondents whose households include someone who has attended ACCD provide slightly higher effectiveness ratings:
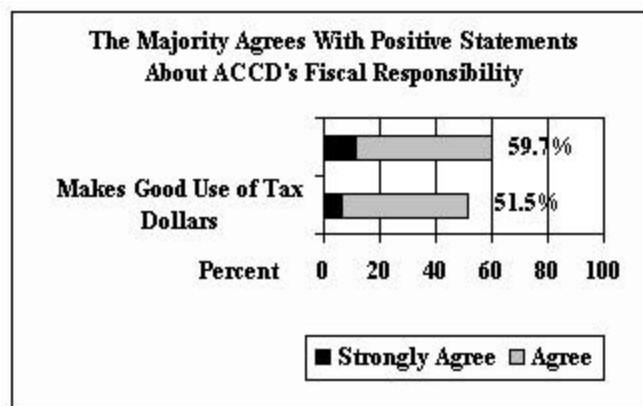
- Eight in 10 (82 percent) respondents whose households include a member who has attended ACCD were able to provide ratings of the effectiveness of ACCD higher education. In comparison, fewer than half (46 percent) of respondents whose households do not include a member who has attended ACCD were able to provide effectiveness ratings.
- Six in 10 (60 percent) respondents whose households include a member who has attended ACCD were able to provide ratings of the effectiveness of ACCD workforce training programs. In comparison, fewer than half (48 percent) of respondents whose households do not include a member who has attended ACCD were able to provide effectiveness ratings.
- Among those who provided ratings, respondents whose households include a member who has attended ACCD provided a slightly higher mean rating (7.65) of the effectiveness of ACCD higher education programs than those whose households do not include a member who has attended ACCD (6.90).
- Respondents whose households do (6.63) and do not (6.88) include a member who has attended ACCD provided highly comparable ratings of the effectiveness of workforce training programs provided by ACCD.
- Among those who provided ratings, respondents whose households include a member who has attended ACCD were somewhat more likely than their counterparts (45 percent vs. 39 percent) to indicate that ACCD does a better job of providing higher education and

workforce training programs than other community colleges in Texas. However, virtually all of both subgroups (96 percent and 96 percent) indicate ACCD does a better or the same job as other community colleges.

PERCEPTIONS OF ACCD FISCAL RESPONSIBILITY

As measured by respondent perceptions of use of tax dollars and value provided, survey results indicate tax district residents hold positive views of ACCD's fiscal responsibility:

- A majority (60 percent) of respondents strongly agree (12 percent) or agree (48 percent) that the public is getting its money's worth with ACCD. Only one respondent in 10 (9 percent) indicates they disagree strongly (1 percent) or disagree (8 percent). Almost two in 10 (17 percent) indicate a neutral opinion in this area. The remaining fifth (14 percent) state they do not know.
- Half of survey respondents (52 percent) strongly agree (7 percent) or agree (45 percent) that ACCD makes good use of their tax dollars. This is more than six times the percentage (8 percent) indicating they disagree strongly or disagree. Two in 10 (22 percent) indicate a neutral opinion in this area. The remaining fifth (18 percent) state they do not know.
- One quarter of respondents express neutral opinions of ACCD's use of tax dollars (22 percent). A somewhat smaller percentage (17 percent) express a neutral view of whether the public is getting their money's worth with ACCD.

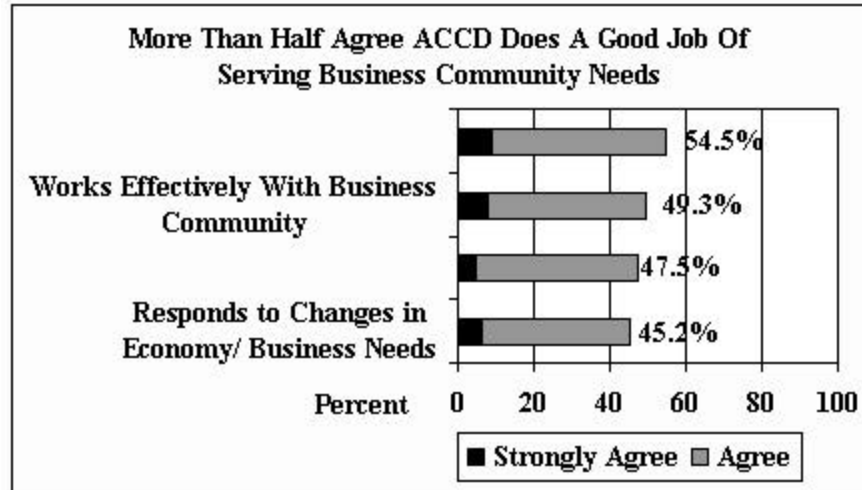*Fiscal Responsibility Perceptions and ACCD Enrollment*

Respondents whose households include a member who has attended ACCD classes express significantly more positive views of the institution's fiscal responsibility than those whose households do not include a member who has attended ACCD:

- Over three quarters (77 percent) of respondents whose households include a member who has attended ACCD strongly agree (16 percent) or agree (61 percent) that the public is getting their money's worth with ACCD. In comparison, under half (46 percent) whose households do not include a member who has attended ACCD strongly agree (7 percent) or agree (39 percent).
- Almost seven in ten (68 percent) respondents whose households include a member who has attended ACCD strongly agree (10 percent) or agree (58 percent) that ACCD makes good use of their tax dollars. In comparison, four in ten (39 percent) of those whose households do not include a member who has attended ACCD strongly agree (4 percent) or agree (35 percent).

PERCEPTIONS OF ACCD RESPONSIVENESS TO BUSINESS

Although substantial percentages indicate neutral opinions on questions regarding ACCD's responsiveness to the business community, positive perceptions in this area outnumber negative ones by ratios of five to one or higher:

- A solid majority (55 percent) of respondents strongly agree (9 percent) or agree (46 percent) that ACCD does a good job of serving the business community's training and education needs. In contrast, only one respondent in twenty (5 percent) strongly disagrees or disagrees. Two in ten (20 percent) indicate a neutral opinion in this area. Another two in ten (20 percent) state they do not know.
- Half (49 percent) of tax district residents strongly agree (8 percent) or agree (41 percent) that ACCD works effectively with the business community. In contrast, only one respondent in twenty-five (4 percent) strongly disagrees or disagrees. One quarter (25 percent) express a neutral opinion on this item. The remaining fifth (21 percent) state they do not know.

More Than Half Agree ACCD Does A Good Job Of Serving Business Community Needs

Works Effectively With Business Community — 54.5%, 49.3%

Responds to Changes in Economy/ Business Needs — 47.5%, 45.2%

Percent: 0 20 40 60 80 100

■ Strongly Agree □ Agree

- Almost half (48 percent) of respondents strongly agree (5 percent) or agree (43 percent) that ACCD's programs help attract new companies and jobs to the Alamo area. This is more than five times the percentage (9 percent) who disagree strongly (1 percent) or disagree (8 percent) with this statement. A quarter (25 percent) of respondents express neutral views on this item. The remaining fifth (19 percent) state they do not know.
- A majority (45 percent) of survey respondents strongly agree (6 percent) or agree (39 percent) that ACCD responds to changes in the economy or the business community's needs. This is nearly eight times the percentage (6 percent) who strongly disagree or disagree that ACCD is responsive to change. More than a quarter (27 percent) of respondents indicate neutral opinions on this item. The remaining fifth (21 percent) state they do not know.

Responsiveness to Business Community Perceptions and Enrollment in ACCD

Respondents whose households include a member who has attended ACCD classes also express significantly more positive views of ACCD's responsiveness to the business community than their counterparts whose households do not include a member who has attended ACCD:

- Nearly two thirds (64 percent) of respondents whose households include a member who has attended ACCD strongly agree or agree that ACCD does a good job of serving the business community's training and education needs as compared to 47 percent of those whose households do not include someone who has attended.
- Six in 10 (60 percent) respondents whose households include someone who has attended ACCD strongly agree or agree that ACCD works effectively with the business community as
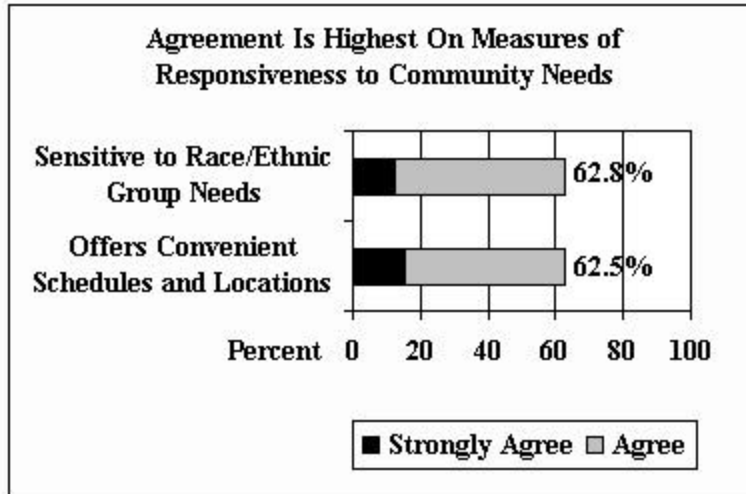
compared to four in 10 (41 percent) of those whose households do not include someone who has attended.

- More than half (52 percent) of respondents whose households include a member who has attended classes strongly agree or agree that ACCD's programs and services help attract new companies and jobs to the Alamo area, as compared to 44 percent of respondents whose households do not include a member who has attended ACCD.
- More than half (54 percent) of respondents whose households include a member who has attended ACCD strongly agree or agree that ACCD responds to changes in the economy or the business community's needs as compared to four in ten (39 percent) respondents whose households do not.

RESPONSIVENESS TO COMMUNITY

Some of the highest levels of agreement with positive statements about ACCD were found on items measuring perceived responsiveness to community needs:

- More than six in 10 (63 percent) survey respondents strongly agree (13 percent) or agree (50 percent) that ACCD is sensitive to the needs of different racial and ethnic groups in the community. In contrast, only 4 percent of respondents strongly disagree (1 percent) or disagree (3 percent) that ACCD is sensitive to the needs of diverse communities. The remaining fifth (15 percent) state they do not know.
- Similarly, more than six in 10 (63 percent) tax district residents strongly agree (16 percent) or agree (47 percent) that ACCD offers classes at times and places that are convenient and easy to access. In contrast, only one respondent in twenty (5 percent) disagrees strongly (2 percent) or disagrees (3 percent) that ACCD schedules and locations are responsive to the needs of the community. The remaining fifth (18 percent) state they do not know.

Agreement Is Highest On Measures of Responsiveness to Community Needs

Responsiveness to Community Perceptions and Enrollment in ACCD
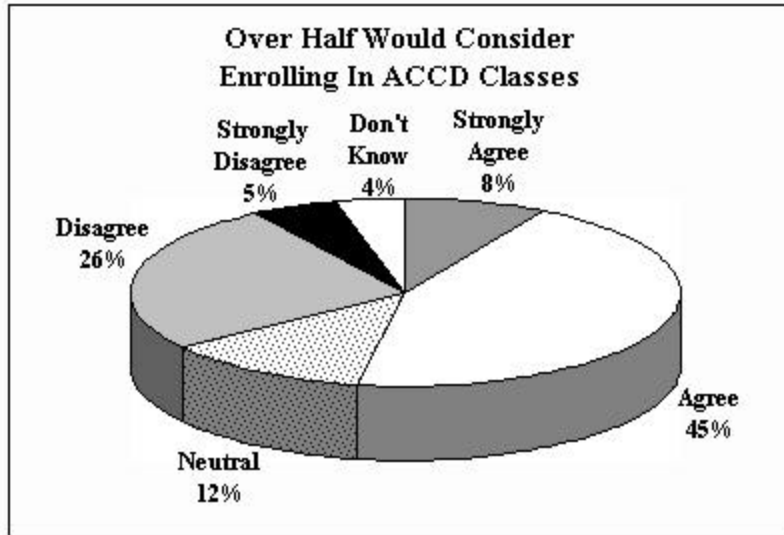
Respondents whose households include a member who has attended ACCD classes also express significantly more positive views of ACCD's responsiveness to the community than those whose households do not include a member who has attended ACCD:

- More than three quarters (78 percent) of respondents whose households include someone who has attended ACCD classes strongly agree or agree that ACCD is sensitive to the needs of different racial and ethnic groups in the community as compared to 52 percent of those whose households do not include someone who has attended ACCD.
- Nearly eight in 10 (79 percent) respondents whose households include a member who has attended ACCD classes strongly agree or agree that ACCD offers classes at times and places that are convenient and easy to access as compared to half (50 percent) of those who do not.

WILLINGNESS TO ENROLL

Positive perceptions of ACCD extend to a high degree of willingness to consider enrolling in classes offered by the institution:

- Almost one in ten survey respondents (8 percent) strongly agree they would consider enrolling in classes at ACCD. With the additional 45 percent who agree, over half (53 percent) of tax district residents indicate they would be willing to consider enrolling at ACCD. This is more than one-and-a-half times the percentage (31 percent) who disagree strongly (5 percent) or disagree (26 percent) they would consider enrolling at ACCD.

Over Half Would Consider Enrolling In ACCD Classes

Strongly Disagree 5%
Don't Know 4%
Strongly Agree 8%
Disagree 26%
Agree 45%
Neutral 12%

- Seven in ten (72 percent) respondents whose households include a member who has attended ACCD classes strongly agree (15 percent) or agree (57 percent) they would consider enrolling at classes in ACCD. This is significantly higher than the percentage (38 percent) of those whose households do not include someone who has attended ACCD classes who strongly agree (3 percent) or agree (35 percent).

DEMOGRAPHIC CHARACTERISTICS

Race/Ethnic Composition

White Non-Hispanics comprise over half (56 percent) of the adult population of the ACCD tax district. At 35 percent, Hispanics comprise the second largest population segment. Black Non-Hispanics (3 percent), individuals of international origin (5 percent), American Indians or Alaska Natives (1 percent), and Asians or Pacific Islanders (0.3 percent) make up the remainder of the adult population.

Race/Ethnic Composition	
Group	**Percent**
White Non-Hispanic	55.8%
Black Non-Hispanic	3.4%
Hispanic	34.7%
Asian/Pacific Islander	0.3%
American Indian/Alaska Native	1.1%

International	4.7%

The small survey sample size (n = 387) and the predominance of White Non-Hispanics in the adult population precluded statistically viable analysis of differences across racial and ethnic groups.

Household Income

Two fifths (40 percent) of respondents interviewed for the 2003 ACCD Public Input Survey report annual household incomes of $50,000 or more. About one respondent in 10 (12 percent) reports an annual household income of less than $15,000.

| Annual Household Income	
Income	**Percent**
Less than $5,000	3.3%
$5,000 - $14,999	8.5%
$15,000 - $24,999	14.4%
$25,000 - $34,999	15.4%
$35,000 - $49,999	18.3%
$50,000 - $74,999	19.3%
$75,000 or More	20.9%

Education

Two fifths (41 percent) of adult residents of the ACCD taxing district have a college education or above. With the additional quarter (24 percent) who have at least some college, two thirds (65 percent) of all respondents have at least some college experience. In contrast, fewer than one respondent in 10 (10 percent) have less than a high school education.

Educational Attainme nt	
Educational Level	**Percent**
Less than High School	9.8%
High School Graduate	25.3%
Some College	24.0%
College Graduate	19.4%

Higher than College Degree	21.4%

Age Distribution

Adults between the ages of 50 and 64 (27 percent) and 35 and 49 (25 percent) comprise the largest segments of the population, accounting for over half (52 percent) of respondents. Adults 65 or older (22 percent), and those between 25 and 34 (18 percent), each account for approximately two in ten respondents. The remaining tenth are between the ages of 18 and 24 (9 percent).
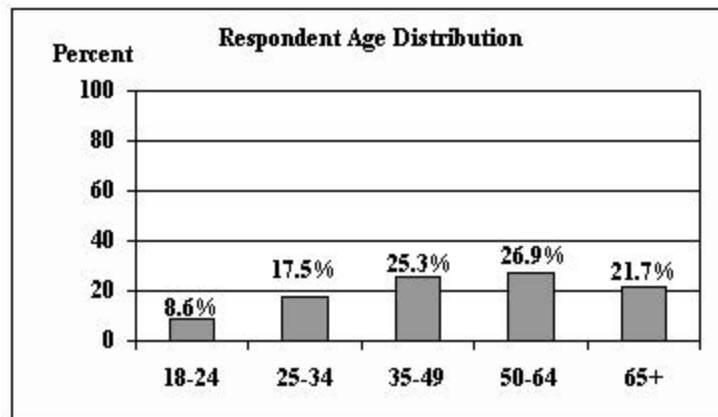
Additional Demographic Characteristics

Other demographic characteristics of 2003 ACCD Public Input Survey respondents include:

- Two thirds (67 percent) of survey respondents report they have access to a computer at home. Six in 10 (59 percent) have access to the Internet at home.
- Seven in 10 (71 percent) respondents live in households comprised of three or fewer persons. Average household size is 2.77 persons.
- More than half (56 percent) of respondents are employed either full time (49 percent) or part time (7 percent).
- Three quarters (75 percent) of respondents own the house they currently occupy.
- Seven in 10 (70 percent) respondents have lived in the ACCD tax district for 10 or more years.

Appendix C
FACULTY, STAFF AND ADMINISTRATOR SURVEY RESULTS

Alamo Community College District Management And Performance Review
(Written/Self-Administered)
(n=233)
Totals may not add to 100 percent due to rounding.

PART A: DEMOGRAPHIC DATA

1.	Gender (Optional)	Male	Female
		48%	52%

2.	Ethnicity (Optional)	Anglo	African American	Hispanic	Asian	American Indian or Alaskan Native	International
		58%	8%	30%	2%	0%	2%

3.	Age Range	Under 30	30-39	40-49	50-59	60-64	65 +
		5%	14%	21%	38%	13%	9%

4.	How long have you been employed by ACCD?				
1 Year	**2-5 years**	**6-10 years**	**11-20 years**	**21+ years**
13%	30%	14%	26%	17%

5.	Primary Job Responsibilities				
Adjunct Faculty (Part-time)	**Full-Time Faculty**	**Classified Staff**	**Professional/ Technical Staff**	**Administrator**
29%	29%	17%	12%	13%

6.	At which campus are you based?

	St. Philip's-Southwest Campus	St. Philip's	Northwest Vista	Northeast	San Antonio	Palo Alto
	20%	16%	29%	0%	22%	4%

PART B: SURVEY QUESTIONS
Section I: Work Environment

	STATEMENT	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Don't Know
1.	ACCD is an exciting and challenging place to work.	3%	3%	12%	38%	43%	1%
2.	A majority of students at ACCD are motivated and interested in learning.	3%	8%	9%	56%	21%	3%
3.	The faculty, staff and administration have standards and expectations that are equal to or above those of most other community colleges.	4%	6%	10%	33%	37%	10%
4.	ACCD officials enforce high academic work standards.	4%	9%	14%	46%	22%	5%
5.	ACCD faculty enforces high student class attendance and learning standards.	4%	6%	8%	43%	32%	7%
6.	ACCD faculty and staff have	3%	12%	16%	37%	29%	3%

	excellent working relationships.						
7.	Faculty who do not meet expected work standards receive evaluations that reflect such performance.	8%	15%	11%	25%	8%	33%
8.	Staff who do not meet expected work standards receive evaluations that reflect such performance.	17%	14%	14%	18%	3%	34%
9.	Employees (faculty and/or staff) in my immediate area are productive.	5%	5%	4%	40%	44%	2%
10.	Faculty promotions and pay increases are based upon individual productivity.	15%	24%	14%	8%	5%	34%
11.	Staff promotions and pay increases are based upon individual productivity.	22%	19%	13%	6%	1%	39%
12.	I have the authority to perform my job responsibilities.	3%	4%	7%	34%	51%	1%
13.	I have adequate facilities in which to conduct my work.	6%	14%	5%	35%	39%	1%
14.	I have necessary	6%	13%	7%	35%	39%	0%

	equipment and computer support to conduct my work.					
15.	I receive training to improve my work.	7%	15%	13%	38%	26%	1%
16.	Workloads are equitably distributed among faculty.	9%	12%	13%	26%	13%	27%
17.	Workloads are equitably distributed among staff members.	11%	15%	10%	27%	8%	29%
18.	ACCD cares about the quality of work that I perform.	6%	6%	13%	42%	29%	4%
19.	ACCD officials enforce high work standards resulting in high quality work.	7%	10%	20%	37%	17%	9%
20.	My immediate supervisor is a good manager.	8%	9%	10%	27%	44%	2%
21.	Faculty observes posted office hours.	7%	11%	11%	29%	17%	25%
22.	Staff observes posted office hours.	6%	8%	8%	37%	20%	21%
23.	Faculty has a say in matters regarding institutional direction.	4%	8%	13%	34%	16%	25%
24.	Staff has a say in matters regarding	9%	11%	16%	19%	9%	36%

	institutional direction.						

Section II: Job Satisfaction

	STATEMENT	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Don't Know
1.	I am very satisfied with my job at ACCD.	3%	9%	9%	33%	46%	0%
2.	I plan to make a career at ACCD.	3%	7%	17%	25%	39%	9%
3.	I am not actively looking for a job outside of ACCD.	6%	10%	15%	26%	42%	1%
4.	Salary levels at ACCD are competitive for full-time faculty.	5%	10%	15%	25%	9%	36%
5.	Salary levels at ACCD are competitive for adjunct (part-time) faculty.	7%	14%	14%	22%	12%	31%
6.	Salary levels at ACCD are competitive for classified staff.	14%	17%	15%	9%	2%	43%
7.	Salary levels at ACCD are competitive for professional/technical staff.	10%	17%	16%	12%	3%	42%
8.	Salary levels at ACCD are competitive for administrators.	5%	6%	12%	15%	12%	50%
9.	My work is appreciated by my supervisor(s).	6%	6%	9%	34%	42%	3%

		Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Don't Know
10.	I am an integral part of the ACCD team.	7%	7%	15%	35%	32%	4%
11.	I respect my immediate supervisor.	6%	2%	9%	28%	52%	3%
12.	ACCD provides opportunities for career advancement.	8%	12%	22%	30%	18%	10%
13.	ACCD provides opportunities for professional development.	3%	10%	11%	47%	20%	9%
14.	There is a future for me at ACCD.	5%	4%	18%	30%	30%	13%
15.	My salary level is fair for my level of work and experience.	21%	20%	14%	33%	11%	1%

Section III: Board Governance and Administrative Structure and Practices

	STATEMENT	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Don't Know
1.	Most administrative practices at ACCD are efficient.	10%	20%	19%	36%	6%	9%
2.	Most administrative practices at ACCD are effective.	9%	18%	21%	35%	7%	10%
3.	Administrative decisions are made quickly and decisively.	11%	26%	19%	22%	5%	17%
4.	ACCD administrators are accessible and open to feedback.	9%	19%	20%	32%	9%	11%
5.	Authority for administrative decisions is appropriately	8%	15%	19%	29%	6%	23%

	delegated.						
6.	Faculty and staff are empowered with sufficient authority to effectively perform their responsibilities.	5%	12%	10%	54%	11%	8%
7.	Administrative processes are streamlined to avoid unnecessary time delays.	18%	23%	17%	21%	5%	16%
8.	ACCD has the appropriate number of committees to allow faculty and staff to participate in institutional decision-making.	6%	12%	16%	36%	8%	22%
9.	ACCD has the appropriate number of full-time faculty.	9%	22%	14%	19%	5%	31%
10.	ACCD has the appropriate number of adjunct (part-time) faculty.	8%	15%	11%	29%	5%	32%
11.	ACCD has the appropriate number of classified staff.	8%	16%	13%	23%	4%	36%
12.	ACCD has the appropriate number of professional/technical staff.	6%	17%	17%	24%	3%	33%
13.	ACCD has the appropriate number of administrators.	9%	16%	14%	23%	10%	28%
14.	ACCD has the appropriate number of programs.	3%	8%	20%	38%	7%	24%
15.	ACCD has the	4%	10%	18%	46%	9%	13%

	appropriate number of campuses and centers.						
16.	ACCD has the appropriate number of instructional units or departments.	2%	7%	16%	43%	8%	24%
17.	Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are efficient.	15%	15%	19%	27%	5%	19%
18.	Access to ACCD administrators has improved during the last several years.	7%	13%	23%	25%	8%	24%
19.	The Board of Trustees is effective in carrying out its governance responsibilities for ACCD.	29%	20%	14%	8%	2%	27%
20.	The Board of Trustees allows the administration to manage the affairs of ACCD.	15%	18%	17%	12%	2%	36%
21.	The chancellor is an effective academic leader.	15%	12%	24%	16%	5%	28%
22.	The college president is an effective academic leader.	4%	4%	13%	31%	32%	16%
23.	The chancellor is an effective administrative leader.	15%	12%	25%	15%	5%	28%
24.	The college president is an effective administrative leader.	4%	4%	13%	31%	31%	17%

Section IV: College Operations and Student Services

	STATEMENT	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
1.	Instructional transfer programs	4%	17%	28%	18%	33%
2.	Instructional workforce programs	6%	16%	30%	15%	33%
3.	Academic counseling and advising	19%	25%	26%	15%	15%
4.	Student life/Student programs and activities	8%	22%	40%	12%	18%
5.	Library	7%	15%	37%	33%	8%
6.	Bookstore	8%	21%	49%	11%	11%
7.	Testing centers	6%	19%	39%	14%	22%
8.	Financial aid	10%	23%	28%	14%	25%
9.	Food service	26%	28%	28%	3%	15%
10.	Registration and records	11%	22%	39%	14%	14%
11.	Student admissions	8%	17%	42%	15%	18%
12.	Student recruiting	11%	18%	34%	13%	24%
13.	Student retention programs	12%	27%	24%	8%	29%
14.	Executive Vice President's Office of Academic, Student and Campus Affairs	4%	11%	31%	15%	39%

15.	Business Services Office	7%	15%	38%	11%	29%
16.	Human Resources Office	21%	19%	32%	5%	23%
17.	Marketing Office	7%	16%	26%	6%	45%
18.	Campus Manager's Office	6%	4%	20%	4%	66%
19.	Instructional computing	4%	11%	36%	17%	32%
20.	Administrative computing	6%	10%	33%	11%	40%
21.	Public relations	10%	17%	38%	14%	21%
22.	Campus police	13%	22%	41%	12%	12%
23.	Parking	42%	28%	24%	3%	3%
24.	Building maintenance	18%	29%	38%	11%	4%
25.	Custodial services	13%	24%	42%	17%	4%
26.	Grounds keeping	7%	16%	51%	22%	4%
27.	Other	54%	11%	0%	27%	8%

Section V: Purchasing and Procurement Services

	STATEMENT	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Don't Know
1.	Goods and services I request are usually ordered within two to four working days of the request.	17%	15%	12%	26%	8%	22%
2.	Goods or services I request are	15%	18%	11%	25%	8%	23%

	generally received within five to 14 working days.						
3.	Materials, equipment, supplies and services are generally received in good quality.	1%	4%	11%	52%	16%	16%
4.	The Purchasing Department provides support and guidance for making purchases to my department.	7%	8%	11%	32%	10%	32%
5.	The Purchasing Department has helpful and knowledgeable staff.	6%	9%	12%	30%	11%	32%
6.	I can easily find out the status of my requisition or purchase order and expected delivery date.	4%	11%	19%	25%	8%	33%
7.	I am able to get materials and supplies quickly when I have an emergency.	7%	17%	16%	24%	9%	27%
8.	Procedures are in place to inform Accounts Payable that goods or services have been received when they are delivered directly to my work site or office.	3%	5%	14%	27%	8%	43%
9.	I have the	5%	5%	18%	35%	15%	22%

	STATEMENT						
	necessary computer equipment and training I need to prepare requisitions.						
10.	The purchasing and procurement process is relatively easy and convenient to use.	14%	14%	13%	23%	5%	31%
11.	ACCD's purchasing process is effective.	14%	12%	14%	24%	5%	31%

Section VI: General Services

	STATEMENT	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Don't Know
1.	The bookstore's hours of operation are convenient.	0%	4%	11%	57%	16%	12%
2.	Adequate books and supplies are always available in the bookstore.	4%	19%	10%	40%	13%	14%
3.	The bookstore allows various methods of payment for convenience.	1%	1%	8%	45%	11%	34%
4.	Bookstore employees are courteous and helpful.	1%	3%	15%	50%	18%	13%
5.	The Copy Center completes my orders in a timely manner.	2%	6%	7%	35%	28%	22%

		Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Don't Know
6.	The Copy Center provides high quality reproduction services.	1%	4%	9%	34%	30%	22%
7.	The Copy Center hours of operation are convenient.	1%	5%	11%	37%	24%	22%
8.	The Copy Center employees are courteous and helpful.	1%	2%	8%	34%	32%	23%
9.	Mail is delivered on time.	4%	5%	11%	47%	17%	16%
10.	Campus mail service is available at convenient hours of operation.	2%	3%	10%	49%	19%	17%
11.	Campus mail service has the ability to process special items with large sizes, shapes and weight in a timely manner.	3%	3%	9%	36%	13%	36%
12.	Campus mail service employees are courteous and helpful.	2%	3%	8%	43%	22%	22%

Section VII: Personnel Management

	STATEMENT	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Don't Know
1.	ACCD is able to recruit qualified employees.	6%	13%	13%	47%	10%	11%
2.	ACCD is able to	9%	17%	15%	39%	8%	12%

	retain qualified employees.						
3.	Staff and administration compensation is fair for this market.	12%	20%	14%	26%	4%	24%
4.	Staff and administration benefits are good.	2%	5%	9%	37%	21%	26%
5.	Staff development I have received has improved my job performance.	10%	11%	23%	34%	11%	11%
6.	Staff development received by faculty helps meet student needs.	5%	9%	18%	34%	10%	24%
7.	Technology-related staff development has helped me do my job better.	8%	10%	19%	36%	14%	13%

Section VIII: Technology

	STATEMENT	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Don't Know
1.	ACCD uses technology as a learning tool for students.	1%	2%	9%	51%	31%	6%
2.	ACCD has well-maintained computer labs.	2%	4%	10%	49%	25%	10%
3.	ACCD provides computers with Internet access to faculty and staff.	1%	2%	6%	45%	43%	3%
4.	ACCD computer	5%	17%	10%	35%	25%	8%

	services center provides prompt and efficient technical service.						
5.	ACCD effectively uses e-mail for its faculty and staff.	2%	9%	9%	40%	32%	8%
6.	ACCD uses technology to facilitate distance learning.	1%	2%	5%	50%	31%	11%
7.	ACCD's Intranet provides me with access to relevant information about programs and services.	3%	6%	12%	45%	22%	12%
8.	ACCD is committed to using technology to improve college administration.	3%	4%	13%	44%	23%	13%
9.	I have received adequate training to use software applications on my computer.	6%	16%	16%	37%	22%	3%

Appendix C
FACULTY, STAFF AND ADMINISTRATOR SURVEY RESULTS

PART C: VERBATIM (PART 1)

The following comments convey the faculty, staff and administrators' perception of ACCD and do not reflect the findings or opinion of the Comptroller or the review team.

WORK ENVIRONMENT

- Over the past three years, St. Philip's College working environment has deteriorated to levels that are almost unbelievable. Faculty arrive five minutes before class and leave five minutes after class. Classified and professional employees arrive and depart when they wish. Some individuals due to race seldom show up for work. Academic standards at the College are non-existent. In some classes, like in Natural Sciences, one professor awarded all students with a grade of "A" just for attending his classes. The Academic Vice President and Dean of Arts and Sciences will automatically change a student's grade from an "F" to an "A" if the student complains and is African/American. Needless to say, nobody at the College respects the President, or any of the Vice Presidents or Deans. As far as workloads are concerned, special deals are made for the wives of the Vice President of Academic Affairs and Dean of Arts and Sciences.
- Department chairpersons who are not being able to be voted out of their position at the whim of the faculty should be changed. Better administrative level support from the deans in those situations is needed.
- I would like the whole ACCD to be more punctual in all of their processes. I applied for my position in mid-September, but did not actually start until November due to lack of time-efficiency in Human Resources Department.
- There should be a delegation of responsibility and authority.
- Evaluate department chairs for performance, professionalism and productivity.
- Adjunct conference area separate from workroom is needed. As it is, some instructors are talking with students while others are trying to make plans or do paperwork in the same room. The interviews/discussions make concentration difficult.
- Higher academic standards are needed.
- There should be more harmony among the president's executive team members.

- Facilities that will suit and accommodate staff should be provided.
- More adult like or professional attitude should be carried out.
- Smaller class sizes would be good.
- Everyone is teaching in their own room. It's difficult to say what is happening in other classrooms. I have not had the opportunity to discuss promotions with other staff members.
- Implement an effective performance evaluation system. Do away with faculty promotion and replace with multi-year contracts and performance incentives. Incentive pay and multi-year contract should be for staff also.
- Continuous quality improvement should be implemented.
- More computer support in classrooms is needed.
- Lower the workload and release time for technical faculty.
- More sensible purchasing policies and procedures are needed. The current one prevents current technology and needed items from being used in a timely manner.
- Computer helpdesk people need better training and expertise.
- More long-term planning to support adjunct faculty positions and responsibility.
- Staff meetings should be held to discuss and plan for academic needs of students and staff.
- There should be more preparation in planning for entire academic period.
- I would like to see Human Resources or someone who is qualified to look into all departments and evaluate how the work is distributed among employees-How managers give less work to some because they feel they can't keep up with the workload or simply because they choose not to-How it's hard to serve so many students, faculty, staff, and administrators and not have any rights or equipment or space in order to serve them. ACCD requires high qualifications with low pay.
- Computer access in all classrooms is needed.
- There should be an annual performance measurement for staff and professionals.
- The district operations are bureaucratic and do not serve the needs of the colleges. District student development is a waste of money. HR, Finance and Payroll do not talk with one another and continually let the colleges know that we are nuisance. There is ineffective leadership from the chancellor to the district departments.
- Eliminate tenure, thereby eliminating productivity problems. When someone is fired, do not move the person to another campus.
- Equal distribution of work for faculty members. Faculty in my department work

- Equal distribution of work for faculty members. Faculty in my department work seven workdays plus teach one night class. Many faculty members brag about teaching half days.
- Palo Alto College needs better facilities and a more equitable distribution of resources compared to the other ACCD schools. Someone needs to make a budget comparison between the schools to see if it's equitable. Also, our buildings at PAC are falling apart.
- The board seems to get caught up in politics. They do not discuss substantive issues. The presidents from each college is at the mercy of the Chancellor, therefore cannot honestly and openly communicate its needs.
- The story around the college is that district offices have too much authority over all the colleges and there is too much control to the point that it hampers efficiency and effectiveness. The district procedures need to be examined and streamlined.
- More facilities based on growth and potential growth.
- We would like to have televisions and overhead projectors built in the rooms.
- Pay increase would be nice.
- Staff personnel should adopt the attitude that they are there to support instruction. Right now, some seem to feel their job duties are unrelated for instructional needs, instruction is there to provide staff jobs. The faculty frequently have to perform tasks assigned to staff personnel who are disinterested in doing their job, or just not around when we need them.
- There should be more coordination and standardization of activities between colleges.
- A more efficient bureaucracy at ACCD administration to match the swift and more effective responses at each college.
- The facilities at Palo Alto should be renovated.
- There should be less centralization and control of IT networks by the district.
- Systematic evaluation of classified and professional staff is needed.
- There should be a method of rewarding outstanding classified and professional staff with promotions and pay increases.
- I have never had any indication from any administrator regarding how they feel I am performing my job. I assume I'm doing okay unless otherwise notified, but I feel there should be a more definite indication.
- The ACCD computer system should be available 24 hours a day. The slowness of the system is frustrating.
- Change the standard for hiring requirements and pay to attain better-qualified and professional staff. Utilize contract labor for large jobs. Establish a system of merit rewards for promotion.

Make it easier to fire or terminate dead-beat "loafers" and "clock-milkers."

- Make pay equal to education and experience.
- ACCD needs new building and storage for the custodian and grounds workers.
- ACCD needs more employees for maintenance and grounds.
- I would like to see a pay system that is fair to all employees.
- Improve the staff leadership and management. They need help. Train staff leaders to lead.
- There should be an orientation for new employees. This should include a tour of the campus, as well as disbursing of information about benefits, promotions, training, advancement opportunities, and other information.
- They should not move departments from building to building too often.
- Limit the interference from non-essential workers.
- Recognize employees that excel on a monthly basis.
- Hold "town hall" meetings at each campus at least quarterly or once a month.
- Improve the method for part-time staff and staff working the night shifts.
- For daytime adjunct faculty, the work rooms are totally inadequate. Office supplies are unavailable unless the secretary is there.
- The facilities in my building are old and outmoded. Desks are too small for students and new equipment is piled into rooms because they haven't been picked up due to lack of time. This creates a fire hazard. Distance learning rooms are too small for the large numbers of students being taught. There is too small a space for testing and students feel paranoid about looking up. Smoking areas are not enforced. The facilities have become increasingly dirty. There is no hot water in restrooms, the soap is watered-downed and the maintenance is poor.
- The changes I would like to see is less favoritism and bias acts among some employees and that all employees should be treated equally. Also to have the right equipment for the proper job.
- There should be more uniformity in expected work standards, especially among faculty.
- The development of technology courses is lagging due to a lack of district support, especially in the areas of network support and analysis. The current technology in use is not adequate to support growing needs and the problem is not being addressed.
- ACCD needs more classrooms built.
- ACCD needs a competent upper administration, fiscal responsibility, less racism among the college administration and elimination of nepotism.

- Staff should be included in many decisions made by the college concerning many different issues.
- Take the politics out of the job environment. Give manager training to better serve and less micromanage that occurs.
- The work environment varies from one campus to another. District level employees are not helpful, understanding or cooperative with college employees as they should be.
- The work environment is excellent. At SAC, more all-campus informal gatherings should be encouraged so faculty can get to know each other better.
- Computers in each area should all be the same. Some computers have speakers and extra hardware, while some computers are basic and outdated.
- SAC has a very positive work environment.
- Provide better office space and maintenance of buildings and better air quality.
- Set consistent standards across all colleges and campuses.
- Promote more dialogue between centralized district functions and colleges.
- There should be a pay scale equal to the corporate market for staff members.
- All faculty should be held equally responsible. Promotions are not based on performance. The faculty chair demonstrates nepotism in this structure.
- Those who work the hardest receive the most work.
- There should be a review of positions and eliminate jobs that could be done by others because they don't have the work for 40 hours a week.
- More office space for adjunct faulty is needed.
- I would like to see more equitable treatment of staff, both classified and professional. Favoritism and politics, unfortunately, play a large role. For example, some employees get raises just because of who they are and where they work, not for superior work. Also, some people get hired because of who they know, even though they're not fully qualified for the job. Some classified staff are expected to keep accurate time sheets and are held to the minute; others are allowed to come and go as they please. Employees are occasionally let go for standing up for their work and for stepping on "higher level toes." Also, administrators in some areas don't stand behind their employees.
- Allow staff and faculty alike to use their talents to the best they for the ACCD community. Trust of staff is important too.
- Pay staff for any additional responsibilities assigned because one is more competent or better adept.
- Ensure that an evaluation system is in place.

- Provide staff acknowledgement system for contributions to education beyond a "staff luncheon" on own time.
- Standardize faculty workload and contract hours formulas throughout.
- There should be an equal distribution of workload without a sense of discrimination towards the employee. A pay increase in accordance to one's knowledge of position.
- There is no evaluation system for staff or professionals. Pay increases are made across the board for all staff.
- I do not have adequate work space or equipment. I am full-time and share a computer, desk, and chair with another full-time employee. The staff where I work have never received performance appraisals.
- At ACCD, it is the policy that no promotions or pay increases based upon individual productivity are available for staff, just faculty. Therefore, employees who increase their skills and want to move up must move on to another employer.
- Staff evaluations are not performed.
- Administrators should not ask staff to perform personal duties. Staff should only do ACCD work and not their boss' personal stuff.
- Employees should be recognized for their hard work and productivity with pay increases or promotions. When a department or an employee receives extra duties, they should get a pay increase and not told these are other duties as assigned. Also, work experience alone should qualify an employee for a job and education should not have to be the main qualifications. A good work ethic should help an employee climb up an internal ladder. So many times, an employee is not allowed to apply for a job because of lack of educational degree but yet someone else with a degree and no experience can apply and get hired.
- NVC is the best place to work on the planet. SAC on the other hand is a disaster.
- There is a good work environment at the colleges. We need an evaluation system for professional and classified staff though.
- Generally, we serve our students well. Our staff, faculty, and procedures could be improved or modified.
- Non productive staff and faculty should be fired.
- An evaluation system for staff (a simple one) would be great.
- Northwest Vista facilities should accommodate growth.
- We need district operations that serve and support colleges, rather than create barriers.
- District processes or systems, such as HR, financial services, budget allocation and computer services should be improved.
- I am concerned at the manner that faculty pay raises are calculated. Those with the longest seniority do not receive step increases.

There is no reward for faithful service. I do not believe faculty should be on a merit pay scale.

- I would like to see equipment improvement. We need new chalkboards, an overhead projector in each classroom (bolted down if need be like at UTSA), multimedia projectors to project notes via PowerPoint during class and laptops for faculty.
- The work environment within the Mathematics Department is an extremely pleasant one.
- Divide up the job responsibilities equally. It seems as if the tenure faculty don't have the same responsibilities as non-tenure faculty.
- Librarians and counselors should not be considered faculty, nor should they be allowed tenured. They do not teach, therefore, they should be considered professional status. This has been proven to work at NVC.
- Relationships between the "high and mighty" and us lowly faculty can be improved.
- There should be performance evaluation for staff and professionals.
- There should be more funding for infrastructure and furniture.
- We desperately need more classroom space at SAC.
- The evaluation forms for faculty should be revised to reflect what they really do.
- There should more activities that will enhance employee camaraderie.
- Training and communication for first time instructors must be increased
- Prior to any leadership position, individuals need to complete mandatory leadership training. In addition, continual courses should be taken to maintain professionalism. ACCD/HR needs to be replaced in its entirety. Currently, ACCD/HR does not know ACCD policy and procedures.
- There should be compensation for loyalty, production and cooperation.
- There should be a 4-day work-week to allow for more efficient workload completion.
- All ACCD leadership positions need annual mandatory training on how to maintain professionalism in the work environment, along with supervising their staff. They are extremely ill equipped and Human Resources is also so inefficient, that they are unable to assist when needed. Human Resources also needs to be replaced with an efficient and well-trained staff, and be familiar with policy and Human Resources regulations and procedures.

JOB SATISFACTION

- Due to the fact I am white, I know there is no opportunity for me at St. Philip's College. The President has made it clear by the people she hires that other than a token White or Hispanic, Whites need not apply. Until three years ago, I would never have said such a thing about St. Philip's College.
- Access to the office copier is needed.
- Change the policy so that department chairs cannot arbitrarily be voted out or program coordinators removed just because the department chair doesn't like them or wants to gain more control.
- Higher or increased pay is needed according to education of staff member.
- Work area or office for part-time faulty is needed.
- Extended hours in some offices for evening/weekend adjunct faculty.
- A stable environment with some consistent, structured management and leadership practices. A broader view of community and an increased effort to unity and reduce the competitive division at the district and campus levels.
- Adjunct pay is approximately 25% less than what I am paid at other colleges/universities.
- Professional jobs are based on faculty salaries. Salary should be based not only on degree but also on profession.
- There should be more funds for faculty development.
- Student services are uneven. Stronger relationship between academic and counseling faculties is needed.
- We need more group meetings of faculty in each respective department.
- Better pay for staff is needed.
- Staff or supervisors should be more caring.
- Do not let board members meddle in the operations of the district and colleges. Keep them out of day-to-day operations.
- Good performance should be rewarded.
- Encourage collaboration, implement succession planning, and do away with redundant paperwork.
- In my department, our salary levels cannot compete with other agencies. We are the lowest paid officers in the public sector of officers. We will lose (as we are doing now) many officers to better paying positions throughout the city and state.
- We need better technology (software, computer projection and internet) in the classrooms. I could then use some wonderful resources to complement the materials that I already use. I feel that I would be a better instructor.
- We need training as things change in order to keep up with the job. Also, allow the supervisor give individual evaluation. As enrollment increases, the number of staff should also increase, not administrators or supervisors.

- We need higher salary and more communication within the department.
- Streamline program review process data transfer. Manual downloading of numbers from pdf files is slow and subject to human error.
- Salary adjustments for all employees based on performance is good.
- No changes except that someone needs to monitor department where staff and faculty are covering for one another.
- Competitive and increased salary, may improve the retention of excellent employees.
- Support for promotion within the college district for well qualified personnel.
- We would like to meet with other adjuncts about teaching strategies and curriculum delivery.
- Salary for full-time senior faculty needs to be increased.
- Better or more competent supervisors are needed and a pay increase would be great.
- Give higher salaries for faculty who teach technology courses, to help them stay current with changes in software.
- Please keep the guards on the faculty lots. It's the only one way I can find a spot without circling the campus for 30 minutes.
- All faculty are treated the same regarding privileges. The faculty who have been there for 20+ plus years set their own office hours. With 35+ years experience, a "MSN" and 7 years experience, I was started at the same salary as a new faculty with no teaching experience. This decision was made at the N.P. level. Saves money for "SAC" but lowers my self-gratification in teaching.
- In the Biology Department, new equipment, more modern equipment, and a better supply of necessary materials is needed.
- The lab technician needs more help.
- More work would considerably curb my desire to work elsewhere for sufficient income.
- Allow me to start fresh with new staff. Purchase of more modern commercial standard equipment pay for employee training programs. Implement a system of career ladders for promotions. Re-instate the job performance/grade system for promotions.
- The system is nothing like private enterprise. By the time the disciplinary action is over, everyone is sick of the system.
- Most of the maintenance, motor pool, grounds and custodial employees are over paid for the work they do.
- Increase staff salaries to the current market rate. Train supervisors on how to apply leadership and management concepts.
- More information about advancement and training is needed.
- More training opportunities are needed.
- Improve support from executives.

- There should be no favoritism in the workplace.
- Part-time employees should receive pay at the end of the same month, and not two months behind.
- Offer workshops to fit all job positions.
- Part-time employees are neither notified nor considered for full-time positions.
- Replace the chair/head of interpreter training and coordinator.
- To be able to work on projects and knowing what you're doing, without someone who is basically your level checking and telling you what to do every 30 minutes.
- Pay staff members a living wage. Many are on food stamps.
- Allow adjuncts to teach more than 11 hours per term.
- Mediocrity is reinforced and innovation is discouraged.
- A seniority policy should be set in force for adjunct faculty.
- Communication with district employees should be improved.
- The procedures in Purchasing and Human Resources should be streamlined.
- Salary increase and academic promotions should be based on merit and not just academic or education.
- There should be technological support in each classroom, like permanent video equipment.
- Change the way materials are ordered for the library. The current system is cumbersome, wasteful and frustrating.
- Immediate supervisors should be fair to all employees, not just their favorites.
- Provide better pay for employees. ACCD has great benefits but sometimes is not enough.
- Institute a salary upgrade for classified professional staff based on degree and job performance.
- The salary for highest level professional staff should be improved.
- Better pay for quality work performed is needed.
- Departmental communication dealing with job assignments should be improved.
- To receive words of appreciation or "job well done" from supervisors would be great.
- Institute a job evaluation plan that would compensate for work done well.
- Salaries should be reviewed on a regular basis with the objective of examining qualifications, training, experience(s), job performance, and others. There should be fewer disparities throughout ACCD and experience should be weighed more heavily than degrees. (A doctorate does not automatically ensure greater ability to manage.)
- More emphasis should be given to training internal candidates for management and administrative (leadership) positions then canvassing internally for upward promotions. Yes, advertise externally but make sure we have already provided those who

aspire to positions the training and mentoring needed to be competitive.

- We rely heavily on adjuncts yet pay them a pittance.
- Faculty salaries should also be higher considering their responsibilities.
- The librarians at Northwest Vista College should be classified as faculty like the librarians at all the other ACCD campuses. The library positions at NVC require the same credentials and the same duties as the library positions at the other ACCD campuses. However, because the NVC librarians are classified as staff, they work more days per year, receive lower pay, have no opportunity for promotion or pay increases based on performance, and they are, in fact, excluded from many opportunities for professional development every year. NVC librarians must be made equal to their peers on the other campuses so they too will have incentives to excel and to make a career at NVC.
- Equally distribute workload among co-workers. All employees should be treated equally.
- Recognition from the supervisor and/or a promotion or salary increase would be great.
- We need a building that is not full of roaches, mold, and mildew. We need a building that is sanitary, and smells and looks clean.
- ACCD needs to improve pay for professional and classified staff.
- We need a chancellor that builds a strong, collaborative team.
- We need a district climate that supports colleges through college presidents.
- We need a district system that supports the college and require less time to deal with at the President/VP level.
- An open and honest communications based on trust is needed.
- A college budget allocation based on a known and equitable formula is needed.
- We need a board that supports to but does not interfere.
- There should be more recognition and appreciation of what we do to contribute to the educational climate of the college. This is not necessarily financial.
- Since SPC is a 104-year old institution, one of the oldest in our nation, I strongly feel that full-time faculty salary levels at ACCD should be ranking somewhere along the top 3-5 of community colleges rather than ranked at the bottom of the list.
- I strongly feel tuition reimbursement for full-time faculty should be restored. It was recently removed with no explanation. As a result of this removal, I feel that our opportunity for career advancement and professional development has been hindered.
- A procedure or method to reward educational mobility to classified employees who has attained Associate Arts and Bachelor's degree in jobs that requires only a high school diploma.

- Professional development should be more helpful to all jobs within the ACCD, and not just for faculty and administrators.
- All individuals and supervisors should know how to manage and supervise their immediate areas.
- The first year of employment should be spent adjusting to the teaching aspect of the job and not on committee involvement, attending conference, and others.
- All supervisors should be required to take supervisor training sessions.
- The SAC administrative team is very good at what they do, experienced and efficient. ACCD could learn from our college experience in working as a team.
- I believe that every employee should be able to go to all types of training and should be a part of a panel that decides approval and disapproval of fees and not just one person and that all requests are documented with reasons.
- Have the same professional competencies for ACCD professional/administration as faculty, not just a MA/MS but competency in the area they perform. ACCD CIS is a joke.
- Salaries should be increased across the board.
- Employees should be identified after 25 years of service. There should be some recognition at 5 years, 10 years, 20 years, 25 years, 30 years and every 5 years thereafter.
- Adjunct faculty members comprise 50% of workforce at SAC. Most have same experience and education as full-time. They save SAC lots of money as salaries are significantly lower.
- ACCD/HR/NVC should know what the left and/or right hand is doing. Too many mistakes are made, at the cost of the employee, from leadership positions. This includes ACCD/HR/NVC administrators and directors.
- Monitoring of staff at all levels should be performed. Evaluations should be completed.
- The district has a relative good benefit package for employees, however, it is very hard to access the Human Resource department and receive any type of assistance with benefits from them. The response time and quality is very poor from this department. If employees could spend less time and effort dealing with inadequate HR assistance and the frustration that goes with it, employees would tend to be more satisfied with their benefit package. Salary is always going to be an issue wit employees, the benefit package helps to make up for it, we need a department that understands and cares about the employees.
- Upper management must be carefully chosen and trained in a continual effort to manage their staff.

Appendix C
FACULTY, STAFF AND ADMINISTRATOR SURVEY RESULTS

PART C: VERBATIM (PART 2)

The following comments convey the faculty, staff and administrators' perception of ACCD and do not reflect the findings or opinion of the Comptroller or the review team.

<u>BOARD GOVERNANCE AND ADMINISTRATIVE STRUCTURE AND PRACTICES</u>

- When it now takes three to four months to get a 19-hour a week tutor hired, something is wrong. St. Philip's College has more administrators than any of the other colleges and everything at the College is going nowhere but downhill whether one wants to look at the demise of the long standing Senior Fest or the dissolution of the partnership with the City of San Antonio that led to the building of the Learning and Leadership Development Center Building.
- Mail paycheck stubs to district. Currently, we have to provide the stamps and if we don't pick up the stubs promptly, the chairman is notified and we are told it may be noted on our annual evaluation. This is ridiculous. Administrative staff seem unable to resolve this issue.
- A stable environment with some consistent, structured management practices. To have the district establish practices and have the president follow them accordingly.
- Background checks on board appointments should be performed.
- Ensure those elected are honest and have a vested interest in the community they serve.
- ACCD takes too long in its hiring methods.
- At the start of the school year, the college president has received the staff with pride. She comes across friendly, very smart and well informed.
- The board of trustees need to stay out of administrative day-to-day operation. They do not administer; they are elected to set policy. Let administrators administer; let presidents and chancellors do their work.
- The levels of approval should be minimized and converted fully to on-line approvals. Department (academic) chairs should be converted to associate deans and offered 12-month contracts. Do away with single member districts and elect them at-large. The

district should stop acting like a college by teaching classes (e-force), managing academic grants, and others.

- On many issues, it seems like the board has an agenda, the district staff have an agenda, and neither ask the colleges what will work best.
- Have the chancellor or president work with our officers so they can see what actually goes on.
- We need more competent people with integrity.
- When education incentives are met, there should be pay increases and/or promotions when degrees are achieved.
- Elect a chancellor who is an effective academic leader.
- Listen or hear out suggestions from all or some employees.
- Train the board to understand their role as policy makers.
- Train the board with regard to operational budgets at the college level.
- Allow for feedback of district personnel (evaluations) by the colleges. There are no quality improvement processes in place at the district. At the college, however, it is standard operating procedure.
- We have some duplication of programs. In some cases the community cannot support programs in the three major colleges. A survey needs to be completed before starting new programs where existing programs have been established in other colleges.
- Training of role and responsibility of board. Review need for more administrative personnel.
- Too many administrative offices have been created at the district; administrators who were experiencing problems at their college campus were given (created) positions at the district which drains resources greatly needed by the colleges to adequately serve disadvantaged students. Changes have been made to remove political corruption from the board.
- Less district administration and more college self-determination.
- The chancellor and other district officials should have to follow the same district policies (personnel, purchasing, etc.) as everyone else.
- A halt (or better yet a roll back) to the proliferation of district administrative positions, promotions and salaries.
- Someone needs to do some serious P.R. regarding our public image after all of this corruption. We desperately need more classroom space and experienced faculty (adjust salaries). With our destroyed image, a bond issue won't "float."
- Restructure the authority and power of the board of trustees. Who is responsible for the oversight of the board? Dishonest and illegal practices have been known about for years.
- ACCD needs someone to monitor the administration to prevent a select few from receiving pay raises.

- ACCD needs someone to keep the dishonest board members off the board.
- Include one staff and faculty as members of the board.
- Campus newsletter to inform faculty and staff about changes and information pertaining to our positions and jobs.
- Put some qualifying restrictions on who may run for board.
- Educate or inform the public better of what the board does, who they are, what their responsibilities are.
- The board of trustees needs to become more involved in all programs offered by ACCD.
- The boar of trustees should hold "town hall meetings" with faculty, staff and administrators.
- Don't hide and instead allow funds to be used for highly potential programs.
- The board is too political.
- Both the outgoing and the new president are exceptional.
- The board's performance should be evaluated once every year, just like they want to evaluate faculty and staff.
- We need to attract top quality board members and not the self-serving ones that we seem to attract.
- More background checks are needed these when the board's positions are filled.
- The board has new members who may be able to make significant and positive changes regarding board policies and decisions. In the last ten years, the board has traditionally micromanaged both at the district level and the college level. That practice resulted in numerous poor decisions and much anger and frustration on the part of students, faculty, staff and administrators.
- Require that budget be set and approved by June.
- Clean up the mess that previous administrators and board members created.
- Recognize adjunct faculty as part of educational team, not "second class citizens", who must be tolerated but not accommodated.
- Hire a chancellor who can foster a climate of cooperation.
- Hire a chancellor who can deal effectively and decisively with conflict.
- Decrease board terms to four years and possible term limits.
- The board needs to be more active in promoting education in the community, and more closely related to issues of faculty.
- ACCD has too many administrators.
- The board needs to only deal with appropriate issues and not deal with college-level decisions and issues.
- ACCD administration has become top heavy at the district level. Jobs are created at district for people who are given fancy titles and do very little. The ratio of spending between the district and the college is skewed to pad the district budget.

- Decentralize key purchasing and human resources functions so colleges are responsible for them or have district personnel re-align their roles so they support college staff in executing these functions as rapidly as possible.
- Board governance needs to spend more time reviewing members.
- Leave or absences are abused by some staff, faculty and administrators.
- District staff are difficult to work with especially purchasing and human resources.
- The administration at SPC is not reflective of student body.
- The senior administration is often micro-managed by the college president.
- Classification of positions needs to be researched or changed in order to increase morale in the college. Underhand upgrades need to be halted. Pay scales should be consistent across the state of Texas. Positions should be uniform within the four colleges and pay should be consistent within the four colleges.
- Board members need to stay away from telling high level employees how to do their jobs. Any threats are also unprofessional and immoral.
- Administrators should allow their respective staff members to do their jobs without micromanaging. Why have them in if you don't allow them to make the decisions for which they're highly paid to make? The professional staff should also be consulted in their respective area before decisions are made.
- Distinctive lines need to be set in place between board policy responsibilities and district administrative practices, authority and responsibilities. Board should not manage. District should not micromanage colleges. Policies and practices should be clearly spelled out.
- District administrative manual should provide clear instructions and samples. Yearly training on administrative practices or reviews could be made available for any interested parties and mandatory for all managers.
- ACCD needs a functioning board that we may be all proud of.
- The board should be policy making body and not management and there should be fewer items requiring board approval.
- The board should be strategic in thinking and should not micromanage.
- The board should quickly hire a new chancellor to replace the interim chancellor.
- We need a board that works together for the good of students and not self-serving and looking for "pay back" when the power changes.
- We need a board that has a plan for the district and follow it.
- We need a board that is more concerned with student results.

- We need a board that makes policy and trusts the administration to implement policy and supports the administration.
- We need a board that takes action and is not reactionary.
- The recommendations of committees are routinely overturned by administrators, so committees seem to be largely for show.
- There seems to be very little oversight of administrators and managers. There are several cases where administrators were placed in position without having to compete for their positions or they completed but were put in their jobs by the former chancellor against the recommendation of the hiring committee. That may be why some administrators lack the appropriate credentials, experience, or personal qualities to perform well in their positions. Some administrators blatantly conduct personal business during work time and neglect their responsibilities. There needs to be more oversight.
- A president who does not keep her word and is not at work eight hours a day is not productive. She is constantly late and does not respect other's time. She has her own agenda.
- The board must stop delegating orders. The current chair is pulling all strings. The Interim Chancellor is a puppet. ACCD needs an open door policy. We need to be able to speak with administrators and not their assistants. We need administrators and chancellor with backbone and not lead by their assistants. How does a research assistant run the chancellor's office without having any educational background? It boils down to who we know.
- The board needs to get out of the newspaper and focus on policy. HR is a disaster. They change policies frequently in the dark. They are rigid and inflexible and unresponsive to the needs of the college. They lose job applications and are generally a hurdle instead of a facilitator.
- It is embarrassing at times to be part of ACCD, especially when the actions of the chancellor and/or board members are publicized.
- There should be more training and team building for the board. At least six of the current board is trying to make positive changes.
- ACCD needs a strong chancellor who can build trust and collaboration, facilitate effective board relations, lead system/process improvements, eliminate unnecessary positions and lead a successful bond election.
- The college president does not understand or practice the concept of shared governance. It does not mean decisions are made and then referred to the faculty academically. The administration at ACCD is too removed from the colleges to know or care what is going on at the colleges. There is too much bureaucracy at the district level. There are too many steps and too many procedures which delay action. For example, Purchasing stops all requisitions

a month before the end of the semester for their convenience and not that of the other employees who deal with the students.

- Northwest Vista College needs an appropriate number of administrators similar to its sister colleges.
- Board members would benefit from being enrolled in ethical classes and sexual harassment classes while serving ACCD. There should be a pre-requisite for board members and that is a masters or doctorate degree.
- Board members need to get out to the colleges and see what is going on and meet those doing the work.
- Control on the growth of particular departments at the district level must be established. Within the last 12 years, the percentage of the budget that the district receives has increased from 26% to 35% of the total budget.
- The primary business of ACCD is getting a good educational foundation for those individuals seeking to receive a degree. Several of the members on the board are in business and politics and not in education. Change the requirements for individuals wishing to be on the board governance practices.
- Policies have not been kept current. It is several years out of date.
- The board does not understand their role. Three members currently operate ACCD or manage the district worst than micro-managing. The interim chancellor is over his head, inept, and a tyrant.
- The board needs to focus on the future and on strategic issues.
- With changes in board, it is critical for all board members to review the rights and responsibilities pertaining to their office. It appears that there have been attempts at micro-managing by some board members. It is recommended that board members receive professional development to enhance their efficiency and effectiveness. Professional development and training offered by outside agencies would assure compliance with SACS and the Texas Comptroller's Office.
- The Board of Trustees should be involved in areas related to forwarding the colleges, not day-to-day operations. There should be less politics and more vision.
- The fault of our governance system is that the boards are more concerned in political agendas than education. To keep the board happy, ACCD administration tends to focus on political correct issues on scopes than our main job, which is educating. We have so many deans, administrators, and professional staff chasing present and former board agendas. We don't have the resources to do our job at the level the community deserves.
- Board members need to learn what is expected of that position and not insert themselves where they don't belong.
- The board needs to be trained to perform duties of the board.
- The board should not manage college activities.

- The board is over intrusive.
- The chancellor and the president would do a great job if given the opportunity.
- The last chancellor was pushing for SAC to buy land in the floodplain. His reward was thousands of dollars in severance pay.
- Clarify any negative perception of corruption immediately and decisively.
- Out of nine trustees, only a couple carry out its governance responsibilities appropriately.
- Be aware of the spending and mismanagement of taxpayers' dollars.
- The Board of Trustees are voted into office and therefore should perform their duties to suit the needs of the taxpayers and not NVC administrators.
- NVC president does not believe in diversity.
- The Board of Trustees has had a profound negative effect on the operations of the district and the ability of administrators to properly perform their respective duties. Most administrators are frustrated and angered about the way in which board members have and/or behaving. While most administrators work hard at doing a competent job, individual board members, past and present continue to interfere in the day-to-day operations of the district. Some of the most critical issues deal with employment and procurement.
- Individual Board of Trustees need to operate within the confines of board meetings and limit their involvement in the daily operations of the district. It is critical that the trustees set their main goal to creating a solid policy and procedures manual that they live by along with all district employees.
- The board needs to be more aware and diligent on how taxpayer dollars are being spent. It is their responsibility to make sure there is no misappropriation of funds. They also need to be dedicated when voted into this position since this is a challenging responsibility. Since they voted into this position, they need to be made aware of the seriousness of the job at hand.
- ACCD Board was responsible for hiring such an incompetent firm.

COLLEGE OPERATIONS AND STUDENT SERVICES

- Housekeeping at the College has hit yet another low. As an example, all of the restrooms, except the one the college president uses, are filthy, ant ridden, smelly and just disgusting.
- The food service is awful. The cheapest bidder is selected and this has resulted in dismal results. The selection of items is very limited, the quality is bad, and time to fill an order is inefficient. It is a downward spiral.

- The district staff make important decisions about critical college functions without consulting the colleges. Everyone needs to be more accountable for their decisions and measure improvement. We do a terrible job at outsourcing (bookstore and food service). Marketing is important, but non-existent.
- Restrooms are filthy even after cleaning. Our beautiful campus renovation is going downhill fast. Light bulbs are constantly going out and no one replaces them unless I call and I have to call usually weekly.
- NVC needs much more personnel particularly custodial, grounds, full-time faculty, clerical, and academic leadership.
- ACCD maintenance is located next to our buildings. We share a parking lot, yet, when a light bulb burns out in classroom, it can take up to two months to get it replaced. It is ridiculous.
- Why is it that only the "big cheeses" get to go on lucrative conferences, spend all the money in educational development and the lower-level supervisors can't even get to a class in town during work hours?
- Financial aid needs more employees to serve students efficiently.
- The library should be well staffed.
- Student center needs to be larger.
- There should be more food options.
- At NVC, the growth has been extraordinary but do not have the human resources to effectively deal with the growth.
- As a general rule, the colleges are doing a good job of servicing the students. Some district services outside of college control need to be improved.
- The Client Support area, although partially staffed by work-study students, seems to be overstaffed and under-qualified.
- Sister colleges should follow SPC developmental programs in regards to faculty/student contact hours and lab hours. The SPC developmental program is most effective.
- Many areas of Student Affairs at SAC are excellent and assist our student body with problems concerning finances, transfer, disability support, staying in school, counseling and student development.
- Unfortunately, the Campus Police are in serious need of an overhaul. Since there was recently a rape at NVC, it seems a shame that no matter how slight the possibility, that this may have possibly been avoided if there had been more trained personnel available, beginning at the top. It does not surprise me that an incident of this type has occurred, but that it did not occur sooner, considering how inadequate this department is within all of our campuses

- Since ACCD did not follow their procedures and fired the Ombudsman and has decided not to fill the position people who need help with such matters are unable to find the help they need.

PURCHASING AND PROCUREMENT SERVICES

- Each office manager or department staff lead person should be empowered with more authority in this function.
- We need staff who are prepared to assist and work with us rather than be authoritative.
- Good and services we request usually take up to two months to receive.
- Purchasing seems to exist to prevent timely purchases. This is compounded by a lack of communication with fiscal and HR. This is my fourth college and I've never has such a hard time purchasing.
- Streamline the process for faculty to get what they need, when they need it. There's too much required lead-time. There's too much red tape (for example, bid requirements, restructured vendors, and others). There's too little freedom in where to get things. Treat those of us who are trustworthy, to make good purchasing decision. Keep the purchasing department from substituting inappropriately.
- Flexibility to purchase program-specific equipment from sole-source vendors.
- Maintain file of "sole source" vendors so we don't have to "start from scratch" every time we purchase additional items to be used with existing equipment.
- Purchasing needs to strengthen relationships with colleges.
- Purchasing is literally closed almost three months in the summer and during holidays. In my department, this creates lots of problems. We are a revenue-based department and we must go through the president office to make purchases at these times.
- A lot of staff members need customer service training.
- Processes and procedures in this area need review and updating. This operation does not operate as a service unit to the district and colleges but as a gatekeeper. Purchasing can take months. The cut-off for submitting purchase requests during fall and summer semester is unrealistic.
- A more common-sense approach to purchasing rather than a CYA adherence to nit-picking rules that extend far beyond what is required by the state.
- Purchasing should listen to the ordering department. We know what we need and we want the best price. Don't force us to buy an inferior or less compatible product. Don't force us to waste an

inordinate amount of time jumping through your hoops. If there's a better way, then you do the research and send us the information.

- Supplies that were purchased should be reimbursed.
- Get what the instructor wants, and get it when it's wanted. Don't wait for "low bid." Low bid is usually inferior and takes too long.
- Speed the process of order and delivery.
- More staff on board to process requisitions is needed.
- A system of open purchase orders for PM/GM services would be great.
- Currently, staff does legwork for three bids when items are over limit or not contract vended. Why can't Purchasing do this?
- ACCD needs more employees in order to process requisition on time.
- Reduce the senior purchaser turnover rate.
- ACCD should have a centralized purchasing section/department for the whole district. This could lead to better prices for supplies if they are purchased in bulk quantities.
- Diplomacy and tact should be improved.
- The process of ordering supplies is too long and excessively bureaucratic.
- Procurement of equipment without consulting with departments that order equipment results in a shameful waste of money. Often times, goods cannot be returned due to red tape.
- Goods ordered should be delivered within a couple of weeks instead of a couple of months. Sometimes, things are not fixed because the part has not arrived and that happens all the time. It's very frustrating.
- Sometimes, the purchasing staff are not helpful in dealing with emergencies. Many times, they are inflexible.
- The ACCD policies in place often seem excessively difficult to understand or manage. We spend more than the price of an item because of the demands for quotes. We need to raise the minimum cost.
- ACCD ignored the legislation that allows community colleges the right to the same exemptions enjoyed by four-year college libraries.
- Stop the red tape. The district's choice of providers often means more expensive costs for services.
- Continue to simplify the procedures and allow more flexibility in purchasing.
- The interpretation of purchasing laws may be rather limited and conservative.
- The hiring procedures are lengthy and cause to lose employees.
- Decentralize some purchasing functions and align district personnel's roles so they support college staff in making major purchases or going out for bid.

- Purchasing is made very difficult by the district department. Nothing is timely.
- Purchasing would be more effective if all community college commodities could be purchased under state contracts negotiated for Texas universities. If more multiple vendor contracts for more commodities were available to purchase essential or critical items, this would prevent any operational slowdowns.
- Purchasing spends too much time trying to save money. This would be great except for the way they go about it. Our department tries to find the best price to begin with but Purchasing then wants instructors who get paid $40.00 per hour to research further fro even lower prices. This is especially true when buying equipment that is sole source.
- Purchasing needs to streamline ways to get exceptions approved.
- There should be less "down-time" when purchases cannot be made.
- The process is cumbersome, and the personnel need to be more friendly and helpful.
- Since ACCD has grown, Purchasing should hire more employees to expedite the process of a purchase order.
- There should be a better inventory control.
- It is not the district Purchasing office that delays orders requested. There are so many chain of commands from placing orders to actual ordering that is time consuming.
- Change laws to make purchasing more efficient.
- In a district as large as ACCD, Purchasing and Procurement is complex and requires procedures to safeguard against abuse. However, it seems that ACCD has a system designed for the convenience of the Purchasing Division rather than service to the colleges. Individuals in the Division are knowledgeable but the system prevents the most efficient use of personnel. There seem to be too many rules and too little focus on service.
- The Purchasing/Procurement needs a massive and immediate upgrade.
- Improve procedures to simplify purchase of items that are inexpensive, such as having only one vendor. Sometimes, the red tape costs more than the desired item.
- Stop having instances when colleges cannot purchase; this just increases bottlenecks.
- Create processes that allow colleges to order for the fiscal year before October.
- Accounts payable does not post entries in a timely manner. The online system is cumbersome and archaic and doesn't interface with other online systems. Purchasing procedures are redundant. For instance, you need to get 3 bids or quotes and then they do them again looking for bargains and not recognizing the man-hour costs. There are no procedures or templates for some transactions.

- I think purchasing and procurement services works effectively and encourages ACCD employees to follow the guidelines, policies and procedures in place to save the district money.
- Each campus should have its own purchasing agent on campus.
- I believe that the lowest bidder isn't always the best.
- ACCD should try to patronize only Texas-based or San Antonio-based businesses.
- Purchasing needs to work with departments to improve the process.
- Purchasing needs to remove obstacles that do not exist at other colleges.
- Purchasing needs to improve its rapport with college departments.
- All of purchasing should be done through our Purchasing Department. Only the specification should be required of us, but they should be responsible for the actual purchasing. As it is now, the department secretary has to be trained on an extremely unfriendly user system, go out for bids, be responsible for all paperwork, create the requisition, along with all specifications, bid sheets, and money information, codes, and part numbers. It is an extremely process.

GENERAL SERVICES

- Bookstores need major improvement.
- The bookstore is not open for ordering books in a timely manner. Food service at SPC is totally inadequate.
- NVC needs a copy center.
- Stamps and other postage are not for sale on the campus-at least a machine would be helpful.
- There is no copy center.
- Mailroom personnel read magazines all day and do not contribute to campus life. If this person were a college employee, we would put her to work on campus projects. Her position, as is, is a waste of taxpayer dollars.
- I would like for staff secretary to notify me by phone that evaluations are in my mailbox for student's input.
- Large mailroom to provide better services to administrative, faculty and staff is needed.
- Copy center contract was given to a different vendor. Copies are now very poor quality. I guess this must be part of board corruption. It's embarrassing to pass these out to students. It's a reflection on department/school.
- Teach customer service-oriented offices people skills. There should be standard grooming guidelines for public institutions. Nose piercing, offensive tattoos and risqué office attire should be a grooming violation.

- Increase the size of bookstore.
- Bookstore and copy center need to open earlier and stay open at least until 6:00 p.m.
- There should be mailboxes at the Palo Alto College Campus.
- Pony can be very slow at times.
- The mailroom policies should be changed.
- Northwest Vista College has no copy center.
- District mail service employees are notoriously difficult to deal with. The college mailroom is adequate.
- Copy center staff are always helpful and courteous.
- Hire staff that care and understand the importance of mail services.
- Campus mail center should distribute mail campus wide or there should be additional mail addresses on campus for direct P.O. delivery, especially of large parcels for other buildings.
- More printing capabilities need to be available at Colleges and decentralized from the district.
- "General Services" will need to provide other hours for evening/weekend/off-campus students than currently available.
- We need consistent answers from mailing personnel and there should be better communication with mail services.
- Mail Center needs to run more smoothly. The employees, especially the supervisor need to be friendlier and less rude. Mail is like public relations-they should always be at their best and do their best because it reflects on ACCD.
- I think more college control over these functions might help. Generally, I have no problems with the general services specified in this section.
- Improve service orientation of ACCD mail and copy operations.
- All too often, the bookstore does not have the adequate number of textbooks for a class and it takes weeks to get them. It would be nice if the copy center could provide certain services for students such as fax, color copying, double-sided copies, transparencies, and others. We also need an on-campus U.S. mail drop.
- Students complain about the high cost of books and materials at the bookstore.
- The bookstore should rethink their policy of returning texts and study guides to the publisher after several weeks. Students don't realize they need study guidebooks until halfway through the semester.
- The delivery of mail should be improved. Last year, I ordered a prepaid book from Oxford Press to be delivered to my office. The FedEx driver couldn't locate the mailroom nor my office so he returned it to the publisher.

Appendix C
FACULTY, STAFF AND ADMINISTRATOR SURVEY RESULTS

PART C: VERBATIM (PART 3)

The following comments convey the faculty, staff and administrators' perception of ACCD and do not reflect the findings or opinion of the Comptroller or the review team.

PERSONNEL MANAGEMENT (PART 3)

- The merit-based recruiting is too political.
- Whatever goes on in their meetings should be explained to personnel.
- Better communication is good.
- The hiring process should be streamlined. Human Resources Department drops the ball and delays the hiring process.
- Staff salaries should be higher and the faculty workload should be lowered.
- Give managers individual training or evaluations. You're not always going to satisfy everybody, but at least distribute the work evenly.
- Training and development activities at NVC are great.
- HR services from the district are simply awful. No service, no processes, no effective use of technology, and no HR communication with payroll or the colleges. This department is a disgrace and should be completely overhauled.
- Review the processes for recruiting employees and become more efficient in handling the applications once positions close.
- Salary levels for full-time faculty is below entry levels at secondary school districts in the area and needs an infusion.
- Although ACCD can generally get good faculty, the hiring process needs improvement.
- Use the job descriptions provided by the departments when recruiting employees. Quit insisting on using generic job descriptions of the actual jobs.
- Advertise in the publications recommended by the departments.
- Enforce HR rules on higher district administration. It's obvious to all that HR policies are ignored when vice chancellor positions are created and the chancellor's favorites are promoted to them.
- Adjunct faculty needs to be more informed on changes taking place in procedures, etc. We only meet twice a year and many changes take place between meetings.

- ACCD needs to be at or above the status quo. Pay for work or services provided for caliber of return service required is not commensurate with the rest of the city community.
- The pay scale is outdated. ACCD has an apprentice electrician making more money than some of the master electricians.
- Raise salaries to market value.
- Train and evaluate leaders and subordinates.
- Give more opportunities to students who graduated from ACCD. Positions posted with non-degree requirement can be filled with recently graduate student.
- Consistency within policies and procedures should be improved.
- Human Resources personnel and procedures should be investigated.
- There should be more schooling in each proper trade.
- Faculty openings should be advertised earlier in the year. Quit making and changing the rules and policies on what appears to be a whim of the moment, particularly without notification. When new HR personnel are hired at the upper level, all colleges should be informed, outlining the person's credentials. The compensation often appears to be unequal or unfair.
- Make HR staff follow the same rules they force upon the other employees.
- Have supervisors be more supportive of employees trying to better educate themselves.
- Salary ranges for all levels of employees are published with the exception of administrators.
- Job titles and descriptions, as well as compensation, differs from campus to campus.
- There should be an open policy of job posting and hiring for every position.
- Start the hiring process for faculty earlier in the year.
- At the college, IT staff are superb. At the district, I have encountered delays. Align district roles to support all college services for IT and hiring.
- Better pay and more training for staff members is needed.
- Human Resources do not advertise, process applications and hiring paperwork in a timely manner.
- It can take up to six months to fill a vacant position.
- It is extremely difficult for a qualified individual to be employed by St. Philip's College if they are not of Afro-American descent.
- We must overhaul all ACCD policies and procedures and update all policy manuals as soon as possible.
- Too many phone calls and inquiries are needed to get answers. It seems like representatives are unavailable all the time.

- Institute a promotional system for staff based on service time and merit. Institute some kind of recognition program for administrators. Currently, there is nothing in place.
- Classified staff receive no "rewards" for additional education or training other than additional responsibilities. These are essential employees upon whom most of us rely to perform our duties. We need to improve their job and salary situations. Some have moved into other positions; but for those who want to just do a better job, can't we provide additional compensation?
- From advertisement to approval, the time to process new hires is excessive.
- The department of Human Resources should function more efficiently and effectively.
- There should be an organization in Human Resources, consistent procedures, less paperwork, and better turnaround time for hiring.
- The Human Resources Department needs a major overhaul. They are rude and unfriendly and have no customer service ethic. Some of the top HR personnel are dishonest and have been caught in blatant lies.
- The library positions at Northwest Vista College must be classified as faculty positions, as they are at all the other ACCD campuses, to avoid continued low morale and high turnover in the library at Northwest Vista.
- There should be job training for secretaries.
- ACCD should have a yearly employee evaluation and a career ladder upward mobility program for all employees and not just for employees with degrees. Give an employee a promotion for their outstanding work and good evaluation. All employees should be crossed-trained for work in their department.
- References should be checked to be sure ACCD is not hiring a problem person that the other college would prefer not to keep.
- The retention rate of qualified information technology staff should be improved.
- Improvements made or underway in recruitment will help attract a better pool of candidate for faculty and staff positions. The use of technology in receiving applications will also be helpful.
- Our district HR department is neither efficient nor effective.
- ACCD human resource processes are too slow and too labor intensive. Cut the time (also errors) required to fill positions by eliminating bottlenecks.
- There seems to be an overabundance of administrative assistants and secretaries assigned to special projects initiated by the current director of Information Technologies.
- Training of staff other than Client support is lacking.
- We need more full-time faculty to equally distribute workload.

- NVC has librarians who are not faculty but doing the same duties. The college president wants then to be staff so HR says that is okay. PAC's president wants to change a position to faculty but that isn't okay since it is what NVC has. Several people have had a terrible time getting their benefits right, sometimes leaving them without coverage for several weeks because of an entry error or lost file.
- A year ago, faculty would receive credit for courses for promotion, if the course was part of a program towards a higher degree. Today, credit is received toward promotion for courses that are not allowed as credit towards undergraduate degrees. Since the salary schedule rewards one for the accumulation of hours, there is an abuse of the intent of the salary schedule. The district and the colleges should establish criteria for accepting courses of substance that are to be used for promotion.
- Employee retention would be better for employees in the housekeeping, groundskeeping, and maintenance departments if the starting hourly pay would be more than $6.00 per hour. It seems people like district movers who work extremely hard should be paid better wages for the physical demands of their jobs.
- The timeframe from recruitment to hiring should be evaluated. Good, well-qualified applicants are often recruited by other agencies due to the delay in processing applications, interviewing and final approval. Limited career ladders and opportunities for advancement create a revolving door for many positions.
- There is too much favoritism at ACCD.
- Be more responsive to needs of special technology departments in recruitment, advertising for specifics, timely access to candidates, quick movement or response. It is hard to hire qualified candidates when it takes 3+ months to get all the paperwork through. We have lost several to faster reacting institutions.
- There should be better compensation of classified staff and holding them more accountable for job performance.
- There needs to have greater support of faculty/staff development by providing more funds for relevant development activities.
- There should be more employee development dedicated funds.
- Equal opportunity is quite competitive in that some qualified employees outside of the district are not given full consideration.

TECHNOLOGY

- Upgrade the software and provide more training.
- More bandwidth/servers for Web site.
- Expanded access to faculty services on intranet, especially on Sunday.

- My home computer is not compatible with ACCD's computers for calling up class lists. However, my department staff is willing to help. I signed up for ListServe within my department, but as a result, I get emails from unfamiliar addresses, which I don't open or read and don't like.
- The district's technical services do what they think is needed and don't consult the colleges.
- Implement a better structure for use of certain computers.
- Help desk personnel should be trained better and there should be more choices in software.
- I have yet to see the more advanced features of technology that have been promised, such as, streaming video, digital equipment, Internet in the classroom, and so forth.
- HR needs to make forms and processes and manuals available on-line.
- District policy manual needs to be available on-line.
- District personnel directories should be easily accessible on-line.
- Purchasing, accounts and receivable need to utilize technology in their communication with the colleges.
- Professional and classified staff that directly have direct student services need new computers.
- PAC needs to upgrade its computers.
- An integrated system that is used by all departments of the ACCD. Human Resources, Purchasing, Business Operations, Accounting, Student Information should all be on same system. Personnel should be trained to use the system.
- We need better trained district and college technicians.
- Do not make students sign in at the computer lab. There is no reason to sign in to use the computer.
- Budget should be increased to upgrade or replace old equipment.
- There should be adequate training at right places and times.
- Information should be shared between colleges.
- Computers need to be upgraded. The server is so slow you can leave the office and it might have responded.
- Make software applications available on adjunct computers, and not only on full-time faculty computers.
- Provide computers to all staff.
- Provide more training opportunities to temporary employees.
- Better technical support and longer hours of operation for the system administrators is needed.
- More technicians are needed.
- Distance Education technicians are needed who can troubleshoot without disrupting classes.
- Input from colleges should be allowed.
- Equipment upgrades should be for all personnel, not just faculty.
- Add more telephone lines.

- Hire a new director and eliminate favoritism. Let the colleges handle their areas since IT stays weeks without responding.
- Migrate to a more user-friendly interface for financial and human resources. Old mainframe mindset is unbelievably difficult to maintain. Major clerical errors in Accounts Payable and Human Resources seem hard to resolve in a timely fashion.
- Improve communication between the district IT and colleges so that innovations needed at a college can be more easily supported and implemented by the district. Centralize the institutional research functions so that technology costs can be reduced at the college.
- There should be more opportunity for individualized training or assistance,
- ACCD needs more wireless technology and more wireless systems.
- Campus tech support is very helpful. The district operations are not helpful or timely.
- Upgrading of staff computers is a real need in all areas.
- Computer programs and software needs to be upgraded.
- Increase the training for those staff members that are not into technology.
- Everyone should have access to a computer and e-mail address and training.
- ACCD runs on crutches when technology is needed.
- Better and more highly trained staff for Help-Desk services and programmers to modify software applications are needed.
- Re-distribute server farms among colleges.
- Configure web synergy with firewall layers at server farms (hubs).
- Need more "each one teach one" strategies to share knowledge of software applications to improve effectiveness.
- Technology does not mean fewer personnel are required. Technology requires more training of all personnel and more technical administrative and support positions. While each one of us can work smarter, perform more functions efficiently and complete our duties more effectively, if the technical staff is not available to maintain the hardware or modify the applications to generate the outputs, technology puts in further behind. When we authorized monies for equipment, we need personnel to manage and maintain it.
- New programs require monies for support services and start-up funds, especially mandated programs.
- ACCD has proven its commitment to using current technology by purchasing lots of exciting materials. Instruction is provided on one- or sometimes two-hour classes. Some applications require more in-depth training to actually make good use of them, and I would like to see some more in-depth training provided.

- The E-Portal is a waste of time and money. It never works.
- We need to have technology services that actually work.
- At the college level, technology is functioning well. On the district level, there needs to be more coordination and communication with the colleges. Also, there needs to be more attention paid to service in the district level.
- Some systems are out-of-date and/or not integrated.
- We need to serve and support colleges rather than control.
- There is a severe lack of communication among the non-manager IT staff and its managers and director. Even though the director has stated that email is the preferred choice of communication within IT, seldom does he respond to emails from non-managers. When the director does respond to an email requesting some type of decision, the content of the correspondence is usually vague and non-committal. Results of managers meeting are seldom relayed to the staff.
- There is a disregard for IT staff opinions and suggestions when solicited in regards to feasibility and timelines to implement projects. Suggestions identifying how to improve productivity within IT and at the colleges are usually ignored.
- As I tell people, it is Information Systems, not Information Services. They are too far removed from the academic needs and concerns of the colleges, for example, scheduling Web CT upgrades the week before finals. E-Portal is a joke. I tried to check my email using it and had none although I have a lot when I used a browser email. Systems are down too often which is frustrating to students.
- It is extremely important that Internet courses be evaluated to determine if students are benefiting from that method of instruction. I do not see evidence that Internet courses in Mathematics are achieving the level of success that is achieved in classroom instruction. Methods of instruction should not be used unless they accomplish the objectives designated by the particular course.
- To have a back-up procedure and method when the computers are not functioning would be great. There also should be a back-up method during registration for students to pay their tuition bills.
- We need an Internet classes that show more hands on skills, at a slower pace to follow for those who are new to creating web pages.
- Have a professional with experience and insight in charge not a politician. We have the least technological adept system for any institution our size. Each campus must provide its own staffing. Don't hire an educator to provide vision, hire professionals/technology to support the vision we may come up with.

- With the emphasis on distance learning, San Antonio College should have a server of its own dedicated to that end. Frequent downtime of the server creates many problems for faculty, staff and administrators.
- SAC provides training through the Instructional Innovation Center that is excellent. ACCD does not maintain up-to-date software or training at the same level as SAC.
- Technology should not be used for personal use.
- Computer short courses should be taught by faculty members, not computer employees. In my last computer short course on campus, the young man spent 30 minutes teaching us how to access winning lottery numbers.

GENERAL COMMENTS

- Better time efficiency at Human Resources Department.
- There are some great people and programs in ACCD. I do not believe it is equipment, resources or pay that gives the district problems. I have seen much worse. It is leadership.
- My main suggestion is to allow at least a one-week turnaround time for class lists/forms that need to be signed and returned. Those of us with one class per week are often not able to return them in timely way (for example, a teacher with a Monday class often gets the form after it was due because the form was put in the Tuesday box.) Another suggestion is to keep at least a portion of the faculty parking lot reserved for faculty at night. Students fill these lots at night, and it is very difficult to find spaces. Also, the light around the sidewalks and parking lots are very dim. This is a dangerous situation.
- The Purchasing Department is very inefficient. It takes forever to purchase anything due to the cumbersome bidding system.
- The food service needs to be looked at from a quality standpoint not who is the cheapest. I go off campus to eat.
- There is too much emphasis in making St. Philip a "black" school by staffing administrative positions with a disproportionate number of blacks. The school's black population is 19% and over 50% Hispanic. Why doesn't the administration reflect this fact?
- There should be more public awareness of ACCD's commitments to San Antonio and surrounding communities. Public relations campaign should be done continuously.
- Steps to make the operations of the board and administration at the district level more transparent and open would be good. Recent publicity of the board has hurt our credibility and detracted from the fine work being done at the individual colleges.
- Our district structure is based on a 1950's model. It is very inflexible and discourages collaboration. Some college

administrators fit this model as well. District offices must become more flexible and we all need to encourage collaboration. As the Southern Association of College and Schools encourages ACCD colleges to adopt a new model through Continuous Quality Improvement, the District offices should adopt this new approach as well. Please encourage executive buy-in to CQI.

- During registration of all campuses, everyone should be involved and available to help guide students. People forget that a lot of the students coming in are lost and scared. Even with orientation, it doesn't prepare them for the actual day. That's why everyone is getting paid. During recruiting, they should try to give as much information as possible. Not when the student is in front of the line and you feel guilty because you have to rush to go to the next individual, and you know that they walked away still puzzled.
- As adjunct faculty, I have little contact to anyone higher than my chairman and a few other night class faculty.
- ACCD is a great place to work.
- A more consistent and logical process for determining an annual college budget is needed.
- ACCD board is a disgrace. There is no focus on students. Two indicted members should step down immediately.
- A review of allocations to district operations and the colleges must be made with a complete overhaul of the budgeting process. It appears that no one in finance understands the needs at the colleges and the president is not consulted on financial matters by district administrator or the board.
- NVC cannot survive on half the budget that PAC has even though we have the same number of students. We are spread too and our enthusiastic young faculty and staff cannot maintain the workload indefinitely.
- We need chancellor who understands leadership.
- Monitor faculty working part-time and earning a full-time salary.
- Watch Internet cause. Some instructors are using these cause with little contact with students to do even less work.
- Palo Alto seems to get the short straw each time when resources are given out.
- The Board of Directors are inefficient and ineffective as a group. Some are outstanding, but politics slows then down.
- College District is operating at 60% effectiveness. Procedures and processes need review and updating. An integrated system to manage the business of the district could improve effectiveness of operations significantly. New institutional leadership will make a difference in the district operations. Board members must be trained as to their role and responsibility in the organization and then serve in those roles. A well-defined planning and budgeting process is also needed.

- Building maintenance is horrible. Custodians stand around and do nothing during their shifts. Bathroom floors are filthy. I have observed housekeepers move a mop over the floor without removing any dirt. Need better training and supervision.
- Staff personnel do not do their jobs, or are missing during their shifts. They are disciplined, but the behavior continues for years. Get rid of people who are not doing their job.
- I enjoy the students and have good coordination with my department. I am satisfied.
- Promotion and tenure process at 7 years should be changed to 5 years. There should be good inceptive to entice faculty and staff.
- Adjunct faculty need to be kept "in the loop" on changes taking place. How about a monthly bulleting or newsletter to keep us informed?
- Parking at SAC is a nightmare, especially for students. A multi-story parking garage should have been constructed years ago.
- While it is the responsibility of community colleges to be a resource for higher learning, standards to recruit more students, faculty or staff should be level and across the board. Don't accept low performing students, staff or faculty because there is a hole to fill and need those government funding programs or grants. It needs to be done because the right to learn or work was earned.
- The pattern of wage earning should be investigated.
- Individuals should be given raises, promotions, commendations on merit, job performance, attendance, and not on whom you know in the system that will get you to the top the quickest, whom you sleep with, or who will accept a bribe. Take a look at who in ACCD is getting paid big bucks and they have no college education or degree.
- Board approved 4% pay raises are a farce. Give this authority to department heads.
- Motor Pool is a gross waste of funds.
- Quit building campuses until they can approve the necessary FTE's and obtain personnel to fill the positions. Why build campus if we can't maintain them.
- Contract out all minor construction work. We are not manned for construction work. Our PM's and maintenance work is not getting done due to all of the minor construction work.
- Improve the leadership. Train and evaluate leaders and followers. Insure staff personnel are always accountable.
- Give more money to the Community Education Centers' (CEC) budget to continue giving services to students. CEC give one-on-one assistance to community, and do outreach at high schools, elementary schools, middle schools, and rural areas.
- Permit an independent educational consulting firm to conduct a thorough investigation of all colleges with no time constraints.

- Part-time employees at most colleges are treated like stepchildren. ACCD is much that same way. Part-time employees are not told who to contact in case of need, and are not equipped to answer student questions regarding placement testing, programs and prerequisite courses.
- Without adjunct faculty, ACCD could not operate. Yet, they are treated like red-headed stepchildren throughout the district with only a few exceptions. The ACCD board, college president, department chairs and staff need to be more sensitive to their needs and a pay raise would not be out of line either.
- College boards should not be elected.
- Put courses in the proper department to avoid turf wars.
- Approving and hiring of personnel needs to be streamlined. ACCD have lost exceptionally well qualified applicants because of the length of time from the application to the actual job offer. This sometimes takes so long that the offers are made a week before the start of class. This is also a poor practice that leaves little or no time to orient new faculty.
- ACCD need a revamping of the hierarchy to make our board and administrators more accountable and to give more power to the faculty involved in the day-to-day teaching of our customers. While providing free education is a great idea, the faculty need to be paid appropriately.
- St. Philip's and ACCD used to be well run with innovative, cutting edge programs. We used to have high academic standards for students and high professional expectations for faculty, administrators and staff. We are now a diploma mill. We have mediocre administrators who believe that the number of students enrolled equates to quality. We have an administrator whose full-time job is to run a small academic program of 35-50 students at one local high school. He makes over $70,000 a year.
- The district could be more competitive with faculty and staff salaries. Employees should be encouraged to begin or continue higher education for personal and professional enrichment.
- Encourage involvement outside ACCD for growth and development.
- Readable signage is lacking for most campus areas.
- Special pay for non-teaching staff is an area of concern.
- Facilities need improvement.
- North Vista College has a cooperative and open environment.
- Building a fifth college before even completing Phase 2 at NVC is unconscionable.
- Community college faculty need to be better recognized in the community.
- The technology staff at the district level is excellent, quick and always helpful.

- There is a need for child care center at night at least on one or perhaps two campuses.
- ACCD needs a better system in hiring and input the application in the system.
- ACCD is a great place to work, however, there needs to be a good cleaning of the system. Outdated materials, staff, as well as faculty, continue to bog down the system. It's sad to see the both students and workers all seen to pay the price and nothing gets accomplished.
- The administration needs to consult regularly with professional staff concerning matters in their respective areas of expertise. For the most part, professionals are quite knowledgeable and experienced in their area. But administration often makes inappropriate decisions without all the information needed upon which to base it-also without considering future consequences of their off-the-cuff decisions. They don't allow the professional staff to perform the job they were hired to do. They don't "let the buck stop" with the top professional in an area of expertise. If someone doesn't like a decision made by staff, they know all they need to do is go to administration, plead their case and the decision is overturned without consulting the staff concerning the reasoning behind decisions or repercussions of their opposite decisions. Also, if someone complains, they don't go to the staff to ask details of the situation. They assume the staff is wrong and chide them for not doing their job without even trying to find out what happened.
- Being a part-time instructor for many years, I have much experience with the ACCD students but little to no contact with other areas of the school. Part-time instructors always work in isolation in spite of the efforts of the administration to integrate them. I enjoy being part-time and have no aspirations for a full-time position, but I feel that on the whole, the college weakens itself and its program by depending so heavily on unattached and uncared for instructors.
- Over the last couple years, the communication at the district level has greatly affected the services to the colleges. It is very difficult to get things done. There is little flexibility in a time when we need to be more innovative. We spend far too much time "reacting" to the lack of services and continually create an "us" and "them" mode. It wears out employees and prevents focus on serving students. Much of this may come from reaction to the board actions. After working at the district level for some years, I know district personnel are trying to avoid problems as a result of distrust.
- The president needs to work eight hours a day just like other employees.

- Human Resources needs to be more employee-friendly. Right now, HR seems to work for HR and not for ACCD employees. If your supervisor thinks you should get a promotion, HR shouldn't do everything in its power to trash the promotion if it has merit.
- All employees should feel secure about their job but we are always reminded we are employees at will.
- Job promotion should be based on merit and not for who you know. Employees' morale is at an all time low.
- Service areas such as Purchasing and Information Systems need to focus on serving the colleges and students. There has been too strong of an attitude that service areas are decision-makers and the colleges work for them. The same is true to a lesser degree with HR. In the area of Human Resources, however, the problem seemed to be communication problems within the division.
- Generally, the entire district, especially the Board of Trustees, needs to focus on serving students and the community. In the past several years, personal agendas and personality conflicts have created bad publicity and have detracted for the mission of the colleges and district. In my opinion, the colleges have done well in spite of the problems. It would be helpful if the college presidents had a larger voice in the functioning of district services.
- Create collaborative models for involving college stakeholders in improving district processes and systems. Eliminate the little empires.
- Closely examine all district and college functions and positions to eliminate waste so that funding for critical educational programs can be assured.
- Create a budget allocation formula that increases equity and that provides greater autonomy for colleges in developing and managing college budgets. Accountability is of course included.
- Build trust at district level and collaboration at all levels.
- Return more control and autonomy to the colleges. Remember that our greatest assets are students and faculty and treat both with more respect. The Chancellor's salary is too obscene compared to some staff salaries.
- Communication needs to be improved. The rumor mill is alive.
- All elevators need to be handicapped accessible.
- All restrooms need battery operated air fresheners, toilet disposal seat covers, excellent toilet water pressure (currently either too low or too high to where it squirts water on your stockings), at least four to five stalls.
- Hallways would benefit students if benches were made available, like in some of SAC's buildings.
- A testing center, like that at our Lady of the Lake University is needed to curtail student cheating while taking retake exams. I

have encountered so many students cheating while taking retake exams for developmental disciplines.

- A system needs to be developed whereby the chief officer of an institution can be held accountable for the productivity of the departments at the district level. There is no reason why 35% of the entire budget is assigned to the district.
- As an ACCD employee for 15 years, I have had the opportunity to meet with employees of different levels, from the housekeepers and groundskeepers to the president of the college. It is obvious that jobs that don't require a GED or high school diploma will only make about minimum wage. However, what is being done for these people who work in an institution of higher education who don't have their diploma? Not only do we need to work at attracting and retaining new students but also improving the education of our employees.
- ACCD does not currently have a staff evaluation process in place although faculty and administrators receive annual performance evaluations.
- ACCD administrators and staff do not receive compensation for high performance evaluation. Salary increases across the board reward both good and poor performance evaluations.
- It is often too challenging to remove poor performers.
- District offices at ACCD need to work together. Often, personnel do not talk to payroll, finance does not talk to acquisitions, and the colleges get caught in the middle.
- The culture at the district appears to be less student-oriented, and customer friendly than at colleges.
- The budgeting process within the district should be improved. Year after year, with the district taking its money off the top, the amount of money left to fund the colleges is insufficient. The years of operating under an inadequate budget have taken their toll on the colleges. There must be a more equitable system.
- Human Resources needs to be more helpful in hiring and personnel issues. The policy and procedures manual must be re-written with input from staff.
- The Purchasing Department frustrates many departments. The Board of Trustees must forget politics and increase funding for colleges.
- Grants for faculty improvement projects have become a joke.
- Faculty development and staff development should be separate events, or done away with altogether.
- All staff should be required to attend employee development activities. There are designated days for these activities and one-half of the staff takes the day off.

Appendix D
STUDENT SURVEY RESULTS

**Alamo Community College District Management And Performance
Review
(Written/Self-Administered)
(n=151)**

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

PART A: DEMOGRAPHIC DATA

1.	Gender (Optional)	Male	Female
		28%	28%

2. Ethnicity (Optional)	Anglo	African American	Hispanic	Asian or Pacific Islander	American Indian or Alaskan Native	International
	41%	10%	46%	1%	0%	2%

3. How many college credit hours have you completed?			
0-14 Hours	**15-29 Hours**	**30-45 Hours**	**45 + Hours**
30%	15%	20%	35%

4. Age Range (Optional)	17-25	26-35	36 +
	54%	21%	25%

5. Are you currently:	Full-time student	Part-time student
	54%	46%

6. At which campus do you attend class:					
St. Philip's-Southwest Campus	**Northwest Vista**	**San Antonio**	**St. Philip's**	**Northeast**	**Palo Alto**
4%	9%	49%	21%	5%	19%

7. My ultimate goal in attending ACCD is:

	An Associates of Arts Degree	Enrichment	To Improve Skills	A Professional Certification	Transfer courses to a Four-Year Institution	Other
	25%	3%	2%	14%	51%	5%

PART B: SURVEY QUESTIONS

A. College Environment

	STATEMENT	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Don't Know
1.	ACCD is an exciting and challenging place to learn.	1%	1%	13%	55%	30%	0%
2.	ACCD offers social activities that are of interest to me.	5%	9%	31%	25%	14%	16%
3.	A majority of students at ACCD are motivated and interested in learning.	3%	10%	17%	44%	20%	6%
4.	The academic expectations at ACCD are equal to or above those of most other community colleges.	1%	2%	11%	38%	30%	18%
5.	ACCD officials enforce high academic work standards.	1%	3%	13%	47%	32%	4%
6.	ACCD faculty enforces high student class attendance and learning	1%	6%	7%	45%	39%	2%

	standards.						
7.	ACCD students have high learning standards and class attendance.	2%	9%	20%	44%	17%	8%
8.	Students who do not meet expected learning standards receive low grades.	0%	7%	11%	44%	29%	9%
9.	The learning environment at ACCD meets my educational needs.	3%	3%	5%	47%	42%	0%
10.	ACCD faculty is doing their best to help me succeed.	3%	3%	13%	41%	39%	1%
11.	ACCD staff is doing their best to help me succeed.	3%	7%	12%	39%	36%	3%
12.	ACCD faculty treats me in a friendly, caring and helpful way.	2%	5%	9%	42%	42%	0%
13.	ACCD staff treats me in a friendly, caring and helpful way.	4%	8%	12%	35%	40%	1%
14.	I feel at ease in approaching my instructors for help.	2%	4%	16%	33%	45%	0%
15.	I find it easy to get an appointment with my instructors for help outside of class.	1%	6%	17%	34%	35%	7%

16.	When I've asked for help outside of class, my instructors have been very helpful.	1%	7%	14%	36%	32%	10%
17.	I need more help than I am currently receiving to succeed at ACCD.	13%	34%	30%	10%	10%	3%
18.	I feel that the academic counseling I receive at ACCD meets my instructional needs.	7%	16%	23%	34%	14%	6%
19.	I feel that classroom space and other campus facilities are adequate.	5%	9%	7%	49%	27%	3%
20.	I feel safe and secure while on campus.	1%	4%	17%	46%	31%	1%

B. Board Governance and Administrative Structure and Practices

	STATEMENT	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Don't Know
1.	Most administrative practices at ACCD are efficient.	3%	6%	16%	45%	10%	20%
2.	Most administrative practices at ACCD are effective.	1%	6%	21%	41%	9%	22%

3.	Administrative decisions are made quickly and decisively.	1%	7%	24%	31%	11%	26%
4.	ACCD administrators are accessible and helpful.	0%	10%	21%	37%	10%	22%
5.	The Board of Trustees is effective in carrying out its governance responsibilities for ACCD.	3%	6%	20%	20%	6%	45%
6.	The Board of Trustees allows the administration to manage the affairs of ACCD.	2%	1%	24%	18%	6%	49%
7.	The chancellor is an effective academic leader.	0%	2%	21%	19%	6%	52%
8.	The college president is an effective academic leader.	1%	1%	23%	17%	14%	44%
9.	The chancellor is an effective administrative leader.	0%	1%	23%	17%	7%	52%
10.	The college president is an effective administrative leader.	0%	2%	22%	20%	13%	43%
11.	Current student registration processes are efficient.	7%	10%	14%	43%	23%	3%
12.	During	7%	11%	10%	48%	22%	2%

	registration, most faculty and staff are courteous and helpful.						
13.	If you receive financial aid, please answer. If you did not receive financial, please skip.						
	a. I have had no major problems receiving my financial aid.	17%	6%	11%	32%	31%	3%
	b. Financial aid staff is courteous and helpful.	14%	6%	7%	39%	31%	3%

C. College Operations and Student Services

	College Function	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
14.	Instructional transfer programs	7%	17%	27%	9%	40%
15.	Instructional workforce programs	3%	11%	24%	6%	56%
16.	Academic counseling and advising	10%	21%	43%	16%	10%
17.	Student organizations/Student programs and activities	5%	13%	39%	13%	30%
18.	Library	2%	9%	42%	34%	13%
19.	Bookstore	2%	14%	54%	25%	5%
20.	Testing centers	1%	4%	46%	24%	25%
21.	Financial aid	9%	11%	24%	23%	33%
22.	Food service	10%	12%	35%	12%	31%
23.	Registration and	4%	19%	55%	19%	3%

	records					
24.	Student admissions	3%	16%	57%	20%	4%
25.	Student recruiting	1%	8%	34%	12%	45%
26.	Student retention programs	3%	5%	27%	7%	58%
27.	Dean of Student Services	3%	3%	27%	5%	62%
28.	College Operations office	0%	5%	30%	8%	57%
29.	ADA office	0%	3%	17%	10%	70%
30.	International student office	2%	3%	15%	9%	71%
31.	Business Services office	2%	7%	30%	12%	49%
32.	Instructional computing	1%	8%	28%	17%	46%
33.	Computer Labs	5%	12%	32%	35%	16%
34.	Distance learning	2%	3%	30%	16%	49%
35.	College's Web site	6%	17%	36%	31%	10%
36.	Administrative computing	2%	8%	30%	10%	50%
37.	Public relations	3%	7%	31%	11%	48%
38.	Bursar's office	2%	8%	37%	18%	35%
39.	Class schedule	6%	15%	46%	29%	4%
40.	Campus police	6%	14%	45%	17%	18%
41.	Parking	43%	23%	22%	7%	5%
42.	Building maintenance	3%	16%	53%	21%	7%
43.	Custodial services	1%	9%	50%	35%	5%
44.	Groundskeeping	1%	6%	49%	40%	4%
45.	Other	40%	20%	20%	0%	20%

D. General Services

	STATEMENT	Strongly Disagree	Disagree	No Opinion	Agree	Strongly Agree	Don't Know
46.	The bookstore's hours of operation are convenient.	3%	8%	10%	57%	18%	4%
47.	Adequate books and supplies are always available in the bookstore.	4%	13%	14%	52%	13%	4%
48.	The bookstore allows various methods of payments for convenience.	1%	1%	7%	51%	18%	22%
49.	Bookstore employees are courteous and helpful.	1%	6%	13%	50%	27%	3%

PART C: VERBATIM

The following comments convey the students' perception of ACCD and do not reflect the findings or opinion of the Comptroller or the review team.

<u>COLLEGE ENVIRONMENT</u>

- We need a better advertisement of honors program and classes. I've found about it too late and was disappointed because of impossibility to get enrolled.
- Make advisors more available or hire more advisors. Offer more classes. It's hard to get into classes because there are too many students.
- There should be more classes open on weekends.
- I observed some departments offered the use of computers for students in their own buildings. The instructors then limited the use of the computer extensively during finals for class use only. The library has additional computers but is limited. After the final exams the departments closed access to the computers as well. Students should be allowed full access to computer use for registration and other needs in all individual departments even though the semester is over.
- Instead of building more colleges, re-invest monies in main campuses.

- Other than core classes, try to add transferable courses.
- The counselors have to take more time with the students.
- We need better parking, better shuttles, and more student friendly activities. A four-year degree in sciences should be offered, especially Geology and Biology.
- Although the portables are nice, it would be nicer for them to build another academic building. As for safety, more lights need to be put in the parking lot, especially after the rape incident.
- Get desks that the average student can fit into comfortably and counsel your counselors on how to treat and encourage students about how and where to start when pursuing degree. Remind the instructors that our tuition pays their salaries. Some forget that they were students too at one time.
- Penalize those who park in handicap spaces who aren't really handicapped.
- I strongly agree that the ACCD should hire less part-time teachers and professors.
- San Antonio College needs to have better resources and funding. They have a huge amount of students attending but I feel like they do not have the resources to accommodate the large number of students. Parking is a huge issue. There is not adequate parking near the campus. There are other lots surrounding and there is a shuttle service, but because of cuts in budget, the shuttle has decreased its route and number of runs.
- Student parking should be expanded.
- We need longer hours for certain facilities that have hours which are cut short.
- The Internet needs improvement and people who answer the phone are rude and really can't answer my questions and every time I log in, it seems to boot me off a couple of seconds later.
- NW Vista is overcrowded and we need more night classes to be offered. We also need more campus police patrolling the parking lots during night classes.
- The weight room needs more equipment.
- I found that some of the teachers had no standards for class grading. Hard working students received the same grades as though who never turned in work. I have problems with poor administration of basic class work requirements.
- There should be more counselors in student services.
- Please give the Mortuary Department a funeral home so they can do a better job of teaching students. This funeral home will pay for itself in a short time.
- A wider variety of foreign language classes should be offered.
- I would like to see smaller class sizes to better help other students.
- The instructors and tutors need to help students more after class, especially the Math tutors.

- Make on-campus registration easier because it is hard to get register on-line.
- The police should walk around the campus more for the night students.
- A vehicle should be available to ACCD graduates for employment opportunities within ACCD.
- There should be a better seating arrangement at the Northeast campus.
- The students at SAC are an abomination. Instructors have consistently lost standards. I believe higher standards and higher quality of education may improve the SAC teaching faculty while motivating students to improve their own performance.
- Hire qualified and competent instructors at St. Philip's.
- I feel that ACCD has a good agenda to have students succeed by any means possible.
- There needs to be more permanence of personnel. It seems that personnel are not kept permanently, but rotated frequently. When things are running smoothly, there seems to be some new "rule" that gets created to complicate things.
- Add more parking and repave the current parking lot. Also, make the classroom warmer.
- I would like to have Starbucks coffee products sold in the café area.
- Security should be more visible for students who have night classes.
- My car was broken into so it would be good to increase police control.
- I would like to see the counselors come out of their cramped little quarters and mingle with the folks above ground. Stop having an attitude or making the students feel that they are bugging them. Have a smile and greet students warmly. Students may feel more confident to come in and ask for help.
- Teachers need to speak English clearly.
- They need to put computers inside the classroom for computer courses.
- The process is geared toward the very young students (17-20 years old) and the staff approaches everyone on that level.
- There should be more lights in the parking lot for security purposes. There should also be more security officers in the parking lots especially late at night about 9:30 p.m. for students who attend night classes.
- NVC College lacks gym activities like track and pool.
- There should be more opportunities in academic courses.

BOARD GOVERNANCE AND ADMINISTRATIVE STRUCTURE AND PRACTICES

- Have a more efficient registration process. I had to wait four hours to get to an advisor and get registered.
- Dismiss some of the financial aid staff at SPC. Their handling of federal monies is irresponsible, discouraging and unjust.
- The financial aid process has a system that chooses the same student year after year for review and generates several repetitive letters for required paperwork such as tax forms. Missing information letters that are unwarranted promote a false denial of the acceptance for financial aid.
- Find trustees that are concerned about educational needs and not in office for a quick and/or easy buck. Raise and offer higher educational standards.
- The administrators need to be more visible.
- Some rules are not enforced and some are enforced way too much.
- We need more counselors available that can take more time to give students different options available as far as career choice depending on academic skills, and others.
- Make new students aware of who the administration and class officers are.
- There has to be a more effective and less hectic registration process.
- The president of Palo Alto is excellent.
- The board should make themselves known and inform students of what types of services they can provide.
- I would like them to listen to student suggestions more and act on them as they see fit.
- Ensure ACCD students are aware of the need to have a degree plan that is current with ACCD offerings.
- None of the improvements they show are efficient enough.
- Create less paperwork and politics and let faculty and staff figure out the best procedures to work with.
- The department that needs most improvement is the financial department. I was very upset when I had to wait for two hours to fill out one piece of paper. Also, the workers there are not helpful at all.
- Pictures of the board should be visible by placing them at the college so we know what they stand for.
- Low income family should receive more money on their grants.
- There should be more advisors for registration.
- Last minute decisions involving dual credit registration should be minimized.
- The board should come out more publicly to get known.
- I would personally like to see some of the administrative representatives and leaders actually come out of their caves and be seen communicating with the students.

- They should change computer classes. I feel that we should be hands-on in every class.
- Financial aid at NWV takes longer to receive than other colleges.

GENERAL SERVICES

- Open more cash registers at the bookstore in the beginning of each semester. People have to stand in huge lines. I understand that lines are inevitable at that time, but there is only one register for buybacks that makes it inconvenient.
- We need longer hours at the bookstore up until 9:00 p.m.
- Coarse books required by teachers or administrators are often inadequate, unnecessarily expensive, and changed too often for teacher's adaptation. Many instructors do not adequately read or follow these short lived and expensive books.
- The transfer programs have not been posted in detail on the website. ACCD should promote transfer programs that are in agreement with ACCD.
- Academic counseling and advising is not as detailed in the main counselors office. The individual departments who counsel students personally have been expeditors.
- Some class schedules for some courses has been very limited to evening classes as well unrevealed department standards that re required to sign up for certain classes.
- The campus police are not as accessible on all the parking grounds for unwarranted soliciting or general assistance and security of parked vehicles. Parking is also used for non-college events, which definitely subtracts around 200 parking spaces for use during the semester. Students are not informed of any closure of parking lots for non-college events as well as college events.
- There are some unkept facilities on campus.
- The campus grounds include benches and tables in the courtyard. Some individual departments may offer a lounge area for social gatherings, studying, eating, or sleeping. When students are waiting inside due to weather conditions, early arrival, etc., some departments do not offer a waiting area other than student having to sit on the floor in the hallways.
- The parking lots and some of the grounds do not have quick drainage for rainy days. Students have to walk upstream in rapid running water in the parking lots or the grounds.
- When classes are cancelled, only the media is able to confirm closures. The campus departments should be able to either call all students to let them know or stand-by to answer any calls concerning the weather during inclement weather conditions or city closures.

- The bookstore should be larger and it should open earlier and longer hours.
- Have more books and better prizes. The bookstore and employees are very good all around.
- The college t-shirts are way too expensive.
- Make sure that all books are in stock and have friendly people working.
- During peak times (beginning of the semester and end of the semester), the bookstore should have more employees. Also, a supervisor should be available at all times during business hours.
- Most of the books are overpriced. It makes you think that the school has a deal with publishers or author of the book. If this is a government institution, they should not allow those ridiculous prices on books.
- The bookstore should be enlarged and installment plan for books should be offered.
- Lower the cost of books because for those who don't get financial aid paying for your classes and the expensive books can get costly.
- There should be a greater supply of books.
- If a student is going to receive financial aid, but it's late, then that student should be allowed to get books on some kind of a voucher.
- Try to keep inventory well-stocked, and request the instructors not to change print editions every year. Textbooks are incredibly expensive.
- Have a tax free day similar to the one Texas has in August but one day for spring and fall semesters.
- I am very satisfied with the bookstore.
- Books should be cheaper.
- Have more than two cashiers when bookstore is busiest to eliminate long lines and long waiting periods.
- It would be of great help if we had a college bookstore at the Northeast area instead of driving all the way to St. Philip's College.

GENERAL COMMENTS

- The International Student Office (ISO) is extremely inefficient. Being an international student myself, I have to deal with the ISO. The chancellors are always courteous and helpful, but the Designated School Official (DSO) has never been helpful in any way or been treating people friendly. For some reason that remains unknown, all international students are divided into two categories that are treated by the DSO very differently.
- Start expanding. There is not enough parking and the classes get filled up too fast.

- Major improvement needs to be done for adequate parking spaces. Major improvement needs to be done for adequate Math instructors and Math labs.
- As far as financial aid, it's hard to deal with the fact that grants are always done last minute. It gives no help when trying to receive help with daycare facilities at SAC. I wish they could be a litter sooner or easier to deal with.
- The emphasis should be on quality not on quantity.
- The counselors need to help and discuss the options for a student.
- The person in charge of giving and providing information to transfer is not helpful.
- Overall, ACCD is the best state supported school in San Antonio. I would like to see real people who teach Math, primarily College Algebra, Pre-Calculus, and Calculus to the average student.
- Right next to the Commons Building is a walkaway for students to go to the portables. Sometimes, when I am walking back to my car at night, I feel very uncomfortable because there are no lights in that little walkway. For the safety of the students, more light should be put on campus.
- ACCD needs to offer more weekend and summer classes. I don't understand why remedial classes bring down your GPA but don't count on your degree.
- I have attended two ACCD colleges, SAC and Palo Alto. Both experiences were completely different. SAC is just too big (population-wise) to be a community college. SAC is not able to effectively serve the students. Palo Alto is fabulous. The facility and staff take the time needed to serve the students. Keep up the good work Palo Alto!
- The career counseling methods or processes should be improved.
- Better notify students of registration problems, many complications have arose because of students unable to register.
- The student Web site should stay online longer. Some go to school right after work and do not get home in time to check the website.
- The faculty in the administrative and financial aid office should be more courteous. Most are rude and they ignore the students and finish their conversation before assisting the students.
- Why can't the cafeteria be open on Saturdays? I pay the same as other students that take weekday classes, yet I can't get a lunch or snack or cold drink or anywhere to sit and have lunch on a Saturday. We're not allowed to take food or drink in the classroom.
- Campus police needs to be aware on what they are doing. I received from them a ticket that my deal was expired and it wasn't.
- The staff needs patience and guidance.
- Financial aid should be more available to students.

- The college in general seems to be relatively dirty. There's a lot of graffiti and trash and is never taken care of. Most students seem to be very immature.
- SAC was good to my formal education development and I recommend continued concentrations on degree plans to ensure all college hors taken are part of a degree plan. Continue helping college students in understanding of planning for their future educational path, goals and objectives. Many still think like high school kids.
- SAC campus needs more parking spaces closer to the campus.
- Financial aid offices operate as little too slow, meaning disbursements take too long.
- Better sidewalks for the walking/jogging classes are needed.
- There should be mile indicators around school to assist with walkers and runners.
- The toilet paper situation in the bathrooms should be improved.
- A parking garage would make parking less dreadful.
- Some of the teachers that I had for my fall semester were very rude.
- I would like to see more of an outreach to students from student organizations that exist at SAC.
- More instructors are needed to teach more courses during the semester. These courses should include Natural Sciences.
- Some of the teachers who are teaching should be re-evaluated.
- There should be no quota or limit on scholarship assistance.
- A lot of help is needed at Transfer Center.
- You definitely need to start building more room on NVC right now. The portables do not do it for class, and the school is still growing. You need room for the students to be in.
- Parking is a major issue at San Antonio College. Someone can spend up to thirty minutes to try to find a parking space anywhere around the campus.
- I believe St. Philip's has met my needs exceptionally. I have always received the help that I need at a low cost. In my opinion, there are no specific improvements I can think of.
- Unnecessary classes should be eliminated.
- SAC was a great school to attend. I learned a great deal from all of my courses. I am grateful for SAC offering the Mortuary Science degree. This allowed me to go to school and work for my family's funeral home.