6.0 PERSONNEL MANAGEMENT

The Personnel functions and activities of the Hillsborough County School District's Division of Human Resources are presented in this chapter. The chapter is organized into eight sections:

6.1   Organization and Management
6.2   Personnel Policies and Procedures
6.3   Personnel Records
6.4   Hiring and Assignment of Personnel
6.5   Salaries and Benefits
6.6   Performance Assessment
6.7   Employee Relations and Affirmative Action
6.8   Staff Development

6.1   *Organization and Management*

CURRENT SITUATION

The Division of Human Resources serves approximately 23,000 employees including:

- 650 administrators;

- 9,600 instructional;

- 7,350 non-instructional; and

- 5,400 temporary and substitutes.

Annual services provided by the Division of Human Resources include an estimated:

- 12,500 applications for employment;

- 60,000 items placed in personnel files (e.g., contracts, evaluations);

- 2,000 non-instructional applicant testings;

- 2,500 applications for recertification;

- 2,500 new full-time annual employees processed;

- 1,200 appointments of part-time employees; and

- 3,800 appointments of teachers for the extended year program.

Total expenditures for the Division of Human Resources in 1995-96 were about $11.4 million as shown in Exhibit 6-1. This was a 68 percent (13.6 percent per year) increase over the expenditures five years earlier in 1991-92. Between 1992-93 and 1993-94, the Division expenditures increased $1.5 million or 22 percent and between the years 1993-94 and 1994-95 Division expenditures increased $3.8 million or 44 percent. The greatest increase in expenditures between 1991-92 and 1995-96 were in professional services, insurance premiums, other purchased services, and equipment over $500. Average total compensation increases were approximately 6.5 percent per year for the five-year period.

In 1995-96, division expenditures decreased about $1 million or nine percent. The only decrease was in insurance premiums.

**EXHIBIT 6-1
DIVISION OF HUMAN RESOURCES
FISCAL YEAR EXPENDITURES
1991-92 THROUGH 1995-96**

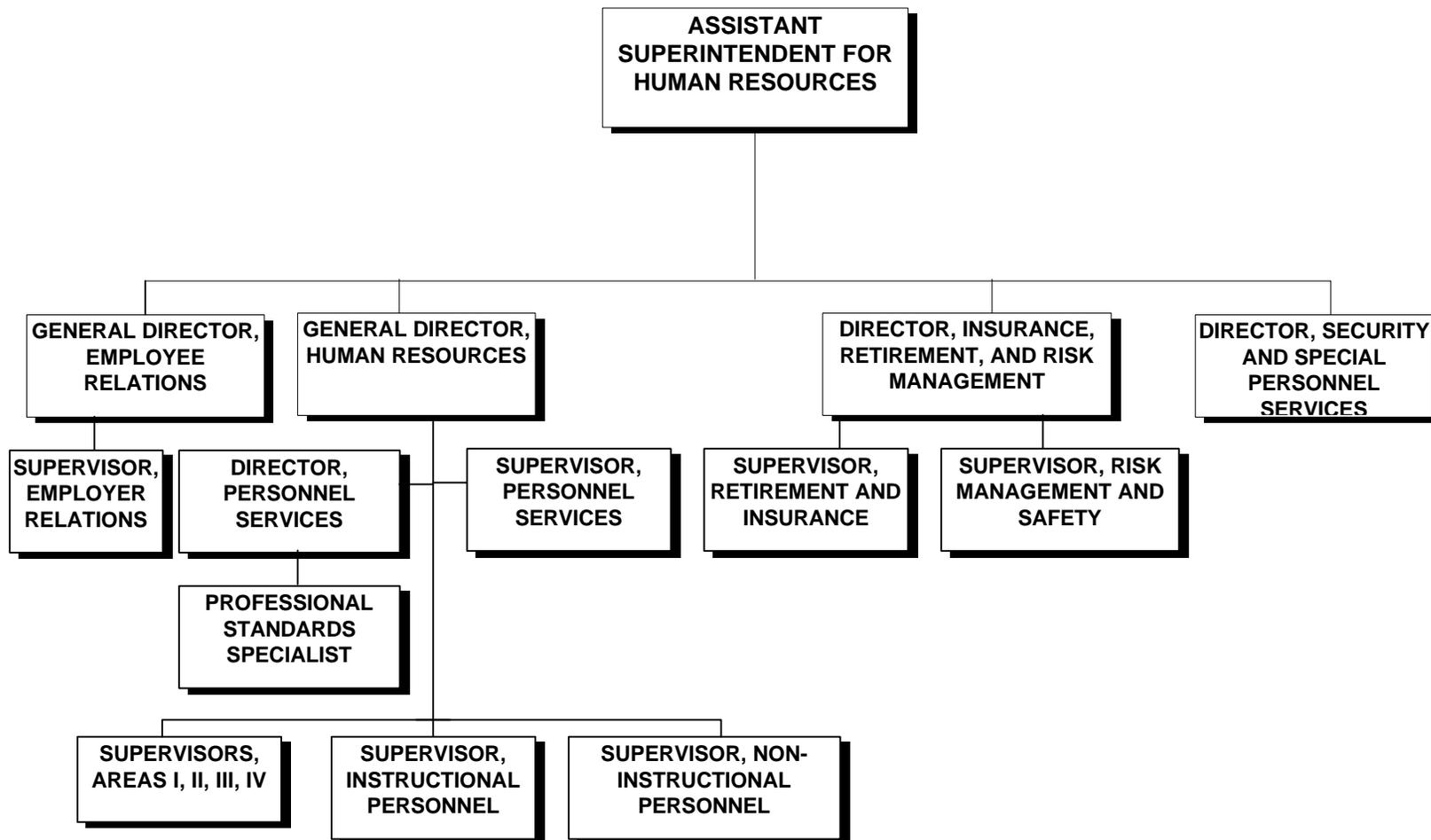| EXPENDITURE CATEGORY	1991-92	1992-93	1993-94	1994-95	1995-96
Employee Compensation	$5,700,482	$5,789,574	$6,308,394	$7,166,227	$7,520,620
Professional Services	170,315	338,682	925,237	777,071	988,891
Insurance Premiums	611,788	640,326	906,174	3,770,078	2,241,327
Other Purchased Services	14,564	12,392	21,262	97,547	137,800
Materials and Supplies	58,895	43,358	43,284	86,374	88,243
Equipment Over $500	9,812	12,328	45,126	17,568	61,505
Total Expended	$6,783,375	$7,132,918	$8,667,621	$12,460,914	$11,386,691

Source: Division of Human Resources, 1997.

FINDING

The Division of Human Resources consists of the Assistant Superintendent for Human Resources and the following four departments:

- Employee Relations
- Human Resources
- Insurance, Retirement, and Risk Management
- Security and Special Personnel Services.

Each of the departments is managed by a General Director or Director as reflected in Exhibit 6-2.

**EXHIBIT 6-2
DIVISION OF HUMAN RESOURCES
1996-1997**

```
                    ┌──────────────────────┐
                    │     ASSISTANT        │
                    │ SUPERINTENDENT FOR   │
                    │  HUMAN RESOURCES     │
                    └──────────────────────┘
```

- ASSISTANT SUPERINTENDENT FOR HUMAN RESOURCES
  - GENERAL DIRECTOR, EMPLOYEE RELATIONS
    - SUPERVISOR, EMPLOYER RELATIONS
  - GENERAL DIRECTOR, HUMAN RESOURCES
    - DIRECTOR, PERSONNEL SERVICES
      - PROFESSIONAL STANDARDS SPECIALIST
      - SUPERVISORS, AREAS I, II, III, IV
      - SUPERVISOR, INSTRUCTIONAL PERSONNEL
      - SUPERVISOR, NON-INSTRUCTIONAL PERSONNEL
    - SUPERVISOR, PERSONNEL SERVICES
  - DIRECTOR, INSURANCE, RETIREMENT, AND RISK MANAGEMENT
    - SUPERVISOR, RETIREMENT AND INSURANCE
    - SUPERVISOR, RISK MANAGEMENT AND SAFETY
  - DIRECTOR, SECURITY AND SPECIAL PERSONNEL SERVICES

Source: Division of Human Resources, 1997.

The Division has a total of 154 employees with 19 positions, or 12 percent, classified as administrative staff. The largest department, Security and Special Personnel Services, has 76 employees with three employees classified as administrative staff (also see Chapter 15). The Division of Human Resources has 56 employees with 10, or 17 percent, classified as administrative staff. The Department of Insurance, Retirement, and Risk Management has 17 employees with three employees, or 18 percent, classified as administrative staff (also see Chapter 9). Two of the three employees in the Department of Employee Relations are classified as administrators.

Approximately 70 of the 154 employees in the division are involved directly in the personnel process. The 70 personnel employees include the following:

- the Assistant Superintendent for Human Resources;

- two employee relations administrators;

- 56 employees in the Human Resources Department;

- seven employees in the retirement and insurance functions; and

- four employees in the investigations unit of the Department of Security and Special Personnel Services.

Very few personnel functions are fully automated. Payroll information for the Division of Human Resource employees is directly linked to the Payroll Office. A summary of teacher applications is maintained in a computer file. The computerized system for substitute teachers, placing over 750 substitutes daily, is the most highly developed of any automated function in the division. The Substitute Employee Management System (SEMS) cost the district approximately $100,000. A savings of approximately $110,000 per year in payroll costs were realized from the implementation of SEMS.

There are a number of opportunities for the division to improve the personnel operations and management with the use of greater technology. These opportunities are noted in some of the findings and recommendations that follow.

COMMENDATIONS

The Human Resources Division is commended for a dedicated staff and the comprehensive services provided to approximately 23,000 school district employees.

The Human Resources Division is commended for the development and implementation of the Substitute Employee Management System (SEMS) to improve the effectiveness and efficiency of substitute teacher placement.

FINDING

Most departments in the Division of Human Resources have high ratios of administrators to employees supervised. Exhibit 6-3 shows the number of administrators and number of employees supervised for each department.

EXHIBIT 6-3
NUMBER OF ADMINISTRATORS PER EMPLOYEE SUPERVISED
IN THE DIVISION OF HUMAN RESOURCES
1996-97

Department	Number of Administrators	Number of Staff Supervised	Ratio of Administrators:Staff
Employee Relations	2	1	2:1
Human Resources	10	46	1:5
Insurance and Retirement	3	14	1:5
Security	3	71	1:24
Division Totals	**19**	**135**	**1:7**

Source: Division of Human Resources, 1997.

A recent study by the *Wall Street Journal* reviewed the U.S. Equal Employment Opportunity Commission's extensive database from 1982 to 1994. More than two million reports were analyzed, covering some 44 million workers. The 1994 study concluded that supervisory ratios in all companies averaged one manager for every nine employees (1:9). Service sector organizations are more comparable to school districts. Service type organizations improved their span-of-control from one in nine (1:9) in 1989 to one in eleven (1:11) in 1994.

Three of the four departments and the Division of Human Resources as a whole have a much lower span-of-control than the service sector organizations described in the *Wall Street Journal* study. Span-of-control analysis is a useful tool for examining staffing trends. It should be noted, however, that span-of-control cannot be considered in a vacuum. In the Division of Human Resources, other factors such as the effect of state mandates, like the recent ESOL certification mandate, should be considered in conducting an analysis and prior to making organizational changes.

Ten of the 19 administrative positions in the Division of Human Resources are classified as Supervisors. The Supervisor of Employee Relations and the Supervisor of Instructional Personnel have no supervisory responsibility. The Supervisor of Area II supervises one secretary. The Supervisor of Retirement and Insurance supervises two employees. The position of Supervisor of Risk Management and Safety is currently vacant. All other supervisors have five to ten employees to supervise. The current average salary of the nine supervisors is $64,850.

A review of the job descriptions and interviews with supervisors in the Division of Human Resources did not support the level of supervisory and management decision-making authority of these positions. Several supervisors are more involved in processing of paperwork (e.g., 40 percent of time keeping a unit control notebook) than supervisory or management decision-making responsibilities. The majority of the paperwork could be performed by skilled professionals utilizing available technology with minimal supervision. The recommendations that follow deal with this issue by

eliminating three of the current supervisor's positions and clarifying the role and responsibilities of supervisors in general.

The position of Supervisor of Risk Management and Safety has been vacant for all of the current year. This position supervised seven of the 14 non-administrative positions in this department. The other supervisor in this department only supervises a secretary and one other staff member. Elimination of this position would bring the administrator to staff ratio in this department from 1:5 to 1:7. The Superintendent's reorganization plan had this position frozen, but not eliminated.

RECOMMENDATION

Recommendation 6-1:

Eliminate the vacant position of Supervisor of Risk Management and Safety.

The duties of this position have been performed within the department for the past year without any noticeable change in services. The duties of the position should be permanently reassigned within the department.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Board should eliminate the vacant position of Supervisor of Risk Management and Safety.   July 1997

2. The Director of Insurance, Retirement, and Risk Management should reassign former duties of the Supervisor of Risk Management and Safety to the Director and the Supervisor of Retirement and Insurance.   July 1997

3. Job descriptions and organizational charts should be revised to reflect the above changes.   July 1997

FISCAL IMPACT

Elimination of the vacant supervisor position will save the district approximately $85,600 -- the average salary of a supervisor at $64,850 plus benefits of 32 percent.

Recommendation	1997-98	1998-1999	1999-2000	2000-01	2001-02
Eliminate Supervisor of Risk Management	$85,600	$85,600	$85,600	$85,600	$85,600

FINDING

The Supervisor of Employee Relations does not have direct supervisory responsibilities for staff. Four of the eight primary responsibilities listed in this position description are basically the same as the those listed in the position description for the General Director of Employee Relations. The primary responsibilities would include:

- coordination and analysis of position classification;

- participation in collective bargaining;

- assist with OCR, EEOC, and labor grievances; and

- assist with equity issues.

RECOMMENDATION

Recommendation 6-2:

Eliminate the position of Supervisor of Employee Relations.

The duties of this position that are not already assigned to the General Director should be assumed by the Executive Secretary currently assigned to this office. Distribution of workload should be an ongoing process of assessment utilized to maximize the efficiency and effectiveness of the departmental tasks.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Board should eliminate the Supervisor of Employee Relations at the end of the 1997-98 year, after giving notice to the incumbent.   July 1998

2. Former duties of the Supervisor of Employee Relations should be reassigned to the General Director and Executive Secretary.   July 1998

3. Organizational charts and job descriptions should be revised to reflect the changes .   July 1998

FISCAL IMPACT

Elimination of the Supervisor of Employee Relations position will save the district approximately $85,600 --- the average salary of a supervisor at $64,850 plus benefits of 32 percent.

Recommendation	1997-98	1998-1999	1999-2000	2000-01	2001-02
Eliminate Supervisor of Employee Relations	----	$85,600	$85,600	$85,600	$85,600

FINDING

The Supervisor of Instructional Personnel does not have direct supervisory responsibility for staff. The position description and on-site interviews found duplication in responsibilities assigned to other positions. For example, position control was named as a major responsibility. Yet, other supervisors indicated they spent up to 40 percent of their time on position control. Out-of-field control was named as another important responsibility. The Professional Standards Specialist also identified out-of-

field control as a primary responsibility. Finally, forms control was noted as a major responsibility. A subsequent recommendation in this report will deal with forms control.

RECOMMENDATION

Recommendation 6-3:

Eliminate the position of Supervisor of Instructional Personnel.

Eliminating this position should not have an adverse effect since many duties of the position are duplicated by the Supervisor of Personnel Services and the four area supervisor positions. Exhibit 6-4 displays the revised Division of Human Resources organization chart after eliminating the three supervisory positions.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Board should eliminate the Supervisor of Personnel   July 1998
    Position, after giving notice to the incumbent, at the end
    of the fiscal year.

2. Former responsibilities of this position should be   July 1998
    assigned to the Area Supervisors for Human
    Resources.

3. Organizational charts and job descriptions should be   July 1998
    revised to reflect the changes above.

FISCAL IMPACT

Elimination of the Supervisor of Instructional Personnel position will save the district approximately $85,600 -- the average salary of a supervisor at $64,850 plus benefits of 32 percent.
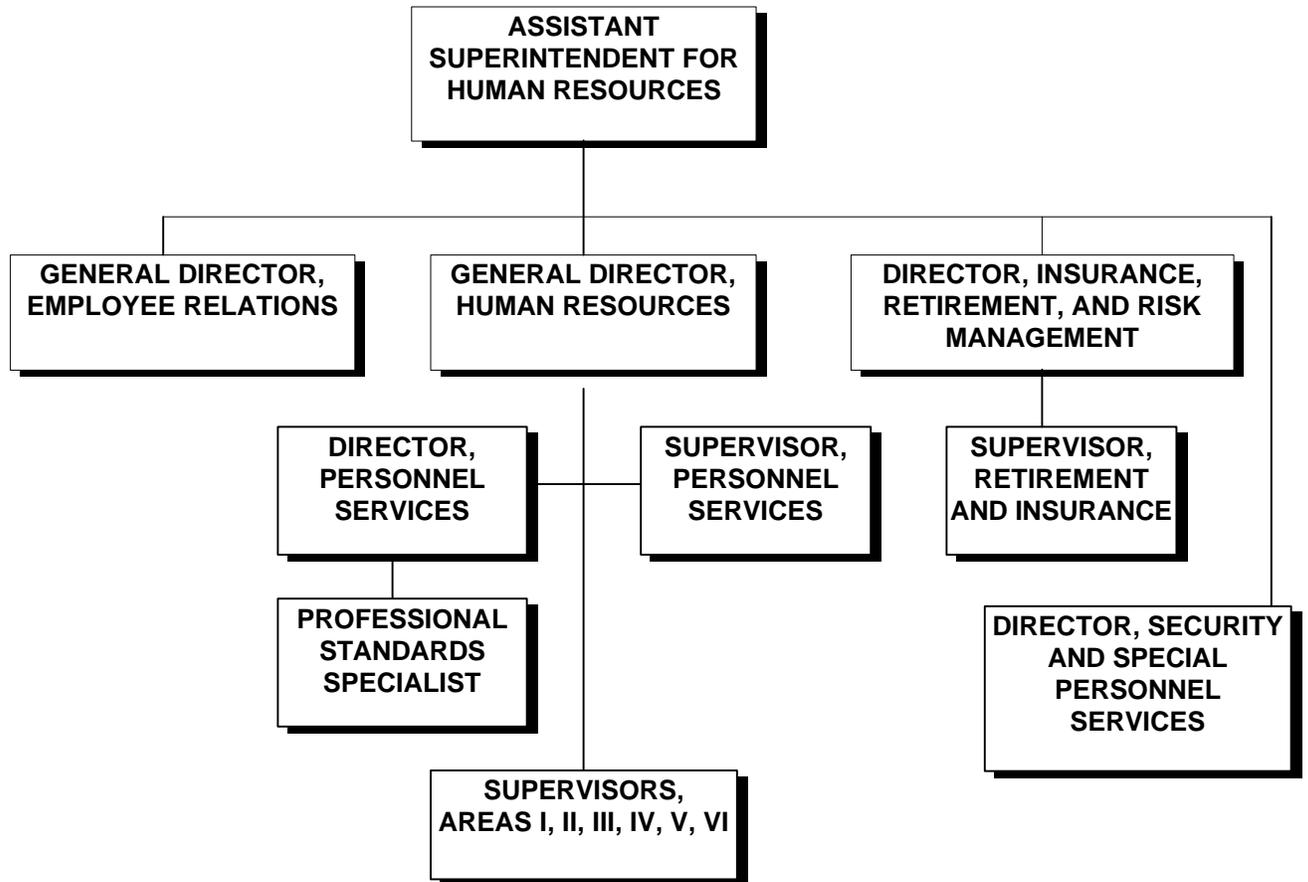
Recommendation	1997-98	1998-1999	1999-2000	2000-01	2001-02
Eliminate Supervisor of Instructional Personnel	----	$85,600	$85,600	$85,600	$85,600

FINDING

It is difficult to distinguish the position of "Supervisor" from other administrative positions (i.e., Coordinator) in the Division of Human Resources and other divisions in the school district. The observable difference is that the pay of supervisors is higher than coordinators.

Criteria such as level of responsibility and decision making, supervisory responsibilities, and policy making authority are typically some of the distinguishing characteristics incorporated in classification descriptions.

EXHIBIT 6-4
PROPOSED DIVISION OF HUMAN RESOURCES
1998-99

```
                        ┌─────────────────────┐
                        │     ASSISTANT       │
                        │ SUPERINTENDENT FOR  │
                        │   HUMAN RESOURCES   │
                        └─────────────────────┘
                                  │
        ┌─────────────────────────┼─────────────────────────────┐
┌───────────────────┐   ┌─────────────────────┐   ┌──────────────────────┐
│ GENERAL DIRECTOR, │   │  GENERAL DIRECTOR,  │   │ DIRECTOR, INSURANCE, │
│ EMPLOYEE RELATIONS│   │   HUMAN RESOURCES   │   │ RETIREMENT, AND RISK │
│                   │   │                     │   │     MANAGEMENT       │
└───────────────────┘   └─────────────────────┘   └──────────────────────┘
                                  │                            │
                ┌─────────────────┴──────┐                     │
        ┌───────────────┐   ┌─────────────────┐   ┌──────────────────┐
        │   DIRECTOR,   │   │   SUPERVISOR,   │   │   SUPERVISOR,    │
        │   PERSONNEL   │   │   PERSONNEL     │   │   RETIREMENT     │
        │   SERVICES    │   │   SERVICES      │   │  AND INSURANCE   │
        └───────────────┘   └─────────────────┘   └──────────────────┘
                │
        ┌───────────────┐                          ┌──────────────────┐
        │ PROFESSIONAL  │                          │DIRECTOR, SECURITY│
        │  STANDARDS    │                          │   AND SPECIAL    │
        │  SPECIALIST   │                          │   PERSONNEL      │
        └───────────────┘                          │    SERVICES      │
                                                   └──────────────────┘
                ┌────────────────────┐
                │    SUPERVISORS,    │
                │ AREAS I, II, III,  │
                │    IV, V, VI       │
                └────────────────────┘
```

Source: MGT of America, 1997.

Recommendation 6-4:

Establish criteria for the "Supervisor" position classification that clearly distinguishes this position from other management positions.

The criteria should clearly state additional duties and responsibilities that cause some management positions to be classified and receive higher salaries than others. For example, a supervisor manages a program or operation with supervisory responsibilities for nine to 15 staff members while a coordinator may be assigned from one to eight staff members as part of a program or operation.

IMPLEMENTATION STRATEGIES AND TIMELINE

1.	The Assistant Superintendent for Human Resources should appoint a Position Classification Committee with representation from all divisions and management levels and include representation from the employee unions.	July 1997
2.	The Assistant Superintendent for Human Resources should request that the Committee review management positions.	July 1997
3.	The Committee should review all management job descriptions, interview incumbents in management positions and their supervisors, and review management job descriptions in comparable school districts.	Summer 1997
4.	The Committee should make its recommendations on management position classifications to the Assistant Superintendent for Human Resources, including cost savings that are expected.	October 1997
5.	The Assistant Superintendent for Human Resources should present his recommendations on management position classifications to the Superintendent and Board.	November 1997
6.	Following adoption of the changes in management position classifications, the Assistant Superintendent for Human Resources should implement the new classification system.	July 1998

FISCAL IMPACT

There should be no fiscal impact for implementation of this recommendation to study position classifications.

FINDING

Observing a great majority of the Division of Human Resources personnel working in one big open space gives the impression that the Division may be overstaffed with secretarial/clerical personnel. An analysis of secretarial/clerical staffing is summarized in Exhibit 6-5.

The Division of Human Resources has a secretaries/clerk ratio to administrators of 1.8 to one while the Hillsborough County School District as a whole has a ratio of slightly over two to one. The state ratio of 2.3 secretaries/clerks to one administrator is higher than either the division or the school district.

EXHIBIT 6-5
ANALYSIS OF SECRETARIAL/CLERICAL STAFFING
1996-97

Level	Number of Administrators	Number of Secretaries/Clerks	Ratio of Secretaries/Clerks: Administrators
Division of Human Resources	19	34	1.8:1
School District	642	1,292	2.1:1
State (1995)	8,875	20,724	2.3:1

Source: Division of Human Resources, 1997.
　　Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, July 1996.

This analysis revealed that 16 of the 34 secretarial/clerical positions in the Division of Human Resources were classified as secretaries at an average salary of $37,210 for administrative and executive secretaries and $26,400 for Secretary III positions (without benefits). There is a personal secretary for all but three of the administrative positions.

Organizational trends and use of computers by managers over the past few years have greatly reduced the need for personal secretaries. Word processing pools, the use of one secretary for multiple managers, and general clerks have replaced personal secretaries in both public and private organizations and agencies.

As indicated earlier in this report, the Human Resources Division managers indicated the greatest shortage of staff was in clerical positions. The average salary for clerical positions in the Division of Human Resources is $25,446 significantly less than the average salary for secretaries. Some of the current administrative secretaries can be replaced with clerical staff.

RECOMMENDATION

Recommendation 6-5:

Eliminate the Secretary III position assigned to the Supervisor of Risk Management and Safety.

This position was assigned to a supervisory position that is recommended for deletion. The Secretary III job description for the school district is not specific for this position. However, the general job description for the Secretary III position indicates that responsibilities involve a variety of secretarial and clerical duties. With the elimination of the supervisor, these duties should be assigned to other secretaries and clerks.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Human Resources should recommend to the Board the elimination of the Risk Management and Safety Secretary III.　　　　January 1998

2. The position should be deleted.   July 1998

FISCAL IMPACT

This Secretary III position was assigned to the Supervisor of Risk Management position recommended for elimination earlier. There is no further need for the position. Elimination of the position will save the district approximately $30,330, the actual salary of the secretaries with benefits.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Eliminate Risk Management Secretary	-----	$30,330	$30,330	$30,330	$30,330

FINDING

A review of job descriptions and interviews with the Area Supervisors did not reveal the need for personal secretaries. Much of the work of the supervisors, such as the keeping of position control notebooks, is clerical in nature and could very easily be performed on personal computers. Specific job descriptions for the secretaries for area supervisors were not available to identify any specialized duties that could not be performed by the area supervisors or clerical personnel.

Recommendation 6-6:

Eliminate two Area Secretary III positions and replace them with clerical positions by assigning one secretary to the Supervisors of Areas I and II and one secretary to the Supervisors of Areas III and IV.

These positions should be reclassified to permit the Division to employ needed clerical workers. The duties of Area Supervisors, as defined in job descriptions and interviews, do not warrant the assignment of full-time secretaries.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Assistant Superintendent for Human Resources   January 1998
   should recommend the elimination of two secretary III
   positions currently assigned to the Area Supervisors.

2. Former responsibilities of these positions should be   July 1998
   assigned to the remaining two area supervisor
   secretaries.

3. The Assistant Superintendent for Human Resources   January 1998
   should develop and get Board approval for the
   establishment of two additional clerical positions.

4. The Assistant Superintendent for Human Resources   July 1998
   should employ two additional clerical staff.

FISCAL IMPACT

The elimination of two secretarial positions (Secretary III) at an average salary of $26,400 each will save the district $52,800. Replacing the two secretaries with clerical staff at an average salary of $25,446 will cost the district $50,892. The net savings for the school district will be $2,515 ($52,800 - $50,892 = $1,908 + benefits of 32 percent = $2,515).

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Replace Two Secretaries With Two Clerks	----	$2,515	$2,515	$2,515	$2,515

FINDING

Current districtwide job descriptions for secretarial and clerical positions are not job specific. While job descriptions for management positions are generally more specific, it is not possible to determine if a given manager should have a personal secretary.

Recommendation 6-7:

Establish criteria for the "Secretary" position that clearly defines the difference between secretary and clerical positions and the criteria for managers to be assigned personal secretaries.

Secretarial job descriptions should be written for specific jobs. The current secretarial job descriptions from Secretary I through the Executive Secretary list duties as illustrative only and are highly duplicative from one level to the next.

Policies and procedures should be comprehensive enough to provide conclusive description identifying the basis for assignment of personal secretaries.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Human Resources should charge the Position Classification Committee, appointed as a result of Recommendation 6-4 above, to review all secretarial positions.

   September 1997

2. The Committee should review all secretarial job descriptions, interview incumbents in secretarial positions and their supervisors, and review secretarial job descriptions in service organizations and businesses.

   November 1997

3. The Committee should make its recommendations on classification and assignment of secretarial positions to the Assistant Superintendent for Human Resources, including cost savings that are expected.

   December 1997

4. The Assistant Superintendent should submit the appropriate policy and procedure revisions to the Superintendent for his approval and submission to the Board.

January 1998

5. The Assistant Superintendent for Human Resources should present his recommendations on secretarial position classifications to the Superintendent and Board

January 1998

6. Following adoption of the changes in secretarial position classifications, the Assistant Superintendent for Human Resources should implement the new classification system.

July 1998

FISCAL IMPACT

The analysis of the secretarial positions and the establishment of criteria for secretaries can be accomplished at no additional costs. This recommendation should permit several of the current secretarial position responsibilities to be reduced or eliminated by technology or assignment to lower level employees. The true long-term savings cannot be determined at this time. Since all supervisors have secretaries, the savings would be related to the number of supervisors remaining after the Division of Human Resources completes the previous recommendation on supervisors in this chapter.

6.2 *Personnel Policies and Procedures*

CURRENT SITUATION

The Board policies and procedures handbook for personnel has not been updated since the early 1970s. The latest edition is supplemented with policies adopted in agenda item form and placed loose leaf in the old policy manual. Our recommendation for updating the entire Board Policy Manual is presented in Chapter 4.

FINDING

Many Board personnel policies are included in the up-to-date editions of the union contract agreements. The Hillsborough County School District negotiates with three recognized bargaining groups: Hillsborough Classroom Teachers' Association, Educational Support Personnel, and the Hillsborough School Employees Federation. Contract items (i.e., work year and hours, grievances, personnel files) vary from 26 in the teacher contract to 39 in the Blue Collar contract for the Hillsborough School Employees Federation. According to district staff, each contract item is considered a Board policy.

Other personnel policies and procedures are included in handbooks prepared by the Division of Human Resources. For example, the Handbooks for Personnel Assessment are published according to position classifications such as classroom certified

personnel, media specialists, administrators, etc. These handbooks are updated on a regular basis and made available to principals and supervisors.

The department maintains individual procedure manuals for key activities such as:

- Substitutes

- Insurance/risk management

- Employment/recruitment

- Grievances

- Certification

- Evaluation

Based on our review of available resource material for site managers, we did not find a comprehensive handbook on personnel functions. Although the district did have comprehensive bargaining group contracts, they do not provide procedural guidelines for schools that specify personnel functions of the district that each employee must address (e.g. keeping personnel files updated annually with changes).

RECOMMENDATION

Recommendation 6-8:

Develop a Personnel Handbook for employees.

The Personnel Handbook should include the following:

- services performed by the department;

- timelines for processing all personnel transactions;

- procedures, models, and benchmarks for performance appraisal;

- requirements for submitting records for personnel files;

- legal requirements; and

- other important personnel data.

The manual should be presented in a clear and concise manner that is structured for easy reading and guidance. The manual should be linked to established Board policies.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Human Resources, in collaboration with staff, should develop the Personnel Handbook.	Fall 1997
2. Staff should present the first draft to the Assistant Superintendent to review and make recommendations for revisions.	January 1998
3. Staff should make revisions and submit a final draft for review and comment to the Assistant Superintendent.	March 1998
4. The Superintendent should approve the manual.	May 1998

FISCAL IMPACT

The one-time cost to the district of about $2,500 is calculated based on an estimated average cost of $10 to $13 to print the manuals for each of the approximate 186 schools through the Central Printing Department.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Develop a Personnel Handbook	------	($2,500)	------	------	------

6.3   *Personnel Records*

CURRENT SITUATION

Florida school laws require that school districts maintain individual personnel records for all employees. The primary reason for keeping such records is to identify years of service for state retirement, maintain licensing and certification credentials, and document annual performance evaluations.

The Division of Human Resources is responsible for maintaining efficient, accurate, and up-to-date employee personnel files and protecting the confidentiality of these files. Each file contains the employee's application for employment, transcripts, previous work history, certification or license, annual evaluations, contracts, and other pertinent documents.

FINDING

The access and maintenance of personnel records is a labor intensive effort that could be more efficiently performed in an automated system. The maintenance of personnel records is an additional responsibility of one of the Area Supervisors in the Division of Human Resources. Three clerks and from one to four clerical trainees are assigned to maintain personnel records. Clerical trainees are employees on workers' compensation awaiting physician release to return to regular jobs.

Approximately 48,000 personnel folders are kept in file cabinets in the file room. A typical file folder contains from 30-100 documents. In a typical week, the staff place 7,500 documents in files and pull and refile 1,000 personnel files for verification of employment, experience, and other information. The school district is required to retain personnel records for 75 years. Inactive files are microfilmed. In a typical year, 2,500 personnel files are microfilmed and a copy is stored at a remote site for security.

The Division of Human Resources has established a task force to develop a technology plan for the division. This task force has identified six technology goals. Goal number three is to implement an optical imaging system for record retention and retrieval.

RECOMMENDATION

Recommendation 6-9:

Evaluate the feasibility of incorporating electronic imaging technology within the priorities of the Hillsborough County School District.

Without extensive research and confirmation of priorities and commitment to this concept, it is not feasible to recommend implementation of electronic imaging. (Note: The use of electronic imaging is also addressed in Chapter 11.0, Technology.)

The analysis should be conducted by the Division of Human Resources Technology Task Force. Specific organizational requirements should be identified to be satisfied by imaging. A detailed plan should be developed based on school district priorities. It will be important to proceed carefully and systematically through acquisition and implementation of the system if it is determined to be a realistic option.

Some factors to be considered by the Task Force should include:

- With a client-server system and infrastructure in place, what technology will be needed, how and from whom it should be obtained, and how will the project acquisition and implementation plan proceed?

- What would the district be trying to accomplish with imaging and how would it fit into the organization (e.g., application and resume scanning, student records, storage, scoring, retrieval)?

- How will imaging affect the district in terms of operations, equipment, software, staffing, and cost?

- How will the change affect the overall work environment, morale, and existing system?

- How will the district ensure managers, users, and technical staff are committed to and support electronic imaging?

- What advantages and disadvantages apply to the Hillsborough County School District? After considering options, does imaging represent a net advantage or disadvantage?

- Are there possibilities of sharing the system and process with other agencies?

Statistics available from the Association of Information Image Management indicate the following:

- *a typical four drawer file cabinet costs approximately $25,000 and $2,000 annually to maintain;*

- *optical costs $0.02 for every $1.00 invested in paper;*

- *25 percent of all filing time is spent walking;*

- *average document is photocopied 19 times;*

- *32 percent of company's documentation is in use, three percent is misfiled; three percent is lost; and*

- *it cost $60-$120 to locate a misfiled document (10-30 minutes).*

An article from *Managing Office Technology* Magazine (dated October 1994) noted the following:

> *....90 percent of information handled in offices today consists of paper documents containing typed or handwritten text, data, graphics artwork, or photography. This manual system is time-consuming, increases the risk of lost documents, wastes valuable office space on massive filing cabinets, and often duplicates similar activities in other departments throughout a company.*

Although document imaging can control paper flow and increase productivity, it can also:

- provide better service to customers;

- eliminate duplicate operations in other areas; and

- lower risk, reducing the loss of documents.

Active electronic imaging systems are available in Florida as resource sites for the task force and include:

- Duval County School District;

- Palm Beach County School District;

- Collier County School District;

- Volusia County School District;

- CSX Bill of Lading Imaging Processing System (Jacksonville, Florida); and

■ Florida Department of Education, Bureau of Teacher Certification.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of Human Resources should assign this project to the Task Force that drafted the division technology goals.

September 1997

2. The Task Force should conduct the feasibility study and research and develop options and recommendations.

October 1997-
March 1998

3. The Assistant Superintendent, technology staff, and support staff should address the recommendations of the Task Force.

April 1998

4. The Assistant Superintendent should make a recommendation to the Superintendent and Board based on the results of the Task Force analysis.

May 1998

FISCAL IMPACT

The implementation of an electronic imaging system depends on the existing technology infrastructure and significant organizational decisions related to current and future priorities and objectives. The district's Technology Plan should also be considered as it addresses imaging (see Chapter 11).

Complete imaging systems can typically average from $35,000 per workstation for a PC-based stand alone system and approximately $50,000 per workstation for a LAN-based system using a mid-range computer as a server. These costs typically only represent about 60 percent of the total cost. Costs for conversion training and change from old procedures to a new process will possibly consume another 40 percent.

The costs associated with analyzing the feasibility of electronic imaging should be factored into the HRM Task Force analysis and should be incorporated within the district's Five-year Technology Plan.

FINDING

Control for Human Resources forms is one of the responsibilities of the Supervisor of Instructional Personnel, recommended for deletion earlier in this chapter. A file copy of each form used in the division fills a notebook almost two inches thick. Forms require copying duplicate information and passing through several approval channels. For example, the professional leave form for teachers requires formal authorization through five different individuals from the applicant through the principal, the instructional supervisor, the Assistant Superintendent for Human Resources, the Finance Department, and finally back to the applicant.

RECOMMENDATION

Recommendation 6-10:

Review, simplify or purge, and place all Human Resources forms in a database accessible to all Human Resource staff, principals, and other district administrators.

The Division of Human Resources should make a concerted effort to simplify its personnel processes through improved form development, automation, and control. In Chapter 13 of this report, MGT consultants reviewed forms for the Transportation Department and recommended consolidation and elimination. The Human Resource Department should conduct a similar forms assessment and implement comparable recommendations.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Assistant Superintendent for Human Resources should assign one current Administrative Secretary responsibility for maintaining all division forms in an automated database.   July 1997

2. The assigned administrative secretary, in cooperation with other administrative secretaries in the Division, should purge and revise all current forms and enter them in an accessible database.   October 1997

FISCAL IMPACT

This recommendation can be accomplished with existing resources by the Assistant Superintendent and assigned administrative secretary.

6.4   *Hiring and Assignment of Personnel*

CURRENT SITUATION

Personnel allocation formulas are developed by the Division of Administration after conferring with other divisions and departments. Teacher and other school-based professional positions are allocated on projected student enrollments and adjusted to actual enrollments after the beginning of the school year. Non-professional allocations are based on criteria such as size of buildings, number of lunches served, and other criteria related to the specific job categories.

Position control is a responsibility of supervisors in the Divisions of Instruction, Administration, and Human Resources. In addition, staff in the Payroll Department maintain up-to-date lists of all positions allocated and vacant. The position control records in the three divisions are reconciled only when questions are raised about a particular vacant position.

FINDING

While the position allocation function in the Division of Administration appears to be operating efficiently by an administrator and a secretary position, position control takes an inordinate amount of staff time in the Divisions of Administration, Human Resources, and Instruction. Most allocation and control data are kept in hard-copy form by clerks, secretaries, and supervisors. One supervisor in the Division of Human Resources estimated that 40 percent of his job was position control. Responsibility for positions control is not clearly assigned to one organizational unit.

RECOMMENDATION

Recommendation 6-11:

Assign the position control process to the Division of Human Resources' area supervisors for their respective areas.

The area human resources supervisors are currently maintaining an individual position control notebook. This information can easily be entered into personal computers. Human Resources technology staff should assist area supervisors with necessary programming and interactive communication with the Payroll Office and the existing network.

This recommendation should greatly reduce the time and effort that are currently spent on position control by a number of managers and staff from various divisions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Human Resources should convene all managers and staff from the various divisions who are involved in the position control process to clearly define the process and objectives.   July 1997

2. Written procedures for position control should be developed holding the Human Resources Area Supervisors accountable.   September 1997

3. These procedures should be provided to every administrator and principal.   October 1997

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

The Hillsborough County School District's recruiting program is limited in its ability to attract quality applicants for teaching and administrative positions. The district has made over 1,300 full-time instructional employee appointments each year for the past

two years. An additional 1,735 part-time appointments were made in the two-year period. Most new instructional personnel are recruited from local universities.

The Division of Human Resources cannot employ anyone unless the position has been allocated by the Division of Administration. The Division of Human Resources is responsible for recruitment and screening of all personnel for the school district. Principals and division administrators are responsible for additional screening and making final recommendations for employment in specific positions.

The Division of Human Resources does not have a position designated solely for recruitment. The major focus of the recruitment effort is on minority employees. One area supervisor is assigned additional responsibilities for minority teacher recruitment. The Human Resources Committee of the 1996 Budget Advisory Task Force recommended that the recruiting budget be significantly reduced citing that the investment of previously expended recruiting dollars has not provided the desired results.

The Division of Human Resources requested $47,000 for recruiting in the 1996-97 district budget and was allocated $5,700. Over $20,000 will be spent on recruitment using funds from other parts of the Human Resources budget.

Based on MGT's surveys, 48 percent of the administrators and 56 percent of the principals stated that personnel recruitment was adequate, and teachers were evenly divided on the subject. Administrators and principals were even more pleased with the personnel selection process with 76 percent of the principals indicating adequate or outstanding.   Teachers were also divided on personnel selection with 42 percent indicating the personnel selection process needs improvement and 42 percent indicating it is adequate.

RECOMMENDATION

Recommendation 6-12:

Organize a systematic recruitment plan with goals and measurable objectives.

Area Human Resources supervisors should be assigned to lead the recruitment process in their respective areas. These goals should continue to focus on increasing the applicant pool in critical fields, increasing the number of minority applicants, and providing a pool of quality applicants for personnel replacement and district growth. Human Resources supervisors are currently assigned to each area of the school district. This team of four area supervisors with one supervisor serving as team leader, should be held accountable for the district recruitment plan and outcomes. The area supervisors should involve all principals in the recruitment effort on a rotating basis. All recruitment costs should be traceable to the number of new hires or to other pre-determined measures of effectiveness.   (Note: Under the Superintendent's reorganization plan, the four area supervisors in personnel will be expanded to six.)

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Human Resources should assign responsibility for development of a recruitment plan for the district to the Area Human Resources Supervisors.	July 1997
2. The plan should be submitted to the Superintendent and Board with a budget request to implement the plan.	September 1997

FISCAL IMPACT

The plan utilizes supervisors and principals in the recruitment process, thus, requiring only advertising and travel as major costs. The plan should identify all costs associated with its success. The current year recruitment expenditures of $20,000 should serve as a base cost with future recruitment budgets based on the pre-determined measures of recruitment effectiveness.

6.5 *Salaries and Benefits*

CURRENT SITUATION

The Hillsborough County School District's salary schedule and fringe benefit options are part of the annual contract agreement with employee unions. Fringe benefits paid by the Board include workers' compensation, a comprehensive medical insurance program, and term life insurance for employees. Employees may insure dependents with the Board's medical insurance program by paying an additional premium. Employees may also participate in pre-tax benefit programs, tax sheltered programs, income protection, and cancer insurance at the employee's expense.

The Hillsborough County School District produces an annual salary schedule handbook that includes salary schedules applicable to instructional and non-instructional personnel pursuant to the negotiated agreements with the unions in effect for the fiscal year. Additionally, the salary schedules for administrative, supervisory, and non-represented personnel are included in the handbook.

The current salary schedule for regular (10 month) teachers includes 24 steps beginning at $23,851 and increases from approximately $730 to $1,075 per step up to $45,468 for a teacher with a doctorate and maximum experience.

The current administrator salary schedule has 22 steps with step increases varying from approximately $1,075 to $2,650 per step. A beginning administrator on a 10-month contract starts at $34,486 and could make $113,296 per year as an Assistant Superintendent at Step 22.

FINDING

Based on MGT's survey of the Hillsborough County School District administrators, principals, and teachers, we found that district administrators agree 55 percent of the time that salary levels in the district are competitive and adequate for the level of work and experience. Principals indicated 53 percent of the time and teachers indicated that 85 percent of the time they do not agree that salaries are competitive or adequate. Only 12 percent of Hillsborough County teachers indicated salary levels were competitive with other school districts, while 50 percent of the teachers surveyed in other school districts agreed that their salaries were competitive. Only seven percent of the Hillsborough County teachers compared with 38 percent of the teachers in other districts agreed that their salary levels were adequate for their level of work and experience.

Average salaries for Hillsborough County administrative staff, as reported to the state and summarized by state statistical reports, are among the highest in the state while average teacher salaries are below the state average. However, further analysis of administrative salaries conducted by MGT in a telephone survey showed administrative salaries were not out of proportion in the Hillsborough County School District. Both comparisons are included below.

Two comparable school districts, Orange and Palm Beach, were selected to compare district-level professional staff salaries in 1995. These two districts had seven district professional staff classifications common to the Hillsborough County School District. Exhibit 6-6 provides comparative average salaries among the Orange, Palm Beach, and Hillsborough County School Districts for the seven district professional staff classifications. These data come from a statistical brief prepared by the Florida Department of Education in July 1996 entitled *Florida District Staff Salaries of Selected Positions, 1995-96.*

EXHIBIT 6-6
AVERAGE SALARIES FOR SELECTED DISTRICT-LEVEL
PROFESSIONAL STAFF
FALL 1995

Position Classifications Within Organizational Function	Hillsborough	Orange	Palm Beach	State
Business/Finance	$76,946	$55,000	$57,608	$62,492
Data Processing	$82,569	$58,000	$54,250	$58,058
Personnel	$67,197	$58,375	$59,421	$69,480
Facilities	$62,914	$59,750	$58,396	$61,225
Food Service	$58,352	$64,000	$63,828	$50,970
Media Services	$59,364	$52,000	$74,917	$57,960
Exceptional Student	$78,033	$58,000	$61,214	$58,927
Combined Average	$69,339	$57,875	$61,374	$59,877

Source: Florida District Staff Salaries of Selected Positions, statistical brief, Florida Department of Education, July 1996.

As can be seen, in 1995, the average Hillsborough County School District professional staff salary calculation in seven position classifications, excluding the superintendent and deputy categories, was estimated at $69,339. This was $11,464 above the average salary in Orange County ($57,875) for similar positions, $7,965 above the average salary in Palm Beach County ($61,374) for similar positions, and $9,462 above the average state salary ($59,877) for similar positions.

In making these comparisons, we found that the average administrative salaries reported by the state are not based on actual salaries paid but rather represent a state projected salary calculation of individual salary related data (such as, position number, hourly rate of pay, length of contract, etc.).

To further enhance and support the state calculation, MGT conducted a telephone survey of each peer school district for selected positions. Exhibit 6-7 displays the results of the telephone survey.

MGT's telephone survey included a comparison of the following positions:

- Assistant/Associate Superintendent of Human Resources or comparable position;

- Assistant/Associate Superintendent of Instruction or comparable position;

- Assistant/Associate Superintendent of Business or comparable position;

- Chief Finance Officer or comparable position;

- Director of Transportation or comparable position;

- Director of Data Processing or comparable position;

- Director of ESE or comparable position; and

- Director of Curriculum or comparable position.

Based on our telephone survey, it can be seen that school districts utilize a wide range of job titles within their respective organizations. We further found that some school districts are in the process of changing titles.

The telephone survey is intended to provide another point of comparative reference in examining district administrator salaries among peer districts. Due to the wide range of descriptive titles, we approached the telephone survey analysis from an organizational perspective. We asked for the position title and salary of the position categories previously noted in relation to who reported directly to the Superintendent (Level I) followed by the next level of reporting and so on. For our Level I category, we found Deputies in Broward and Orange Counties, Associate Superintendents in Pinellas, and Assistant Superintendents in Hillsborough. We excluded the single Deputy position in Hillsborough although the results would not have changed had it been included. Our Level II included titles ranging form General Directors in Hillsborough to Associate Superintendents in Orange and Broward Counties. Level III included Directors.

EXHIBIT 6-7
MGT TELEPHONE SURVEY OF
SELECTED PROFESSIONAL STAFF POSITIONS
APRIL 1997

Position Classification	School District					
	Duval	**Palm Beach**	**Pinellas**	**Broward**	**Orange**	**Hillsborough**
LEVEL I Deputies Assistants Associates	$97,806	$79,600	$88,500	$112,000	$105,000	$90,600
LEVEL II Assistants Associates General Directors	N/A	$73,400	$71,800	$106,000	$77,500	$84,600
LEVEL III Directors	$64,287	N/A	$64,200	$87,200	$71,900	$66,200

Source: Telephone Survey conducted by MGT, April 1997.

The salaries provided for the positions were averaged to arrive at a common average salary for each level regardless of position title. The results indicate that the Hillsborough County School District does not pay administrators at the highest level as reported by the state for the peer districts. The district appears to rank in the middle range of the peer districts. Thus, the selected salary statistical report issued by the state, utilizing district reported data, creates a misleading perception as to the average salaries actually being paid by the school districts and justifies the caveats contained in the state report narrative and in our use of the data.

However, average teacher salaries in the Hillsborough County School District were lower than those in comparison districts and the state average in 1995-96 (the last year for which state-level data were available). Nonetheless, when neighboring districts are considered, the results are more comparable to the Hillsborough County School District.

As shown in Exhibit 6-8, the average teacher salary in 1995-96 in the Hillsborough County School District for all degree levels and steps was $31,684, or $1,646 below the state average of $33,330. The average salary for teachers with bachelor's degrees was $29,084. This was $1,411 below the state average. The average salary for Hillsborough County teachers was approximately $5,200 below the Broward and Palm Beach County School Districts, approximately $800 below the Duval County School District, and $1,200 below the Pinellas County School District.

Additional state data for adjacent school districts found the following average salaries of all teachers (at all degree levels and steps) in these districts in 1995-96:

- Polk $28,977
- Pasco $28,156
- Manatee $32,563
- Hillsborough $31,684 (as shown in Exhibit 6-8)

EXHIBIT 6-8
AVERAGE TEACHER SALARIES IN COMPARISON DISTRICTS
1995-96

School District	Bachelor's	Master's	Specialist	Doctorate	All Degrees
Hillsborough*	$29,084	$35,890	$40,462	$40,004	$31,684
Broward	$34,306	$40,189	$45,651	$43,397	$36,908
Duval	$30,287	$36,170	$40,616	$40,272	$32,444
Orange	$28,569	$34,647	$38,539	$38,539	$30,984
Palm Beach	$34,476	$40,473	$43,736	$43,736	$36,870
Pinellas	$30,803	$36,013	$39,789	$39,789	$32,846
Average	$31,254	$37,230	$41,682	$40,956	$33,623
Average Without Hillsborough	$31,688	$37,498	$41,926	$41,147	$34,010
State	$30,495	$37,018	$45,235	$43,000	$33,330

Source: Profiles of Florida School Districts, 1995-96 Student and Staff Data, Florida Department of
          Education, December 1996.
 *Salaries for 1996-97 reflect a four percent increase in the Hillsborough County School District.

RECOMMENDATION

Recommendation 6-13:

Conduct an annual salary study and examine budgetary alternatives to determine if average teacher salaries should be increased to be more in line with the state and comparison district averages.

The Hillsborough County School District Superintendent and Board should place a high priority on conducting an annual assessment of teacher salaries in the district. Annual salary studies are necessary because of continually changing teacher salaries in comparative Florida school districts. The examination of budget alternatives should include an analysis of the extent to which salaries in the Hillsborough County School District are lower and why?

When conducting an annual salary study, the following questions should be addressed:

- To what extent are the salaries in the district comparable to salaries in the current and past years in both neighboring districts and large comparable districts in Florida?

- To what extent is the Hillsborough County School District losing teachers to these other districts and why?

■ To what extent are teacher salaries in the Hillsborough County School District lower or higher because of a population of teachers with less or more experience than comparable districts (see Exhibit 2-16 in Chapter 2)?

■ To what extent are teacher salary differences attributable to differences in the cost of living in comparable districts as measured by the District Cost Differential?

■ To what extent do teacher benefits provided in the Hillsborough County School District offset any identified salary differentiation?

IMPLEMENTATION STRATEGIES AND TIMELINE

1. An annual salary survey should be conducted by the Assistant Superintendent for Human Resources to review the competitiveness of all Hillsborough professional and non-professional salaries to comparable school districts and other organizations.	March 1998 and Annually
2. The Assistant Superintendent for Human Resources should provide the Superintendent and Board proposed salary schedules and costs to raise and maintain teacher and other personnel salary schedules at competitive levels.	April 1998 and Annually

FISCAL IMPACT

There is no additional cost associated with examining budgetary alternatives to determine if the average teacher salary in the Hillsborough County School District is too low. To attract and maintain quality teachers, Hillsborough County teacher salaries should be competitive with those of similar school districts in Florida. If the results of the recommended study warrant teacher salary increases, applying some of the savings that should be realized from other recommendations in this report towards increasing teacher salaries should improve the quality of the future teaching staff in the Hillsborough County School District.

6.6   *Performance Assessment*

CURRENT SITUATION

The Hillsborough County School District requires that all employees be evaluated upon completion of their probationary period and annually thereafter. The evaluation of personnel is considered to be a developmental process and is used to identify strengths as well as weaknesses. The immediate supervisor is responsible for annual evaluations and holding evaluation conferences with the employee. Uniform evaluation forms are available for all classes of employees.

Each non-tenured teacher is required to complete a self-evaluation two times during each school year, using the appropriate adopted teacher evaluation form for his/her

area of specialization. The administrator or other appointed supervisor also evaluates each teacher twice a year, and incorporates the data gathered using the Florida Performance Measurement System (FPMS) Screening/Summative Observation Instrument (SSOI) in the evaluation process. Copies of the Fall and Spring evaluations are given to the teacher. A copy of the Spring evaluation is sent to the Office of Human Resources by April 1st.

Each teacher holding tenure must conduct a self-evaluation each year and is evaluated at least once each year by his/her administrator. If the performance of a teacher holding tenure is deemed satisfactory by the administrator, the administrator may waive a classroom observation, but an observation utilizing the SSOI must be made at least once every three years.

A classroom teacher receiving a score below the 81.5 criterion will receive an Overall Unsatisfactory rating. The evaluator will hold a conference with the teacher and identify in writing:

- all areas in which performance is unsatisfactory;
- recommendations for improvement;
- ways in which assistance may be provided; and
- timeline for correcting deficiencies.

A copy of the unsatisfactory rating is sent to the General Director of Human Services. If the General Director of Human Services and the Area Director concur with the unsatisfactory evaluation, the General Director of Human Services must notify the teacher in writing by June 1 of how Section 231.29(6), Florida Statutes, applies to his/her case and of the consequences of that statute.

FINDING

Florida Statutes require that the names of personnel who receive two consecutive overall unsatisfactory evaluations and who the district plans to recommend to the Board for termination be reported to the Florida Professional Practices Commission. Only three teachers were reported to the Florida Professional Practices Commission in the past seven years in the Hillsborough County School District. Exhibit 6-9 summarizes the overall unsatisfactory outcomes for the last seven years.

The MGT survey indicated that administrators (82 percent), principals (91 percent), and teachers (51 percent) agree that the work standards and expectations in the school district are equal to or above those of other districts. However, both district administrators (47 percent) and teachers (53 percent) do not agree that teachers who do not meet expected work standards are disciplined. Most administrators (82 percent), principals (85 percent), and teachers (88 percent) do not agree that teacher promotions and pay increases are based on individual performance.

Note: A recommendation regarding teacher appraisal was included in the last section of Chapter 4.0 (Section 4.4.3, Recommendation 4-37).

**EXHIBIT 6-9
OVERALL UNSATISFACTORY EVALUATION OUTCOMES
FOR HILLSBOROUGH COUNTY TEACHERS
1989-90 THROUGH 1995-96**

Outcome	Number
Overall Unsatisfactory (Duplicated Count)	113
Overall Unsatisfactory (Unduplicated Count)	90
Resigned or Retired by End of Year	24
Not Renominated	18
Terminated after School Board Hearing	3
Temporary, not Returning	10
Remained Employed/Not Teaching	7
Personal Leave	6
Continued Teaching After First Unsatisfactory	46*
Total Overall Unsatisfactory Ceasing Employment	71

Source: Division of Human Resources, 1997.
*15 of the 46 became Satisfactory in the second year. The remaining 31 ceased employment for various reasons.

FINDING

The district's principal and administrator evaluation system is a complex process based on the Florida Principal Competencies. The system includes 41 competencies organized into nine domains. Although the evaluation system is more appropriate for principals, neither principals nor administrators receive comprehensive feedback from those to whom they provide service as part of the evaluation process. Since central office administrators provide specialized services for the school district, principal competencies are not appropriate. For example, the format provides for the Payroll Manager to be evaluated on the program/curriculum domain.

The evaluation of central office administrators lies almost entirely with the individual's immediate supervisor. Those closest to the educational setting have limited input in the evaluation of central office administrators.

The Florida Council on Education Management in their guidelines reference the importance of obtaining 360-degree feedback as part of the evaluation process.

RECOMMENDATION

Recommendation 6-14:

Implement a 360-degree evaluation model to provide a more comprehensive appraisal system for the evaluation of central office administrators.

The district should review system changes that are occurring in the way organizations are managed, and the way managers are evaluated, throughout the country, in both the public and private as well as educational and non-educational sectors. The emphasis for change is on continuous improvement in the quality of services. As

systems change, the process for evaluating management and line personnel also changes.

The literature on performance evaluation has expanded significantly in recent years. New terms such as benchmarking, pareto charts, subordinate appraisal, upward appraisal, and 360-degree feedback are being used. Persons responsible for evaluating administrators in the school district should review recent literature on performance evaluation systems. For example, the Summer/Fall 1993 issue of *Human Resources Management,* which contains information on 360-degree feedback, is recommended. We found this appraisal model working effectively in Poudre R-1 School District in Fort Collins, Colorado.

Concepts of the appraisal model are depicted in Exhibit 6-10 and outlined in the following tasks:

- All central office services must be clearly defined in performance terms and assigned to an accountable administrator.

- All providers of the service should be organized into a team with responsibility to provide the service according to performance standards.

- The job description of each provider of the service (including support staff) must reflect the contributions made to the service team.

- An evaluation instrument, specifying the services or products delivered and the performance standards expected, must be developed for each major service or function.

- The administrator of the service unit should analyze the results of the evaluation with the staff and target needed improvements.

- If the evaluation indicates that there are one or more weak links in the team of providers, the administrator of the unit should immediately initiate a performance evaluation of the service provider(s) in the unit using the administrator evaluation instrument.

- The performance evaluation instrument should continue to be keyed to the job description of the provider and should be designed to assist in decision-making on promotion, training, benefits, and dismissal (if necessary).

As shown in Exhibit 6-10, in a 360-degree appraisal, the service administrator, providers, and customers provide continuous feedback on the service. An evaluation instrument specifically designed for each major service provided to the schools is completed by the administrator, the providers (curriculum coordinators, directors), and a sample of the customers (principals, teachers, school councils). If the ratings from the customers are not congruent with the administrator and provider ratings, the administrator is responsible for making needed adjustments which may include appraisals of the providers.

EXHIBIT 6-10
360-DEGREE APPRAISAL MODEL

Administrator

Providers   **Services**   *Providers*

Customers
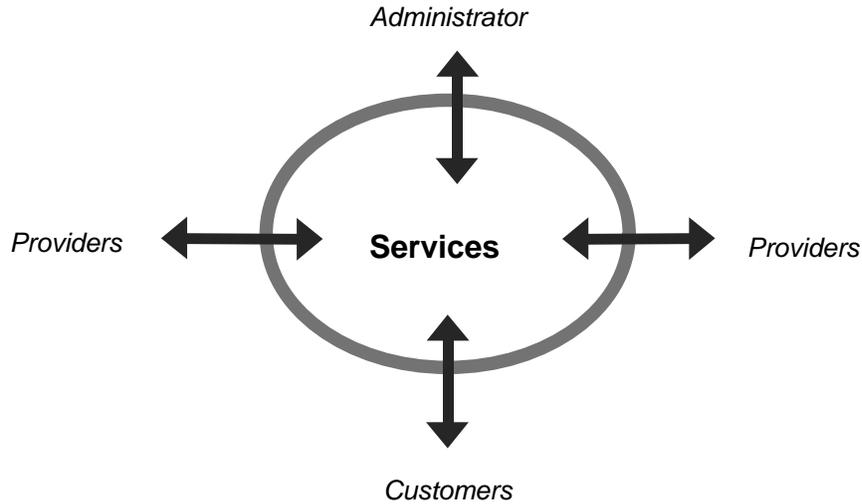
Source: *Human Resources Management*, Summer/Fall 1993.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Assistant Superintendent for Human Resources should appoint a task force representing teachers, principals, and administrators to review each administrative service definition for performance terms and appropriate evaluation instructions (See tasks listed above).	August 1997
2. The task force assisted by staff development staff should design and conduct appropriate training for all administrators.	September 1997
3. Annual evaluations of administrators should be conducted on a trial basis the first year.	May 1998
4. The administrator evaluation instruments and process should be revised as needed and fully implemented with all administrators.	May 1999

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Principals are evaluated based on the Florida Principal Competencies. For those requested to provide feedback to principals, the extensive 41 competencies and nine domains provide a comprehensive process of evaluation. Within the current evaluation

model, principal feedback is limited to the principal's immediate supervisor and self evaluation.

RECOMMENDATION

Recommendation 6-15:

Implement a 360-degree evaluation model for principals (also see Recommendation 4-33 in Chapter 4).

Levels of feedback should include parents, teachers, office staff, and others as appropriate.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Human Resources should utilize the same Task Force used for central office administrators to identify customers and providers that interact with principals.
   August 1997

2. The Task Force should determine how to best incorporate the 360-degree evaluation model into the current Florida Competency model and develop appropriate recommendations.
   September 1997

3. The Assistant Superintendent for Human Resources should prepare a recommendation of implementation for the Superintendent and senior staff.
   October 1997

4. The Superintendent should instruct staff to implement the changes and use the 1997-98 school year as a pilot year.
   1997-98 school year

5. The Superintendent and staff should fully implement the 360-degree evaluation enhancements for principal evaluations.
   1998-99 school year

FISCAL IMPACT

The recommendation can be implemented with existing resources.

6.7 *Employee Relations and Affirmative Action*

CURRENT SITUATION

Employee relations and affirmative action are the responsibility of the General Director of Employee Relations. This position serves as Chief Negotiator for the Superintendent and Board in the negotiation of contracts with teachers, paraprofessionals and clerical,

and blue-collar unions. This position also serves as the Affirmative Action Officer, Equity Coordinator, and Section 504 Coordinator for the school district.

Detailed written grievance procedures are provided as part of the contract with each employee union. In addition, the Board has adopted a grievance procedure for employee applicants, non-represented school board employees, students, parents, and members of the community. These procedures are intended to be used in processing complaints of discrimination, violation of due process, and violation of Board policy.

FINDING

An average of 23 grievances per year have been filed by employees over the past 10 years. Very few grievances reach the Board level. A summary of grievance actions with the Hillsborough Classroom Teachers' Association (HCTA) and the Hillsborough School Employees Federation (HSEF) for the 10-year period 1985-86 through 1995-96 is shown in Exhibit 6-11.

EXHIBIT 6-11
EMPLOYEE GRIEVANCE ACTIVITIES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1985-86 THROUGH 1995-96

Grievance Activities	HCTA	HSEF
Total Grievances	93	137
Level I	26	22
Level II	49	88
Level III	7	16
Level IV	4	6
Administrative Award	32	78
Union Award	20	25
Split Award	7	4
Prior Settlement	25	9
Withdrawn	5	14

Source: Division of Human Resources, 1997.

COMMENDATION

The Hillsborough County School Board is commended for detailed written grievance procedures.

These procedures have enabled most grievances to be resolved prior to reaching the Board.

6.8   *Staff Development*

Due to the increased requirements for overall performance and the restructuring of curricula driven by local, state, and federal standards-based initiatives and implementation of technology, the ability to deliver strong and powerful staff development activities is of paramount concern in school districts throughout the state.

CURRENT SITUATION

Staff development and training are provided centrally by the Department of Staff Development within the Division of Instruction. The office is responsible for staff development for teachers, administrators, and most recently, non-instructional staff. The department offers staff development opportunities for a variety of audiences and in a number of formats:

- training opportunities at the district, area, and school levels;

- for all district employees including teachers, aspiring principals, assistant principals, principals, interns, and intern supervisors; and

- through a variety of different organizational strategies such as direct instruction, train-the-trainer, and user-designed options.

The Department of Staff Development is well regarded by administrators and teachers. On-site interview data at the district and school-level and survey data of teachers, principals, and district administrators indicate that the quality of staff development offered by the district is generally high. The principal surveys indicated that 69 percent of the administrators ranked staff development as adequate or outstanding. This compares favorably to data from comparable systems where only 50 percent indicated an adequate or outstanding rank. Fifty-four (54) percent of the teachers ranked staff development adequate or outstanding; this compares to 46 percent in other systems. Philosophically, the district is attempting to shift from a centralized delivery system to one focused on school improvement at the site level. Also, resulting from changes in state policy, the district is shifting from a focus on inputs to a focus on measuring behavioral changes and impact on student achievement.

Curricular-specific training is not provided by this office, but is the responsibility of the related instructional departments. The department is assigned five professional positions (two of which are vacant) and five support staff positions.

FINDING

The Department of Staff Development, though originally focused on teacher training, has expanded currently into a comprehensive training and development office for all categories of district employees -- teachers, administrators, and non-instructional personnel. The Department routinely engages in systemwide planning, bases planning on data drawn from needs assessments, and solicits input from all major stakeholders.

COMMENDATION

The district is commended for a comprehensive, systematic approach to districtwide staff development.

FINDING

The district is progressive in its attempts to shift staff development training from a static, individualized, direct, instruction, seat-time oriented, pull-out model to one with a multiplicity of user choices for delivery mechanisms. This includes training that is designed by the users, focused on problem-solving, and committed to strengthening and enforcing system and school initiatives and performance.

COMMENDATION

The district is commended for initiating the difficult process of re-conceptualizing staff development as a means to strengthen system performance rather than as a vehicle for increasing staff knowledge.

FINDING

Evaluation of participant satisfaction with staff development experiences relies too heavily on customer satisfaction instruments administered immediately upon conclusion of the activity. This evaluation approach captures only a small portion of the impact of the staff development experience.

While these instruments are capable of providing effective information on the quality of the training offered, they do not allow for an assessment of whether a particular training session addressed the most pressing needs (i.e., Could the time and expense involved in this training be better spent in another training area or was the training sufficiently powerful to sustain long-term improvements?). Also, this level of assessment can not determine whether the training results in desirable changes in behavior in the work setting or whether the changes result in improved student learning.

RECOMMENDATION

Recommendation 6-16:

Shift staff development effectiveness measures from short-term satisfaction measures to long-term outcome measures that are related to changes in staff behavior and improvements in system performance.

This recommendation will necessitate linking staff development activities to previously identified problems, concerns, or necessary improvements identified at the school or system levels. Problem reduction indicators should replace satisfaction measures as indicators of success.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Staff development personnel should develop new long-term measures of effectiveness, basing measures on desired behavioral changes and relating the measures to desired school and system outcomes.	July 1997
2. Staff development personnel should design a system in which short-term measures trigger appropriate follow-through activities designed to reinforce and build upon initial staff development activities.	September 1997

FISCAL IMPACT

The recommendation can be implemented with existing district and staff resources. Initially, some resources currently used for staff development should be identified to develop behaviorally-based outcomes measures.

FINDING

Despite exceptions such as train-the-trainer approaches, many staff development activities require participants to leave the school building and to attend meetings during school hours. According to interviews with principals, frequent absences of teachers to attend staff development programs are disruptive to student learning and student behavior.

Substitutes have to be assigned to cover the classes while teachers are out of the building and the continuity of instruction is disrupted. Student behavior often declines when substitutes are overutilized. The costs associated with hiring substitutes were also mentioned by principals as a concern.

RECOMMENDATION

Recommendation 6-17:

Employ alternative training delivery systems, whenever appropriate, including web-based instruction, electronic bulletin boards, video-tapes, and other self-directed, technology-based delivery systems to minimize disruptions to school.

This approach will require continual re-appraising of desired outcomes and available delivery vehicles for staff development activities.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Superintendent should direct staff development personnel to establish priorities for staff development opportunities that minimize the displacement of instructional staff during the school day.	Ongoing

2. Funds currently used for training should be redirected   Ongoing
   and prioritized for the purchase of instructional design
   services and equipment by the Department of Staff
   Development.

FISCAL IMPACT

All staff development activities should be subject to cost-benefit analyses and related costs should be assessed according to predicted net gains in system effectiveness. The actual impact should only require re-prioritizing of existing allocations.

FINDING

The staff development process is heavily dependent on increasing the knowledge and skills of current employees through pull-out training exercises, in non-real time settings, and with limited guarantee the new knowledge and skills will actually be needed.

Despite considerable efforts to design staff development programs focused on student achievement, in which the services provided by central office personnel are flexible, delivered in a diversity of formats, and respond to user needs, the staff development program remains a separate stand-alone system linked with, but not under the control of, the school improvement process. Goal displacement, inefficiencies in translation of needs and priorities, and dislocation of human resources and time are endemic to this type of system.

The existing staff development program can be enhanced by incorporating performance support system concepts into the process. This concept attempts to minimize the time an employee is away from the workplace for training by providing ready access to tools, resources, and technology at the workplace.

RECOMMENDATION

Recommendation 6-18:

Enhance the concept of staff development with the concept of performance support.

Through performance support the district should seek to reduce the need for training by equipping the work site with the tools necessary for first-day proficiency and to replace just-in-case knowledge with just-in-time knowledge.

Florida State University has published an authorized version of a special issue of Performance Improvement Quarterly (authored by the International Society for Performance Improvement) which was devoted to Electronic Performance Support Systems (EPSS). The web site for this reference document is: http://www.cet.fsu.edu/ sy2000/PIQ/PIQcontents.html.

Additional web site sources are available related to Performance Support Systems such as:

■ http://www.cetsol.com

■ http://www.epss.com

■ http://www.cet.fsu.edu/TREE/default.html

These web sites provide resource material and a basic understanding of the performance support systems currently being used in the private sector.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. Senior district staff should familiarize themselves with the concept of performance support systems applications in the private sector.   Summer 1997

2. The Hillsborough County School District should enter into consortia with other school districts to develop specifications for the development of electronic support systems for classroom teachers and administrators. The electronic performance support systems should be developed in tandem with any computer-based curriculum delivery systems being developed for students.   Fall 1997

3. The Superintendent and senior staff should incorporate this staff development concept into its Technology Plan.   Spring 1997

4. The Superintendent and senior staff should select pilot sites to test and implement the computer-based curriculum delivery systems developed by the consortia.   1998-99 school year

FISCAL IMPACT

This recommendation requires the district to reprioritize district fiscal policy regarding staff development, technology, and school improvement. The cost of computer-based curriculum and the necessary hardware should be incorporated within the Technology Plan.