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## **4.0 SCHOOL DISTRICT ORGANIZATION AND MANAGEMENT**

This chapter of the report contains four sections:

- 4.1 Board and Governance Issues
- 4.2 Policies and Procedures
- 4.3 District Organization and Management
- 4.4 School Management and Site-Based Decision Making

### **4.1 Board and Governance Issues**

Each Florida school district is governed by an elected school board. A school board derives its legal status from the State Constitution and the State Legislature. In discharging its duties, each school board must function in accordance with applicable state and federal statutes, controlling court decisions, and applicable regulations promulgated pursuant to statute by state and federal agencies. The school board is a corporate body and has the exclusive power to manage and govern the public schools of each district in the State of Florida.

According to Section 230.22, Florida Statutes, the school board, as a legal agent, has specific statutory powers. The school board has the legal power and duty to:

- determine policies and programs;
- adopt rules and regulations;
- prescribe minimum standards;
- contract, sue and be sued;
- perform duties and responsibilities; and
- assign students to schools.

Section 230.23, Florida Statutes, provides additional powers and duties of Florida school boards:

- require minutes and records to be kept;
- control property;
- adopt school programs;
- establish, organize, and operate schools;
- designate positions to be filled; prescribe qualifications for those positions; and provide for the appointment, compensation, promotion, suspension, and dismissal of employees subject to the requirements of Chapter 231, Florida Statutes;

- provide for child welfare (accounting, attendance, and control and the attention to health, safety, and other matters);
- provide adequate instructional aids for all children in accordance with the requirements of Chapter 233, Florida Statutes;
- provide for the transportation of pupils;
- approve plans for locating, planning, constructing, insuring, maintaining, protecting and condemning school property as prescribed in Chapter 235, Florida Statutes;
- comply with finance procedures identified in Chapters 236 and 237, Florida Statutes;
- provide for the keeping of all necessary records and reports;
- cooperate with other school boards and other agencies;
- cooperate with the Superintendent;
- maintain a school lunch program;
- adopt procedures whereby the general public can be adequately informed of the education programs, needs, and objectives of public education with the district; and
- implement school improvement and accountability.

### **CURRENT SITUATION**

Policy making in Hillsborough County is the responsibility of, and vested in, a seven-member school board. Five members of the Board must reside in a district and two are at-large positions. However, all Board members are elected by voters throughout the County. Each Board member serves for a four-year staggered term with elections held every two years in November (1996, 1998, 2000).

The current School Board of Hillsborough County is shown in Exhibit 4-1. Each Board member represents the Hillsborough County School District on a number of committees. These organizational assignments are shown in Exhibit 4-2.

### **FINDING**

The School Board of Hillsborough County was one of the original school boards identified as a Master Board by the Florida School Boards Association (FSBA). The FSBA Master Board Program is a 40-hour training program designed to:

- focus on the Board and the Superintendent as a collective unit;

**EXHIBIT 4-1  
THE SCHOOL BOARD OF HILLSBOROUGH COUNTY**

<b>Name</b>	<b>Title</b>	<b>Term Expires</b>	<b>Serving Since</b>	<b>Current/ Former Occupation</b>
Carol Kurdell	Chairman	2000	1992	Volunteer, Civic Leader
Glenn Barrington	Vice Chairman	2000	1988	School Administrator
Carolyn Bricklemeyer	Member	1998	1994	School Volunteer
Sharon Danaher	Member	2000	1996	Youth Counselor, Community Leader
Joe E. Newsome	Member	1998	1978	Pharmacist
Candy Olson	Member	1998	1994	Information Officer, Civic Leader
Doris Ross Reddick	Member	2000	1992	Educator

Source: Hillsborough County School District, School Board Office, 1997.

**EXHIBIT 4-2  
SCHOOL BOARD OF HILLSBOROUGH COUNTY  
1996-97 ORGANIZATIONAL ASSIGNMENTS**

<b>BOARD MEMBER</b>	<b>ORGANIZATIONAL ASSIGNMENT</b>
Carol Kurdell, Chairman	<ul style="list-style-type: none"> <li>■ Hillsborough County Dept. of Children's Services</li> <li>■ Tampa Bay Performing Arts Center Board of Trustees</li> </ul>
Glenn Barrington, Vice Chairman	<ul style="list-style-type: none"> <li>■ Value Adjustment Board</li> <li>■ Youth Council</li> </ul>
Carolyn Bricklemeyer	<ul style="list-style-type: none"> <li>■ Children's Board</li> <li>■ Florida School Boards Association</li> <li>■ Hillsborough Education Foundation</li> <li>■ National Conference of Christians and Jews</li> </ul>
Sharon Danaher	<ul style="list-style-type: none"> <li>■ Council of Governments (COG)</li> <li>■ League of Women Voters</li> <li>■ South Florida Consortium of School Boards</li> <li>■ Tampa Museum of Art Education Advisory Committee</li> </ul>
Joe E. Newsome	<ul style="list-style-type: none"> <li>■ Value Adjustment Board</li> </ul>
Candy Olson	<ul style="list-style-type: none"> <li>■ Council of Governments (COG)</li> <li>■ Lowry Park Zoological Society Board</li> <li>■ Part H Community Advisory Board/ HRS</li> </ul>
Doris Ross Reddick	<ul style="list-style-type: none"> <li>■ Center of Excellence</li> <li>■ Healthy Start Coalition</li> <li>■ Ministers Roundtable</li> <li>■ Pre-K Intervention Program Interagency Council</li> </ul>

Source: Hillsborough County School District, School Board Office, 1997.

- build team concepts in a skills-based leadership curriculum utilizing an unstructured and individualized format; and
- identify areas for leadership development through self-evaluation.

The distinction of Master Board remains in effect for the period of time in which individuals of the leadership team continue to serve as Board members or as Superintendent in the school district. When the composition of the leadership team changes, additional training components, such as the Master Board Reinstatement Program, must be completed in order for the new leadership team to regain the distinction of Master Board. The additional training curriculum includes effective communication skills, leadership styles, team building activities, and ethics.

### **COMMENDATION**

**The School Board of Hillsborough County is commended for its recognition as a Master Board by the Florida School Boards Association and for continuing in the Master Board Reinstatement Program.**

### **FINDING**

In addition to the stability of the current Board, an analysis of the terms of past Board members also shows longevity in the terms of office for Board members. Exhibit 4-3 identifies the terms of office of selected previous Board members in the Hillsborough County School District.

**EXHIBIT 4-3  
PAST SCHOOL BOARD MEMBERS OF THE  
HILLSBOROUGH COUNTY SCHOOL BOARD**

<b>Board Members</b>	<b>Year Elected</b>	<b>Term Expired</b>
Carl Carpenter	1967	1972
Cecile W. Essrig	1967	1988
Roland H. Lewis	1969	1988
Marion Rodgers	1974	1994
A. Leon Lowry	1976	1992
Sam Rampello	1976	1994
Sonny Palomino	1980	1988
Yvonne McKitrick	1988	1996
Faye Culp	1988	1992

Source: Hillsborough County School District, Presentation to Moody's Investors Service, March 1997.

### **COMMENDATION**

**The School Board of Hillsborough County is commended for the commitment to education as shown by the longevity of service provided by current and previous Board members.**

**FINDING**

The Hillsborough County School Board can serve as a model for exemplary leadership, team work, and support of the administration. The results of the MGT survey are shown in Exhibit 4-4.

**EXHIBIT 4-4  
COMPARISON SURVEY RESPONSES  
HILLSBOROUGH COUNTY SCHOOL ADMINISTRATORS AND  
ADMINISTRATORS IN OTHER SYSTEMS<sup>1</sup>**

SURVEY ITEM	(%G+E)/(%F+P) <sup>2</sup>	
	HILLSBOROUGH COUNTY SCHOOL DISTRICT ADMINISTRATORS	OTHER SCHOOL DISTRICT ADMINISTRATORS
School board members' knowledge of the educational needs of students in the district.	73/25	31/64
School board members' knowledge of operations in the district.	71/28	35/60
School board members' work at setting or revising policies for the district.	77/21	41/54

Source: MGT Survey Results.

<sup>1</sup> Administrators include central office administrators and principals.

<sup>2</sup> Percent responding Good or Excellent / Percent responding Fair or Poor.

The ratings provided by central office administrators and principals of school board members on MGT surveys have never been as high as in Hillsborough County. Further, MGT observations of Board meetings, interviews with senior staff and school board members, and review of written documents confirm the high standards of cooperation maintained by this Board. The School Board of Hillsborough County is not involved in administrative detail nor micro-managing. The Board is also not rubber stamping administrative decisions. Examples were found of votes that were not unanimous and also of agenda items that had been pulled because further research and/or documentation were needed.

**COMMENDATION**

**The School Board of Hillsborough County is commended for its exemplary teamwork, leadership, and support of the administration.**

The School Board of Hillsborough County sets an example for other school boards in the state and nation to emulate. Because of this cooperative focus, the emphasis in the district can clearly be on the educational system and student learning.

**FINDING**

Board meetings are held at 7:00 p.m. on the first Tuesday and 3:00 p.m. on the third Tuesday of each month in the auditorium of the Administrative Center. In addition to these regular Board meetings, Board workshops are held to address specific issues.

About one workshop a month occurs on the average and they frequently occur at noon on Tuesdays. Workshops are also held at the Administrative Center.

**RECOMMENDATION**

**Recommendation 4-1:**

**Rotate Board meetings and/or workshops among school campuses.**

School boards throughout the country have found that by holding Board meetings at school campuses at least once a month, campuses can be showcased. In addition, Board members can become more knowledgeable of school-based operations and accomplishments. Such practice facilitates a positive relationship between the Board and campus personnel. A rotating schedule would also respond to the concerns expressed by the community about the isolation of the Board and limited parking and the public perception concerning security at the downtown location.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                |
|--|----------------|
| 1. The Board Chairman and Superintendent should develop and prepare a calendar that identifies one school location per month for Board meetings. | Summer 1997    |
| 2. The proposed calendar for meetings at rotating school sites should be shared with the full School Board and approved.                         | September 1997 |

**FISCAL IMPACT**

The recommendation can be accomplished with existing resources.

**FINDING**

An analysis of background materials provided to Board members prior to meetings reveals that these materials are sufficient for the Board to make informed decisions. Comprehensive Board agenda packages are sent to the members one week prior to the Tuesday Board meeting. Agenda items which did not make the Tuesday deadline are generally sent to members on Friday. As shown in Exhibit 4-5, a cover page for each action agenda item enables senior staff to communicate effectively with the Board on the background of each agenda item. A cover page has been developed to provide detail on each staff recommendation for Board action, the rationale for the recommendation, fiscal impact, data sources, and employee submitting the request. Agenda item approval is required by an assistant superintendent on the cover form.

**COMMENDATION**

**District administrators provide comprehensive materials to Board members to prepare them for meetings and assist them to make informed decisions.**

**EXHIBIT 4-5  
SAMPLE AGENDA ITEM FOR BOARD APPROVAL  
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

**DATE:** January 7, 1997  
**TO:** School Board Members  
**FROM:** Earl Lennard, Ph. D., Superintendent of Schools  
**RE:**  Agenda Item for Approval  
 Agenda Item for Information

**SUBJECT:** Out of State Music Field Trips for the following schools:

Bloomington High School	Hillsborough High School
Chamberlain High School	King High School
East Bay High School	Plant High School
Gaither High School	

**BACKGROUND:** These schools have been invited to participate in various music festivals based partly on their past exemplary performances. Many of these groups will be judged and given written evaluation on their prepared-musical literature.

**RECOMMENDATION:** On Friday, November 1, 1996, the music screening committee met to review applications submitted for out of state music field trips. The screening committee would like to recommend for approval of these trips. Music screening committee members were as follows:

John Acosta, Supervisor, Middle/Secondary Music	Virginia Massey, Principal, Leto High
Vince Aguero, Principal, Madison Middle	Bob Keen, Band Director, Leto High
Robert Griffin, Band/Orchestra Director, Jefferson	Jerry Skora, Choral Director, Gaither High
Rick Sylvester, Band/Orchestra, Ben Hill Jr High	Manuel Suarez, Band/Orchestra,
Danica Suarez, Orchestra Director	Director, Wilson Middle
Armwood High School/Burnett Middle	

**RATIONALE:** These festivals and concerts provide unique opportunities for our music students. These students are able to experience performing in front of audiences from all over the country, along with meeting a wide range of students and instructors in a music educational environment.

**FINANCIAL IMPACT:** All cost will be borne by students and/or booster clubs.

**DATA SOURCES:** See attached field trip forms complete information about each trip.

**SUBMITTED BY:** John Acosta, Supervisor, Middle/Secondary Music  
Kenneth R. Otero, General Director, Secondary Education

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Kenneth R. Otero, General Director of  
Secondary Education

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James P. Hamilton, Assistant  
Superintendent for Instruction

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**Item Number**

The cover page for each agenda item provides a synopsis for Board members on each agenda action item.

**FINDING**

A review of the agenda item cover sheet found inconsistencies among assistant superintendents in completing the cover sheet. Several agenda items did not have complete summary information provided to the Board on the cover page. In addition, the cover page could be strengthened by adding information on the Board policy governing the action.

**RECOMMENDATION**

**Recommendation 4-2:**

**Require assistant superintendents and staff to complete agenda item cover pages; include information on the cover page as to the Board policy governing the action.**

The addition of these two areas of emphasis will further strengthen the information provided to the Board and assist members in making informed decisions. The policy reference can be used to verify compliance with Board policy.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |           |
|---|-----------|
| 1. The Superintendent should revise the agenda item cover page to include reference to Board policy.  | July 1997 |
| 2. The Superintendent should ensure that all items on each cover page are completed by respective assistant superintendents prior to submission to the Board. | Ongoing   |

**FISCAL IMPACT**

This recommendation requires no additional resources.

**FINDING**

School board members in Hillsborough County are supported by a total of 1.25 FTE staff. The full-time school board secretary is responsible for several duties including coordinating the Board agenda, routing and composing all responses to board members, conducting research of minutes and records, maintaining a master board calendar, and scheduling Board appointments. The Superintendent's secretary attends Board meetings, takes minutes, and reportedly works on Board-related assignments about one-fourth of the time.

Based on a comparison of five school systems of similar size, the Hillsborough County School Board has a staff per school board member ratio of .18, which is significantly lower than any other large school system which was examined. Exhibit 4-6 provides



comparison information for other school systems. In each of the school districts illustrated in the exhibit, school board members are elected (as opposed to appointed).

**EXHIBIT 4-6  
COMPARISON STAFFING PATTERNS OF SEVEN SCHOOL BOARD OFFICES**

<b>School District</b>	<b>Number of School Board Members</b>	<b>Number of Students In School System</b>	<b>Number of School Board Staff</b>	<b>Ratio of Staff to School Board Members</b>
Hillsborough County (FL)	7	147,527	1.25	0.18
Fairfax County Public Schools (VA)	13	135,413	7	0.54
Montgomery County Schools (MD)	8	122,505	8	1.0
Dallas ISD (TX)	9	154,985	5	0.56
Houston ISD (TX)	9	207,256	7	0.78
San Diego Public Schools (CA)	5	133,222	2	0.40
Jefferson County Schools (CO)	5	86,868	1.5	0.30
<b>AVERAGE</b>				<b>0.54</b>

Source: MGT of America, 1997. Information contained in exhibit was obtained through telephone interviews and review of information provided by the school systems.

**COMMENDATION**

**The School Board of Hillsborough County is commended for the efficient and effective secretarial services provided while maintaining a low staff to Board member ratio.**

**FINDING**

A review of the minutes for several Board meetings, however, found lack of sufficient detail regarding agenda items and any relevant history relating to those items. Some board minutes that were analyzed lack sufficient detail with respect to the Board discussion of agenda items. This indicates that discussion among Board members at meetings is not taking place or that such discussion is not being documented. (Based on observations of the January 18, 1997 Board meeting and discussions with Board members and senior staff, the review team believes the latter to be the case.)

**RECOMMENDATION**

**Recommendation 4-3:**

**Prepare more comprehensive and detailed minutes to support justifications of Board action.**

A review of the Board minutes indicated that, in some cases, insufficient information is included in the minutes regarding Board discussion and action. If certain Board actions were to be questioned by the public, the Board minutes in their current form, in some cases, do not provide adequate justification or accountability for that decision. While a relatively small percentage of Board votes are split, there is no disclosure in the minutes of the basis for any position on an issue. Consequently, it is not possible to

evaluate Board decisions without reviewing the taped recordings of the meetings. Every word spoken does not need to be recorded in the minutes, unless specifically requested. However, full disclosure of the content of discussion should be included and should reference the individual making the points.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Board Secretary should obtain copies of examples of minutes developed in other districts which are more comprehensive. June 1997

The following is a “fictitious” example of how the minutes are currently recorded versus a level of detail suggested by this recommendation.

<p><b><u>Current approach:</u></b></p>	<p>Motion Failed (Board members voting against action are listed)</p> <p style="text-align: center;">or</p> <p>Motion Approved (Board members who move and second the motion are listed) and if unanimous, so stated with no discussion.</p>
<p><b><u>Proposed approach:</u></b></p>	<p><u>Discussion</u> Board Member “A” mentioned importance of considering another alternative for the food services contract, and believes that the quality of food should be given priority. Board member “B” commented that the quality of food was important, but that the cost of providing the other contract was prohibitive to the school district and was not considered when developing the budget. The Superintendent commented that food quality was one of the evaluation criteria applied in recommending the alternative. Vote: Motion failed (individual votes listed)</p>

2. The Board Chair should work with the Board Recording Secretary to ensure greater detail. July 1997
3. Minutes should be augmented in greater detail by the Board. August 1997

**FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

## **4.2 Policies and Procedures**

### **CURRENT SITUATION**

In the Hillsborough County School District, each assistant superintendent of the seven divisions within the district is responsible for preparing and recommending changes of policy to the Superintendent. The assistant superintendents also prepare necessary procedures to accompany policies. The Director of Administration within the Division of Administration is responsible for maintaining and updating the *Guidebook of Policies and Procedures*. The schools have approximately six printed copies of the *Guidebook*, which are distributed to the principal, assistant principal, guidance counselor, the food service manager, and head custodian. An additional copy is available as a general office copy. In the past, the entire guidebook was normally reprinted with all additions and revisions made in the summer and then distributed prior to the start of school.

The most recent major revision of the *Hillsborough County School District Guidebook of Policies and Procedures* was completed in 1991. In 1993, the District signed a contract with the Florida School Boards Association to revise the district's policy and procedures guidebook. The Florida School Boards Association and the Hillsborough County School District did not complete the revision agreed upon in 1993.

In December 1996, the district, the Florida School Boards Association, and a subcontractor (Educational Management Consultant Services, Inc.) signed an agreement to revise the Hillsborough County *Guidebook of Policies and Procedures*. The Florida School Boards Association estimated that a minimum of 1,000 manpower hours will be required to complete the project of revising the policy manual.

### **FINDING**

The *Hillsborough County Public Schools Guidebook of Policies and Procedures* is not current. Once the decision was made to revise the Guidebook in 1993, the Office of the Director of Administration stopped the normal procedure of integrating new policies and procedures into existing guidebooks.

The policies which have been approved, but not distributed, include those which were approved between February 1992 and the time of the performance review. A draft document was recently prepared in which the policies and procedures since 1992 were incorporated into the 1991 edition of the *Guidebook*.

There is no standard process in the district for updating the copies of the *Guidebook*. The current draft of the *Guidebook* is available on computer disk; however, no electronic version of the *Guidebook* has been made available to the schools, district offices, or to the public.

Exhibit 4-7 shows part of the current "Superintendent's Goals and Strategies," accepted by the Hillsborough County School Board in January 1997, in which the Superintendent described the district as one which is actively decentralizing its authority and responsibilities.

**EXHIBIT 4-7  
GOALS AND STRATEGIES OF THE SUPERINTENDENT  
January 21, 1997**

**SUPERINTENDENT'S GOALS AND STRATEGIES**

July 1996 and Beyond

Through reforms which are already under way and which are being proposed in goals and strategies which follow, the school system is being re-engineered. The unit of accountability has become the school, and the accountability is shifting from evaluation of processes and procedures to the evaluation of the success of the school in meeting goals for student academic performance.

Source: Excerpted from the complete document, "Agenda Item for Approval," January 21, 1997, "Goals and Strategies of the Superintendent," page 3.

Currently, the principals in the schools do not have a current set of policies and procedures to guide their work. Some procedures are necessarily linked to the policies which guide them and are included in the 1991 edition and the 1996 draft of the Guidebook. Some procedures included in both editions are unnecessarily included. In addition, other procedures are found in the many procedural handbooks which exist in the various divisions of the school district.

**RECOMMENDATIONS**

**Recommendation 4-4:**

**Complete the comprehensive review and update of policies and procedures begun in January 1997.**

With the Superintendent's stated belief in and priority for accountability at the school level, it is important that those held accountable for implementing Board policies and procedures have current and revised information.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Director of Administration should oversee the completion of the revision of the district's *Guidebook of Policies and Procedures*. Summer 1997

**FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

**Recommendation 4-5:**

**Develop a system for regular dissemination of new and revised Board policies.**

The Assistant Superintendent of Administration should ensure that policy holders receive all Board changes to policies in a timely manner. Currently, the principals in the schools do not have a current set of policies and procedures to guide their work. They do not receive copies of policies to insert into their policy manual each time the Board approves a new policy or revises an existing policy. Nor is there any system in place for sending out new or revised policies on a periodic basis.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should decide on the timeframe which is best for distributing new Board policies to all policy book holders. This timeframe may be as frequently as immediately after the Board passes a change. It should not be any longer than full dissemination of all changes once every three months. July 1997
2. The Superintendent should direct the Assistant Superintendent of Administration to develop a permanent system for distributing Board policy changes to all policy book holders. Summer 1997
3. The Director of Administration should implement the new system for periodic distribution of policy changes, upon completion of the current revision of the *Guidebook*. August 1997

**FISCAL IMPACT**

This recommendation can be accomplished within current resources available within the Division of Administration.

**Recommendation 4-6:**

**Create an electronic system for updating and circulating the *Guidebook of Policies and Procedures*.**

With the growing use of computer technology in the district, it is possible to serve the district's schools and learning centers with an electronic version of the *Guidebook of Policies and Procedures*. The capability exists for some of the schools and learning centers to receive the manual with an on-line delivery system. Others can use diskette versions or printed copies. The master version should be a current on-line edition maintained and updated monthly by the district with computer diskette revisions distributed in a timely basis as needed.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |             |
|---|-------------|
| 1. The Director of Administration should direct the preparation of a computerized version of the newly revised <i>Guidebook of Policies and Procedures</i> . The index now in use should be expanded to include keywords found in policies.                                       | July 1997   |
| 2. The Superintendent should recommend to the Board that updated copies of the <i>Hillsborough County Guidebook of Policies and Procedures</i> be available through the public libraries in Hillsborough County.  | July 1997   |
| 3. The Director of Administration should use a current list of the status of technology and electronic communications within each school and learning center to make electronic versions available in the appropriate manner and provide printed hard copy versions as necessary. | August 1997 |
| 4. The Director of Administration should provide a standard process by which schools and learning centers regularly update their copies of the <i>Guidebook</i> .   | August 1997 |
| 5. The Director of Administration, in conjunction with the General Director of Management Information Services, should make the district's <i>Guidebook of Policies and Procedures</i> available on a district homepage.  | July 1998   |
| 6. The Director of Administration should direct the monthly updating and maintenance of the information in the <i>Guidebook</i> in the electronic format.   | August 1998 |

**FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

**FINDING**

The Hillsborough County School District does not have a comprehensive administrative procedures manual. Also, most departments/divisions do not have procedures manuals common in many districts (e.g., purchasing manual, employee manual/handbook). During interviews with assistant superintendents, a few isolated manuals were identified. Nonetheless, for the most part, these administrative procedures/regulations do not exist and procedures are communicated through memos.

## **RECOMMENDATIONS**

### **Recommendation 4-7:**

**Develop a comprehensive administrative procedures manual, which is updated regularly, maintained and circulated electronically.**

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Assistant Superintendent for Administration should outline all existing procedures manuals within the district. November 1997
2. The Assistant Superintendent for Administration should require that the procedures identified be keyed to specific board policies. In conjunction with the General Director of Management Information Systems, the Assistant Superintendent for Administration should oversee the electronic preparation of a comprehensive set of procedures and a procedures manual for the district. Use of keywords should be incorporated to allow easy access policies and related procedures. June 1998
3. The Assistant Superintendent for Administration should oversee the electronic production and regular distribution of the standardized procedures which accompany or support Board policies. July 1998

### **FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

### **Recommendation 4-8:**

**Hold administrators responsible and accountable for the prompt development of administrative procedures for their divisions.**

These administrative procedures should (1) be the source of implementation of Board policy, (2) be communicated clearly to school administrators and staff, and (3) be updated annually. The evaluation of each administrator should include a component on the effective development and implementation of administrative procedures in his/her area of responsibility.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. Following adoption of the revised policy manual by the Board, each Assistant Superintendent should conduct a detailed analysis of all updated policies to determine which policies require administrative procedures. Fall 1997

- |  |                               |
|--|-------------------------------|
| 2. Each Assistant Superintendent should prepare administrative procedures for each policy that requires one in his/her area of responsibility. | 1997-98<br>school year        |
| 3. Assistant Superintendents should train all administrators under their supervision on the use of the Policy and Procedures Manual.           | June 1998                     |
| 4. The Superintendent should hold each Assistant Superintendent accountable for the development of administrative procedures.                  | Commencing in<br>1998-99 year |

**FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

**FINDING**

Each school in Hillsborough County School District prepares a School Improvement Plan. Plans may be based on practices allowed under current statutes, policies, or negotiated agreements. However, schools may also request special waivers of state statutes, Board policies, or negotiated agreements in order to meet the goals specified in the school plan. Waivers must be directly related to the School Improvement Plan.

Districtwide policies and practices have emerged from the school improvement process. An example of this is found in the present practice of monthly released time for planning work which started with two schools in 1990 as part of the site-based decision-making initiative, and became a board-approved, districtwide policy in Fall 1992.

Another example of changing practice emerging from individual initiatives is found in the Educational Support Personnel Contract in which a change was made to allow for educational support personnel (ESP) to act as substitute teachers, as shown in Exhibit 4-8.

**EXHIBIT 4-8  
ESP/EMPLOYEES ACTING AS SUBSTITUTE TEACHERS**

Unless approved under a Blueprint 2000 School Improvement Plan that allows for supplemental pay, ESP employees shall not act as substitute teachers or be solely responsible for a classroom of students for more than two hours in any one day, for more than four hours in any one week, and for more than twelve hours per calendar month.

The hour limitations listed above are set at maximum levels to allow for emergency situations. Normal conditions should only require the teacher aide to cover for one-half hour per day during the teacher's lunch time.

Source: School Board of Hillsborough County and Hillsborough Classroom Teachers Association, in ESP Contract, 1994 - 1997, Article 7.7.1, page 15.



A study of "Paras as Subs" conducted by the Office of Accountability, Testing and Evaluation in Fall 1996 examined the current use of paraprofessionals as substitute teachers in the 51 eligible schools. The purpose of the study was to monitor the use of this practice within the schools which had applied through School Improvement Plans to ask paraprofessionals to substitute for teachers. One-third of the schools in Hillsborough County are now using the waiver process to allow paraprofessionals employed within a given school to cover classes as shown in Exhibit 4-9.

**EXHIBIT 4-9  
1995-96 WAIVERS GRANTED FOR PARAPROFESSIONAL USE  
AS SUBSTITUTE TEACHERS**

Waiver	Number Granted	Outcome
Paraprofessionals as Substitutes	48	<ul style="list-style-type: none"> <li>■ Forty-six schools implemented this policy waiver.</li> <li>■ Forty-four of the schools reported extremely positive results. Most indicated that the lessons were carried out appropriately and disruptions were reduced when the paraprofessional was the substitute.</li> </ul>

Source: Report on Adequate Progress Toward School Improvement Goals and Evaluation Findings of Approved Policy Waivers, October 1996, Department of Evaluation, Assessment, and Accountability.

School Advisory Councils, principals, and teachers report significant benefits in increased learning time for students as a result of this practice. At the present time, there is no Board policy which guides the practice of using paraprofessionals as substitutes. The practice is likely to continue to expand. There is widespread support at the school and district level for this change since there has been a shortage of permanent substitute teachers in the district. Increased efforts have been made at the district level to advertise for and recruit additional substitutes. However, these efforts have not been successful.

At the middle school principals' meeting in November 1996, and again in December, a discussion took place indicating that there were at that time only 1,000 applications for substitute teachers on hand, which was down from prior year figures of about 10,000. Only 100 of the 1,000 will predictably be qualified for or accept the job as substitute teacher. The minutes from the December meeting reported that, despite some easing of the problem, the situation was still a concern. The data gathered in Fall 1996 for monitoring purposes may be a possible source of policy addition, change, or contract language review.

A third example of individual school initiatives growing into precedent-setting practice is in the area of examination exemptions. Exhibit 4-10 shows the Board policy which now relates to senior high examinations.

**EXHIBIT 4-10  
BOARD POLICY REFERRING TO SENIOR HIGH  
FINAL EXAMINATION REQUIREMENTS**

1-2.10 SENIOR HIGH POLICY STATEMENTS (9 - 12)

Definition of credit:

One-half credit is defined as 90 periods of bona fide instruction. To earn one-half credit, a student must be in attendance 80 periods or master the student performance objectives. The student must also earn three quality points per semester **and earn a grade of 50% or above on the final exam. The three quality points required must be earned in some combination of at least two of the three grades awarded each semester.**

Source: Hillsborough County School District *Guidebook of Policies and Procedures*, Revised: 1996, Draft, Section I-2.10, page 167.

In 1996-97, 14 of the 15 senior high schools have developed improvement plans which contain partial waivers of the current examination policies as shown in Exhibit 4-11. The fifteenth high school is expected to add this practice.

**EXHIBIT 4-11  
1996-97 WAIVERS GRANTED FOR  
SENIOR HIGH EXAMINATION REQUIREMENT**

Waiver	Number Granted	Outcome
Semester Exam Exemption	14	<ul style="list-style-type: none"> <li>■ All 14 schools felt that the exam exemption policies that they implemented positively effected their school climate.</li> <li>■ Nine of the schools reported that the policy had a positive effect on school attendance.</li> <li>■ Four of the schools attributed better student deportment to the exam exemption policy.</li> </ul>

Source: Report on Adequate Progress Toward School Improvement Goals and Evaluation Findings of Approved Policy Waivers, October 1996, Department of Assessment, Accountability, and Evaluation, page 4.

When all schools in the district are using a practice established through the waiver process it takes on a different status than it might otherwise have, setting precedent over time that the policy may no longer be needed or effective.

Rather than policy change by default, the growing changes which result from the school improvement process need to be examined regularly as a source of policy change. In the case of this particular practice, while support for the change is strong among the high school administrators, no support for the practice was voiced by district administrators when invited to comment on the trend. In fact, the opposite was true.

The situation which has emerged is one in which decisions made at the school level are changing policy without benefit of the district's usual committee/study format. While

confirming the district's commitment to site-based decision making and school improvement, there is, in this example, a conflict within the process. District administrators will have to recommend or not recommend continuation of a policy which schools have worked hard to change, putting the district administrators at potential odds with high school principals.

Another example of a waiver area which has the potential to need policy adjustment or centralized procedure adjustment is the adoption by at least one high school in 1996 of the Copernican model of program scheduling. This will result both in a difference of credits awarded to students for graduation and a difference among schools of the time of year when students have completed certain courses. The high mobility rate of students from school to school within the district makes this an area which needs a proactive, planned approach to change which is beyond the scope of the individual school improvement process.

In the Superintendent's Goals and Strategies, presented to the Board in January 1997, the Superintendent identified specific parameters he will establish for any deviation from the district's "Standard Core Curriculum" as shown in Exhibit 4-12.

**EXHIBIT 4-12  
SPECIFIC CRITERIA FOR REQUESTING TO  
DEVIATE FROM CORE CURRICULUM**

**GOALS AND STRATEGIES OF THE SUPERINTENDENT**

- 5.1.4 A Standard Core Curriculum will be implemented at all grades.
- 5.1.5 Deviation from the Standard Core Curriculum will be approved only for research-based pilots with both a finite time period and an empirical assessment component.

Source: Hillsborough County School District Agenda Item, "Goals and Strategies of the Superintendent," January 21, 1997, page 8.

At the present time, curriculum waivers are discouraged and infrequently requested. This practice is true under the current accountability legislation and was also true in 1990 when the district and the Teachers' Association identified curriculum as one of the areas which would not be eligible for site-based decision making under that initiative. Exhibit 4-13 shows the status of waivers granted for curriculum modification last year.

**RECOMMENDATION**

**Recommendation 4-9:**

**Use the analysis made annually by the Office of Assessment, Accountability and Evaluation as a source of data for identification of potential areas for policy changes in the fall of each year.**

Reach consensus on and publish in the *Guidelines for School Improvement*, a list of any areas in which schools should not apply for waivers or in which there are specific conditions on the waivers.

**EXHIBIT 4-13  
1995-96 WAIVERS GRANTED FOR  
MODIFICATIONS IN CURRICULUM**

Waiver	Number Granted	Outcome
Curriculum Modified	Seven	<ul style="list-style-type: none"> <li>■ One Exceptional Education Center offered more community-based instruction.</li> <li>■ Two elementary schools provided music, art, and P.E. class to the kindergarten students. This enabled the kindergarten teacher to work with small groups of children in order to develop their academic readiness skills.</li> <li>■ Three senior high schools provided more rigorous academic programs.</li> <li>■ Five schools presented data to indicate that the change made to the curriculum had positive effects on their students' academic achievement.</li> <li>■ The two remaining schools were in developmental stages during the 1995-96 school year.</li> </ul>

Source: "Report on Adequate Progress Toward School Improvement Goals and Evaluation Findings of Approved Policy Waivers," October 1996, Office of Assessment, Accountability, and Evaluation.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                     |
|---|---------------------|
| <p>1. The Superintendent's Administrative Council should identify and publish the current list of policies, procedures, and practices which carry specific restrictions in the <i>Guidebook for School Improvement</i> for 1997-98.</p> | <p>June 1998</p>    |
| <p>2. The Assistant Superintendents of each division should use the data available from the Office of Assessment, Accountability and Evaluation as a source of the data considered in the present revision of Board policies.</p>       | <p>July 1998</p>    |
| <p>3. The Superintendent's Administrative Council should set a date for annual review of the waiver and goal information published by the Office of Assessment, Accountability and Evaluation for the purpose of policy revision.</p>   | <p>October 1998</p> |

**FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

### **4.3 District Organization and Management**

The Superintendent is designated as the chief executive officer of the school district. The Superintendent is responsible for providing administrative oversight of the school district and for the efficient operation of the system and each of its divisions/ departments.

As specified in Section 230.32, Florida Statutes, the Superintendent has the authority to:

- exercise general oversight over the district school system in order to determine problems and needs, and recommend improvements;
- advise and counsel with the Board on all educational matters and recommend to the Board for action such matters as should be acted upon;
- recommend to the Board for adoption such policies pertaining to the district school system as the Superintendent may consider necessary for its more efficient operation; and
- perform such duties and exercise such responsibilities as are assigned to the Superintendent by law and by regulations of the state board.

This section of the report assesses the effectiveness and efficiency of district management and contains the following subsections:

- 4.3.1 District Organization
- 4.3.2 District Planning
- 4.3.3 Legal Services
- 4.3.4 Teachers on Special Assignment

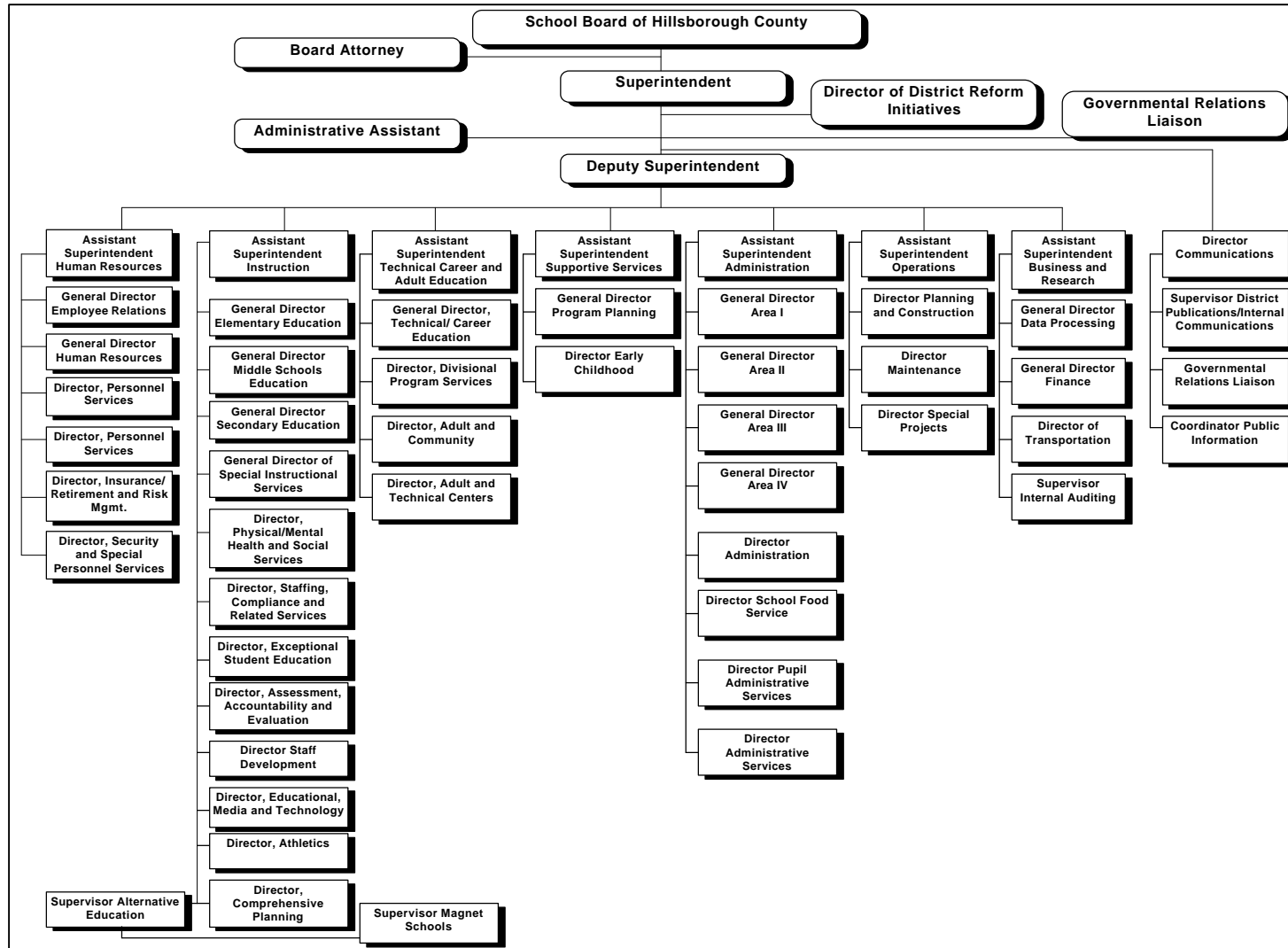
#### **CURRENT SITUATION**

The 1996-97 executive administrative organizational chart for the Hillsborough County School District is shown in Exhibit 4-14. As can be seen, the senior staff consists of:

- Superintendent
- Deputy Superintendent
- Seven assistant superintendents
- Administrative Assistant to the Superintendent
- Director of District Reform Initiatives
- Director of Communication
- Governmental Relations liaison.

The School Board Attorney is a contracted position.

**EXHIBIT 4-14  
HILLSBOROUGH COUNTY SCHOOL DISTRICT ORGANIZATIONAL STRUCTURE  
1996-97 SCHOOL YEAR**



Source: Office of Communications and Governmental Relations, Hillsborough County School District, 1997.

**FINDING**

As shown in Exhibit 4-15, the Hillsborough County School District has had tremendous stability in its superintendents.

**EXHIBIT 4-15  
SUPERINTENDENTS IN THE  
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

Superintendent	Term
Dr. Earl Lennard	July 1996 to Present
Dr. Walter L. Sickles	July 1989 to June 1996
Dr. Raymond O. Shelton	July 1967 to June 1989

Source: Hillsborough County School District, Business and Research,  
Moody's Presentation, 1997.

During interviews with senior staff, principals, teachers, and community leaders, the current Superintendent was praised for his strong leadership. The responses of administrators, principals, and teachers to the confidential employee survey conducted by MGT indicate that the Superintendent is seen as a strong instructional leader by administrators (90 percent for Hillsborough administrators compared to 66 percent for administrators in other school districts), and as an effective chief administrator and manager (91 percent for Hillsborough administrators compared to 70 percent in other school districts). Clearly, as shown in Exhibit 4-16, the Superintendent enjoys the relatively strong support of administrators and teachers within the Hillsborough County School District.

**EXHIBIT 4-16  
COMPARISON OF SURVEY RESPONSES FROM ADMINISTRATORS<sup>1</sup> IN  
HILLSBOROUGH COUNTY AND OTHER SCHOOL DISTRICTS TO SURVEY  
ITEMS REGARDING THE SUPERINTENDENT<sup>1</sup>**

Survey Item	(% G+E)/(%F+P) <sup>2</sup>			
	Hillsborough County School District		Other School District	
	Administrators	Teachers	Administrators	Teachers
The Superintendent's work as the instructional leader of the district.	90/9	55/31	66/32	39/50
The Superintendent's work as the chief administrator (manager) of the district.	91/9	54/30	70/28	44/45

Source: MGT Survey Results, February 1997.

<sup>1</sup> Administrators includes central office administrators and principals.

<sup>2</sup> Percent responding Good or Excellent / Percent responding Fair or Poor.

## **COMMENDATION**

**The Superintendent is commended for his strong leadership role for the education and management of the Hillsborough County School District.**

High student performance and effective management do not occur by chance. It takes a strong leader who is willing to support staff, articulate clear objectives, and secure the necessary resources to ensure the best educational system possible. The current Superintendent exhibits the skills and determination necessary to lead and manage this school district.

## **FINDING**

The Senior Staff consists of the Superintendent, Deputy Superintendent, each assistant superintendent, the Director of Communications, and the Administrative Assistant to the Superintendent. The Superintendent's Senior Staff regularly addresses issues related to district operations and continues to strive to initiate internal improvements. Team members actively participate in defining management issues and collaborating on solutions.

## **COMMENDATION**

**The Hillsborough County School District is commended for the team work exhibited by the Superintendent's Senior Staff.**

The focus of the Superintendent's Senior Staff is on increased visibility in the schools and providing a customer service focus for the central office. The Superintendent provides the leadership and role model for this focus on schools.

## **FINDING**

In January 1997, Superintendent Lennard proposed a district reorganization of the divisions (effective July 1997). The July 1997 reorganization plan was developed in collaboration with the divisions. The assistant superintendent of each division was directed by the Superintendent to analyze unit responsibilities and reorganize resources to increase direct support to students, parents, teachers, and principals, while reducing the salary expenditures for district operations.

According to the Superintendent's plan, the proposed reorganization increases collaboration between divisions to strengthen the focus on the district goals. The plan's goal is to bring district-level administrators closer to students, parents, and schools as well as the community they serve; facilitate the completion and management of the full implementation of the cluster plan; and increase support for the efforts of schools to improve student achievement. The proposal:

- transfers two General Directors (one from the Instructional Division and one from the Division of Technical, Career and Adult Education) to the Division of Administration to bring the total of General Area Directors to six;



- assigns personnel of other divisions so that identified individuals will have responsibilities for schools in the specific geographical administrative area assigned to a General Area Director;
- consolidates Office Machine Repair, Audio Visual Repair, and technology responsibilities in the Division of Operations;
- reduces the number of district-level positions; and
- aligns positions with responsibilities and reduces district-level salary accounts by \$3.15 million.

Six administrative areas are being created. A General Area Director will be responsible for and housed in each of the six geographical areas, composed primarily of schools in contiguous clusters. Resource personnel from other divisions will be assigned to the geographical clusters, but will not be housed in the specific area.

Exhibit 4-17 below describes the personnel to be transferred to each area. As can be seen, in addition to the General Director, transportation, ESE, and food service staff are being reassigned to specific geographic areas.

**EXHIBIT 4-17  
STAFF FOR ADMINISTRATIVE AREAS UNDER  
SUPERINTENDENT'S REORGANIZATION PLAN FOR 1997-98**

<b>Position</b>	<b>Staff Units</b>	<b>Clerical</b>	<b>Total</b>
General Director	1	1	
Route Coordinator	2	1	
Staffing Coordinator	1	1	
Staffing Specialist	*2 or 3	0	
ESE Generalist	2	1	
Food Service Field Specialist	1	0	
<b>Total (approximately)</b>	<b>9 or 10</b>	<b>4</b>	

Source: Superintendent's Reorganization Plan, January 1997.

\* number depends on schools in the area

In the Superintendent's reorganization plan, the following administrative position classifications are being deleted, added or reclassified (not including Teachers on Special Assignment):

- 19 administrators -- supervisors (13) and coordinators (6) are being deleted;
- six administrators are being added -- two directors, one supervisor and three coordinators;
- five vacancies are being filled -- three supervisors and two coordinators; and
- six positions are being reclassified as supervisors.

Therefore, the net effect of central office administrators under the reorganization plan is that 19 administrative positions are being deleted and 17 are being added or a net effect for a reduction of two administrators.

In addition to the changes in administrators, a net of 15 Teachers on Special Assignment (TSAs) are being deleted, and six other instructional positions are being deleted and one is being reclassified. For clerical and non-instructional positions, 33 are being deleted, 20 are being reclassified, 13 added, and five vacancies filled.

**COMMENDATION**

**The Superintendent and Senior Staff of the Hillsborough County School District are commended for the district reorganization plan which will be implemented July 1997. The plan should bring services closer to the schools, facilitate decentralization and site-based decision making, and promote the implementation of the cluster plan.**

**NOTE:** The MGT recommendations which follow in this section provide for further reorganization. They are intended to support the Superintendent's goals and strategies and further decentralize the central office while promoting the six administrative areas under the auspices of the six General Area Directors. The following list provides highlights of the three different organizational structures.

<b><u>CURRENT ORGANIZATION</u></b>	<b><u>SUPERINTENDENT'S REORGANIZATION PLAN</u></b>	<b><u>MGT'S REORGANIZATION</u></b>
Currently operational	Operational July 1997	Operational July 1998
Superintendent	Superintendent	Superintendent
Deputy Superintendent	Deputy Superintendent	Deputy Superintendent
Seven Asst. Superintendents	Seven Asst. Superintendents (Same as current )	Seven Asst. Superintendents  <ul style="list-style-type: none"> <li>■ Asst. Supt. for Educational Support Services replaces Asst. Supt. for Supportive Services</li> <li>Asst. Superintendent for Administration becomes Asst. Supt. for Planning and Administration</li> </ul>
Four Area General Directors	Six Area General Directors with some services in areas	Six Area General Directors with more services in areas
Principals report to Area General Directors who report to Asst. Superintendent for Administration	Principals report to Area General Directors who report to Asst. Superintendent for Administration	Principals report to Area General Directors who report to Superintendent
Division of Instruction has separate middle and secondary departments	Division of Instruction has separate middle and secondary departments	Combine middle and secondary education
Additional descriptions for all organization/reorganizations are contained in Chapters 4-15 which follow.		

**FINDING**

Exhibits 4-18, 4-19, and 4-20 provide Florida Department of Education data on administrators per student for the 1993-94, 1994-95, 1995-96, and 1996-97 school years.

- Exhibit 4-18 provides these data by ratios of administrators per classroom teachers, administrators per instructional personnel, and administrators per total staff;
- Exhibit 4-19 shows total administrators per 1,000 students for the three years; and
- Exhibit 4-20 provides district-level (central office) administrators per 1,000 students.

As can be seen, when comparing these exhibits, the Hillsborough County School District has more administrators per 1,000 students than the peer districts and state average for each of the four years shown. The peer district average in 1995-96 was .99 district-level administrators per thousand students; the Hillsborough County School District ratio was 1.44 administrators per thousand students. Similarly, in 1996-97, the peer district average was .81 and the Hillsborough County School District ratio was 1.29 per thousand students.

MGT's rationale for using the administrator comparison ratios provided by the Florida Department of Education was provided in Chapter 2 (Section 2.12). However, in light of concerns expressed by the Hillsborough County School District and based on our experiences in other school districts, we are making no recommendations for reductions in administrators based on state-level data alone. Rather each division, department, and in some cases, program or unit is analyzed based on its specified role and responsibilities, span of control for administrators, documentation provided by the district, expertise of the consultant team, and best practices seen in other districts.

In conducting the analyses and in making recommendations, the overarching charge was the direction set by the Florida Legislature as the three purposes for the Florida school performance reviews. Once again, these three purposes are:

- save funds;
- improvement management; and
- improve efficiency and effectiveness.

**EXHIBIT 4-18  
ADMINISTRATIVE RATIOS FOR THE HILLSBOROUGH COUNTY  
SCHOOL DISTRICT AND COMPARISON DISTRICTS**

**1993-94 THROUGH 1996-97**

SCHOOL DISTRICT	CLASSROOM TEACHERS PER ADMINISTRATOR				% CHANGE	INSTRUCTIONAL PERSONNEL PER ADMINISTRATOR				% CHANGE	TOTAL STAFF PER ADMINISTRATOR				% CHANGE
	1993-94	1994-95	1995-96	1996-97		1993-94	1994-95	1995-96	1996-97		1993-94	1994-95	1995-96	1996-97	
Hillsborough	13.25	13.68	13.82	13.87	4.7%	13.25	15.23	15.42	15.40	16.2%	26.97	28.20	28.38	28.02	3.9%
Broward	14.72	14.98	14.50	16.73	13.7%	16.03	16.25	15.74	18.23	13.7%	27.52	28.12	27.70	32.33	17.5%
Duval	12.78	12.51	12.75	*	-----	13.96	13.66	13.87	*	-----	23.74	23.16	23.44	*	-----
Orange	16.38	15.39	16.22	16.67	1.8%	18.66	17.53	18.54	19.02	1.9%	35.99	34.28	35.32	35.55	-1.2%
Palm Beach	14.82	15.71	15.80	16.98	14.6%	16.25	17.21	17.38	18.79	15.6%	27.76	30.75	30.84	33.50	20.7%
Pinellas	13.63	13.26	13.56	13.72	0.7%	15.24	14.90	15.25	15.34	0.7%	27.13	26.79	27.41	27.82	2.5%
Average	14.26	14.26	14.44	15.60	7.1%	15.57	15.80	16.03	17.36	9.6%	28.19	28.55	28.85	31.44	8.7%
State	13.16	13.23	13.45	14.24	8.2%	14.54	14.64	14.88	15.76	8.4%	26.54	26.87	27.30	28.84	8.7%

Sources: Profiles of Florida School Districts 1993-1994, 1994-1995, 1995-1996, Student and Staff Data, Florida Department of Education, March 1995, January 1996, December 1996.

Statistical Brief - Staff in Florida's Public Schools, Fall 1996, Florida Department of Education, March 1997.

Statistical Brief - Membership in Florida's Public Schools, Fall 1996, Florida Department of Education, December 1996.

\*

State database did not contain reliable information.

**EXHIBIT 4-19  
TOTAL ADMINISTRATORS PER 1,000 STUDENTS  
HILLSBOROUGH COUNTY SCHOOL DISTRICT AND COMPARISON DISTRICTS**

SCHOOL DISTRICT	1993-1994			1994-95			1995-96			1996-97		
	# STUDENTS	# ADMIN	ADMIN/1000	# STUDENTS	# ADMIN	ADMIN/1000	# STUDENTS	# ADMIN	ADMIN/1000	# STUDENTS	# ADMIN	ADMIN/1000
Hillsborough	135,056	605	4.48	138,575	621	4.48	143,409	629	4.39	147,788	630	4.26
Broward	189,902	662	3.49	199,255	673	3.38	208,353	697	3.35	218,576	629	2.88
Duval	119,788	475	3.97	121,446	496	4.08	123,917	490	3.95	126,100	-	-
Orange	114,377	399	3.49	118,666	424	3.57	123,237	419	3.40	128,941	432	3.35
Palm Beach	122,141	468	3.83	127,519	471	3.69	132,215	475	3.59	137,600	444	3.23
Pinellas	100,137	430	4.29	102,170	461	4.51	104,380	461	4.42	107,051	464	4.33
Average	130,234	507	3.89	134,605	524	3.90	139,252	529	3.80	144,343	520	3.61
State	2,041,714	8,529	4.18	2,109,052	8,823	4.18	2,176,930	8,876	4.08	2,240,283	8,594	3.84

Sources: Profiles of Florida School Districts 1993-1994,1994-1995,1995-1996, Student and Staff Data, Florida Department of Education, March 1995, January 1996, December 1996.  
 Statistical Brief - Staff in Florida's Public Schools, Fall 1996, Florida Department of Education, March 1997.  
 Statistical Brief - Membership in Florida's Public Schools, Fall 1996, Florida Department of Education, December 1996.

**EXHIBIT 4-20  
DISTRICT-LEVEL ADMINISTRATORS PER 1,000 STUDENTS  
HILLSBOROUGH COUNTY SCHOOL DISTRICT AND COMPARISON DISTRICTS**

SCHOOL DISTRICT	1993-1994			1994-95			1995-96			1996-97		
	# STUDENTS	# ADMIN	ADMIN/1000	# STUDENTS	# ADMIN	ADMIN/1000	# STUDENTS	# ADMIN	ADMIN/1000	# STUDENTS	# ADMIN	ADMIN/1000
Hillsborough	135,056	187	1.38	138,575	201	1.45	143,409	207	1.44	147,788	191	1.29
Broward	189,902	147	0.77	199,255	149	0.75	208,353	154	0.74	218,576	69	0.32
Duval	119,788	123	1.03	121,446	136	1.12	123,917	130	1.05	126,100	129	1.02
Orange	114,377	113	0.99	118,666	123	1.04	123,237	118	0.96	128,941	122	0.95
Palm Beach	122,141	107	0.88	127,519	101	0.79	132,215	88	0.67	137,600	70	0.51
Pinellas	100,137	125	1.25	102,170	127	1.24	104,380	126	1.21	107,051	123	1.15
Average	130,234	134	1.03	134,605	140	1.04	139,252	137	0.99	144,343	117	0.81
State	2,041,714	2,643	1.29	2,109,052	2,734	1.30	2,176,930	2,640	1.21	2,240,283	2,521	1.13

Sources: Profiles of Florida School Districts 1993-1994,1994-1995,1995-1996, Student and Staff Data, Florida Department of Education, March 1995, January 1996, December 1996.  
 Statistical Brief - Staff in Florida's Public Schools, Fall 1996, Florida Department of Education, March 1997.  
 Statistical Brief - Membership in Florida's Public Schools, Fall 1996, Florida Department of Education, December 1996.

## **RECOMMENDATIONS**

### **Recommendation 4-10:**

#### **Further reorganize the central office administration in the Hillsborough County School District (as of July 1998).**

MGT's recommended organizational structure for the executive administration of the Hillsborough County School District is shown for senior staff (and the instructional divisions) in Exhibit 4-21. This recommended structure further decentralizes the district administration by having general area directors report directly to the Superintendent, and by delegating additional responsibilities to the areas which should be augmented over the next five years.

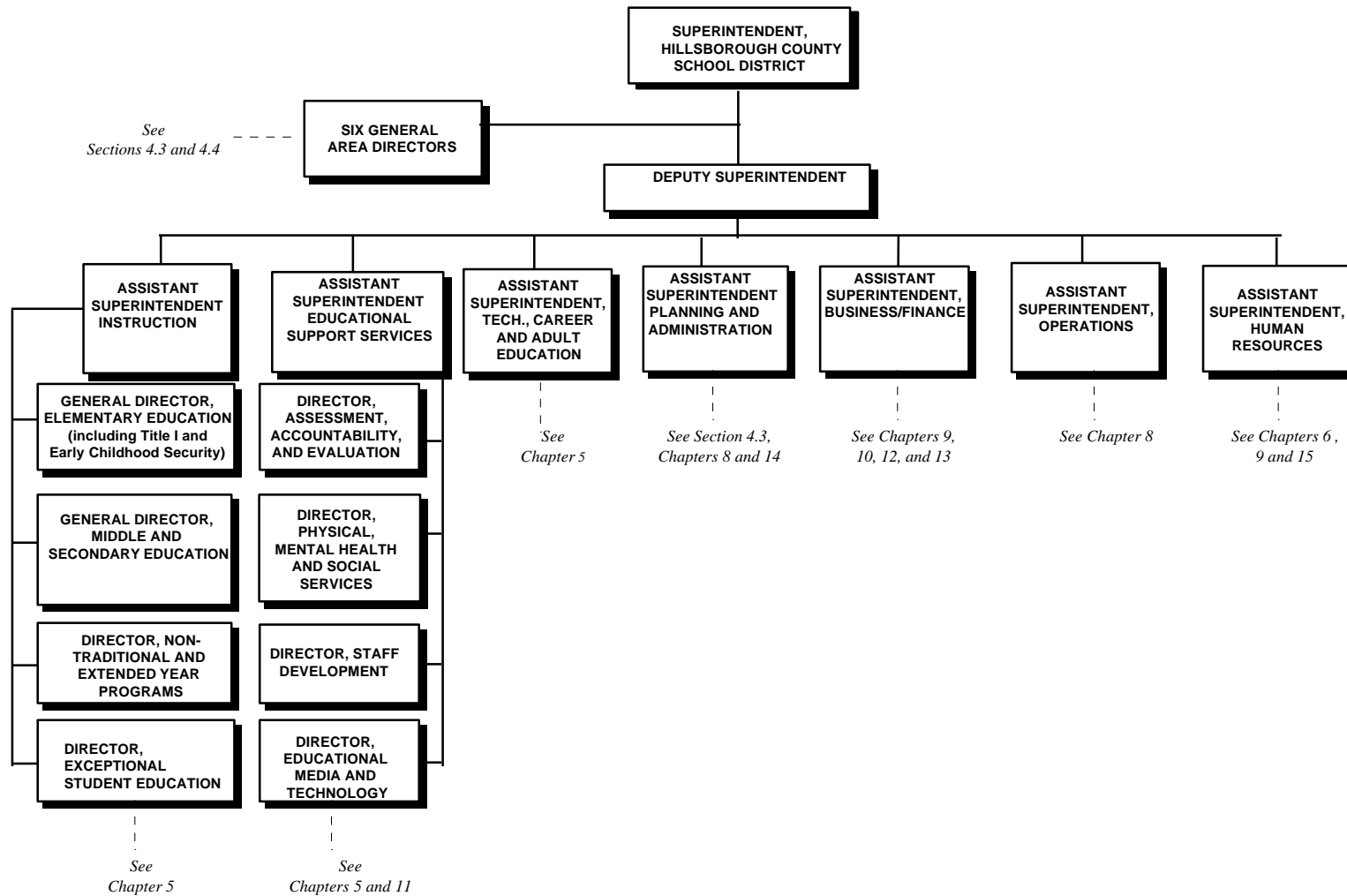
While the Superintendent's plan makes significant process towards decentralization and providing more support for the schools, several additional organizational changes in the central office are needed and should be made. A further reduction in the number of central office administrators and flattening of the organizational structure is recommended. The recommendations call for the deletion and consolidation of several positions which will each be specifically addressed in subsequent chapters of this report.

The following organizational changes are consistent with the intent of site-based decision making and accommodate a decentralized service organization and structure as the district continues to implement the site-based decision making as well as the area and cluster concepts.

- Eliminate the Assistant Superintendent for Supportive Services and create an Assistant Superintendent for Educational Support Services. The duties of the new assistant superintendent should be:
  - assessment, accountability, and evaluation
  - physical, mental health evaluation and social services
  - staff development
  - educational media and technology
- Have General Area Directors report to the Superintendent (as the role of the area office is expanded, the Board and Superintendent may wish to retitle the General Area Directors as Area Superintendents by FY 2000). The Deputy Superintendent's role should be the day-to-day management of the central office.
- With the reduced responsibilities of the Assistant Superintendent for Administration (i.e., without General Area Directors to supervise), the position should be expanded to include a planning as well as the administration function (see Section 4.3.2) with a change in title to Assistant Superintendent for Planning and Administration.

Six elementary generalist positions and two secondary generalist positions should be created to support the area offices (some of these positions will be created in July 1997 under the Superintendent's Reorganization Plan).

**EXHIBIT 4-21  
PROPOSED ORGANIZATIONAL CHART FOR EXECUTIVE ADMINISTRATION  
IN THE HILLSBOROUGH COUNTY SCHOOL DISTRICT**



Source: Created by MGT, 1997.

Selected transportation, food services, and ESE operations will be administratively moved to areas in July 1997. Each year the Superintendent's senior staff should continue to assess the effectiveness of the area offices with the goal to further decentralize services from the central office to the six areas.

## **FINDING**

Under the Superintendent's Reorganization Plan, the General Area Directors will be the focus in the six area offices for schools and principals. In Section 4.4 which follows, the need for the General Area Directors to focus on instruction and the additional training required of General Area Directors are discussed. Under the current and proposed structure, there are too many layers between the principals and the Superintendent.

### **Recommendation 4-11:**

**Realign the reporting relationship so that General Area Directors report directly to the Superintendent.**

Implementing this recommendation will remove two layers of management between the Superintendent and principals as shown in Exhibit 4-22.

## **IMPLEMENTATION STRATEGIES AND TIMELINES**

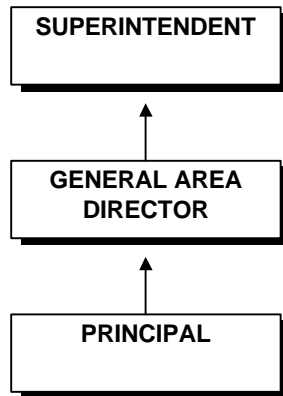
1. The Superintendent should study the proposed reorganization plan as shown in Exhibits 4-21 and 4-22. Fall 1997
2. A draft proposed reorganization plan for 1998-99 should be presented to the Board for review. January 1998
3. Following Board approval of the draft, the Assistant Superintendent for Human Resources should develop job descriptions for all new and revised positions. February 1998
4. The Hillsborough County School District organizational charts and job descriptions should be finalized and approved by the Board. April 1998
5. The new Hillsborough County School District organizational structure should be implemented. July 1998

## **FISCAL IMPACT**

The fiscal impact for this recommendation will be included in other sections of this chapter as well as in subsequent chapters.



EXHIBIT 4-22  
PROPOSED REPORTING AUTHORITY OF PRINCIPALS TO THE  
SUPERINTENDENT  
1998-99



Source: Created by MGT, 1997.

**4.3.2 District Planning**

**CURRENT SITUATION**

Since 1989, the School Board has approved a series of significant reform initiatives. For example, the 1994 *Vision and Goals for Quality Education* set forth vision and mission statements for the Hillsborough County School District. In this document, the school district adopted the national goals of America 2000 and state goals identified in Florida's Blueprint 2000. These included:

- **Goal 1** Readiness to start school - Communities and schools collaborate to prepare children and families for children's success in school.
- **Goal 2** Graduation rate and readiness for post-secondary education and employment - Students graduate and are prepared to enter the workforce and postsecondary education.
- **Goal 3** Student Performance - Student successfully compete at the highest levels nationally and internationally and are prepared to make well-reasoned, thoughtful and healthy lifelong decisions.
- **Goal 4** Learning Environment/Excellence in Math and Science - School Board provide a learning environment conducive to teaching and learning that includes sequential instruction in mathematics, science, reading, writing, and the social sciences and appropriate educational materials, equipment and pupil/teacher ratios.

- **Goal 5** School Safety and Environment - Communities provide an environment that is drug-free and protects students' health, safety, and civil rights.
- **Goal 6** Professional Teachers and Staff - The schools, district, and state ensure professional teachers and staff.
- **Goal 7** Adult Literacy/Multicultural - Students PK-12 and adult Floridians are literate and have the knowledge and skills needed to compete in a global economy and exercise the rights and responsibilities of citizenship, and appreciate the value and contributions of all races and cultures.

More recently, in January 1997, the Superintendent set forth proposed goals and strategies as part of the overall plan for continuous improvement of the school district. The goals and objectives were developed to ensure successful completion of several reform initiatives. The district's reform initiatives and re-engineering processes which have been ongoing since 1989 are shown in Exhibit 4-23.

**EXHIBIT 4-23  
MAJOR REFORM INITIATIVES AS OUTLINED BY THE SUPERINTENDENT  
IN THE HILLSBOROUGH COUNTY SCHOOL DISTRICT**

1. **THE CLUSTER PLAN:** The district has reorganized the schools into seventeen clusters of feeder chains built around the seventeen zoned high schools. Junior high schools and first grade centers were replaced by elementary schools housing grades kindergarten through grade five. Middle schools were designed and implemented for grades six through eight. High schools housing grades nine through twelve were developed. Growth will add two more high schools and their supporting clusters in 1998-99. The cluster plan completely redesigned the school system and eliminated the district organization which was in place since the school system was desegregated in 1971. The cluster plan eliminated one grade center. It provides continuity for students by seeking to keep students together in student bodies with peers from their neighborhoods as the students move through the school system. The cluster plan has been carefully and systematically implemented from 1992-93 through 1997-98. Extensive involvement of the community has occurred through an ongoing set of community meetings held in the neighborhoods as each cluster was designed.
2. **MIDDLE SCHOOLS:** The district has replaced sixth grade centers, seventh grade centers, and eight and ninth grade junior high schools with middle schools for grades six, seven and eight. A Middle School Task Force was developed to help design and implement the middle school program. The task force provided the means for broad participation in the development of the program by school-based administrators, teachers and community members. The result was not just a reorganization of grades, but a complete redesign of the content of the curriculum. Additional reforms include the development of interdisciplinary team teaching, teacher advisor-advisee programs, and performance assessment.
3. **MAGNET SCHOOLS:** To provide parents and students with greater opportunities to choose the schools they attend, decrease the use of mandatory busing for desegregation, and improve instruction, the district has and is opening a series of elementary, middle and high school magnet programs. The present magnet offerings are based on national research and local market analysis. Extensive admissions waiting lists and excellent student performance data testify to the effectiveness of the magnet programs that are presently operating. Additional programs are already designed and will open in 1997-98 and 1998-99. Additional magnet offerings will be determined as part of the district's continuous planning process.

**EXHIBIT 4-23 (Continued)  
MAJOR REFORM INITIATIVES IN THE  
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

4. **SITE-BASED DECISION MAKING:** Prior to the implementation of Blueprint 2000 and Florida's System of School Improvement and Accountability, the School District implemented site-based decision making. The process for site-based decision making was designed by a group of district and school-based administrators, teachers, parents and community members. This task force developed the policies and procedures which were eventually incorporated into the reforms associated with Blueprint 2000 and were adopted and used across the district. The original planning team evolved into the Central Facilitating Team, an organization with broad participation, including teachers, parents, and business community members. The Central Facilitating Team developed the original policies and procedures for school improvement teams and designed and conducted training for members of the school improvement teams. As the process of site-based decision making merged with the school improvement process and became well established, the role and responsibilities of the Central Facilitating Team changed. It has not become entrenched as another layer in the system, but instead has evolved into an advisory committee which is also available for ad hoc problem solving in the school improvement process.
5. **THE VISION AND GOALS TASK FORCE:** The Vision and Goals Task Force was a strategic planning initiative which involved teachers, school-based and district administrators, and citizens in a broad based effort to develop a vision for the district and goals which insure the realization of that vision. The School Board now has a vision for the district that guides the work of the organization and has officially adopted the goals of Florida's System of School Improvement and Accountability.
6. **DISTRICT STANDARDS AND BENCHMARKS:** A Standards and Benchmarks Committee, which included citizens, parents, teachers, and school and district administrators, helped develop a set of student performance standards. The student performance standards include specific requirements for achievement of reading, writing and mathematics skills, and the application of those skills to real world situations. These performance standards have been adopted and a time line for their implementation has been established. Specific assessment tools to measure student attainment of the benchmarks are being developed. The District Pupil Progression Plan is being changed to require the attainment of the appropriate standards for promotion from grades two, five, and eight and for graduation.
7. **BUSINESS PARTNERSHIPS:** Since 1989, the policies of the school district related to business partnerships have been completely reformed. Prior to 1989 relationships between the school system and the schools, and business in the community were virtually non-existent. Today there are thousands of partnerships between businesses and the school system and between businesses and individual schools. The Hillsborough Educational Foundation uses business partnerships to support grant requests and to fund hundreds of college scholarships each year for students still in the school system. An additional benefit of the developing relationships with businesses is the rapidly increasing number of opportunities to get members of the business community into the schools and involved in the decision making process through participation on school improvement teams.

Source: Superintendent's Goals and Objectives, January 1997.

The Superintendent's goals were established to:

- improve student academic performance;
- ensure a safe and productive environment; and
- fully ensure a fiscally stable school system within available resources.

The Superintendent's goals and strategies are envisioned as a source of information to facilitate accountability and to evaluate the performance of the Superintendent as an instructional leader and chief administrator. The goals are consistent with Sunshine State standards. The Superintendent's goals and strategies are shown in Exhibit 4-24.

The addition to the Superintendent's goals and strategies, in January 1997 the School Board held a strategic planning retreat. At the retreat, the Board identified the following three goals for the district:

- reading;
- training in the context of learning; and
- communication.

Additional strategic planning initiatives were being planned for Spring 1997 to further refine goals and develop objectives and strategies.

## **FINDING**

While the district has several goals, objectives and strategies as identified in the previous sections, there is no umbrella document which links the Superintendent's goals, Board goals, the *Vision and Goals for Quality Education*, and other planning initiatives.

No one office in the Hillsborough County School District is responsible for strategic planning. Although a director in the Division of Instruction is responsible for "Comprehensive Planning," this was a position created to develop the state-required Comprehensive Education Plan in years past. The individual in this position is not responsible for implementing either the Superintendent's nor the Board's goals. Currently, the planning function is fragmented among several offices including the Division of Administration, Division of Instruction, and Division of Supportive Services.

## **RECOMMENDATIONS**

### **Recommendation 4-12:**

**Create a planning function within the Hillsborough County School District within the same organizational unit under one manager.**

**EXHIBIT 4-24  
SUPERINTENDENT'S GOALS AND STRATEGIES  
JANUARY 1997**

<p>1. Ensure that every student graduates ready for appropriate postsecondary education and ready to enter the workforce with the development of a long-range strategic plan with input from members of the School Board, community representation, parents, employees, and representatives from the employee unions to identify strategies to achieve the goal.</p>
<p>1.1 Establish Vision and Mission Statements for the School District which are client/customer centered and results driven.</p> <p>1.2 Determine which district programs are critical to the realization of the District's Vision and Mission Statements.</p> <p>1.3 Determine the steps necessary to ensure that critical programs receive full funding and organizational support prior to supporting ancillary programs or initiatives.</p>
<p>2. Improve parental and community confidence that schools are safe, students are disciplined, and an environment exists where teachers can teach and students can learn.</p>
<p>2.1 Develop and promote a set of core values, and operate the school system based on those values. Included among these values will be:</p> <p>2.1.1 Treat every student the way you would want your own child to be treated.</p> <p>2.1.2 When providing services to students, parents, teachers, and employees, try to find a way to say "yes."</p> <p>2.1.3 Require and expect success for all students.</p> <p>2.1.4 Spend every dollar as if it were your own dollar.</p> <p>2.2 Support school staff at all levels in their efforts to consistently enforce student codes of conduct, School Board policies, and applicable laws.</p> <p>2.3 Establish a professional working relationship of trust and confidence among parents, students, and school personnel that recognizes the status of parents and students as clients/customers of the school system.</p> <p>2.4 Study the community's and schools' desirability of uniforms for kindergarten through Grade 8 students.</p> <p>2.5 Approve and enforce a dress code for senior high school students that meets legal requirements and creates a work place environment that contributes to the employability skills instruction of students.</p> <p>2.6 Expand the number of spaces in Alternative Schools to provide opportunities for success in the Alternative Education Program for students who will not comply with the rules in a regular school.</p> <p>2.7 Explore and identify a way to establish a special alternative school for disruptive students who are unsuccessful in all other district programs. Consider programs with a work place based curriculum that includes learning activities in which the students participate in the remodeling, renovation, repair, and maintenance of the physical plant. Explore the school system's inventory of buildings for potential sites.</p>
<p>3. Complete implementation of the cluster plan.</p>
<p>3.1 Complete the conversion of sixth-grade centers, seventh-grade centers, and eight- and ninth-grade centers to middle schools for grades 6 through 8.</p> <p>3.2 Increase parental choice programs by completing the implementation of planned magnet schools.</p> <p>3.3 Continue the initiative to achieve unitary school system status.</p> <p>3.4 Maintain and ensure a desegregated school system after unitary status is achieved.</p>

**EXHIBIT 4-24 (Continued)  
SUPERINTENDENT'S GOALS AND STRATEGIES  
JANUARY 1997**

<p>4. Improve communication with support for school-based personnel, parents, and community.</p> <p>4.1 Improve communication with all personnel by requiring district-level administrative staff, including the Superintendent, to schedule time in schools weekly to discuss and address concerns and to hear suggestions and recommendations of school-based instructional and non-instructional personnel.</p> <p>4.2 Improve support for schools by requiring each division to assess level of client/customer (parent, school-based personnel, student) satisfaction yearly and to develop an annual plan to address needs identified.</p> <p>4.3 Decentralize the school system and bring district-level administration closer to the students, parents, schools, and communities that we serve.</p> <p>4.3.1 Divide the district into six areas composed of three geographically contiguous clusters with a general area director responsible for each.</p> <p>4.3.2 Locate each general director's office in the area he or she serves.</p> <p>4.3.3 Ensure that school principals will be accountable for achieving student academic progress and administering the school and will report to an appropriate general area director.</p> <p>4.3.4 Ensure that district-level personnel provide support to the general area directors and to the schools.</p> <p>4.4 Support School Improvement Teams' goals and action plans which address improved student performance.</p>
<p>5. Improve student performance with emphasis on low socio-economic status and minority student achievement in reading, language arts, and mathematics.</p> <p>5.1 Fully implement the Grade 2, 5, and 8 Benchmarks and Revised Graduation Standards so that students who in 1996-97 are in: Kindergarten and Grade 1 will be required to achieve Grade 2 Benchmarks in order to be promoted from Grade 2; K through Grade 4 will be required to achieve Grade 5 Benchmarks in order to be promoted to Grade 5; K through Grade 7 will be required to achieve Grade 8 Benchmarks in order to be promoted to Grade 8; and K through Grade 9 will be required to achieve Revised Graduation Standards in order to receive a high school diploma.</p> <p>5.1.1 Promotion at each grade level will be based on demonstrated mastery of the academic standards.</p> <p>5.1.2 Students will graduate when they have met all graduation requirements and demonstrate mastery of the academic performance standards.</p> <p>5.1.3 The only programs of study available leading to high school graduation will be: The International Baccalaureate Program of Studies, The Technical Preparatory Program of Studies, The Florida Academic Scholars Program of Studies, and the College Preparatory Program of Studies. All high schools will work with students and parents to plan electives and requirements that will allow students in each of the programs of study to graduate with an entry-level job skills as well as academic preparation required for postsecondary education.</p> <p>5.1.4 A Standard Core Curriculum will be implemented at all grades.</p> <p>5.1.5 Deviation from the Standard Core Curriculum will be approved only for research based pilots with both a finite time period and an empirical assessment component.</p> <p>5.2 Provide a School-to-Work/Workforce Development system, K-Postsecondary, that ensures all students are aware of and have access to high-quality educational and career preparation opportunities for the achievement of standards necessary to succeed in a high-skill technology-based workplace. Provide students a focused individual career planner.</p> <p>5.3 Address issues related to Exceptional Student Education Program by reducing the length of time for evaluating and staffing students by evaluating the number of students in Emotionally Handicapped and Gifted programs and taking appropriate steps by the development of prevention/intervention programs in elementary schools.</p> <p>5.4 Initiate a long-term plan to produce a highly qualified cadre of teachers and administrators.</p> <p>5.4.1 Recruit and retain the best and brightest teachers.</p> <p>5.4.2 Place a special emphasis upon recruiting and retaining highly qualified African-American and Hispanic teachers and administrative leaders.</p> <p>5.4.3 Provide a salary and benefits schedule which enables the School District to operate successfully in the free market economy that determines the availability of highly qualified and motivated teachers and administrative leaders.</p>

**EXHIBIT 4-24 (Continued)  
SUPERINTENDENT'S GOALS AND STRATEGIES  
JANUARY 1997**

5.4.4	Develop and implement a Staff Development program for teachers and administrative leaders that includes the following components: Instructional Best Practices Total Quality Management School Based Decision Making Instructional Technology The Technology of the Workplace Best Practices for Managing Student Behavior Multi-Cultural Education and Understanding
6.	Provide fiscal stability for the District within the parameters of resources and provide the School Board and the public with externally validated data.
6.1	Establish budgetary priorities that ensure that teachers have the equipment, supplies, books, materials, facilities, and training they need to improve student academic performance.
6.2	Implement Board approved recommendations from the 1995-96 Budget Advisory Task Force.
6.3	Utilize the results of the state-funded external management review audit of school district operations.
6.4	Review all direct and indirect costs associated with district programs and balance expenditures and income for each program.
6.5	Continue to evaluate existing operations to determine those that can be performed more efficiently and effectively by outside vendors.
6.6	Establish performance standards for all contracts with businesses that require specific guarantees for quality, safety, and effectiveness, price, and timeliness. All contracts will include financial considerations that defray district costs associated with defective products or services or a failure to meet timelines or specifications.
6.7	Continue to pursue appropriate Medicaid reimbursement for handicapped students; collect all Mainstream Cost Factor that should be earned by the District
7.	Implement all available options to provide classroom space which will relieve present overcrowding in schools and provide for anticipated future growth.
7.1	Develop the Overcrowded Schools Task Force for the purpose of providing information to the School Board concerning flexible scheduling, extended school days, multi-track year-round schools, and modified school calendars.
7.2	Use double sessions as a last resort to provide classroom space for students.
8.	Ensure that equity and inclusion are reflected in all aspects of the operation of the school system.
8.1	Ensure that minority and disadvantaged students will achieve academic success.
8.2	Support the Minority Business Enterprise Program for inclusion and continued growth.
8.3	Increase parental involvement at all schools by providing an accessible, inviting environment for parents of all racial, ethnic, and economic backgrounds.
8.4	Continue to build partnerships with businesses, community organizations, parent organizations, and other government agencies.

Source: Superintendent's Goals and Strategies, January 1997.

Consolidating these functions should greatly improve the coordination of district planning (long-range, short-range, enrollment projections) with the budget and resource allocation process. This responsibility should be assumed by the Assistant Superintendent for Administration. The name of this division should be changed to the Division of Planning and Administration.

This Office should be responsible for the creation of a strategic plan which links the Superintendent's goals and strategies, school board goals, as well as the *Vision and Goals for Quality Education*. A Strategic Planning Committee should be created to facilitate this effort. The Committee should be comprised of district and school

administrators and staff, business leaders, parents, and other community leaders. Incorporating senior managers and Board members as members of the Planning Committee will underscore the importance of the plan as the umbrella instrument of the school district which provides the framework for addressing the Superintendent and Board priorities and facilitates the effective implementation of the priorities.

The Board and senior staff members should engage in a strategic planning initiative which emphasizes and promotes the necessity for and importance of top-level planning efforts in the Hillsborough County School District. The plan should be viewed by the Board and senior staff as the overarching document which provides the framework for all existing and proposed initiatives in the school district.

**Recommendation 4-13:**

**Require that all central office/department budgets include a planning component which is linked to the Superintendent and Board priorities and supported through each office/department's budget request.**

All budgets created by divisions and departments within the district should have a planning component which links to the districtwide strategic plan. Each office and department should develop a plan which supports the mission of their unit and which is integrated with their budget.

School Improvement Plans should be linked with the annual budget development process. Specifically, school plans should relate to the school's stated goals and objectives, and should contain specific budget requests to carry out the plans.

Currently, there is no requirement to develop such a plan. Department and school plans should be linked to the Superintendent's and Board's goals and priorities.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |   |
|--|---|
| 1. A Strategic Planning Committee should be created. The Committee should be comprised of a broad cross section of district and school administrators, teachers, staff, and community representatives. | July 1997   |
| 2. The Board and Superintendent, with senior staff, should develop a strategic plan and ensure that it is closely integrated with the Superintendent and Board goals and the district's budget.        | 1997-98<br>school year                                    |
| 3. The Division of Administration and Planning should prepare quantifiable measures for the strategic plan and present these to the Strategic Planning Committee and Board for approval.               | Commencing<br>in May 1998<br>for 1998-1999<br>school year |
| 4. The administrator of each cost center (department or office) should be required to develop a department/office budget which is linked to the district plan and Superintendent and Board priorities. | May 1998  |



5. School Improvement Plans should clearly be linked to the budget and show needed financial resources. Commencing in 1998-99 school year

**FISCAL IMPACT**

These recommendations can be implemented with existing resources.

**Recommendation 4-14:**

**Eliminate the Director of Comprehensive Planning.**

The position currently reports to the Assistant Superintendent of Instruction and Curriculum and has only minimal planning responsibilities. The responsibilities of this position associated with Limited English Proficient (LEP) Programs would be transferred to the Non-Traditional Program Office addressed in Chapter 5.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |              |
|--|--------------|
| 1. The Superintendent should recommend to the Board that the position of Director of Comprehensive Planning be eliminated. | January 1998 |
| 2. The position should be eliminated.  | July 1998    |

**FISCAL IMPACT**

The fiscal impact is based on the actual salary and benefits for this position.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate Director of Comprehensive Planning	---	\$108,200	\$108,200	\$108,200	\$108,200

**4.3.3 Legal Services**

**CURRENT SITUATION**

The Hillsborough County School District has no Board nor staff attorney as an employee of the district. Exhibit 4-25 provides information on the attorney fees paid by the Board since 1988-89 and the purposes for these legal expenditures.

The School Board contracted attorney in the Hillsborough County School District is Mr. Crosby Few. According to the latest agreement between the School Board and Mr. Few (dated November 1993):

1. *The Board has retained the Attorney as general counsel for the purpose of providing legal services to the Board including the following:*
  - *attendance at all regular meetings of the Board and such special meetings or workshops as may be required by the Board;*

**EXHIBIT 4-25  
ATTORNEY FEES BY FIRM IN THE HILLSBOROUGH COUNTY SCHOOL DISTRICT  
1988-89 THROUGH 1995-96**

FIRM	LEGAL AREA	FISCAL YEAR								TOTAL
		1988-1989	1989-1990	1990-1991	1991-1992	1992-1993	1993-1994	1994-1995	1995-1996	
Crosby W. Few	Board Attorney (Retainer)	\$42,654	\$43,858	\$46,051	\$46,972	\$47,912	\$51,266	\$51,266	\$51,266	\$381,245
Few and Ayala	Excess Over Retainer	\$101,515	\$104,637	\$166,995	\$166,540	\$177,668	\$214,642	\$209,157	\$212,332	\$1,353,486
Barr, Murman, and Tonelli	Liability/Workers' Compensation	\$15,557	\$47,836	\$91,318	\$112,033	\$169,990	\$202,211	\$176,433	\$202,933	\$1,018,311
Carlton, Fields, Ward, Emanuel, Smith, and Cutler, P.A.	Financial	\$365	\$126	\$0	\$0	\$0	\$0	\$0	\$0	\$491
G. Graham Carouthers	Not Available	\$1,159	\$203	\$0	\$0	\$0	\$0	\$0	\$0	\$1,362
Hill, Ward and Henderson	Land Environmental	\$433	\$544	\$666	\$3,799	\$13,782	\$10,257	\$4,485	\$3,443	\$37,409
Lawson, McWhirter, and Reeves (Grandoff)	Financial	\$0	\$23,231	\$32,098	\$19,315	\$0	\$0	\$0	\$0	\$74,644
Nabors, Giblin and Nickerson	Bond Counsel	\$0	\$28,939	\$0	\$3,500	\$0	\$32,584	\$4,000	\$50,000	\$119,023
Thompson, Sizemore and Gonzalez	Labor Relations	\$49,106	\$17,763	\$7,270	\$41,374	\$75,382	\$73,043	\$168,806	\$153,468	\$586,212
Annis, Mitchell and Cockey	Super Fund Environmental	\$0	\$0	\$0	\$0	\$0	\$28,545	\$54,890	\$11,878	\$95,313
Stewart, Jordan, and Holmes, P.A.	Student Hearings/Personal Injury	\$0	\$0	\$0	\$0	\$0	\$4,269	\$33,446	\$0	\$37,715
<b>TOTAL</b>		<b>\$210,789</b>	<b>\$267,137</b>	<b>\$344,398</b>	<b>\$393,533</b>	<b>\$484,734</b>	<b>\$616,817</b>	<b>\$702,483</b>	<b>\$685,320</b>	<b>\$3,705,211</b>

Source: Hillsborough County School District, Department of Business and Research Services, January 1997.

- *render legal advice and counsel to the Board on all legal matters involving the Board and its members and the Superintendent of Schools;*
  - *coordinate all other legal services provided to the Board and keep the Board fully informed as to the status and progress of those services;*
  - *provide assistance and advice in the procurement of goods and services including the review and/or approval of contract documents relating thereto;*
  - *provide legal advice and assistance relating to amendments in the law regarding the rights of principals, teachers, administrators, other employees or students;*
  - *provide legal advice and assistance relating to the need for legislation affecting the Board, the Superintendent and the district; and*
  - *render telephone assistance to school board members, Superintendent, administrative staff, principals and teachers regarding the legal implications of the day to day operation of the school system.*
2. *In addition to the legal services described above, the attorney shall provide the following additional legal services to the Board, including, but not limited to the following:*
- *representation of the Board and Superintendent in all Federal, State, and Administrative proceedings;*
  - *representation of the Board in all Civil litigations to which it is a party in any Federal or State Court in representation of the Superintendent upon request in all such litigations;*
  - *representation of the Board in all formal and informal administrative proceedings before a hearing officer involving students or employees which are conducted pursuant to Chapter 120 of the Florida Statutes, except in cases where there is a conflict between the administrative staff and the Board, in which case the Attorney will represent the Board;*
  - *the handling of the purchase and sale of all real estate matters for the Board;*
  - *the handling of negotiations of contracts with other governmental agencies of third parties outside the school system;*

- *preparation of any proposed administrative rules for adoption by the Board and representation of the Board in any administrative proceedings involving challenges to administrative rules or bid protests conducted pursuant to Chapter 120, Florida Statutes;*
- *attendance at meetings involving the settlement claims committee; and*
- *such other legal services as may be requested by the Board.*

According to the terms of the agreement, for the services described in Section 1 above, the Board pays the attorney an annual fee of \$58,200 (including a part-time secretarial allowance). For the services identified in Section 2 above, the Board is assessed a fee of \$103 per hour.

### **FINDING**

Most large school districts of over 100,000 students (and many smaller ones such as the Lee and Alachua County School Districts) have one or more Board or staff attorneys as employees of the district. As shown in Exhibit 4-25, the legal fees provided to the Few and Ayala law firm in 1994-95 and 1995-96 total about \$260,000 annually. In addition, fees paid to other legal firms totaled about \$440,000 in 1995-96. While some of these legal services require highly specialized attorneys, others could be provided by a full-time School Board attorney.

### **RECOMMENDATION**

#### **Recommendation 4-15:**

#### **Hire a School Board attorney.**

Most duties outlined in Section 2 above (for which the Board is assessed \$103 per hour) should be assigned to a full-time Board attorney employed by the Hillsborough County School District.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                             |
|---|-----------------------------|
| 1. The Board should approve a position of Board attorney and one full-time secretary. | August 1997                 |
| 2. The position should be advertised.   | September -<br>October 1997 |
| 3. The position of School Board attorney should be filled.                            | January 1998                |

### **FISCAL IMPACT**

The fiscal impact is based on the fact that regular legal services would be performed by the full-time attorney hired by the Board as well as about 10 percent of the other legal

services shown in Exhibit 4-25. This projection is based on the best practice seen in other large school systems.

Ten percent of current legal fees (minus the Few and Ayala retainer costs) is about \$44,000 with \$260,000 for Few and Ayala for a total annual projected savings of about \$304,000.

The salary of a full-time attorney is based on \$75,000 per year plus benefits of 32 percent. The salary of the secretary is calculated at \$22,000 plus benefits. The total annual cost of an attorney and secretary with benefits is \$128,000. (\$304,000 - \$128,000 = \$176,000). One-half the net savings is projected in 1997-98.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Reduce Legal Costs	\$83,000	\$176,000	\$176,000	\$176,000	\$176,000

#### **4.3.4 Teachers on Special Assignments (TSAs)**

##### **CURRENT SITUATION**

In the current school year, a total of 64 teachers are serving in the Hillsborough County School District in quasi-administrative roles. These teachers include the following:

- 50 Teachers on Special Assignment are designated to support programs at the central office (see Exhibit 4-26); and
- 14 Administrative Resource Teachers serve in elementary schools with student enrollments of over 1,000 students (see Exhibit 4-27). (This position category was approved by the School Board in December 1993).

##### **FINDING**

The district does not have a policy on the use of Teachers on Special Assignment. Consequently, there is no limitation of the number of years a teacher may remain working in the capacity of a Teacher on Special Assignment. Several districts have established a Board policy that stipulates how long a teacher may fill a position that has been specially assigned (e.g., Leon County has a limit of two years). Furthermore, some districts no longer place teachers in specially assigned positions because of their commitment to keep teachers in the classroom for maximizing instruction (e.g., Bay and Sarasota Counties).

##### **RECOMMENDATIONS**

###### **Recommendation 4-16:**

**Establish a Board policy which limits the placement of a Teacher on a Special Assignment for a maximum period of three years.**

**EXHIBIT 4-26  
TEACHERS ON SPECIAL ASSIGNMENT IN THE  
HILLSBOROUGH COUNTY SCHOOL DISTRICT 1996-97**

Location of Assignment	Number of Teachers on Special Assignment
Alternative Education	1
Exceptional Student Education	7
Educational Media	3
Elementary Education	6
Human Resources Department	1
Magnet Schools Education Office	1
Middle Schools	9 *
Program for LEP Students	1
Secondary Education	4
Staff Development	1
Student Services	4
Supportive Services	2
VTAE Program Services	7
Vocational Supervisor's Office	3
<b>Total</b>	<b>41</b>

Source: Hillsborough County School District, Division of Human Resource, 1997.

\*Following the on-site visit, one TSA for middle schools was eliminated.

**EXHIBIT 4-27  
ADMINISTRATIVE RESOURCE TEACHERS IN  
THE HILLSBOROUGH COUNTY SCHOOL DISTRICT 1996-97**

Name of School
Bellamy Elementary School
Burnett Middle School
Cannella Elementary School
Hunter's Green Elementary School
Lake Magdalene Elementary School
Lithia Springs Elementary School
Lowly Elementary School
Mintz Elementary School
Robles Elementary School
Schwarzkopf Elementary School
Shaw Elementary School
Tampa Palms Elementary School
Tomlin Middle School
Witter Elementary School

Source: Division of Human Resources, 1997.

The School Board should make a determination before the third year of a teacher's placement in a special assignment whether to continue the teacher as assigned or to create a permanent administrative position. This recommendation should apply to both teachers on special assignment and administrative resource teachers.

**Recommendation 4-17:**

**Reduce Teachers on Special Assignment by at least 50 percent beyond the Superintendent's recommended level.**

Teachers should be in the classroom instructing students. While having a position as teacher on assignment provides exposure to administrative positions, the Hillsborough County School District has taken this initiative to an extreme by employing over 60 teachers in quasi-administrative roles with no direct responsibility for educating students. The number of TSAs should be reduced by at least 18 in the 1998-99 school year.

Teachers on Special Assignment are technically considered to be teachers. These individuals are obtaining administrative experience yet, for the most part, they are serving no students. At an average teacher's salary of \$32,000 (without benefits) times 50 Teachers on Special Assignment in the central office equates to about \$2 million in salaries and benefits for teachers who serve no students.

According to the Superintendent's plan for reorganization in 1997-98, 20 TSA positions will be deleted and five added; the net effect of this recommendation is that 35 teachers would remain on special assignment in the central office.

Administrative Resource Teachers are discussed further in Section 4.4 of this chapter on school management.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                |
|---|----------------|
| 1. The Superintendent should draft a policy for Administrative Resource Teachers and Teachers on Special Assignment.                        | Summer 1997    |
| 2. The draft policy, which limits the time for a teacher to be placed on special assignment, should be submitted to the Board for approval. | September 1997 |
| 3. The Deputy Superintendent should conduct an analysis of the current Teachers on Special Assignment.                                      | Fall 1997      |
| 4. At least 50 percent of the current TSAs should be transferred to the classroom:  |                |
| ■ nine positions by January 1998.   | January 1998   |
| ■ all 18 positions by August 1998.  | August 1998    |

**FISCAL IMPACT**

At an average 12-month teacher salary of \$32,465 with 32 percent for benefits, the fiscal impact for the 18 teachers would be \$771,350. These teachers should return to the classroom as vacant positions become available.

<b>Recommendation</b>	<b>1997-98</b>	<b>1998-99</b>	<b>1999-2000</b>	<b>2000-01</b>	<b>2001-02</b>
Reduce Teachers on Assignment	\$192,840	\$771,350	\$771,350	\$771,350	\$771,350

**4.4 School Management and Site-Based Decision Making**

**4.4.1 Reorganization and the Role of Area Directors**

**CURRENT SITUATION**

In the Hillsborough County School District, there are currently 149 regular public schools for K-12. In addition, there are special center schools where more specialized student and adult services are provided. From 1992 to 1997, the district has been systematically regrouping its schools into 17 clusters. Clusters are K-12 feeder systems, in which schools at the primary level (regular elementary schools, full service schools, pre-school/kindergarten and ancillary schools) feed into middle schools, and, students from the middle schools feed into one high school. Part of the development of the cluster plan depended upon the district's conversion of grade level center schools and junior high schools to the middle school philosophy and organization. Ninth grade, under this plan, was moved into the high schools.

The K-12 clusters have been organized into six geographic areas. As noted previously, each area has an Area Director assigned to oversee area and cluster development. Each Area Director will work in an office located within the geographic area he/she is assigned. In addition to the Area Director, personnel from the areas of special education, transportation, and food services will be housed in area offices. At the present time, an Elementary Generalist has also been assigned to each area office, but will remain housed at the Central Office.

**FINDING**

For the past five years, extensive training for and communication about the transition to middle schools has taken place. Teachers, administrators, and parents have attended a variety of sessions in middle school areas such as:

- teaming
- discipline
- appropriate curriculum and instructional strategies
- student advisory
- technology
- team leadership
- performance assessment



In addition to these training experiences, school personnel report that each succeeding group of middle schools which were developed learned extensively from the previous groups. Educators expressed with confidence about learning from each other, making the transitions easier and easier each year. In 1998, the district will complete its transition to the middle school philosophy and organization.

Part of the transition into the middle school system has been the assigning of ninth grade students to the high schools. Educators report that this transition has been somewhat difficult. The sentiments of teachers and administrators involved with the transition of ninth grade into the high school were markedly different than the sentiments of teachers and administrators involved with the transition into sixth, seventh, and eighth grade middle schools. The reported sentiments of the high school educators were more of resignation, while the sentiments of the middle school educators were more of enthusiasm.

In contrast to the widespread staff development which was centrally planned to support the transition to middle school, staff development opportunities for high school educators were provided upon request. Specific comments from the interviews with high school educators included comments about the immaturity of ninth grade students, about their poor behavior, and about their lack of readiness to learn at the high school level. Some educators voiced the opinion that the district should return ninth graders to the middle schools. In one high school, fragmentation of the student body and the school in general were identified as negative conditions, in a recent, problem-solving study of school effectiveness conducted by the Division of Administration. As noted by the study, the new ninth grade and the incoming tenth grade resulted in half of the student body being new to the school in one year.

### **COMMENDATION**

**The district is commended for its vision, courage and skill in converting the variety of middle grade programs formerly in place in Hillsborough County, into one, strong, research-based middle school system.**

This has been a complex undertaking, centered around the equity and developmental needs of students. Throughout the district, there is high satisfaction with the transition which has occurred. Parents, teachers, school-level administrators, and district administrators take pride in the orderly, well planned transition which has occurred. Parents speak highly of the K-12 cohesion and coherence which this plan brings to their children's years in public education in the county. Educators speak highly of the training they received. There is a widely shared belief that the middle school system is right for the students.

The transition to the middle school system is one example of the district's effective use of planned, evolutionary change, as a way to improve learning for students.

## **RECOMMENDATION**

### **Recommendation 4-18:**

**Design and implement a needs assessment for high school administrators and teachers as a basis for a districtwide program of inservice activities in the area of learning needs and developmental characteristics of ninth grade students.**

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Director of Staff Development should oversee the inclusion of questions related specifically to the learning and other developmental needs of ninth grade students in the questionnaire used to plan for inservice activities. July 1997
2. The Director of Secondary Education, in conjunction with the six Area Directors, should conduct an inquiry with administrators, teachers, students, parents, and school advisory teams at the senior high school level, as a basis for a series of training and workshop opportunities for high school personnel who work with ninth grade students. The findings from this inquiry should be published to all stakeholders. Fall 1997
3. The Director of Secondary Education should create a planned inservice series for educators who work with ninth grade students. Commencing  
in January  
1998 Ongoing

## **FISCAL IMPACT**

This recommendation can be accomplished within existing resources in the staff development budget.

## **FINDING**

The current job description for Area Directors emphasizes tasks and functions on the management side of school administration. Currently, the directors work in the Division of Administration and they report to the Assistant Superintendent for Administration. Their position summary shown in Exhibit 4-28 describes job expectations.

The responsibilities for assisting schools and principals with the development of school improvement practices, curriculum, instruction, assessment, and student achievement in general, are assigned to various personnel in the Division of Instruction.

While the Area Directors do not have any direct responsibilities in the instructional program areas, they annually evaluate principal performance.

**EXHIBIT 4-28  
POSITION SUMMARY FOR AREA DIRECTORS**

**POSITION SUMMARY**

Supervise school administration, operations, capital outlay, and facility maintenance for a specific geographic area to assure proper implementation of School Board policies and procedures.

Also serve as liaison between principals, district staff, School Board and the public.

Source: Hillsborough County School District, Position Description 0150 for General Director/Area Director, 1997.

**RECOMMENDATION**

**Recommendation 4-19:**

**Revise the position description for the Area Directors to include clear focus on instructional leadership and raising school achievement for all students.**

The role of Area Directors should evolve into a comprehensive leadership role, in which administrative and operational initiatives and services, are focused on the central purpose of ensuring high student achievement for all students.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |                                   |
|---|-----------------------------------|
| 1. The Superintendent, in collaboration with the Division of Instruction and Division of Human Resources, should revise the job description of the Area Directors.  | January 1998                      |
| 2. The revised job description, reflecting a blending of leadership responsibilities from both instruction and administration should be phased in, along with personnel support and training, beginning with the 1998-99 school year. | Commencing in 1998-99 school year |

**FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

**FINDING**

The Superintendent's reorganization of the district into six areas has as one of its primary purposes, increased support for the improvement of student performance. The Superintendent's goals and strategies for student performance are reflected in Exhibit 4-29.

**EXHIBIT 4-29  
EMPHASIS OF SUPERINTENDENT'S GOALS AND STRATEGIES**

July 1997 and Beyond

The re-engineered school system will be designed to provide schools with the support and the ability to be accountable to improve student performance.

District-level operations are being re-engineered to provide direct support to students, parents, teachers, and principals. The teachers and principals are working to accomplish the vision and mission of the School Board, which is to assure that "Each student will become a literate, competent, lifelong learner who progresses toward full potential while functioning as a productive citizen." The district offices will provide the resources, select and evaluate school leadership, set the standards, and provide the assessment, research, legal advice, program design, and training necessary for the success of all students.

Source: Goals and Strategies of the Superintendent, Hillsborough County Public Schools Agenda Item, January 21 1997.

The Area Directors have a primary role in the Superintendent's reorganization plan. The Area Directors are the area leaders who must be the most knowledgeable about the flow of K-12 education in the schools within their areas and clusters. The backgrounds of the area directors are varied, with school and educational program experiences spanning one or two of the three educational levels in the school district.

The backgrounds of Area Directors are outlined in Exhibit 4-30.

A review of the transcripts for inservice training for all six incumbents, with records available from 1980 to the present, showed that most sessions attended by the Area Directors have been directly related to their administrative and operations positions in the district. Four of these six administrators participated in school improvement (accountability) training in 1992. The records of two of the six do not have any event listed from 1992 to the present in school improvement.

Exhibit 4-31 identifies the training listed in all six transcripts provided by the Hillsborough County School District Staff Development Department. No training in the use of standards, benchmarking, curriculum planning, performance assessment, or data analysis are indicated for any of the six. None of the transcripts indicate participation in the middle school training events in the past five years.

As the Area Directors prepare to assume an expanded leadership role in the district, it is important that they do so with clear focus on the Superintendent's stated goal of improved learning for all students. In order to achieve that goal, it is important that each leader have a thorough familiarity with the developmental learning needs of students at different ages, and with the programs and organizational structures which best support learning at the elementary, middle, and senior high levels.

**EXHIBIT 4-30  
BACKGROUND OF CURRENT AREA DIRECTORS**

<b>Area Director</b>	<b>Background by Position and Level</b>	<b>Level Not Experienced In</b>
A	<ul style="list-style-type: none"> <li>■ Junior High Teacher and Administrator</li> <li>■ Senior High Teacher and Administrator</li> <li>■ Area Director at the District Level</li> </ul>	Does not appear to have direct elementary experience.
B	<ul style="list-style-type: none"> <li>■ Junior High Teacher and Administrator</li> <li>■ Senior High Administrator</li> <li>■ General/Area Director at the District Level</li> </ul>	Does not appear to have direct elementary experience.
C	<ul style="list-style-type: none"> <li>■ Elementary Teacher, Curriculum Specialist</li> <li>■ Elementary Administrator</li> <li>■ Area Director at the District Level</li> </ul>	Does not appear to have direct middle or senior high experience.
D	<ul style="list-style-type: none"> <li>■ Senior High Teacher and Administrator</li> <li>■ Junior High Administrator</li> <li>■ Area/General Director at the District Level</li> </ul>	Does not appear to have direct elementary experience.
E	<ul style="list-style-type: none"> <li>■ Junior High Teacher and Administrator</li> <li>■ Senior High Administrator</li> <li>■ Area Director at the District Level</li> </ul>	Does not appear to have direct elementary experience.
F	<ul style="list-style-type: none"> <li>■ Elementary Teacher, Curriculum Specialist</li> <li>■ Elementary Administrator</li> <li>■ Area/General Director at the District Level</li> </ul>	Does not appear to have direct middle or secondary experience.

Source: Excerpt from summaries provided by the Office of Personnel Services, February 1997.

**EXHIBIT 4-31  
AREA DIRECTOR TRAINING  
1992 - 1996**

<b>Title of Training</b>	<b>Number of Transcripts Training Appears On</b>
Accountability Training	4
Professional Development Experience	2
Administrative Skills	5
Sexual Harassment in the Work Place	5
Profess Through Integrity	3
Human Relation Tech	2
Facilitative Leadership	2
Non-violent Crisis Intervention	1
Principal Leadership	1
Gang Awareness	1
Safety Training	1
PNP Support Staff	1
Cooperative Discipline	1
Programming for Exceptional Students	1
Total Quality Management	1
Supervisory Inservice	1
Culturally Sensitive CIS	1
Computer Topics	1
Updating Voc Tech Skills	1
Teaching Effectiveness	1

Source: Summarized from: Hillsborough County School District, Transcript of Inservice Training for four current (as of February 1997), and two appointed (as of July 1997) Area Directors.

**RECOMMENDATION**

**Recommendation 4-20:**

**Encourage and require new and returning Area Directors to become knowledgeable about current K-12 research and practice in curriculum, instruction, and assessment.**

The Area Directors should be provided time and assistance to learn what he/she needs in order to evolve into a strong instructional leadership role. Each Area Director needs a personal growth plan, which will identify areas of need in curriculum, assessment, data analysis, cutting edge educational practices at level(s) they have not had direct experience, learning research, and effective school improvement processes. The Area Directors must have the support of the Superintendent to learn and develop instructional leadership skills as part of their job requirements. They must have the time to learn, and a mixture of traditional, personalized and innovative ways of incorporating learning and learning time into their daily job schedules. These should include on-line, computerized coursework, individual coaches or tutorials, and time and support to attend appropriate conferences/workshops.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent and the Assistant Superintendent for Instruction should jointly present to the Superintendent's Administrative Council for review, discussion, and input, a list of vital initiatives in instructional areas about which Area Directors should be knowledgeable. July 1997
2. The Superintendent and the Assistant Superintendent for Instruction should jointly meet with all Area Directors, to outline a personal growth plan process for all Area Directors. This process should include (but not be limited to) a personal needs assessment based on the list of vital initiatives; a short- and long-range priority learning list; a realistic timeline; and a mixture of traditional, personalized, and innovative ways for the Area Directors to acquire necessary training. Time for learning should be considered part of the job expectations required of Area Directors. Summer 1997
3. A five-year timeline should be developed with each Area Director, which is realistic and accountable, for the evolution of the current role into an instructional leadership role. August 1997 -  
June 2002

**FISCAL IMPACT**

This recommendation can be accomplished within existing resources in the staff development budget.

## **FINDING**

Area Directors reported spending up to half of each working day, taking calls from and responding to parents. When parents call with concerns about actions taken at the school level, or requesting resolution by someone at the central office, calls are referred to the appropriate Area Director. The result of this practice is that Area Directors spend too much of their time reacting to problems, rather than being able to plan and work pro-actively for school improvement. In the estimation of the Area Directors, while the practice does help to maintain open communications on the part of the central office, it is only the exceptional call which actually needs to be resolved at a level above the school level.

The practice of having parental complaints go to the Area Director for resolution, even with the reduced number of schools within each of the six newly created areas, is time and resource consuming. It is important to maintain as much of the processing of complaints at the school level as possible. While the role of ombudsperson is important, it results in disproportionate amounts of an Area Director's time and resources being spent with individual parents and students.

The Superintendent has targeted communication as a goal area. He specifically calls for improved support for school-based personnel, parents, and community, as shown in Exhibit 4-32.

### **EXHIBIT 4-32 SUPERINTENDENT'S GOAL OF IMPROVED COMMUNICATION**

4.2 Improve support for schools by requiring each Division to assess level of client/customer (parent, school-based personnel, students) satisfaction yearly and to develop an annual plan to address needs identified.

Source: Superintendent's Goals and Strategies, Hillsborough County School District Agenda Item, January 21 1997.

## **RECOMMENDATION**

### **Recommendation 4-21:**

**Reduce the amount of daily time Area Directors spend resolving parental concerns.**

The Director of Assessment, Accountability and Evaluation should track the data from each Area Director with respect to parental concerns for a statistically meaningful period of time and examine the data for patterns. Patterns should be identified by school and by cluster. The data should be used with all related internal stakeholders, including the School Board, the Superintendent, the Superintendent's Administrative Council, the School Improvement Teams, school administrators, and other groups, in an effort to find systemic solutions to the problem of excessive time spent on hearing and resolving parental concerns above the school level.

Systemic solutions involve identifying patterns of problems, by type and location, identifying ways to reduce the number of concerns which rise above the school level, providing support for necessary changes, and identifying alternative resources at the district level to assist the Area Directors in fielding concerns which do need to be addressed by someone above the school level.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |               |
|---|---------------|
| 1. The Director of Assessment, Accountability and Evaluation should examine the problem and oversee the creation of a research template for this study.   | Summer 1997   |
| 2. The Area Directors, using the template created by the Director of Assessment, Accountability and Evaluation, should record daily issues, time spent, resolutions, school and cluster data.   | Fall 1997     |
| 3. The Director of Assessment, Accountability and Evaluation should evaluate the data, identifying patterns of issues, patterns of resolutions, school and cluster issues, and provide data sets as appropriate to Area Directors, the Superintendent, the Assistant Superintendents, and other stakeholder groups including principals, School Improvement Teams, parent groups, and teachers. | December 1997 |
| 4. The Assistant Superintendent for Instruction and the Superintendent for Administration should jointly propose alternatives to the Superintendent for his consideration and review.   | January 1998  |
| 5. The Superintendent should direct the reduction of time spent by Area Directors in processing parental concerns.  | Spring 1998   |

### **FISCAL IMPACT**

This recommendation can be accomplished within existing resources with principals assuming greater responsibility.

### **FINDING**

The Division of Instruction has identified seven (five full-time and two part-time) Elementary Supervisors as Generalists who will be assigned to work with each of the six clustered areas. Each has a varied background he/she brings to the position. At the present time, elementary generalists will be remaining at the central office, rather than being housed in the area offices. Two reasons were provided:

- to allow for a focus on the transition of Area Directors themselves to their new locations; and



- because the Elementary Supervisors will have other responsibilities, in addition to those related to the schools in the areas they serve.

At the present time, the Superintendent's plan for reorganization does not include assignment of middle school and high school specialists or instructional generalists to work with schools by area.

The Superintendent's goals do not make any specific reference to the development of curriculum and instructional support by area. The general description of current thinking in this area is shown in Exhibit 4-33.

While the district has a proven track record of evolving large changes successfully, it is important that the support the Superintendent provides for the Area Directors, in the areas of student achievement, curriculum and assessment, evolve along with the Area Directors' move to the areas they direct. The longer administrative functions stand apart from curriculum design, data analysis, assessment, and instruction, the more priority they will take, demanding time and resources, and presenting an endless array of issues, problems, and concerns.

**EXHIBIT 4-33  
SUPERINTENDENT'S GOALS FOR DECENTRALIZATION**

- 4.3 Decentralize the school system and bring district-level administration closer to the students, parents, schools and communities that we serve.
  - 4.3.1 Divide the district into six areas composed of three geographically contiguous clusters with a general area director responsible for each.
  - 4.3.2 Locate each general area director's office in the area he or she serves.
  - 4.3.3 Ensure that school principals will be accountable for achieving student academic progress and administering the school and will report to an appropriate general area director.
  - 4.3.4 Ensure that district-level personnel provide support to the general area directors and to the schools.

Source: Excerpted from Superintendent's Goals and Strategies, Hillsborough County School District Agenda Item, January 21, 1997.

The time to balance the administrative equation with curriculum and instructional matters is never better than at the beginning of a new structure. Major changes are underway as the district commits to the use of benchmark points for student progress and the accompanying standards-based curriculum development and performance assessments.

**RECOMMENDATION**

**Recommendation 4-22:**

**Identify a five-year development plan for the full involvement of the instructional support personnel in the area offices.**

The plan should include a job description for the elementary generalists which specifically supports the development of K-5 articulated programs and structures within each cluster and area.

There must be a timeline which clearly identifies when, in the next year, elementary generalists will move to the Area offices, and relinquish responsibilities which are not directly related to the schools within their Area.

Each generalist should have a three to five-year personal growth plan which ensures that he/she has or develops the leadership skills for this position, which is different in scope and intensity than supervisory or leadership positions some may have held in the District. The plan should include detailed training in data analysis and other skills directly related to School Improvement. Individual generalists will have to become more deeply knowledgeable about program areas K-5, including both research and best practice. Each generalist should understand the skills involved with writing standards-based curriculum and developing performance benchmarks which ensure that students meet their benchmarked requirements.

The plan needs to identify the personnel and timeline for support for middle level and senior high level programs, and for their move away from central office to the respective area offices.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |               |
|---|---------------|
| 1. The Superintendent should oversee the development of the plan to determine instructional support for the area offices.                       | August 1997   |
| 2. The plan should be presented to the Board as part of the Superintendent's report of progress on the development of his goals and strategies. | November 1997 |

**FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

**FINDING**

Within each area, the clustered arrangements of schools provides a clear progression of feeder schools for students to attend from kindergarten through grade 12. The district has recently completed major work which clearly identifies both graduation standards and benchmark achievements which students at grades two, five, and eight must accomplish. With these benchmarks in place, each cluster has the potential to

become a clearly articulated, K-12 system within the larger school district. The revised K-12 Pupil Progression Plan represents a strong step towards a cohesive K-12 focus, both within the Division of Instruction at the district level, and in the newly arranged K-12 clusters.

The transition to six area groups and 17 clusters is a reflection of the district's and the Superintendent's commitment to move closer towards decentralized, school-based improvement for students. At the present time, data for student achievement, student mobility, and student discipline are gathered by school, but are not compiled by cluster.

Some school administrators within clusters began meeting informally when clusters were announced. These meetings have not been scheduled on a regular basis. The cluster plan is now in its seventh year of implementation.

This orderly evolution is characteristic of the success the Hillsborough County School District has had in making some major changes. Two years of work with the Court to clear the way for the creation of the clusters were followed by the need for a major building renovation plan. Some high schools were inadequate to hold ninth - twelfth grade students; new buildings were needed for some of the sixth - eighth grade middle schools; and some of the elementary buildings needed conversion and retrofitting. The first clusters to be identified were those in which the boundaries for equity and the facilities were close to completion.

The Central Facilitating Team, the standing committee which until Fall 1996, facilitated the development of both school improvement and site-based decision making initiatives, used the cluster organization as a basis for schools deciding to use the newly approved three-year format for School Improvement Plans, rather than the one-year format. The committee saw the newly developed clusters as a natural home for increased K-12 articulation of goals and actions to raise student achievement as described in Exhibit 4-34.

**EXHIBIT 4-34  
CLUSTER MEETINGS HELD TO LOOK AT  
NEEDS ASSESSMENTS**

**Multi-Year Plans and Cluster Meeting:**

- B. Cluster Meeting Goal: Have one meeting of interested clusters in February. Purpose of the meeting would be to provide an opportunity for articulation discussions. By February, schools would be completing their needs assessment and could share what they found.

Source: Minutes, Central Facilitating Team Meeting, September 27, 1995, page 2.

At the end of 1996, the Central Facilitating Team met in a series of strategic planning sessions. Again, the concept of cluster meetings was raised as a target area for strengthening School Improvement, as shown in Exhibit 4-35.

**EXHIBIT 4-35  
SIGNIFICANCE OF CLUSTER MEETINGS**

**2. The Significance of Cluster Meetings.**

Defined:

- a. Promote the importance of cluster meetings as they relate to sharing needs, goals' resources, ideas and success. Ultimately contributing to then seamless education and development for our students.

Current Activities:

- a. Mentioned in district newsletters

Obstacles:

- a. We can't mandate
- b. Still in transition to clusters
- c. Perception exists that you don't need to be organized as a cluster to have meetings
- d. Requirement for accountability of faculty/administration off campus

Value:

- a. Eliminate many problems preparing for the clusters
- b. Communication—save time and energy
- c. Save staff development money
- d. Save money through shared resources
- e. Give more global pictures of student/community needs

Source: Minutes, Central Facilitating Team Meeting, May 22, 1996, page 3.

**RECOMMENDATION**

**Recommendation 4-23:**

**Create a strong, academically focused K-12 cluster identity with students, parents and educators at the school level, and educators at the district level.**

The district should write a five-year plan, phasing in a variety of organizational and communications strategies focused around strengthening cluster identity. The plan should include, but not be limited to the concepts presented below:

- Each cluster should have a name; at present clusters are generally referred to by the name of the high school to which the elementary and middle schools feed. A name chosen for a person, event, or

idea of significance within the cluster can help to develop a singular identity.

- Regularly scheduled meetings of cluster administrators with common job titles (e.g. principals meeting with principals, assistant principals for curriculum meeting with assistant principals) should occur. In the first year of the cluster, having students attend events at other cluster schools, is a solid first step in helping students to see themselves as part of a cluster.
- A common review of all SIT plans within a cluster by administrator, teacher and parent groups would be beneficial.
- The formation of Cluster Advisory Teams (CAT), comprised of representatives of parents, local citizens, faculty and administrators should occur. The function of the CAT is to analyze cluster data, to look for common patterns, common resources and common solutions. The CAT should review equity data, look at special education referrals and programs, examine mobility and stability statistics and the achievement related to both of these types of students, help to develop common benchmark and standards plans, and consider all possible social and academic connections which might be made across schools within the district. Another area for the CAT to tackle is the difference in fund raising capabilities by schools within the cluster.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should ask Area Directors to begin meeting with cluster administrators by job function. July 1997
2. The Superintendent should ask Area Directors to plan for the Cluster Advisory Team to begin meeting. August 1997
3. The Superintendent should work with Area Directors to develop a three-year plan for developing cluster identity, allowing for as much variation as needed for each cluster. January 1998

#### **FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

#### **4.4.2 Site-Based Decision Making and School Improvement**

##### **CURRENT SITUATION**

The Hillsborough County School District has been actively involved with accountability initiatives since 1990, when the Superintendent and the Teachers' Association joined

forces to participate in the State's site-based decision-making initiative. The scope of this initiative is described in Exhibit 4-36.

**EXHIBIT 4-36  
SCHOOLS PARTICIPATING IN SITE-BASED DECISION MAKING  
1990 - 1993**

<b>SCHOOL YEAR</b>	<b>NUMBER OF SCHOOLS PARTICIPATING</b>
1990 - 1991	27
1991 - 1992	39
1992 - 1993	Anticipated 50 schools participating; initiative blended with Blueprint 2000 mandate, and all schools participated.

Source: Memo to John Hilderbrand, Department of Assessment, Accountability and Evaluation, January 10, 1997.

This initiative was folded into the Blueprint 2000 initiative in 1992. The committee overseeing the Site-Based Decision Making Committee merged with the Central Facilitating Team which had been established to assist the district with the implementation of the State's accountability program. The Central Facilitating Team remained in operation until the 1996 - 1997 school year and is credited by many in the district with effective leadership of the program throughout its existence. In Fall 1996, the committee switched to an ad hoc basis, because of the belief that the accountability process has become a fully integrated part of the district and the school-level operations.

For the first few years of the accountability program, Regional Facilitating Teams comprised of SIT members and volunteers from within each region of the district, existed for the purpose of reviewing each school's plans for completeness and compliance before they were submitted to the Department of Assessment, Accountability, and Evaluation for review. This practice proved to be cumbersome and somewhat costly, and evolved into the current use of liaisons from the central office. At present, each of the district's schools has a liaison assigned, to actively assist the school throughout its cycle of planning and implementing school improvement efforts.

Primary responsibility for the School Improvement Process and for reviewing plans rests with the Department of Assessment, Accountability, and Evaluation where the Director of the Department, the Coordinator of Evaluation, and the Supervisor of Accountability receive and review plans, provide continuous feedback, technical assistance, and ongoing support in the accountability process. A Teacher on Special Assignment to the Staff Development Department coordinates and plans staff development activities for the School Improvement process. Within the central office, plans are distributed to all divisions for feedback prior to their approval.

The Department of Assessment, Accountability and Evaluation annually publishes "Guidelines for School Improvement." The document is presented to the Board for annual approval. There is no formal Board policy on School Improvement. The

“Guidelines” are interpreted to be Board policy, since they are formally accepted by the Board each year.

The “Guidebook” was first published in 1992 and has been changed to include changes in the legislation as well as annual improvements in the process.

The Department of Assessment, Accountability and Evaluation publishes a newsletter entitled “School Improvement News,” which reports updates on changes and best practices throughout the district.

## **FINDING**

The Central Facilitating Team which recently brought its job to an end, has been an effective planning and support council for the growth of site-based decision making and school improvement planning. The Central Facilitating Team has nurtured growth in the school improvement process in a deliberate and planned way.

Minutes of the Central Facilitating Team show repeated instances of communication and coordination between the Staff Development Department and the other departments involved with School Improvement. One of the most recent accomplishments of the Central Facilitating Team, the transition to multi-year plans, carries the hope of helping School Improvement Teams and school personnel to focus more time on the actions which will lead to improvement, by reducing the amount of time spent planning for improvement.

The Department of Assessment, Accountability and Evaluation has taken a systems approach to school improvement. The priority given to school improvement appears clearly in the Department’s 1996-97 Staff Action Plan. The plan identifies specific expected outcomes for school improvement, and identifies the personnel who will carry out the responsibilities for reaching those expected outcomes. The Department has planned for changes in the school improvement process, piloted those changes, collected data about results of changes made in the school improvement process, and then implemented the change throughout the district. This closely resembles the Total Quality Model and planned change cycle of Plan-Try-Study-Implement. Procedures are improved each year, based on annual surveys and changes in state mandates.

The reports written by the Department of Assessment, Accountability and Evaluation are detailed, thorough, and user-friendly. Summary reports are numerous, informative, and well-organized. Data have been systematically gathered in repeated years, allowing for year-to-year comparisons in the growth of the School Improvement Process in the district.

Professionals in the Department articulate and carry out their work with commitment to the goals of:

- high quality management of the School Improvement Process;
- creation of data and procedures which users say they need, in formats users say are useful;

- proactively offering services and advice when they perceive that someone is not asking questions, or not asking the questions they might; and
- in addition to providing schools with data and data analysis, being dedicated to increasing principal capacities to use data on their own to improve student performance.

## **COMMENDATION**

**The district is highly commended for the work accomplished during the past five years in the area of school improvement initiatives.**

The Hillsborough County School District's model of implementation of School Improvement is a systems model, which has learned from each year's experiences, and made changes to increase the effectiveness of the school improvement process for users. In particular, the Department of Assessment, Accountability and Evaluation has provided a vision for a high quality process, backed up by the consistent production of useful and timely data.

## **FINDING**

A review of the "Guidelines for School Improvement," shows that the manual describes in detail the procedures used to form the School Improvement Team and the procedures for arriving at and writing the School Improvement Plan. The procedures required in the manual identify the need for alignment among the needs assessment findings, the goals set, the actions taken and the waivers requested. There is precise detail required in demonstrating the relationship between waivers and specific goals and expected outcomes for students.

The Procedure for Submission of the School Improvement Plan is detailed, and includes mention of the practice used in the district of sending copies to all divisions and unions for review prior to the plans being recommended to the Superintendent.

The "Guidelines for School Improvement" establish that central office professional personnel will act in the role of 'liaison' to district schools to facilitate the school improvement process. While school personnel have direct access to the Office of Accountability for help and information about school improvement, each of the district's 149 schools has a support person who works at the central office. The roles which central office personnel take with each of their schools varies significantly from school to school. The purpose of the role is to provide schools with extra support they may need in developing and implementing their School Improvement Plan. It is also to help ensure that the schools meet their obligations to submit and implement plans in a timely and accurate way.

A list of possible roles and responsibilities for district liaisons is included in the Guidelines. Exhibit 4-37 lists the general roles. One of the most important functions of the district liaison is to assist in the development and review of school improvement



plans. The plans are also reviewed by staff in the Department of Assessment, Accountability, and Evaluation.

**EXHIBIT 4-37  
ROLE OF DISTRICT LIAISONS**

- Providing the global perspective
- Communicating with schools and district staffs
- Serving as a resource to schools
- Serving as an advocate for the school
- Reviewing the school improvement process
- Participating in problem solving

Source: Hillsborough County School District "Guidelines for School Improvement," 1996-97 edition, pp. 8-9.

In addition to these roles, the liaison is included in the team created to assist a school which has not made adequate progress towards its goals. The description of the role is expanded in the "Guidelines" to include specific activities which a liaison might engage in that are best practice in each category. Taken together, the examples and the role description, form a rich composite of the different ways in which a liaison could be an effective support for school improvement.

The Department of Assessment, Accountability and Evaluation provided information about liaison training, and the evolution of their role in the past year. Liaisons receive training each year on the procedures for school improvement. Their role has recently shifted away from the responsibility of assessing the adequacy of goals set, a job reserved for the more detailed and technical review conducted by the Department of Assessment, Accountability and Evaluation, using a consistent and statistical approach for all schools.

Exhibit 4-38 is an example of the technical feedback provided to the School Improvement Teams, before their plans are approved.

**EXHIBIT 4-38  
FEEDBACK ON TECHNICAL ASPECTS OF THE  
SCHOOL IMPROVEMENT PLAN**

**Goal 3:** Performance-based assessments can be used to measure progress towards your Expected Outcome A. For Expected Outcomes B and D, you stated that the Stanford-8 will be used to measure progress. Therefore, your Adequate Progress statement needs to reflect that the Stanford will be used to measure progress. For Expected Outcome C, a class roster of student grades can be used to measure progress.

Source: Memorandum from the Office of Assessment, Accountability and Evaluation, May 3, 1996.

The changing liaison role, away from the more technical aspects of the review process, was in response to comments which arose in two different formative evaluations. In

1995 and 1996, the district studied different aspects of the school improvement process. In 1995, the Assistant Superintendent of Instruction asked the Department of Assessment, Accountability and Evaluation to conduct a formative evaluation of the School Improvement Process to find out what School Improvement Team members thought about the process and to determine training needs.

The 1995 report, "School Improvement Formative Evaluation, June 1995," made five summary recommendations based on both specific questions asked and open-ended comments gathered and analyzed. One of those recommendations was to "continue to provide training to district personnel who provide support to schools." An interview with the author of the report interpreted "personnel" in this recommendation to be referring to the liaison role played by district personnel.

The 1996 report, "An Assessment of Stakeholders' Perceptions Regarding Florida's System of School Improvement and Accountability," was conducted by the Department of Assessment, Accountability and Evaluation, to assess the district's implementation of the school improvement process. Once again, all aspects of the process were queried, both in closed and open-ended questions. Again in this report, the recommendation emerged that the role of the district liaison be reviewed. The data showed that administrators, teachers, parents and educational support personnel on the School Improvement Teams reported the range of helpfulness from *Very Helpful* to *Not Helpful*, when judging the role played by district liaisons. District-level personnel, in responding to the same questions, also expressed concerns about the role as shown in Exhibit 4-39.

**EXHIBIT 4-39  
DISTRICT LIAISONS AND CENTRAL ADMINISTRATORS  
VIEW OF THE ROLE OF DISTRICT LIAISONS**

Central office administrators were asked to express their feelings on the usefulness of the District Liaisons in expediting the plan development process.

- Twenty-eight (28) percent of the respondents believe that the District Liaisons are providing a useful service to the schools, while 41 percent indicated they were not sure about their usefulness.
- Of the 33 supervisors, coordinators, and TSAs who responded to the survey, 39 percent indicated that they did not know if they were useful in facilitating the accountability process and 27 percent stated that they did believe they were useful to the schools in their role as District Liaison.

Source: "An Assessment of Stakeholders' Perceptions Regarding Florida's System of School Improvement and Accountability," Department of Assessment, Accountability and Evaluation, July 1996, page 18.

Liaisons who responded to the survey reported that they believed they could be of most use to the schools when they acted as a resource for school training needs and for obtaining resources needed to meet goals in the school plans.

With the conversion of the district's system to a multi-year planning process, the role of the liaison will evolve as well. It is important that the role continue to grow in effectiveness. At the present time, Directors of Elementary, Middle and Secondary Education receive monthly reports from liaisons which provide details of the liaison's work with the School Improvement process. There is still wide variation in the effectiveness of the job done by district liaisons to help support school improvement.

## **RECOMMENDATION**

### **Recommendation 4-24:**

#### **Engage in a strategic planning process aimed at improving the district-level support provided to principals and School Improvement Teams.**

Strong consideration should be given to creating an on-line learning group for liaisons, for SITs and others working in school improvement. One way to share the different areas of expertise which different district liaisons bring to the role they are asked to perform, is to create a on-line discussion group where problems and issues may be shared openly for input from those with experience or knowledge in a given area.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Superintendent should request that the Central Facilitating Team reconvene to further study the support schools need from the district in carrying out their school improvement work. August 1997
2. The Central Facilitating Team should look both inside and outside of the district to find exemplary support systems for the accountability process, considering both individual school and emerging cluster needs. December 1997
3. The Central Facilitating Team should investigate the feasibility of creating an on-line discussion group for school improvement monitored by a member of the Department of Accountability, Assessment, and Evaluation in the Hillsborough County School District. December 1997
4. The Central Facilitating Team should build upon the analysis already conducted by the Department of Assessment, Accountability and Evaluation in the area of liaison development, adding its findings from outside sources and its technology research. The Team should report its findings and recommendations to the Superintendent. February 1998

## **FISCAL IMPACT**

This recommendation can be accomplished with existing resources.

**FINDING**

Many references were made to the district's practice of requiring that School Improvement Teams include at least one significant goal for improvement aligned with the State's "Goal 3: Student Performance." All individuals interviewed knew about this goal and described it as a policy expectation. However, the goal is not included as a written guideline in the district's "Guidelines for School Improvement" which is the Board's policy document on School Improvement. The expectation is carefully monitored by the Office of Assessment, Accountability and Evaluation. At least one "Goal 3" area, and usually more than one, was identified in each of the 20 school plans chosen at random for review. It is an important facet of the district's implementation of the School Improvement Process.

The history of the policy expectation that a "Goal 3" area be included resides in the Central Facilitating Team, and is attributed to the current Deputy Superintendent, who has had a significant role in guiding the development of the process. Exhibit 4-40 shows an example of the Deputy Superintendent's influence in this area, as the Central Facilitating Team discussed the evolution of the district's plans towards a three-year system.

**EXHIBIT 4-40  
EXPECTATION FOR INCLUDING GOAL THREE IMPROVEMENTS**

**Extended School Improvement Plans:**

A draft outline of the multi-year school improvement plan concept was distributed by Sam Rosales and reviewed by the team. Beth Shields [former Associate Superintendent; current Deputy] has stressed that student outcomes must be a part of any extended plan.

Source: Excerpted from Minutes, Central Facilitating Team Meeting, September 27, 1995, page 3.

It is important to note that the members of the Central Facilitating Team who monitor the plans to ensure compliance with this expectation have been involved with school improvement since its inception. This has provided consistency of expectation. It is important that the "Goal 3" inclusion concept endure beyond the specific involvement of the administrators monitoring the system.

**RECOMMENDATION**

**Recommendation 4-25:**

**Revise the Guidelines for School Improvement to include a specific guideline about the inclusion of at least one goal of significance related to the State's "Goal 3: Student Performance."**

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. In time for the next publication of the "Guidelines for School Improvement," the Supervisor of Accountability should propose that at least one "Goal 3: Student Performance" area be included in each school plan, unless there are justifiable circumstances for not doing so. July 1997
2. The Superintendent should approve the inclusion of Goal 3 in each school plan. August 1997

### **FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

### **FINDING**

In Winter 1996, the School Board approved in concept the transition of single year school plans to three-year plans, based on the premise that significant change in instruction, focus and achievement rates is a long-term commitment. The schools choosing the multi-year format must submit yearly action plans for each year of the plan, and must participate in the annual review of adequate progress for each year of the plan. One-third of the schools availed themselves of this change for the 1996-97 school year. It is anticipated that this number will rise to two-thirds for the 1997-98 school year.

The "Guidelines for School Improvement" manual describes procedures for forming the School Improvement Team. There are no specific guidelines or procedures in the manual for the roles and responsibilities the team has in the process. Nor does the manual describe best practice, for example, in the areas of effective decision-making models, communications with stakeholders outside of the SIT, or methods of asking questions of the data on student achievement.

Conversion of the planning timeline from one to three years provides the opportunity to help School Improvement Teams improve their efficacy at overseeing and ensuring high achievement for all students. The shift in focus of the work of the team from assessing, planning, and implementing in a one-year cycle, to implementing and assessing in a continuous cycle for three years, can result in a broader involvement by the School Improvement Teams in communications with parents and teachers about the school goals, a more in-depth analysis of data by a greater number of team members, and most importantly, about expanding the understanding of the goals and work on the goals to an increased number of stakeholders in the school community.

Surveys and studies conducted by the Department of Assessment, Accountability, and Evaluation carefully analyze many aspects of the school improvement process. Exhibit 4-41 shows the reports provided by the Department for this performance review, when asked for the major reports affecting school improvement.

Reports have concentrated on participant opinions of the process for the purpose of improving the stakeholders' use of the process. They have provided summary data about goals and waivers, so that schools, liaisons, and district-level administrators can have access to this information.

With the expansion of the timeline for planning and implementing school improvement strategies to three years, there is an opportunity for School Improvement Teams to develop increasingly sophisticated skills as a leadership team and focused support from the district will be critical to the process. With one-third of the teams now in a three-year planning cycle, and two-thirds of the teams now in one-year planning cycles, the timing is appropriate to gather information about how teams spend their time. This is a baseline year for the new procedure.

**EXHIBIT 4-41  
REPORTS, SURVEYS AND STUDIES CONDUCTED BY  
THE DEPARTMENT OF ASSESSMENT, ACCOUNTABILITY  
AND EVALUATION FOR SCHOOL IMPROVEMENT**

REPORT TITLE	DATE
Site-Based Decision Making: An Interim Report	February 1991
Site-Based Decision Making: School Summaries of Their First Year	September 1991
Site-Based Decision Making Annual Report	September 1992
Evaluation of Accountability Training	November and December 1992
School Improvement Teams A Report on Their Composition	March 1993
Blueprint 2000 Mid-Year Report A Formative Evaluation Report	March 1994
School Improvement Plans: Goals Targeted Most Frequently	February 1995
Mid-Year Report Evaluation	May 1995
School Improvement Formative Evaluation	June 1995
Accountability Legislation: End-of-the-Year Survey Results	October 1995
School Improvement Plans: Goals Targeted Most Frequently	October 1995
Report on Adequate Progress Towards School Improvement Goals and Evaluation Findings of Approved Policy Waivers	October 1996

Source: Department of Assessment, Accountability and Evaluation, January/February 1997.

**RECOMMENDATION**

**Recommendation 4-26:**

**Create a Resource Manual for School Improvement Teams focused on best practices.**

The following areas should be included in the manual:

- group process;
- leadership;
- shared decision making;
- data analysis;
- communications with stakeholders outside of the SIT membership;

- action planning which leads to effective involvement of faculty in working together to improve student learning;
- effective cycles of staff development trainings by the SIT;
- SIT self-assessment tools;
- systems thinking, quality improvement and problem solving strategies;
- instructional materials and strategies in place in schools where student achievement is rising; and
- organizational and instructional strategies which have proven effective in offsetting the negative impact on learning of the high mobility rate of students.

The manual should be made accessible and updated regularly both on-line and on diskette.

#### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |   |             |
|---|-------------|
| 1. The Superintendent should direct the Central Facilitating Team to reconvene for the purpose of outlining the content and procedure for developing the Resource Manual.   | August 1997 |
| 2. The Central Facilitating Team should identify additional areas for research by the Department of Assessment, Accountability and Evaluation necessary to identify best practice within the district in the areas recommended for inclusion in the manual. The Department should conduct the analyses. | Spring 1998 |
| 3. The Central Facilitating Team should investigate best practice in the areas recommended for inclusion in the manual, outside of the district.  | April 1998  |
| 4. The Central Facilitating Team should oversee the development and start of the district's on-line manual.   | July 1998   |

#### **FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

#### **FINDING**

Surveys, studies, and reports conducted by the Department of Assessment, Accountability and Evaluation on their own initiative or as requested from outside the Department, carefully analyze many different components of the school improvement

process. Results are reported in a variety of ways. Participants in the surveys, studies and reports have been primarily district-level administrators involved in school improvement, principals and SIT teams.

With the use of three-year plans and the expansion of focus from reading, writing, and mathematics outward to include all benchmarked subjects, the number of faculty who will be directly involved in implementing strategies directly related to the achievement of the goal is likely to expand.

In 1992-93, the school-based decision making initiative merged with the Florida Accountability initiative in the district. This merger allowed greater focus of resources on developing a high quality school improvement process. For the past five years, major support has gone to building a system for accountability which meets both the letter and the spirit of the Blueprint 2000 legislation in Hillsborough County. Nonetheless, there is no relationship between the existence of School Improvement Teams, and school plans for improvement, on the one hand; and, the management style of the principal, and the extent of full staff ownership of, shared decision making in, or accountability for the results of the plan.

The "Guidelines for School Improvement" Manual does not provide any insight into the Board's, the Superintendent's, or district administrator expectations for shared decision making in schools. The "School Improvement News" editions provided, focused on many aspects of school improvement, but not on any aspects of shared decision making.

Effective schools research has shown a correlation between a greater climate for student learning and significant, participatory decision making in schools. In February 1991, the Department of Assessment, Accountability, and Evaluation began a long-range study of site-based decision making. For a number of reasons that study was interrupted after several years. However, in the study's introduction, the author describes the intent of the district at the time, with respect to site-based decision making, as shown in Exhibit 4-42.

**EXHIBIT 4-42  
HILLSBOROUGH COUNTY SCHOOL DISTRICT'S  
VIEW OF SITE-BASED DECISION MAKING**

In accepting **Site-Based Decision Making** as a districtwide goal, the school board embraced the notion that authority within school systems should be decentralized and that teachers should be given a greater role in the school-level decision making process. While not formally stated at the onset, the goals of the site-based decision making project were:

- 1) To increase the level of collaboration among teachers, parents, and administrators at the school level;
- 2) To decentralize decision making so that many more decisions are made at the school site than have been made in the past; and
- 5) To increase teachers' perceived and actual levels of empowerment.



Source: Site-Based Decision Making: An Interim Report, February 1991, Department of Testing and Evaluation, page 2.

The 1991 Report went on to propose a research format which studied the effect of training and implementation in the shifting roles of principals into facilitators rather than bosses, of teachers into leaders rather than workers, and of students into workers rather than passive recipients of knowledge. The research questions, which were written based on a review of the literature and questions gathered from stakeholders in the district, included some which are shown in Exhibit 4-43.

**EXHIBIT 4-43  
QUESTIONS GUIDING THE EVALUATION OF  
SITE-BASED DECISION MAKING IN THE  
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

**I. Changes in the Design of Work**

1. What was the role of the principal? How did the role change during the year? What was the most difficult aspect of change for the principal?
4. Did site-based decision making have an impact on the role of the teacher? What was the nature of the impact? What was the level of teacher involvement in the decision-making process? How was teacher decision making in the classroom affected?

**II. Changes in Governance Structure and Authority Flows**

1. What was the decision making process utilized in the school? Was the procedure formalized and followed? Was the decision making model effective?
2. What was the decision making structure and how were individuals selected as the decision making team? What were the perceptions of the process by the team members and non-team members?
3. What were the key decisions and issues addressed through the decision making body at the school? Who initiated the key decisions? Was there a difference between teachers' desired level of involvement in the key decision areas and the actual level of involvement?
4. How was the communication process at the school level handled?...
5. What budgetary changes and/or problems occurred at the school site?...
8. What differences has site-based decision making made in the daily operation of the schools?

Source: Site-Based Decision Making: An Interim Report, February 1991, Department of Testing and Evaluation, pages 6 - 7.

There were additional questions in these areas in the original research design as well as questions about the role of parents and community, and about revisions to the teaching and learning process.

These questions have not been included in recent studies, as the focus of the research has shifted to school accountability processes. In interviews with district personnel, with school administrators, with teachers, with educational support personnel, and with parents, it became clear that schools which have some level of site-based decision making, as it has developed in Hillsborough County, do not necessarily have well developed models of shared decision making in place.

Additionally, survey results gathered as a part of this performance review confirmed that there are different views of site-based decision making, delegation of decision making, and empowerment held by different groups in the district as shown in Exhibit 4-44.

The survey's results suggest that personnel at different levels within the school district view the distribution of authority differently. And, since the development of site-based and participatory management has not been charted over time, it is not possible to tell whether these differences have gotten larger or smaller over time.

**EXHIBIT 4-44  
COMPARISON SURVEY RESPONSES WITHIN THE  
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

<b>Part B</b>		<b>(%Agree + Strongly Agree) / (%Disagree + Strongly Disagree)</b>		
		<b>Administrators</b>	<b>Principals</b>	<b>Teachers</b>
23	Site-based management has been implemented effectively in the Hillsborough County Public Schools.	57/18	78/13	42/33
<b>Part F: Administrative Structure/Practices</b>				
4.	Authority for administrative decisions (is) delegated to the lowest possible level.	34/47	46/31	12/28
5.	Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	58/19	87/7	51/31
6.	Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	30/47	31/52	58/14
7.	The extensive committee structure in Hillsborough County Public Schools ensures adequate input from teachers and staff on most important decisions.	68/15	77/14	25/46

Source: Survey Results, MGT of America, February 1997.

The district's 1995 "End of The Year Survey Results" report commented in its introduction that "The importance of providing those closest to students with the opportunity to make decisions concerning how to educate their community's students is the cornerstone of the accountability legislation." The report showed generally favorable ratings for most parts of the school improvement processes by most participant groups surveyed. Comments from open-ended questions were included as

part of the report. Exhibit 4-45 lists the comments made by teachers in the report about decision making. While not numerous, they suggest, again, that the presence of a School Improvement Team is not necessarily an indicator in the change of how decisions are made.

**EXHIBIT 4-45  
COMMENTS FROM TEACHERS ABOUT DECISION MAKING  
IN THE SCHOOL IMPROVEMENT PROCESS  
1995-96**

<b>Topic</b>	<b>Comment</b>	<b>Frequenc y</b>
Decision making	Final decisions are the principal's, not SIT.	2
	SIT is not effective when principal is an adversary.	1
	Principal is the chair and runs everything.	1
	Rubber stamp for administration.	1
	Waste of time. Real exchange of ideas is not valued.	1

Source: Accountability Legislation: End-of-the-Year Survey Results, October 1995, Department of Assessment, Accountability and Evaluation, page 17.

The topic of these comments, decision making, does not appear in the comment sections of either administrators or educational support personnel in this report, again suggesting that personnel holding different positions in the schools, see the evolution of decision making differently. Interviews with principals and teachers indicated that there are a variety of different governance models in use in schools.

- In some schools, the School Improvement Team activities are restricted to activities related directly to the planning process for school improvement.
- In other schools, the School Improvement Team has more of an over-all governance function.
- In some schools, faculty participate in decision making through separate governance councils unrelated to school improvement.
- In some schools, there are neither governance councils nor governance roles on the SIT.

By omission or commission, models for making decisions at the school level have evolved over the past five years, as the district has actively sought to distribute its authority to its schools and school leaders.

Some principals report that they have the appropriate amount and level of autonomy in creating research-based learning environments for teachers and students. This was especially true of the comments made by principals in Title I designated schools, where additional flexibility and autonomy in federally-funded spending has accompanied decentralization.

On the other end of the opinion and reaction scale, there are principals in the district who view the decentralization with skepticism; they define it as a shirking of duties on the part of district-level personnel; they neither seek more authority, nor disperse it to other professionals in the building. This latter group report that they operate much as they did five years ago; that, in effect, not much has changed. With a great number of schools in Hillsborough County, there are bound to be varied points of view and practices involved with decentralization, site-based management, and participatory decision making.

With the transition to the new Superintendent, his commitment to decentralization, and the implementation of the new three-year planning cycle for school improvement, there is a renewed opportunity for the district to revisit the status of school-based and participatory decision making throughout the schools. As each division of the central office continues on its present course of finding the balance between centralized support and management and decentralized management, results, and accountability, it is important for all to have information on the growth and development of quality site-based and participatory decision making, if, as stated by one district-level administrator, the district is to remain a 'school system,' and not become a 'system of schools.'

## **RECOMMENDATION**

### **Recommendation 4-27:**

#### **Structure and implement a long-term study of decentralization through site-based and participatory management in the Hillsborough County School District.**

The study should have several elements including a survey of administrators, teachers, and educational support personnel who are not or who have not been involved with the School Improvement Team. The district should determine the current levels of awareness of, sense of ownership for, and degree of activity directly related to achievement of the school's improvement goals. Another vital part of the study should include the development of a common picture among district-level personnel of the changes which have occurred in management and authority in the past five years.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |               |
|--|---------------|
| 1. The Superintendent, with the assistance of the Superintendent's Advisory Council, should outline his expectations for the long-term study.  | December 1997 |
| 2. The Office of Assessment, Accountability and Evaluation should conduct the study, reporting results at various intervals in the next three years.   | Ongoing       |
| 3. The Office of Assessment, Accountability and Evaluation should blend the indicators of site-based management, decentralization, and participatory decision making, as those indicators evolve, with the other components of the studies on school | Spring 1998   |

improvement.

4. Training should be provided to school staff on site-based and participatory management (see Section 6.8, Staff Development). Ongoing

#### **FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

#### **4.4.3 School Management**

##### **CURRENT SITUATION**

In 1990, the Hillsborough County School District created a "School Effectiveness Assessment" process and guide. At present, there is a team of district-level personnel who are cross-trained as an effectiveness team to be able to go into schools with sudden and/or severe problems, and conduct an effectiveness assessment. The process includes a site visit by the team, with school observations, classroom observations, and artifact reviews. Additional information sources include surveys and interviews of administrative, instructional and non-instructional personnel, parents and students. The areas reviewed for effectiveness are administration and school operations, school activities, school and community relations, curriculum and instruction, personnel and human resources, and student services. The procedures manual is detailed, both with steps to be taken, and precise survey instruments and forms for immediate use.

##### **FINDING**

In November 1996, the Division of Administration made the decision to review conditions at one of the district's high schools after numerous problems were reported. The Effectiveness Team visited in December and submitted a final report to the Superintendent later that month. Prior to the report being sent to the Superintendent, the overall findings, commendations and recommendations were sent to the faculty and staff at the school. The Assistant Superintendent reports plans to send the team back into the high school later in this school year to reassess the progress made on recommendations.

Neither the School Effectiveness Assessment procedures manual, nor the detailed report on the distressed high school, make any reference to the School Improvement Process or School Improvement Team at that school.

##### **COMMENDATION**

**The district is commended for the creation of the School Effectiveness Assessment process.**

The Superintendent and senior staff are further commended for the capacity to carry out an Effectiveness Assessment; this was demonstrated when a precipitous event made it necessary to take action to support a school in crisis. Finally, the Division of

Administration is commended for the thoroughness, detail, and apparent usefulness of the report generated in December 1996.

## **RECOMMENDATION**

### **Recommendation 4-28:**

**Revise the School Effectiveness Assessment procedures to include the involvement of the School Improvement Team in conducting an analysis of the School Improvement Plan and of other effectiveness variables at the identified site.**

The revision should include a role for the School improvement Plan and the School Improvement Team in helping to resolve the issues and concerns at the distressed school.

### **IMPLEMENTATION STRATEGIES AND TIMELINE:**

1. The Superintendent and senior staff should revise the School Effectiveness Assessment procedures to include an analysis of the effectiveness of the School Improvement Plan and its School Improvement Team. The revision should also include the Plan and the Team as agents for the implementation of improvement recommendations, when appropriate. July 1997
2. The Superintendent should implement the modified School Effectiveness Assessment. August 1997

## **FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

## **CURRENT SITUATION**

The district's principals meet by level each month for either full or half-day sessions. At most meetings, principals receive updates from district-level administrators on a variety of timely topics. Topics are discussed for clarification. At some meetings, principals vote jointly to make or recommend changes, or to investigate the feasibility of change. At least one session per year is dedicated to staff development activities.

Area Directors evaluate and supervise principals. Principals report to the Area Directors to whom they are assigned. Exhibit 4-46 describes their current accountability.

The responsibilities of principals are outlined in Board policy, Section A-42. This policy description of the role and responsibilities of the principal is the only current job description in the district for principals. All principals hired in the district have served in the district as assistant principals.

## **FINDING**

The job description for principals contained in the district's *Guidebook of Policies and Procedures* is not current. One edition of the policy manual indicates that the job description for principals was last reviewed in 1990. This date does not appear in a later edition of the manual, although no substantive changes were made to the job description.

**EXHIBIT 4-46  
ACCOUNTABILITY OF PRINCIPALS**

**4. What is the accountability of principals?**

Principals report directly to General Area Directors in the Division for Administration. However, they are held accountable by the Superintendent and Board of Education for leadership and supervision of the entire instructional and non-instructional program in the school including basic education, exceptional student education, vocational education, food service, and any other program or service located on their campus.

Source: NAACP Questions Document Draft, Hillsborough County School District, Office of the Assistant to the Superintendent, 1997.

As stated previously, the current emphasis in the job description for principals is on the administrative and management side of the job, rather than on the leadership and program side of the job. The job description does not match the performance indicators listed in the Human Resources Management Development Handbook which identifies the categories, competencies and behavioral indicators by which principals will be evaluated.

Exhibit 4-47 describes the role of the principal in implementing the Blueprint 2000, school improvement initiative, as reported in a 1994 document published by the State of Florida Office of the Auditor General.

**EXHIBIT 4-47  
ROLE OF THE PRINCIPAL IN IMPLEMENTING  
SCHOOL IMPROVEMENT**

The principal is one of the key players in the implementation of Blueprint 2000. The degree to which it is implemented is directly related to the extent the principal supports Blueprint 2000.

Source: Overview of the Implementation of a System of School Improvement and Accountability (Blueprint 2000), State of Florida Office of the Auditor General, February 16, 1994, page 11.

The job description for principals in the Hillsborough County School District does not make reference to responsibilities in the area of school improvement.



## **RECOMMENDATION**

### **Recommendation 4-29:**

**Revise the job description for principals in the Hillsborough County School District to include an accurate description of their current roles as educational leaders.**

The description should include the principals' responsibilities in school improvement, and their significant involvement in the district's work on the creation of standards and standards-related curriculum, conversion of the school's programs to meet benchmarks, and use of performance assessments. Principals should also be trained to be responsible for the effective use of data to measure outcomes.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Assistant Superintendent for Human Resources should oversee a process to complete the revision of the job description for principals. July 1997
2. The Assistant Superintendent for Human Resources should recommend the revised job description to the Superintendent for Board approval. August 1997
3. The Assistant Superintendent for Human Resources should implement the revised job description. September 1997

## **FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

## **FINDING**

In a review of the inservice training transcripts of 15 principals selected at random, there was a wide disparity among principals in the number of sessions attended and the number of hours per session related to the areas of school improvement.

Exhibit 4-48 shows the results of this review. The sessions in Exhibit 4-48 were titled either Accountability or School Improvement/SIT in the staff development transcripts.

## **RECOMMENDATION**

### **Recommendation 4-30:**

**Assist each principal to conduct a self-assessment with respect to the School Improvement Process and outline a personal plan for future inservice activities.**

The assessment should consider his/her strengths and weaknesses, successes and opportunities for improvements.

**EXHIBIT 4-48  
INSERVICE ACTIVITIES IN SCHOOL IMPROVEMENT  
FOR 15 PRINCIPALS  
1992 - 1996**

Principal	Total Number of Sessions Attended	Total Number of Hours in all Sessions	Years in which Sessions Were Attended
<b>ELEMENTARY</b>			
1	6	93	1992 1996
2	0	0	None
3	1	6	1992
4	1	24	1992
5	0	0	None
<b>MIDDLE SCHOOL</b>			
1	4	31	1994 1996
2	0	0	None
3	4	30	1996
4	4	57	1992 1994
5	6	63	1992 1995 1996
<b>SENIOR HIGH</b>			
1	4	81	1992 1995 1996
2	1	5	1996
3	2	30	1992
4	1	24	1992
5	3	55	1992 1995

Source: Excerpted from Hillsborough County Transcripts of Inservice Training for 15 principals, provided by the Department of Staff Development, February 1997.

**IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Assistant Superintendent for Administration and the Assistant Superintendent for Instruction should facilitate the formation of a committee of school principals who have been active in and successful at creating viable school improvement models in their schools. August 1997
  
2. The Committee of Principals should solicit information from principals, School Improvement Teams, the Office of Assessment, Accountability and Evaluation, and the Department of Staff Development in developing a self-assessment procedure for principals to analyze their successes and opportunities for growth in the school November 1997

improvement process, including the area of participatory decision making.

3. The Area Directors, working with the principals on an individual basis, should review the results of each principal's self-assessment, and provide the necessary support for the principal's individual growth plan, in relation to school improvement and participatory decision making.

June 1998

### **FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

### **FINDING**

The Human Resource Management and Development System (HRMDS) for the Hillsborough County School District was revised in 1996. The system includes procedures and criteria for administrator selection, the performance appraisal of new and experienced administrators, and procedures manuals for preparing both new principals and new administrative leaders in other positions. The Introduction to the manual highlights its focus on "emerging requirements for educational leadership that are reflected in research, in Blueprint 2000, and in other national, state and local initiatives."

Within the sections of the HRMDS, there is a consistency of high expectations, of common language, and of coordinated procedures and indicators.

The revised Administrator Evaluation Form for Experienced Administrators (Track 2) lists nine competency areas for administrators. The form for administrators in need of assistance (Track 3) or newly appointed administrators (Track 1) uses these same skill areas in more detail. The language used is not directly linked to the district's initiatives in school improvement or school-based decision making. While there are some general competencies and skills which can apply, no area is specifically written to support the growth and development of systemic school improvement through participatory decision making.

The HRMDS provides insight into the Florida Statutes on assessment of administrator performance as shown in Exhibit 4-49. There is explicit language in the statute, included in the first line after the general description, identifying attention to the school improvement plan.

**EXHIBIT 4-49  
ASSESSMENT PROCEDURES AND CRITERIA  
IN FLORIDA STATUTES**

**Section 231.39, F.S.** “For the purpose of improving the quality of instructional, administrative, and supervisory services in the public schools of the state, the superintendent shall establish procedures for assessing the performance of duties and responsibilities of all instructional, administrative and supervisory personnel employed in his district. The following conditions must be considered in the design of the district’s instructional personnel assessment system.

(a) The system must be designed to support district and school level improvement plans.”

Source: Hillsborough County Human Resource Management and Development System, Part 2, Administrator Performance Appraisal, March 1996, page 40.

The criteria used to describe Leadership Skills do not include language about knowing multiple ways to build consensus. Nor does it refer to shared governance of the school, to the use of the School Improvement Team, or to inclusion of parents and community as partners in the work of the school. The Communications Skills section of the Competency Development Form for Track 1 and 3 administrators do not make mention of electronic technology skills. The section on Program/Curriculum Management does not contain language about significant use of data and data analysis to identify needed changes in programs. No mention is made in the listing of the school improvement plan.

Section VI of the Performance Appraisal Section of the HRMDS contains an expanded list of categories, competencies, and behavioral indicators which clarify in greater detail the competencies used on the evaluation forms. The list of behavioral indicators does not include specific language on school improvement. One indicator has a peculiar approach to an area which could clearly be specified in the language of school improvement. This indicator is shown in Exhibit 4-50.

**EXHIBIT 4-50  
INDICATOR FROM THE ADMINISTRATOR  
PERFORMANCE APPRAISAL, SECTION VI**

1.2 “Finds ways to get around policies and procedures which interfere with the school/site’s goals.”

Source: Hillsborough County Human Resources Management and Development System, Part 2, Section VI, page 31.

No mention is made throughout the extensive list of indicators of learning to make effective use of the district's waiver procedures. This language is clearly written in the School Improvement Guide and numerous schools have used the waiver procedure satisfactorily. While the Indicator 1.2 certainly captures the skill colloquially, it is equally important that the indicators identify skills of using policies and procedures which exist to help remove interference.

The HRMDS lists 15 important purposes for performance. These are listed in Exhibit 4-51. The purposes outlined in the HRMDS for administrative performance appraisal do not include a clear orientation towards ensuring learning for all students or for improving student achievement. Although it may be assumed from some of the purposes listed, student achievement is not explicitly included as a purpose for an administrative performance review. The Performance Assessment System is based on the assumption that if all indicators are true, then student performance will be adequate or will rise. The system is an input-based assessment system; it does not require accountability for results as it is now written.

The pilot proposal described in the HRMDS section on Performance Appraisal indicates that the Revision Committee continues to operate in 1996-97.

### **COMMENDATION**

**The district is commended for the linkage created in the criteria for selecting new principals and for preparing developing leaders.**

### **RECOMMENDATION**

#### **Recommendation 4-31:**

**Revise the Track 1, Track 2, and Track 3 Performance Assessment and Competency Development form and criteria.**

The form and criteria should include accountability for results in student learning, more specific language related to school improvement processes, the use of data as a basis for program planning, and participatory and school-based management.

In addition, the revision should:

- replace language such as "4.2 Recognizes the importance of sharing decisions..." with clear, accountable language such as "4.2 Builds strong school-based structures for participatory decision making;"
- orient the indicators and the performance evaluation itself, clearly towards accountability for student learning results and high achievement;
- include significant use of a variety of consensus building models, ongoing training by the principal of staff and parents to make decisions, and principal's use of electronic technology as an important tool for school improvement;

**EXHIBIT 4-51  
PURPOSES OF PERFORMANCE ASSESSMENT  
FOR HILLSBOROUGH COUNTY SCHOOL DISTRICT ADMINISTRATORS**

**Section I Purposes**

1. Integrate the goals of the school district, individual schools, other management units, and the district's administrators;
2. Improve the quality of leadership services within the district;
3. Provide a mechanism for systematically recognizing and rewarding excellent performance;
4. Facilitate the identification of areas where leaders need assistance and assure that assistance is made available in a timely fashion;
5. Make possible performance appraisal decisions based on state-of-the-art knowledge of effective appraisal practices;
6. Provide the data necessary for School Principal Certification decisions; and
7. Provide the basis for examining system-wide problems.

**Section IV Purposes**

In addition to the purposes listed in Section I of this manual, the pilot program hopes to accomplish the following:

1. To permit administrator-choice in appraisal mode;
2. To move all administrators toward total quality management;
3. To better define the ownership responsibilities of performance appraisal;
4. To identify and to address system issues;
5. To promote collegial relationships and inter-school learning;
6. To define the role of district-level administrators in school improvement initiatives;
7. To capture best practices to benefit the professional growth of others; and
8. To reward administrators who serve as models of best practice.

Source: Hillsborough County Human Resources Management and Development System, Part 2, Sections I and IV, pages 4, 5, and 17.

- strengthen the indicators in the area of identifying program needs to include specific data analysis skills, in looking at student performance scores for majority and minority students, for stable and mobile students, for achievement/ability ratios, for gender and other significant patterned differences which might be the case; and
- include a substantial self-assessment by principals, based on questions asked specifically of them with respect to the initiatives they are actively engaged in, their work with school improvement, their quality survey results, and other areas in which principals can demonstrate their results.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Assistant Superintendent for Human Resources should ask the Revision Committee to re-examine the criteria for competency development to include specific language and concepts related to school improvement. July 1997
2. The Revision Committee should consider models of administrator performance assessment from outside the district which are based on accountability for results. 1997 - 1998 school year
3. The Revision Committee should recommend a revision of the Performance Assessment process to include accountability for desired results to the Assistant Superintendent for Human Resources. May 1998
4. The Assistant Superintendent for Human Resources should recommend the revised performance assessment process to the Superintendent for Board approval. June 1998

### **FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

**(Note: Also see Chapter 6, Section 6.6 on Performance Assessment).**

### **FINDING**

Area Directors are responsible for the annual evaluation of building principals. The current form in use is a single page checklist which uses headings more fully explained in the HRMDS.

The principal performance areas evaluated by Area Directors include:

- professional attributes;
- leadership skills;
- organizational skills;
- personnel management;

- program or curriculum management;
- business management;
- student management;
- cognitive skills; and
- two open areas and in which Area Directors and principals can specify items.

The newly revised performance assessment system for principals includes a pilot project sponsored by the Performance Appraisal Committee. The pilot project allows administrators to go onto a multi-year evaluation cycle, and requires that participants who seek a rating of “exemplary” for their work create portfolio collections of work samples.

A review was made of the evaluations of five principals for three years -- 1993-94, 1994-95, and 1995-96. The evaluations were anonymous as were the names of the Area Directors who evaluated them. Area Directors use a numerical rating system of 1 through 4, meaning Improvement Needed through Exemplary. This rating system has been changed to a letter system for 1996-97. The letters used are S+ (Exceeds expected standards), S (Meets expected standards), N (Needs improvement) or U (Unsatisfactory).

There were no substantive comments on the evaluations read for the three-year period. The new form allows a small space for comments to be written. There was no actual space on the previous form. The evaluations reviewed are favorable. Exhibit 4-52 shows the number of ratings in each category for all three years.

**EXHIBIT 4-52  
FREQUENCY OF RATINGS MADE BY AREA DIRECTORS  
IN FIVE PRINCIPAL EVALUATIONS FOR THREE YEARS**

Ranking	Number of Ratings		
	1993-94	1994-95	1995-96
4 (Exemplary)	32	35	38
3 (Exceeds Standards )	19	20	15
2 (Meets Expected Standards)	4	0	2
1 (Improvement Needed)	0	0	0
<b>Total</b>	<b>55</b>	<b>55</b>	<b>55</b>

Source: Excerpted from five randomly selected principals' evaluation, prepared anonymously by the Division of Administration, for 1993-94, 1994-95, and 1995-96.

In the two open areas or blank spaces, Area Directors and Principals wrote in specialized areas for improvement such as technology, implementation of continuous



progress model, public relations, middle school transition, business development, staff morale, community involvement, and organization. Exhibit 4-53 shows the ratings given for all five principals for the three years in the two open areas decided upon by the Area Director and the principal.

**EXHIBIT 4-53  
RATINGS OF SELF-DESIGNED ITEMS  
ON PRINCIPAL PERFORMANCE ASSESSMENT**

Ranking	Number of Ratings		
	1993-94	1994-95	1995-96
4 (Exemplary)	0	1	0
3 (Exceeds Standards )	7	9	8
2 (Meets Expected Standards)	3	0	2
1 (Improvement Needed)	0	0	0
<b>Total</b>	<b>10</b>	<b>10</b>	<b>10</b>

Source: Excerpted from five randomly selected principals' evaluation, prepared anonymously by the Division of Administration, for 1993-94, 1994-95, and 1995-96.

The feedback provided to principals about their performance in the eleven categories rated was essentially that they were exceeding expectations and doing exemplary work in most areas. The feedback they received in the areas specifically included in the two open areas tended to be lower than the ratings received in the standardized areas although the feedback was still fairly positive. This comparison suggests that some substantive dialog between principals and their supervisors can and does go on. The fact that the struggle for growth occurs in areas designed specifically by the principals and their supervisors further suggests that this is a fertile area for providing and receiving more discriminating feedback about one's performance than the standardized parts of the form, which tended to be uniformly rated at the highest two rankings.

This year, two principals out of 149 in the district have opted to create portfolios to earn an exemplary rating. It is not clear how many have gone to a multi-year cycle, if any. Both of these practices are part of the ongoing pilot to change the way in which principals are evaluated.

Principals need coaching and mentoring in order to grow in their positions. With the division of the district into six geographic areas in 1997-98, each Area Director will still be responsible for the direct supervision of more than 30 building principals. It is not possible for one Area Director to provide 30 building principals per year with high quality feedback and mentoring. It is important that the Performance Appraisal pilot,

allowing for multi-year evaluation cycles, expand in the coming years. If 33 principals within one area were on a three-year evaluation cycle, then an Area Director could work closely with 11 principals in a given year. In the intervening years, principals can work on a professional development plan developed with the help of the Area Director.

Of the areas written into the five principals' performance assessments for the three years, only two citations were made anywhere on any of the forms of school improvement work. Interviews with district-level administrators indicated that Area Directors do not routinely solicit information from curriculum supervisors or from accountability personnel about principals' work in curriculum improvement or school improvement.

## **RECOMMENDATION**

### **Recommendation 4-32:**

**Expand the pilot performance appraisal project to create a multi-year evaluation cycle for principals.**

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Revision Committee should write a three-year plan to evolve from the pilot stage to full implementation, putting principals on a three-year evaluation cycle, with necessary annual monitoring to meet statutory requirements. Summer 1997
2. The Revision Committee should submit the plan to the Assistant Superintendent for Human Resources, for his consideration, input, and recommendation to the Superintendent. September 1997

## **FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

### **Recommendation 4-33:**

**Develop a systematic way for Area Directors and principals to gather data about principal performance from personnel within the district who have different pieces of that information, and from constituent groups with whom the principals work, including school-based committees and parents (also see Section 6.6 in Chapter 6 on 360 degree appraisals).**

These data should include information from curriculum supervisors and from directors in the Department of Accountability.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Revisions Committee should identify in its overall October 1997

revision of the evaluation system for principals, the appropriate district-level personnel and school-based constituents who should serve as sources of information for principals and Area Directors in the three-year evaluation process.

2. The Revisions Committee should seek help from the principals, Division of Instruction personnel, and the Office of Accountability in creating feedback forms and/or rating scales for use in gathering data in the evaluation process. February 1998
3. The Revisions Committee should include the process and forms for seeking information from school-based groups, from the Office of Accountability, and from curriculum supervisors, in the final revision recommended to the Assistant Superintendent for Human Resources. June 1998

## **FINDING**

Interviews with principals in the district indicated that new principals think highly of the procedures manuals they receive and of the training they get prior to becoming principals in Hillsborough County.

In June 1996, a new principals' workshop was sponsored by the Division of Administration. From the Workshop Notebook reviewed, there were many useful administrative topics presented. The Notebook is a collection of various handbooks, speakers' notes, key procedures, due dates, and words of advice. The principals who spoke about the orientation workshop, spoke highly of it as a productive, learning experience.

The Notebook is organized by administrative function, including:

- Food Services;
- Performance Management for Instructional Personnel;
- Sexual Harassment;
- Performance Management for Non-Instructional Personnel;
- Custodians and Transportation;
- Risk Management;
- Incentives for Students and Staff;
- Important Dates for Principals;
- Student Achievement;
- Articulation;
- ESE;
- Community and School Relations; and
- First Week of School Planning.

This is an ambitious agenda for two days, and one which clearly helps new principals to set parameters around their many new responsibilities.

The section entitled "Important Dates for Principals" is a month-by-month calendar of important due dates for many different functions. It does not include the due dates for School Improvement Plans, SIT team identification, mid-year review, or review of adequate progress.

Towards the back of the Notebook, a section on student achievement outlined the speaker's presentation on a variety of topics related to learning. There is no mention in this section of school improvement. The Guidelines for School Improvement for 1996-97 were not included in the notebook. There were no examples of ways to look at data or summaries from the Office of Assessment, Accountability and Evaluation about student achievement.

### **COMMENDATION**

**The Division of Administration is commended for the practice of orienting new principals before they assume their responsibilities.**

### **RECOMMENDATION**

#### **Recommendation 4-34:**

**Revise the workshop notebook so that both materials and speakers related to student achievement are scheduled as a visible priority.**

Beyond the clear symbolism of this placement of student achievement as the first item, each session should, to the extent possible, relate itself to student achievement. For example:

- include the dates for School Improvement in the calendar section of the Notebook;
- include some specific data samples, data analysis for the district, and achievement studies in the notebook; and
- include the "Guidelines for School Improvement" as one of the handouts in the Notebook.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Assistant Superintendent for Administration and the Assistant Superintendent for Instruction should oversee the creation of an expanded section on Student Achievement for the Workshop Notebook for new principals. Summer 1997
2. The Assistant Superintendent for Administration should coordinate the addition of School Improvement dates and information to the Notebook. Summer 1997

### **FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

**FINDING**

Principals in Hillsborough County come to their jobs from a variety of backgrounds. The breadth of curriculum and assessment experiences which assistant principals have as they prepare to become principals, varies and depends upon school size, level of assignment, intensity of student needs, quality of the principal mentoring experience, and assistant principal positions held.

The direct contact with the School Improvement Process which principals have had prior to becoming principals in the district varies significantly from school to school. Exhibit 4-54 shows the previous jobs held by principals appointed for the past five years.

**EXHIBIT 4-54  
RECENT JOB BACKGROUND OF HILLSBOROUGH COUNTY  
PRINCIPALS APPOINTED BETWEEN  
1991 AND 1996**

<b>Level of School Where the Principal Now Works</b>	<b>Number of Appointed Principals Who Were Assistant Principals of Administration</b>	<b>Number of Appointed Principals Who Were Assistant Principals of Curriculum</b>
Senior High	4	3
Middle School	7	7
Elementary	0	26

Source: Division of Human Resources, 1997.

The size of the elementary school can serve as either a positive or negative factor in how much direct experience an assistant principal has with school improvement, with curriculum revision work, with the benchmarks, with inservice training outside of the building, with performance assessment development, or with the Sunshine Standards. The determination of the principal with whom the assistant principal works is a significant factor.

There are three job descriptions for assistant principals in the Hillsborough County School District:

- Assistant Principal for Curriculum
- Assistant Principal for Administration
- Assistant Principal for Elementary Instruction

The Assistant Principal for Curriculum's job description was dated 1986. The position description for the Assistant Principal for Elementary Instruction was revised in 1991. There was no date on the list of tasks assigned to the Assistant Principal for Administration.

The 1991 edition of the Hillsborough County *Guidebook of Policies and Procedures* identifies two types of assistant principals: Assistant Principal II and Assistant Principal I (listed in this order in Section A-43). The official Unit Allocation data sheets provided for this performance review use the Board's designation of Assistant Principal II or I (also listed on the sheets in this order) to assign "units" of administration to the schools.

The Administrative Allocation Formulas document identifies a position of Assistant Principal for both elementary and junior high schools. The same document uses the titles of Assistant Principal for Student Affairs and Assistant Principal for Curriculum/Administration as positions allocated to the Senior High Schools.

The Board policy identifies an allocation formula used to assign administrative units to schools based on enrollments (Exhibit 4-55). A review of the projected enrollments for the 1997-98 school year, compared with the assignment of Assistant Principals and Teachers on Assignment assigned to the role of Administrative Resource Teacher, showed that all schools are operating within the Board's allocation formula.

## **RECOMMENDATION**

### **Recommendation 4-35:**

**Revise the job descriptions for the three Assistant Principal positions (Curriculum, Administration, and Elementary Education) in the Hillsborough County School District.**

The Superintendent should require that all assistant principals aspiring to be principals have some direct, sustained, and substantial responsibilities for improvements which are outlined in the School Improvement Plan under the "Goal 3" area, regardless of the specific job title of their assistant principalship.

## **IMPLEMENTATION STRATEGIES AND TIMELINE**

1. The Principal Councils should propose specific guidelines for assistant principal involvement in "Goal 3." (student achievement) and submit their reports, by level, to the Superintendent for his review and input. Summer 1997

## **FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

## **FINDING**

Teacher "units" are assigned to elementary schools using an allocation formula which is substantially different from the formula used to allocate teacher units to middle and senior high schools. Classroom teacher units at the elementary level are determined based on student enrollment. Specialists are then assigned, based on the number of preparation periods the classroom teachers need. Inquiries at the district level indicated that the reason for the difference in the allocation formulas lies in the district's tradition of thinking of the middle and secondary levels as having more complex staffing needs, driven by the many different required areas of certification at those levels.

**EXHIBIT 4-55  
ASSISTANT PRINCIPAL UNIT ALLOCATIONS BY SCHOOL LEVEL**

**ELEMENTARY**

Size of School	Assistant Principal Units Allocated
Up to 1,050	1
More than 1,050	1 + an Administrative Resource Teacher *

\*In 1993-94, the Board authorized elementary schools of 1000 or greater to have an additional teacher unit to assist the principal with curriculum and other tasks. Since that time, the number has been increased to 1050. At present, there are 14 Administrative Resource Teachers assigned to schools with enrollments greater than 1,000.

**JUNIOR HIGH**

Up to 600	1 Assistant Principal I
600 - 1,500	2 Assistant Principal I
More than 1,500	1 Assistant Principal II 2 Assistant Principal I
Junior High on Double Session ---2 Assistant	Additional Principals I*

\*This formula is also used for Senior High Schools on double session. In two schools, one additional assistant principal has been assigned to officially overcrowded schools which the district is actively seeking to avoid putting onto double sessions.

**SENIOR HIGH**

0 - 1,999	2 Assistant Principals II 2 Assistant Principals I
2,000 - 2,499	2 Assistant Principals II 3 Assistant Principals I
2,500 - 2,999	3 Assistant Principals II 3 Assistant Principals I
3,000 - 3,499	3 Assistant Principals II 4 Assistant Principals I

Source: Hillsborough County School District *Guidebook of Policies and Procedures*, Section B-3, page 17, Revised 1996.

Elementary school principals are restricted by the patterns of staffing units which result from the way in which the staffing unit allocation is determined. Interviews with elementary school principals indicated that principals believe they cannot exercise a great deal of discretion in deciding how to match staff resources with student needs.

This is substantially different for schools which are designated as Title I schools, because there is more flexibility to combine outside funding with district funding for creative solutions to problems which arise when trying to match human resources to student and program problems.

At the middle school and senior high school levels, allocation of all positions is done based on a total student enrollment. Principals then have the flexibility to identify specific student and program needs, and trade in teacher units of one type for another in a flexible way.

In interviews with elementary school principals who are not Title I principals, the inflexibility of their staffing allocation procedures was identified repeatedly as a significant factor blocking school improvement and school-based decision making in terms of authority to match resources with solutions to significant learning problems.

### **RECOMMENDATION**

#### **Recommendation 4-36:**

**Study the financial and personnel impact of changing the procedures used to allocate teacher units to the elementary schools.**

The Department of Assessment, Accountability and Evaluation should identify the advantages and disadvantages of maintaining or changing the present system. Significant input from the elementary principals should be solicited. The balance of the authority they now have to change human resources as needed should be measured against the responsibility they have to ensure that all students learn at high levels.

### **IMPLEMENTATION STRATEGIES AND TIMELINE**

- |  |                        |
|--|------------------------|
| 1. The Elementary Principal Council should work with the Department of Assessment, Accountability and Evaluation on a research design to study this issue.   | Summer 1997            |
| 2. The Department of Assessment, Accountability and Evaluation should conduct the study.   | 1997-98<br>School Year |
| 3. The Central Facilitating Team should reconvene to consider the results of the study and make a recommendation to the Superintendent. The Principal Councils should consider the results of the study and make a recommendation to the Superintendent. | June 1998              |

### **FISCAL IMPACT**

This recommendation can be accomplished within existing resources.

### **FINDING**



In Hillsborough County, teachers are evaluated annually. Their performance assessment procedures, forms, expectations, and indicators are contained in the "Handbooks for Instructional Personnel Assessment." The Handbooks were last revised in July 1995.

The criteria for evaluating the techniques of instruction are oriented towards whole group instruction. No significant indicators are included for individualized or small group work.

The assessment criteria for certificated personnel are based on research about effective teaching. However, they seek to judge teacher behaviors or "inputs" into the learning process of students. No mention is made in the evaluation instruments of teacher accountability for student learning results.

There is no mention in the evaluation criteria of responsibilities for understanding the School Improvement Plan or for contributing to the fulfillment of the Plan.

The evaluation criteria do not mention active participation in the School Improvement Team or any other governance or advisory capacity as ways of making a contribution beyond the classroom work expected. This omission creates a mixed message for both principals and teachers with respect to the importance of participating in the School Improvement Team processes. Teacher leadership through participation in decision making is an important facet of school improvement resulting in higher achievement for all students.

The teacher evaluation criteria do not identify the Sunshine Standards, curriculum designed to meet the benchmarks the district has set or the development of performance-based assessments.

The teachers are evaluated annually. In a review of 20 teacher evaluations from the 1994-95 school year, based on a rating system of satisfactory-needs improvement--unsatisfactory, most ratings for most teachers were satisfactory. The 20 evaluations came from eight different schools. Eighteen (18) evaluations showed all 40 items in the four categories to be rated as "satisfactory." Two evaluations, for two different individuals, had ratings other than completely satisfactory.

## **RECOMMENDATION**

### **Recommendation 4-37:**

#### **Revise the teacher evaluation procedure and criteria.**

The revision should also include the following:

- criteria for active participation in the school's improvement process, both as a contributor to the Action Plan and as an active member of the School Improvement Team;
- criteria that describe effective learning which seeks to look at student learning behaviors in the classroom;

- criteria that define teacher responsibilities in the areas of standards-based curriculum development, benchmarks, and performance assessments;
- criteria that hold teachers accountable for learning results; and
- a multi-year cycle of evaluation, and professional development plans in the non-evaluative years, with the net result of reducing the number of teachers with whom administrators work on evaluation each year.

Peer evaluation as well as student evaluation strategies should be considered as components in revising the teacher appraisal procedures. Compensation should be linked to performance.

**IMPLEMENTATION STRATEGIES AND TIMELINE:**

- |   |  |
|---|--|
| 1. The Assistant Superintendent for Human Resources and the Assistant Superintendent for Instruction should jointly convene a committee to revise the teacher evaluation criteria and procedures.             | August 1997                            |
| 2. The Committee should create an evaluation system for teachers which is aligned with the district's initiatives and which focuses on student learning results.  | 1997-98<br>and 1998-99<br>school years |
| 3. The Committee should recommend its revision to the Assistant Superintendent for Instruction. The Assistant Superintendent for Instruction, should review, and make a recommendation to the Superintendent. | June 1999                              |

**FISCAL IMPACT**

This recommendation can be accomplished within existing resources.