

**A PERFORMANCE REVIEW
OF THE HILLSBOROUGH COUNTY
SCHOOL DISTRICT**

Final Report

SUBMITTED TO:

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AND GOVERNMENT ACCOUNTABILITY (OPPAGA)
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JUNE 18, 1997

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- Appendix A: Survey Instruments
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EXECUTIVE SUMMARY

Section 11.515, Florida Statutes, was created by the Florida Legislature during the 1996 legislative session for the purpose of conducting performance reviews of school districts. The 1996-97 General Appropriations Act provided funding for the Office of Program Policy Analysis and Government Accountability (OPPAGA) to contract with private firms to conduct performance reviews of identified school districts.

The purpose of the Florida school district performance review is to identify opportunities for school districts to:

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

The Hillsborough County School District was identified to participate in the first series of performance reviews. Board members and district officials stated that the performance review process would provide valuable information for improving management practices that support the instruction of students in the district. OPPAGA contracted with MGT of America, Inc. to conduct the performance review of the Hillsborough County School District. Due to circumstances beyond the control of MGT, contract consent was not granted by the Joint Legislature Auditing Committee until February 3, 1997.

The entire review process was completed in a six-month time period from the original award date. The major activities were scheduled and accomplished as displayed in Exhibit 1.

Overview of the Hillsborough County School District

The Hillsborough County School District is the 12th largest public school system in the nation and third largest district in the State of Florida. In Fall 1996, student enrollment in the Hillsborough County School District reached almost 148,000.

There are over 149 regular public school facilities in operation in Hillsborough County including 104 elementary schools, 30 middle/junior high schools, and 15 senior high schools. The school district provides education centers and programs to meet the needs of exceptional students, pre-kindergarten students, and adult students, in addition to students in kindergarten through the 12th grade.

The district's total budget for the 1996-97 school year is \$1.24 billion of which \$748 million represents the operating budget. Personnel costs comprise 85.8 percent of the total budget.

The Hillsborough County School District is governed by a seven member school board.

**EXHIBIT 1
HILLSBOROUGH COUNTY SCHOOL DISTRICT PERFORMANCE REVIEW
MAJOR ACTIVITIES BY MONTH**

MONTH	MAJOR ACTIVITIES
December 1996	<ul style="list-style-type: none"> ■ Signed contract between MGT and OPPAGA. ■ Designed interview and focus group instruments. ■ Obtained and analyzed existing reports and materials on the Hillsborough County School District obtained from the district and state. ■ Developed profiles of the Hillsborough County School District.
January 1997	<ul style="list-style-type: none"> ■ Conducted initial meetings between MGT and officials of Hillsborough County and OPPAGA. ■ Designed surveys for use with Hillsborough County district administrators, principals, and teachers. ■ Conducted diagnostic review. ■ Held first public hearing (CHARRETTE). ■ Conducted and analyzed results of surveys from central office administrators, principals, and teachers. ■ Conducted interviews and summarized findings from interviews with School Board members, senior administrators, and community leaders, and from focus group sessions with selected groups. ■ Visited selected schools.
February 1997	<ul style="list-style-type: none"> ■ Contract consent by Joint Legislative Auditing Committee. ■ Tailored guidelines to reflect unique local conditions as well as public and employee input and concerns in Hillsborough County. ■ Held second public hearing (CHARRETTE). ■ Conducted in-depth on-site review. ■ Collected and analyzed additional information as needed.
March 1997	<ul style="list-style-type: none"> ■ Continued on-site work in the district. ■ Made preliminary presentation in the district to OPPAGA and the Hillsborough County senior staff.
April 1997	<ul style="list-style-type: none"> ■ Continued on-site work in the district. ■ Developed draft report.
May 1997	<ul style="list-style-type: none"> ■ Submitted draft report. ■ Conducted meetings with OPPAGA, the Hillsborough County School Board, and district representatives. ■ Presented draft report to the Board.
June 1997	<ul style="list-style-type: none"> ■ Prepared final report. ■ Distributed final report to the public.
July 1997	<ul style="list-style-type: none"> ■ Presented final report to the Board (scheduled).

Environment for the Performance Review

The Hillsborough County School District is a well-run school system that is grappling with demands stemming from rapid student growth, stagnant financial resources, and increasingly higher public expectations.

MGT found a school system that has examined its own operations and has a very dedicated group of employees. At the time of the on-site visit, Dr. Earl Lennard had been Superintendent for about six months and had just introduced a new reorganization plan to become effective July 1997. The Board approved the Superintendent's plan for reorganization in January 1997. Thus, the district was in transition throughout the duration of the study. Nonetheless, the positive relationship among Board members, the positive relationship between the Board and the Superintendent, and the strong leadership and support of the Superintendent were each clearly evident. When compared to other large school districts in Florida, the Hillsborough County School District has relatively high student achievement scores, a low dropout rate, and an emphasis on curriculum standards.

Although numerous areas for commendable practices are noted throughout the report, significant opportunities are also presented to improve management, instructional delivery, and communication with internal and external stakeholders. The recommendations contained in the report should provide the support necessary for a well-run school system to become even more efficient and effective.

Methodology for the Review

MGT consultants began research for this project in December 1996. Several methods were used to gather and analyze new and existing data for the performance review. The first step included a review of an extensive set of records, documents, and data. This information was used as a starting point for collecting data during the diagnostic review and on-site work.

A major component of the study was an analysis of the information provided by Hillsborough County School District administrators, teachers, instructional and classified employees, parents, students, and community members. Board members, administrators, teachers, other district employees, and students participated in the study through interviews and confidential surveys.

Employee Surveys

To secure input from district administrators, principals, and teachers prior to beginning the on-site review by the entire team, MGT prepared and disseminated three different survey instruments. Through anonymous surveys, district administrators, principals, and teachers were given the opportunity to express their views about the management and operations of the school district. The survey instruments for each group were similar in format and content to provide a baseline database for determining how the opinions and perceptions of district administrators, principals, and teachers varied.

Diagnostic Review

A diagnostic review of district operations was conducted in January 1997 prior to the detailed on-site review. The diagnostic review included the collection of additional data, plus interviews with administrators, Board members, and a variety of community stakeholders.

The diagnostic review was conducted during the week of January 20, 1997, and included several tasks:

- soliciting community input in the performance review during two public forums (CHARRETTE);
- conducting interviews and focus groups with a cross-section of community leaders;
- conducting a diagnostic review of school system management and administrative functions, organizational structures, and operations;
- conducting a diagnostic review of education services delivery;
- visiting several school sites and interviewing a cross-section of school-based staff; and
- tailoring MGT performance review guidelines for the full team's in-depth review.

In-Depth On-Site Review

In February 1997, a total of 21 members of the MGT project team conducted an in-depth, on-site review of the district's management functions. These individuals were organized into specialized teams that examined the following 11 components as defined in the project work plan:

- School District Organization and Management
- Educational Service Delivery and Performance Measures
- Personnel Management
- Community Involvement
- Facilities Use and Management
- Asset and Risk Management
- Financial Management
- Purchasing and Warehouse Services
- Food Service
- Transportation
- Safety and Security

In addition, the MGT team analyzed both instructional and administrative technology within the district.

The on-site review included meetings with hundreds of district-level and school-level staff and the subsequent review of data and documentation provided by these individuals. Members of the review team conducted formal visits in 38 of the district's schools. On-site visits incorporated information from principals, teachers, and other staff involved with the various components of district operations that were identified above. More than 300 campus-level employees were interviewed by review team members.

Major Findings and Recommendations

Although this Executive Summary focuses on major opportunities to improve the management and operations of the Hillsborough County School District, many recommendations for improving operations and commendations for exemplary management practices are contained throughout the report. Major findings and recommendations are listed below.

- The district has no strategic plan, yet the Board and Superintendent each have goals and objectives. These goals and objectives should be combined within a comprehensive strategic plan which is linked to the district's budget. A Strategic Planning Committee should be created with broad-based community and employee representation. The planning function should be housed in the Division of Planning and Administration (Chapter 4, Recommendations 4-12 and 4-13).
- Four levels of management currently exist between the Superintendent and principals. With the further implementation of site-based decision making and decentralization to area offices, two levels of management between the Superintendent and principals should be removed. Principals should report to area general directors who report to the Superintendent (Chapter 4, Recommendation 4-11).
- While the background and training for the six area general directors is appropriate for their administrative role, additional training should be provided to area general directors to serve as instructional leaders who are knowledgeable of and provide support for school improvement initiatives, and who hold principals accountable for the implementation of these initiatives (Chapter 4, Recommendations 4-19 and 4-20).
- In the 1996-97 school year, there were 50 teachers on special assignment in the central office and 14 additional teachers serving as administrative resource teachers in elementary schools with large student enrollments. The number of teachers on special assignment in the central office should be significantly reduced with a Board policy developed which states that no teacher on special

assignment can serve in that capacity for more than three years (Chapter 4, Recommendations 4-16 and 4-17).

- Most large school systems have school board attorneys to handle routine legal matters. The Hillsborough County School Board continues to contract for legal services. To be more efficient and effective, the Board should hire a full time attorney (Chapter 4, Recommendation 4-15).
- The Division of Instruction and Division of Support Services should be restructured and realigned. The Middle and Secondary School Departments should be combined. The administration of early childhood and kindergarten programs as well as some programs in vocational education should also be combined in the central office. Additional services should be moved to area offices to provide instructional support and assistance closer to the schools (Chapter 5, Recommendations 5-5, 5-8, and 5-20).
- Teacher salaries in the Hillsborough County School District are lower than districts used for comparison throughout this study. However, average teacher salaries are comparable to adjacent school districts. An annual teacher salary study should be conducted to determine if teacher salaries should be increased (Chapter 6, Recommendation 6-13).
- The district does not have criteria established for the position classification of supervisor and some central office supervisors do not have supervisory responsibilities. This position classification should be studied and requirements outlined to differentiate a supervisor (e.g. 10 employees to supervise) from the position of coordinator which is at a lower pay grade with less responsibility (Chapter 6, Recommendation 6-4).
- The various programs which relate to the community --- parents, business, and other external stakeholders --- are scattered throughout the district. These programs should be consolidated and coordinated under one administrator in the central office (Chapter 7, Recommendations 7-7 and 7-13).
- The costs for construction in the Hillsborough County School District are high and should be reduced. Greater cost efficiencies should be implemented including value engineering initiatives, streamlining the district's construction design manual, using pre-determined specifications to a greater extent, and increasing the use of prototype building plans (Chapter 8, Recommendation 8-7).
- The district has too many custodians at some schools, while 38 schools are below the industry standard of one custodian per 19,000 square feet of space. The number of custodians should be reduced by 65.5 (Chapter 8, Recommendation 8-12).

- The Hillsborough County School District should establish one or more Internal Service Funds which create a business within the central office for services provided to departments and schools; each department and school should be charged for the service which they receive. Target areas for the establishment of this fund include copier purchases, copier repairs, and printing (Chapter 12, Recommendation 12-16).
- The Transportation Department currently uses 14 route coordinators to manually prepare over 4,000 bus routes. This manual process is highly inefficient. An electronic routing system should be implemented (Chapter 13, Recommendation 13-11).
- Providing transportation for low density programs such as activity buses, courtesy riders, community-based training are very expensive. The district should increase use of public transit by providing passes to students for public transportation in low density programs (Chapter 13, Recommendation 13-1).
- While the food service program has shown a significant increase in profitability, recommendations to generate additional revenue for the district are provided. These recommendations include opportunities to increase breakfast and lunch participation, a reduction in paid cafeteria workers at the some schools, a discontinuation of benefits for part-time food service workers, and a reduction in disposable items (Chapter 14, Recommendations 14-1, 14-2, 14-3, 14-4, 14-5, and 14-7).
- Several large school systems have curtailed security costs by installing surveillance cameras. The Hillsborough County School District could eliminate four security officers by installing cameras at central offices (Chapter 15, Recommendation 15-8).

Although the findings and recommendations highlighted above may have the most impact on the district due to 1) the magnitude of changes they suggest, 2) their fiscal implications, or 3) their potential for improving services or resources for students, many other findings, commendations, and recommendations are presented in the main body of the report. Readers are encouraged to carefully study the entire report for a complete understanding of this performance review of the Hillsborough County School District.

Fiscal Impact of Recommendations

The performance review identified about 300 commendations and made approximately the same number of recommendations. Some recommendations can be implemented immediately; others will require months or years to implement. Detailed implementation strategies, a recommended timeline, and the fiscal impact are provided for each recommendations.

About one-fourth of the recommendations have a fiscal impact. The cost savings associated with these recommendations are incremental and cumulative. The review identified a potential five-year gross savings of about \$57.2 million by 2002 that could be realized by the Hillsborough County School District. Based on recommendations in the report that have quantifiable savings, the first year net savings total is approximately \$2.5 million and the five-year net savings is \$55.7 million. The net savings are shown in Exhibit 2.

**EXHIBIT 2
SUMMARY OF NET SAVINGS**

Year Savings Begin		Total
1997-1998	Initial Annual Net Savings	\$2,513,350
1998-1999	Annual Net Savings	\$10,661,398
1999-2000	Annual Net Saving	\$13,495,528
2000-2001	Annual Net Savings	\$14,406,582
2001-2002	Annual Net Savings	\$14,796,013
	Total One-Time (Costs)	(\$185,770)
TOTAL SAVINGS PROJECTED FOR 1997-2002		\$55,687,101

Exhibit 3 shows the total savings and costs associated with the recommendations in this report. A large number of the recommendations throughout this report will not have a direct financial impact, but these recommendations, nonetheless, represent important improvements over current policies and operating practices.

We recommend that the School Board ask Hillsborough County administrators to give each study recommendation their serious consideration, to develop a plan to proceed with implementation, and to establish a system to monitor subsequent progress.

EXHIBIT 3
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN HILLSBOROUGH COUNTY

CHAPTER REFERENCE		Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
		1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
Chapter 4: School District Organization and Management								
4-14	Eliminate Director of Comprehensive Planning (p.4-41)	\$0	\$108,200	\$108,200	\$108,200	\$108,200	\$432,800	
4-15	Reduce Legal Costs (p.4-45)	\$83,000	\$176,000	\$176,000	\$176,000	\$176,000	\$787,000	
4-17	Reduce Teachers on Assignment (p.4-48)	\$192,840	\$771,350	\$771,350	\$771,350	\$771,350	\$3,278,240	
Chapter 5: Educational Service Delivery								
5-3	Combine Pre-K and Kindergarten Programs (p.5-14)	\$0	\$146,200	\$146,200	\$146,200	\$146,200	\$584,800	
5-6	Hire and Train a Grants Clerk (p.5-18)	\$20,000	(\$40,000)	(\$40,000)	(\$40,000)	(\$40,000)	(\$140,000)	
5-6	Combine the Coordinator, Health Education with Supervisor, Physical Education (p.5-18)	\$0	\$70,900	\$70,900	\$70,900	\$70,900	\$283,600	
5-7	Combine Elementary Art and Music (p.5-19)	\$0	\$115,000	\$115,000	\$115,000	\$115,000	\$460,000	
5-9	Combine Middle and Secondary Education (p.5-32)	\$0	\$573,500	\$573,500	\$573,500	\$573,500	\$2,294,000	
5-15	Run Fee-Based Summer Gifted Program (p.5-47)	\$355,709	\$736,418	\$736,418	\$736,418	\$736,418	\$3,301,381	
5-16	Change Title I General Director to Director (p.5-51)	\$0	\$25,872	\$25,872	\$25,872	\$25,872	\$103,488	
5-21	Restructure Adult and Community Education (p.5-67)	\$0	\$132,150	\$132,150	\$132,150	\$132,150	\$528,600	
5-22	Eliminate Three Secretaries in Vocational Education (p.5-69)	\$0	\$105,000	\$105,000	\$105,000	\$105,000	\$420,000	
5-24	Eliminate Department of Special Instructional Services Administration (p.5-76)	(\$40,000)	\$110,400	\$110,400	\$110,400	\$110,400	\$401,600	
5-30	Implement Printing Improvements (p.5-91)	\$110,000	\$225,000	\$225,000	\$225,000	\$225,000	\$1,010,000	
5-31	Create Central Printing Guide (p.5-93)	\$0	\$0	\$0	\$0	\$0	\$0	(\$1,500)
Chapter 6: Personnel Management								
6-1	Eliminate Supervisor of Risk Management (p.6-6)	\$85,600	\$85,600	\$85,600	\$85,600	\$85,600	\$428,000	
6-2	Eliminate Supervisor of Employee Relations (p.6-7)	\$0	\$85,600	\$85,600	\$85,600	\$85,600	\$342,400	
6-3	Eliminate Supervisor of Instructional Personnel (p.6-8)	\$0	\$85,600	\$85,600	\$85,600	\$85,600	\$342,400	
6-5	Replace Risk Management Secretary with Clerical Staff (p.6-12)	\$0	\$30,330	\$30,330	\$30,330	\$30,330	\$121,320	
6-6	Replace Two Secretarial Positions with Clerical Staff (p.6-13)	\$0	\$2,515	\$2,515	\$2,515	\$2,515	\$10,060	
6-8	Develop Personnel Handbook (p.6-16)	\$0	\$0	\$0	\$0	\$0	\$0	(\$2,500)

EXHIBIT 3 (Continued)
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN HILLSBOROUGH COUNTY

CHAPTER REFERENCE	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
Chapter 7: Community Involvement							
7-7	Reclassify a Supervisor as a Coordinator (p.7-33)	\$0	\$10,300	\$10,300	\$10,300	\$10,300	\$41,200
7-12	Conduct Business Survey (p.7-54)	\$0	\$0	\$0	\$0	\$0	(\$14,000)
7-13	Eliminate Supervisor for District, Publications/ Internal Communications (p.7-59)	\$65,000	\$65,000	\$65,000	\$65,000	\$65,000	\$325,000
Chapter 8: Facilities Use and Management							
8-1	Reorganize Department (p.8-6)	\$0	\$33,000	\$33,000	\$33,000	\$33,000	\$132,000
8-7	Reduce Construction Costs (p.8-28)	\$100,000	\$525,000	\$525,000	\$525,000	\$525,000	\$2,200,000
8-8	Implement Preventive Maintenance (p.8-37)	\$0	\$334,000	\$667,000	\$1,000,000	\$1,300,000	\$3,301,000
8-12	Reduce Custodial Positions (p.8-47)	\$720,000	\$1,440,000	\$1,440,000	\$1,440,000	\$1,440,000	\$6,480,000
8-13	Implement Passive Order System (p.8-53)	\$62,350	\$124,700	\$124,700	\$124,700	\$124,700	\$561,150
8-14	Hire Technical Assistant (p.8-58)	\$0	\$300,000	\$300,000	\$300,000	\$300,000	\$1,200,000
8-15	Hire Conservation Educator and Conserve Energy (p.8-59)	\$0	\$297,200	\$297,200	\$297,200	\$297,200	\$1,188,800
Chapter 9: Asset and Risk Management							
9-3	Consolidate Risk Management and Facilities Compliance Inspection (p.9-17)	\$0	\$42,240	\$42,240	\$42,240	\$42,240	\$168,960
9-4	Explore Lower Cost Health Plan Alternatives (p.9-24)	\$0	(\$15,000)	\$1,896,000	\$1,896,000	\$1,896,000	\$5,673,000
9-6	Eliminate Property Control Manager (p.9-35)	\$0	\$54,740	\$54,740	\$54,740	\$54,740	\$218,960
9-8	Eliminate Property Control Clerk (p.9-38)	\$0	\$38,191	\$38,191	\$38,191	\$38,191	\$152,764
9-12	Obtain Audit Software (p.9-45)	\$0	\$0	\$0	\$0	\$0	(\$4,900)
Chapter 10: Financial Management							
10-11	Eliminate Three Accounts Payable Clerks Positions (p.10-23)	\$0	\$32,800	\$98,400	\$98,400	\$98,400	\$328,000
10-23	Eliminate Two Payroll Clerk Positions (p.10-38)	\$0	\$42,258	\$84,516	\$84,516	\$84,516	\$295,806
10-26	Upgrade the Equipment and Software Systems (p. 10-46)	\$0	(\$35,000)	(\$35,000)	\$0	\$0	(\$70,000)
10-31	Eliminate the Word Processing Unit (p.10-53)	\$0	\$117,365	\$117,365	\$117,365	\$117,365	\$469,460
Chapter 11: Administrative and Instructional Technology							
11-2	Phase Out Data Entry Function (p.11-6)	\$0	\$0	\$163,980	\$163,980	\$163,980	\$491,940
11-4	Hire MIS Support Clerk (p.11-9)	(\$11,000)	(\$26,400)	(\$26,400)	(\$26,400)	(\$26,400)	(\$116,600)
11-9	Acquire Additional Disk Capacity (p.11-20)	(\$75,000)	\$10,000	\$10,000	\$10,000	\$10,000	(\$35,000)

EXHIBIT 3 (Continued)
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN HILLSBOROUGH COUNTY

CHAPTER REFERENCE	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
Chapter 12: Purchasing and Warehousing							
12-4	Implement Procurement Cards (p.12-9)	\$0	\$14,954	\$14,954	\$14,954	\$14,954	\$59,816
12-5	Combine Databases (p.12-10)	\$0	\$14,953	\$14,953	\$14,953	\$14,953	\$59,812
12-8	Implement New Methods to Distribute RFPs (p.12-15)	\$1,720	\$3,445	\$3,445	\$3,445	\$3,445	\$15,500
12-9	Implement On-line Warehouse Requisition System (p.12-20)	\$0	\$27,236	\$54,472	\$54,472	\$54,472	\$190,652
12-11	Implement Passive Order System (p.12-26)	\$0	\$76,373	\$152,747	\$229,120	\$229,120	\$687,360
12-12	Install Racking System in Warehouse (p.12-28)	(\$128,669)	\$69,322	\$69,322	\$69,322	\$69,322	\$148,619
12-16	Establish Internal Service Fund (p.12-36)	\$311,800	\$623,600	\$623,600	\$623,600	\$623,600	\$2,806,200
Chapter 13: Transportation							
13-1	Use HART Line Passes (p. 13-27)	\$113,000	\$226,000	\$226,000	\$226,000	\$226,000	\$1,017,000
13-2	Charge Courtesy Rider Fees (p. 13-29)	\$0	\$15,600	\$15,600	\$15,600	\$15,600	\$62,400
13-3	Construct Safety Awareness Posters (p.13-31)	(\$650)	(\$1,300)	(\$1,300)	(\$1,300)	(\$1,300)	(\$5,850)
13-9	Eliminate Assistant Director (p.13-53)	\$0	\$88,750	\$88,750	\$88,750	\$88,750	\$355,000
13-11	Implement Electronic Routing System (p.13-60)	\$0	\$873,000	\$873,000	\$873,000	\$873,000	\$3,492,000
13-13	Develop Two Bus Compounds (p.13-69)	\$0	\$179,430	\$179,430	\$494,430	\$494,430	\$1,347,720
13-16	Upgrade SHOP-NET System (p.13-73)	\$0	\$0	\$0	\$0	\$0	\$0
13-17	Implement ASE Certification (p.13-74)	\$0	(\$4,934)	(\$14,802)	(\$24,671)	(\$34,540)	(\$78,947)
Chapter 14: Food Service							
14-1	Increase Student Lunch Participation (p.14-17)	\$0	\$21,600	\$43,200	\$64,800	\$86,400	\$216,000
14-2	Increase Student Breakfast Participation (p.14-22)	\$0	\$11,450	\$22,900	\$34,350	\$45,800	\$114,500
14-3	Reduce Paid Cafeteria Monitors (p.14-24)	\$0	\$410,800	\$410,800	\$410,800	\$410,800	\$1,643,200
14-4	Discontinue Free Lunch for Custodians (p.14-26)	\$61,600	\$61,600	\$61,600	\$61,600	\$61,600	\$308,000
14-5	Discontinue Benefits for Part-Time Food Service Workers (p.14-29)	\$0	\$250,000	\$437,500	\$562,500	\$625,000	\$1,875,000
14-6	Discontinue Credit for Meals (p.14-32)	\$0	\$41,400	\$41,400	\$41,400	\$41,400	\$165,600
14-7	Reduce Use of Disposable Items (p.14-35)	\$0	\$166,500	\$166,500	\$166,500	\$166,500	\$666,000
14-9	Phase Out Use of Leased Warehouse Space (p.14-39)	\$0	\$3,750	\$7,750	\$11,250	\$15,000	\$37,750
14-11	Establish Capital Replacement Reserve (p.14-45)	\$0	(\$87,400)	(\$87,400)	(\$87,400)	(\$87,400)	(\$349,600)
14-15	Reduce Food Costs to 36 Percent of Revenue (p.14-53)	\$404,800	\$404,800	\$404,800	\$404,800	\$404,800	\$2,024,000

EXHIBIT 3 (Continued)
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN HILLSBOROUGH COUNTY

CHAPTER REFERENCE	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
Chapter 15: Safety and Security							
15-4	Consolidate Security Functions (p.15-13)	\$0	\$82,558	\$82,558	\$82,558	\$82,558	\$330,232
15-5	Eliminate Five Security Officers (p.15-16)	\$114,250	\$114,250	\$114,250	\$114,250	\$114,250	\$571,250
15-6	Increase Salaries for Security Officers (p.15-18)	\$0	(\$53,768)	(\$53,768)	(\$53,768)	(\$53,768)	(\$215,072)
15-7	Install Alarm Panels in Portables in High-risk Areas (p.15-21)	\$0	\$0	\$0	\$0	\$0	(\$75,000)
15-8	Install Surveillance Cameras and Eliminate Four Security Officer Positions (p.15-24)	(\$33,000)	\$91,400	\$91,400	\$91,400	\$91,400	\$332,600
TOTAL SAVINGS		\$2,801,669	\$10,925,200	\$13,754,198	\$14,640,121	\$15,039,421	\$57,160,609
TOTAL (COSTS)		(\$288,319)	(\$263,802)	(\$258,670)	(\$233,539)	(\$243,408)	(\$185,770)
TOTAL NET SAVINGS		\$2,513,350	\$10,661,398	\$13,495,528	\$14,406,582	\$14,796,013	\$55,872,871

Total Five-Year Net Savings Minus One-Time Costs	=	\$55,687,101
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1.0 INTRODUCTION

1.1 Overview

Section 11.515, Florida Statutes, was created by the 1996 Florida Legislature for the purpose of conducting performance reviews of school districts in Florida. The statute provides that the Office of Program Policy Analysis and Government Accountability (OPPAGA) contract with private firms to conduct performance reviews of identified school districts. As stated in the bill which called for the creation of this statute:

Public officials and citizens need to know if government funds are handled with the highest level of efficiency and productivity to ensure a quality education for students....

The bill also stated that:

School Board members and Superintendents can benefit from an objective and professional review of their school district's management and performance.

The purpose of the Florida school district performance review is to identify ways that a designated school district can:

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

On December 12, 1996, the Office of Program Policy Analysis and Government Accountability (OPPAGA) of the Florida Legislature contracted with MGT of America, Inc. to conduct a performance review of the Hillsborough County School District. Due to circumstances beyond the control of MGT, contract consent was not granted by the Joint Legislative Auditing Committee until February 3, 1997.

The entire review process was completed in a six-month time period from the original award date. The major activities were scheduled and accomplished as displayed in Exhibit 1-1. Throughout the project, every effort was made to minimize disruptions to schools and to the central office of the Hillsborough County School District.

Public input was a major feature of the review process. In the methodology section that follows, we describe the various mechanisms that were used to maximize community and employee involvement in the initial phase of the performance review.

Appreciation is expressed to members of the Hillsborough County School Board, Superintendent Earl Lennard, and school district employees, students and community residents who provided information during the performance review. Special appreciation is expressed to Mrs. Beth Shields (who was assigned by the Superintendent to serve as the district liaison with MGT for the review) for providing office space, equipment, meeting room facilities, and helpful staff to accommodate our on-site needs.

**EXHIBIT 1-1
HILLSBOROUGH COUNTY SCHOOL DISTRICT PERFORMANCE REVIEW
MAJOR ACTIVITIES BY MONTH**

MONTH	MAJOR ACTIVITIES
December 1996	<ul style="list-style-type: none"> ■ Signed contract between MGT and OPPAGA. ■ Designed interview and focus group instruments. ■ Obtained and analyzed existing reports and materials on the Hillsborough County School District obtained from the district and state. ■ Developed profiles of the Hillsborough County School District.
January 1997	<ul style="list-style-type: none"> ■ Conducted initial meetings between MGT and officials of Hillsborough County and OPPAGA. ■ Designed surveys for use with Hillsborough County district administrators, principals, and teachers. ■ Conducted diagnostic review. ■ Held first public hearing (CHARRETTE). ■ Conducted and analyzed results of surveys from central office administrators, principals, and teachers. ■ Conducted interviews and summarized findings from interviews with School Board members, senior administrators, and community leaders, and from focus group sessions with selected groups. ■ Visited selected schools.
February 1997	<ul style="list-style-type: none"> ■ Contract consent by Joint Legislative Auditing Committee. ■ Tailored guidelines to reflect unique local conditions as well as public and employee input and concerns in Hillsborough County. ■ Held second public hearing (CHARRETTE). ■ Conducted in-depth on-site review. ■ Collected and analyzed additional information as needed.
March 1997	<ul style="list-style-type: none"> ■ Continued on-site work in the district. ■ Made preliminary presentation in the district to OPPAGA and the Hillsborough County senior staff.
April 1997	<ul style="list-style-type: none"> ■ Continued on-site work in the district. ■ Developed draft report.
May 1997	<ul style="list-style-type: none"> ■ Submitted draft report. ■ Presented draft report to school board. ■ Conducted meetings with OPPAGA, the Hillsborough County School Board, district representatives.
June 1997	<ul style="list-style-type: none"> ■ Prepared final report. ■ Distributed final report to the public.
July 1997	<ul style="list-style-type: none"> ■ Presented final report to school board.

1.2 Methodology

Stakeholder Involvement/Diagnostic Review

During the diagnostic review, on-site interviews were conducted with internal and external stakeholders in the Hillsborough County School District. Interview participants consisted of business leaders, chairpersons and members of various advisory committees, city and county officials, foundation members, parents, and concerned citizens. A list of community members interviewed is shown in Exhibit 1-2.

The major issues and concerns expressed by community leaders during interviews and focus groups are listed below:

- optimism about the new Superintendent and his ability to keep his promise to reduce administrative positions as well as restore confidence for the system within the community;
- the district's ability to generate broad-based support in the community;
- the Board's and administration's ineffectiveness in listening to the community, particularly parents;
- concern about the district's relationship with the business community;
- overcrowded schools and the district's perceived inability to project enrollment and develop strategic plans;
- the district's ability to efficiently operate schools;
- state government, which "mandates, but does not fund" programs;
- lack of minority administrators, particularly at the principal and assistant principal levels;
- busing and zoning concerns that impact on court-ordered desegregation;
- lack of staff development in technology and "cultural sensitivity" training; and
- the district's inability to effectively evaluate and terminate poor performing principals and teachers.

Two public hearings or CHARRETTES were conducted on January 21, 1997 from 4:00 to 9:00 p.m. at Plant High School and at King High School on February 4, 1997. A total of 69 community representatives participated in both public hearings. Exhibit 1-3 presents the results of the CHARRETTES.

**EXHIBIT 1-2
INTERVIEWS AND FOCUS GROUPS HELD IN
HILLSBOROUGH COUNTY FOR PUBLIC INPUT**

Personal Interviews*	Focus Groups*	Number of Participants
Hank Sheraw, President, Hillsborough Educational Foundation **	University of South Florida (USF) Focus Group of Minority Professors*	3
Judge James Moody, Jr., Co-Chairman Hillsborough Tomorrow Committee	Chamber of Commerce Representatives*	5
Dr. Dick Puglisi, Director, Stavros Center, USF-Department of Education	Minority Round Table Group	8
State Representative Elvin Martinez	County Council of PTAs*	7
Betty Screven, President, Board of Trustees, SERVE**	Bi-Racial Committee	4
Janet Witmer, Executive Director, SERVE	Citizens' Advisory Council	10
Mayor Dick Greco	School-to-Work Advisory Council	4
Helen Campbell , USA**	SIT Members (School Improvement Teams)	7
Keith Surgenor, Tampa Electric Company**	Ministers' Round Table Group	6
Dr. Ike Tribble, Chairman, Chamber of Commerce		
Sadye Martin, Vice Mayor, Plant City and former principal		
Bunny Begue, PTA Council Chairperson		
Ann Porter, NAACP, Tampa Chapter		
SUBTOTAL	13	54
GRAND TOTAL	67	

*Many of the above stakeholders are involved directly in schools, for example, as members of a school SIT team. Thus, they provided both districtwide as well as school-based information.

**Involved in partnerships.

**EXHIBIT 1-3
SUMMARY OF CHARRETTES**

Two CHARRETTES or public forums were held for the community to provide input into the Performance Review of the Hillsborough County School District. This exhibit summarizes the comments (both written and oral) received from 69 persons who attended both CHARRETTES. The CHARRETTES were held on January 21 at Plant High School and on February 4 at King High School.

The format for both CHARRETTES was to provide newsprint on the cafeteria walls which was used for comments on a specific issue or functional area being addressed in the performance review. Stakeholders attending the CHARRETTES wrote their comments and perceptions on the newsprint, and also provided responses to comments which others had made. In addition, oral comments were received through either small group discussions or individual interviews with MGT consultants.

The most pressing concerns voiced by stakeholders at both CHARRETTES are listed below:

1. Curriculum and Instruction

- Standards should be raised.
- The curriculum should be better aligned, particularly between the elementary and middle school levels.
- The district should focus on those students not bound for college.
- The gifted program should be evaluated.

2. Community Involvement, Parental Involvement, and Communications

- The district needs more effective public relations and more positive press and publicity.
- The district should place greater emphasis on community and parental involvement.
- Parents need more regular dissemination of information from the district and the schools.

3. Central Office Administration

- The new Superintendent shows strong leadership and has made positive initial efforts to make the district's organizational structure more efficient.
- There are still too many administrators that are not using their staff to the most efficient advantage.
- Central administration is too distanced from the day-to-day activities and management of the schools.

4. Facilities Management

- Overcrowding is a primary concern, as well as the district's ability to plan for new schools which are overcrowded before they are constructed.
- Disparity exists between the older and the newer schools in terms of technology, maintenance, and equipment.

5. Student Services

- The district needs more counselors, especially at the elementary level.
- The district needs more registered nurses, psychologists, social workers, and speech and language pathologists.
- Parents of students with special needs require more services than the district provides.
- Regular education teachers need to be better trained in the needs of special education students.

Surveys

Individual surveys were conducted to secure the initial involvement of central office administrators, school principals, and teachers to assist in determining the focus of the performance review. The surveys provided administrators and teachers the opportunity to express their opinions concerning school district operations and to recommend opportunities to improve efficiency and effectiveness.

The written surveys provided statistically reliable information on the perceptions and opinions of school-based and non-school-based administrators and teachers. The surveys also allowed the review team to determine how the opinions and perceptions of central office administrators, school administrators, teachers, and members of the community differed. In addition, the survey responses of Hillsborough County employees were contrasted with the survey responses obtained in previous performance reviews to provide benchmark comparisons with employees in other school systems across the country. The survey results and comparisons are included in Chapter 3 with instruments and survey results in Appendices A and B.

The surveys and focus groups were used to identify major issues of concern during the performance review. Additionally, requests from individuals and groups who wanted to provide information either during the on-site phase of the project or by telephone were accommodated. Concerned citizens expressed their opinions about various aspects of performance within the Hillsborough County School District. Common issues were incorporated into the scope of the performance review.

In-Depth On-Site Review

In February 1997, a total of 21 members from the MGT project team were involved in on-site work. These individuals were organized into specialized teams that examined components of the following 11 systems as defined in the project work plan:

- School District Organization and Management
- Educational Service Delivery and Performance Measures
- Personnel Management
- Community Involvement
- Facilities Use and Management
- Asset and Risk Management
- Financial Management
- Purchasing and Warehouse Services
- Food Service
- Transportation
- Safety and Security

In addition, the MGT team analyzed both instructional and administrative technology within the district.

The systematic assessment of the district was aided by MGT's *Guidelines for Conducting Management and Performance Audits of School Districts*. Following the collection and analysis of existing data and new information from community input and surveys, guidelines were developed to reflect local rules and regulations, the unique

conditions of Hillsborough County School District, and the input of local residents, community leaders, central office administrators, principals, teachers, and students.

The on-site review included meetings with hundreds of district-level and school-level staff, and the subsequent review of data and documentation provided by these individuals. Members of the review team conducted formal visits in 38 of the district's schools. The schools which were visited are shown in Exhibit 1-4.

On-site visits incorporated information from principals, teachers, and other staff involved with the various components of the 12 district operations that were identified above. More than 300 campus-level employees were interviewed by one of 21 members of the review team during this time.

**EXHIBIT 1-4
SCHOOLS VISITED IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

Elementary Schools	Middle Schools	High Schools	Special Schools
Ballast Point	Monroe	Jefferson	Leary Tech Center
Grady	Oak Grove	King	Manhattan Center
Riverhills	Wilson	Robinson	Hillsborough Exceptional Education Center
Mendenhall	Eisenhower	Plant City	
Cypress Creek	Roland Park	East Bay	
Oak Park	Stewart	Durant	
Shaw	Greco	Plant	
Cleveland	Madison	Blake	
Just	Marshall	Hillsborough	
Lewis	Walker		
Walden Lake			
Anderson			
Lithia Springs			
Twin Lakes			
Edison			
Sulfur Springs			

Source: MGT on-site visits, 1997.

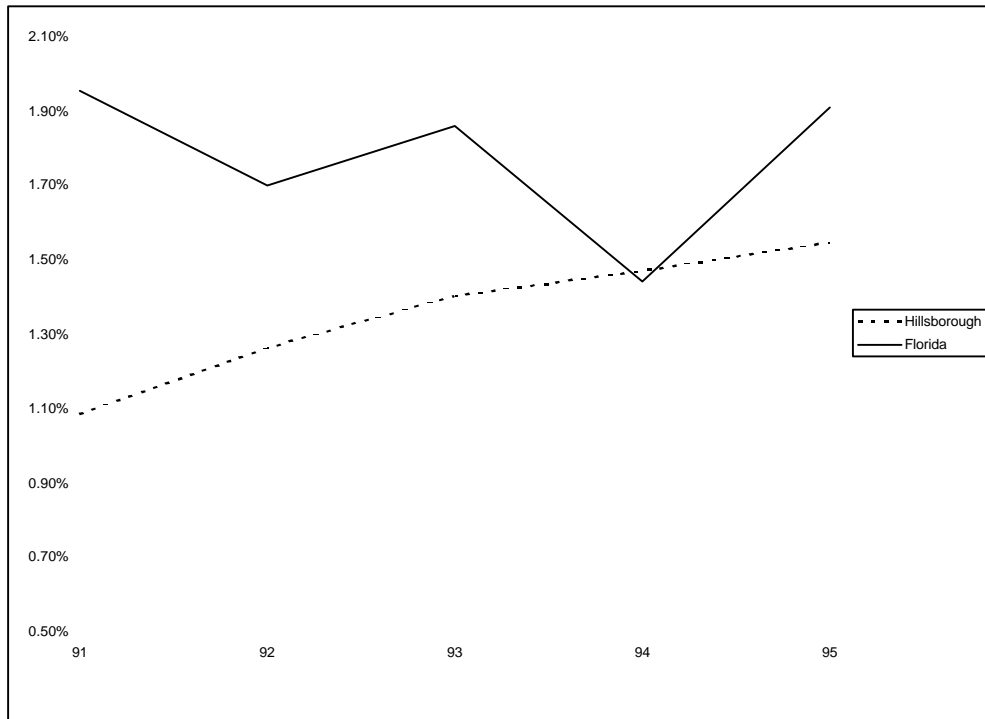
1.3 Overview of the Hillsborough County School District

1.3.1 Hillsborough County

Hillsborough County is the sixth largest county in the State of Florida and is located on the Central West Coast of the state. The City of Tampa is the County seat, and Temple Terrace and Plant City are the other incorporated cities within the County. From 1980 to 1990, the County's population increased 28.9 percent, while the nation's population increased just 9.8 percent. However, this remarkable growth rate was less than that experienced by the State of Florida which grew 32.8 percent over the same time period.

Exhibit 1-5 shows the percentage increase in population for Hillsborough County and the State over the past five years. As the exhibit shows, Hillsborough County has maintained steady growth that has been just slightly lower than of the State.

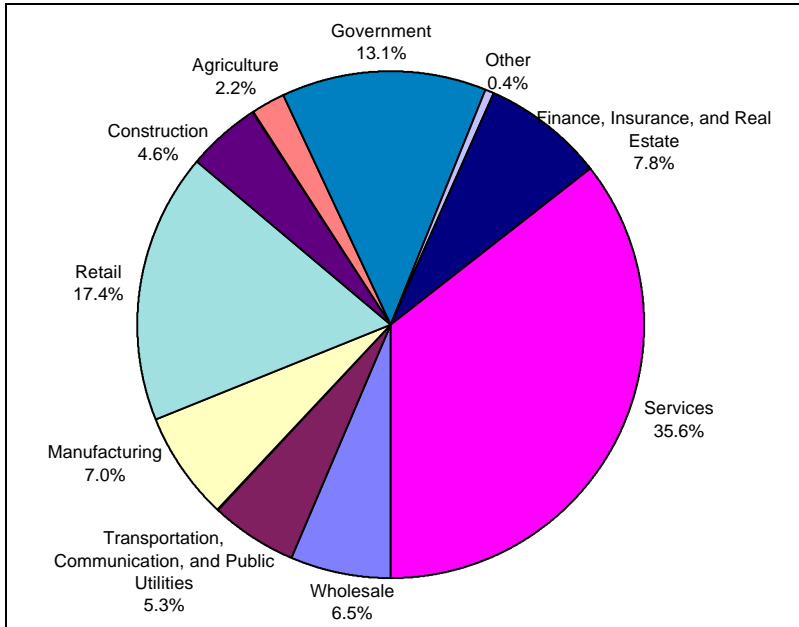
**EXHIBIT 1-5
POPULATION PERCENTAGE INCREASE OVER
PREVIOUS YEARS IN HILLSBOROUGH COUNTY**



Source: Preliminary Offering Statement, COP, School Board of Hillsborough County, Florida, October 10, 1996.

The County has a relatively diverse employment base, with a major airport, a military base, a university, and several private industries calling Hillsborough County home. Exhibit 1-6 provides a view of employment opportunities within Hillsborough County by industry. Exhibit 1-7 lists the top employers in the County (excluding operations that do not have a central employment area within the County). As can be seen, the largest employer in Hillsborough County is the service industry which includes education.

**EXHIBIT 1-6
HILLSBOROUGH COUNTY
EMPLOYMENT BY INDUSTRY
1996**



Source: Hillsborough County School District, Presentation to Moody's Investors Service, March 6, 1997.

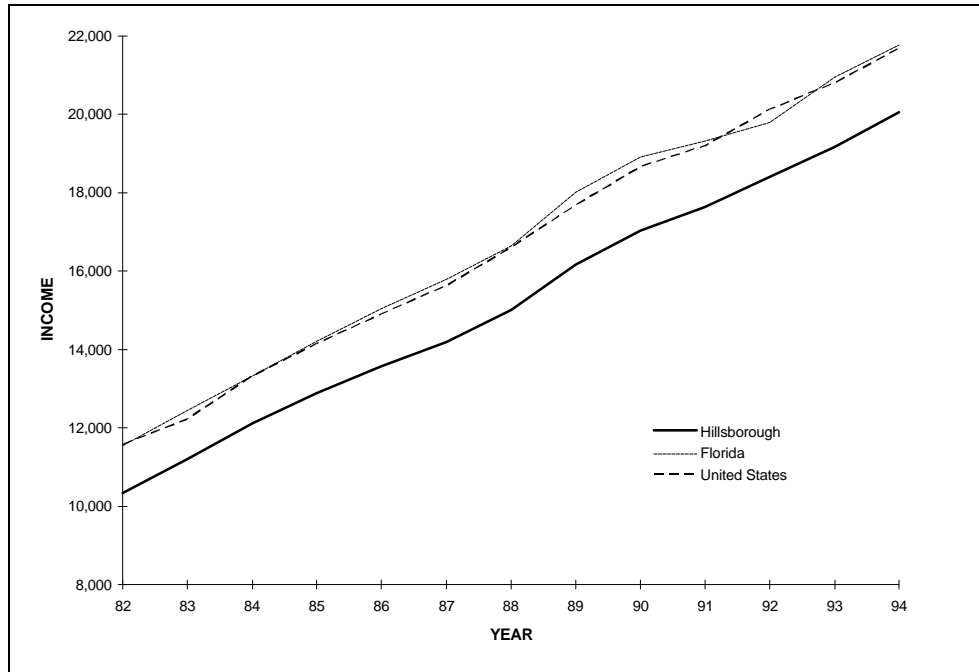
**EXHIBIT 1-7
TOP EMPLOYERS IN HILLSBOROUGH COUNTY
1996**

Entity	Type of Operation	Number of Employees
Hillsborough County School Board	Public Education	21,800
GTE Florida	Telecommunications	9,100
Hillsborough County Government	Government Service	8,860
Tampa International Airport	International Airport	6,040
University of South Florida	Education Service	5,020
City of Tampa	Government Service	4,600
MacDill Air Force Base	Military Service	4,380
Publix	Supermarket	4,060
Tampa General Hospital	Medical Facility	3,800
Kash n' Karry Food Stores, Inc.	Supermarket	3,290
Saint Joseph's Hospital	Medical Facility	3,220
GTE Data Services	Data Processing Services	3,200
United States Postal Service	Postal Service	3,100
Tampa Electric Company	Electric Service	3,000

Source: Hillsborough County School District, Presentation to Moody's Investors Service, March 6, 1997.

Exhibit 1-8 compares the per capita growth in personal income in Hillsborough County and the United States since 1982. The exhibit shows that Hillsborough County's per capita personal income has remained slightly less than state and national growth rates; yet, the county's income has risen at nearly the same rate.

**EXHIBIT 1-8
PER CAPITA PERSONAL INCOME IN HILLSBOROUGH COUNTY
1982-1994**



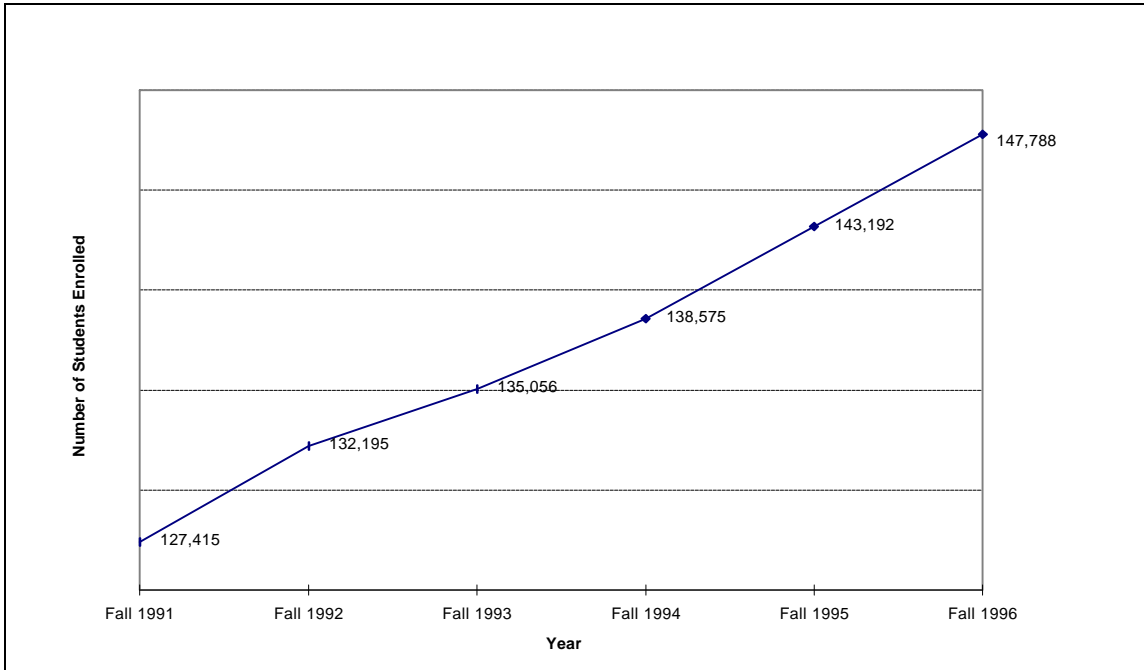
Source: Preliminary Offering Statement, COP, School Board of Hillsborough County, Florida, October 10, 1996.

1.3.2 School District

The Hillsborough County School District holds the rank of the 12th largest public school system in the nation and 3rd largest district in the State of Florida. In Fall 1996, student enrollment in the Hillsborough County School District reached almost 147,800. Exhibit 1-9 depicts the upward trend in enrollment for Hillsborough County since Fall 1991.

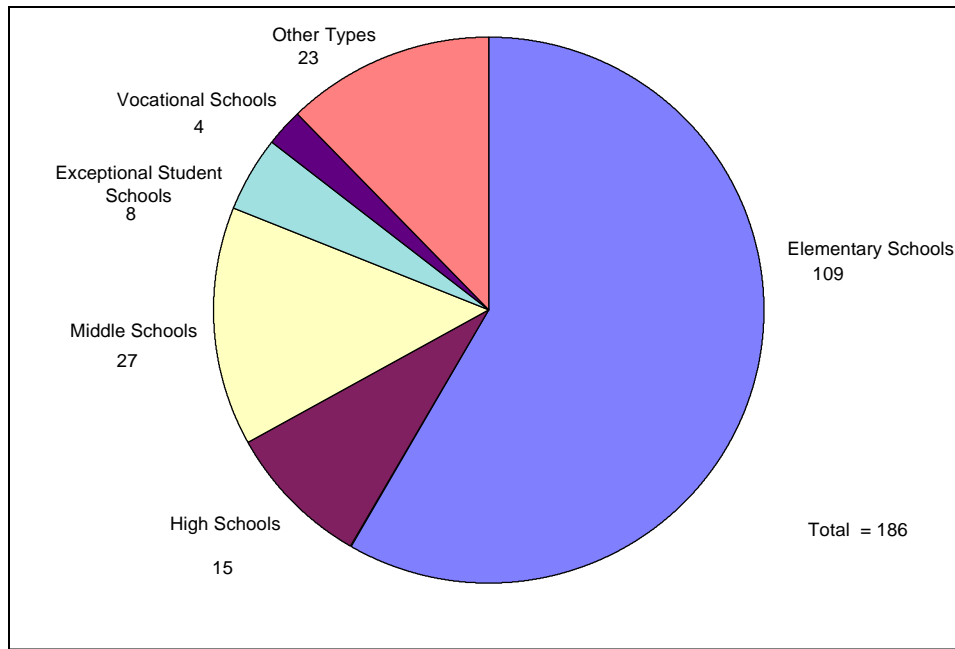
There are over 180 public school facilities in operation in Hillsborough County as shown in Exhibit 1-10. The County offers education centers and programs to meet the needs of exceptional students, pre-kindergarten students, and adult students, in addition to students in kindergarten through the 12th grade. The Pre-kindergarten Program serves over 1,300 students in 22 school sites and 14 private day care centers. Also, the County is currently offering eight magnet schools/programs with plans to open four new ones in Fall 1997. The adult education portion of the Hillsborough County School District includes classes for high school graduation, basic academic skills, GED testing, lifestyle enhancement, community services, and technical training.

**EXHIBIT 1-9
TRENDS IN PK-12 ENROLLMENT IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1991-96**



Source: Statistical Brief, Florida Department of Education, Membership in Florida Public Schools, 1995 and 1996.

**EXHIBIT 1-10
PUBLIC SCHOOL FACILITIES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**



Source: Profiles of Florida School Districts, Florida Department of Education, 1995-96.

The school district receives support from the community in a variety of ways. Some examples of that support are the Hillsborough Education Foundation, the Parent-Teacher and Parent-Teacher-Student Associations, SERVE (School Enrichment Resource Volunteers in Education), and the Citizen Advisory Committees.

Revenue

Exhibit 1-11 demonstrates the increase in revenues for the Hillsborough County School District. In less than ten years, overall revenues have increased by 83 percent. The 1991-92 school year showed the lowest percentage increase (2%) in overall revenue during the past ten years. The highest percentage increase (9-11% each year) occurred between 1988 and 1991 when Hillsborough County experienced a surge in its population.

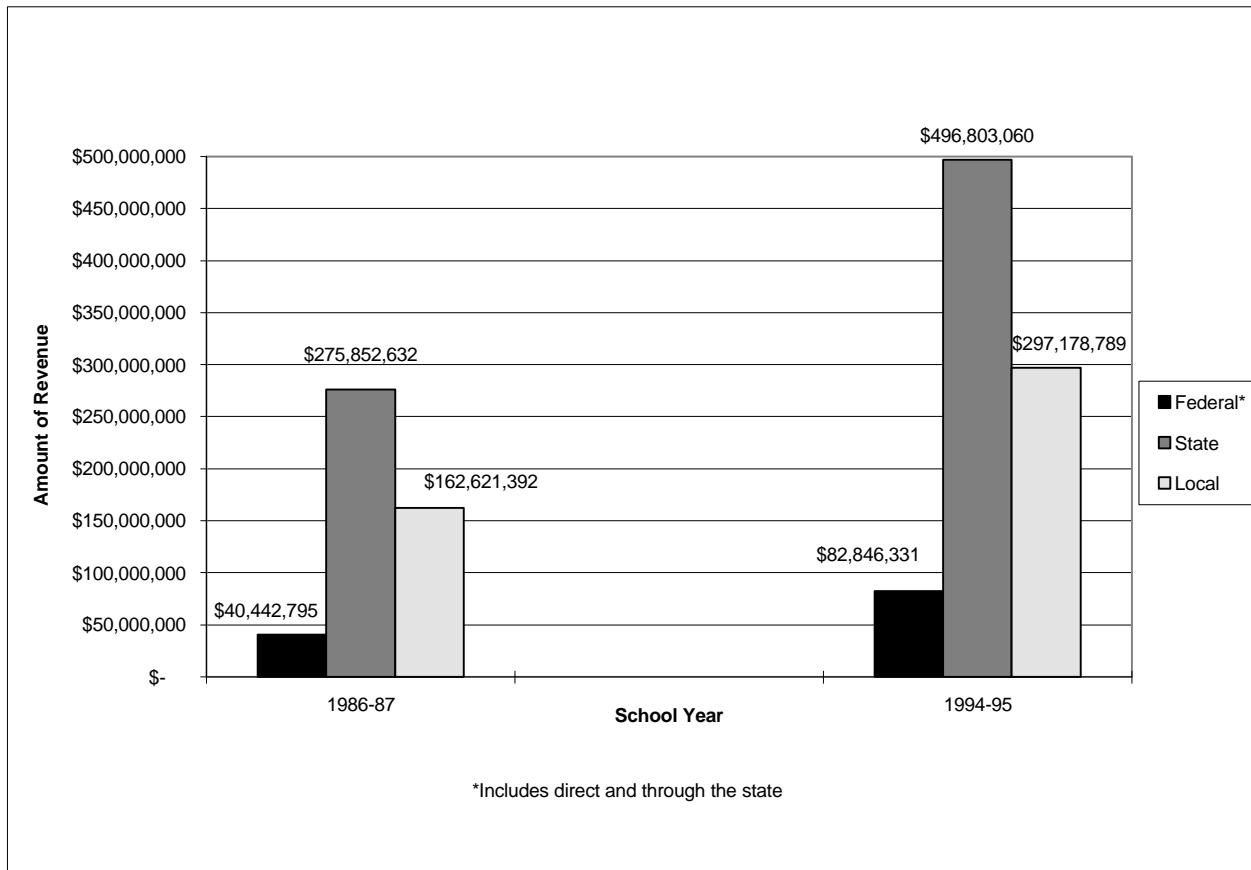
During the past ten years, funding from federal sources has increased by 104 percent, with a slight drop during the 1993-94 school year. Similarly, state and local funding have increased by 80 percent and 83 percent, respectively. While the increase in revenues during the past ten years has been large, there has been little change in the percentage of total revenues from federal, state, and local resources as seen in Exhibits 1-12 and 1-13.

In September 1996, a referendum was approved by Hillsborough County residents that would create a 1/2 cent sales tax. The purpose of this tax is to fund public safety, transportation, educational infrastructure, and a community stadium. The Hillsborough County School District will receive 25 percent of the proceeds from this tax through the year 2026, generating approximately \$678 million over the next 30 years. The proceeds of this tax should be used for the construction/acquisition of educational facilities and technology, and not for district operations. School Board hearings will be held every five years for the purpose of identifying the expenditure of the funds provided by this tax.

Expenditures

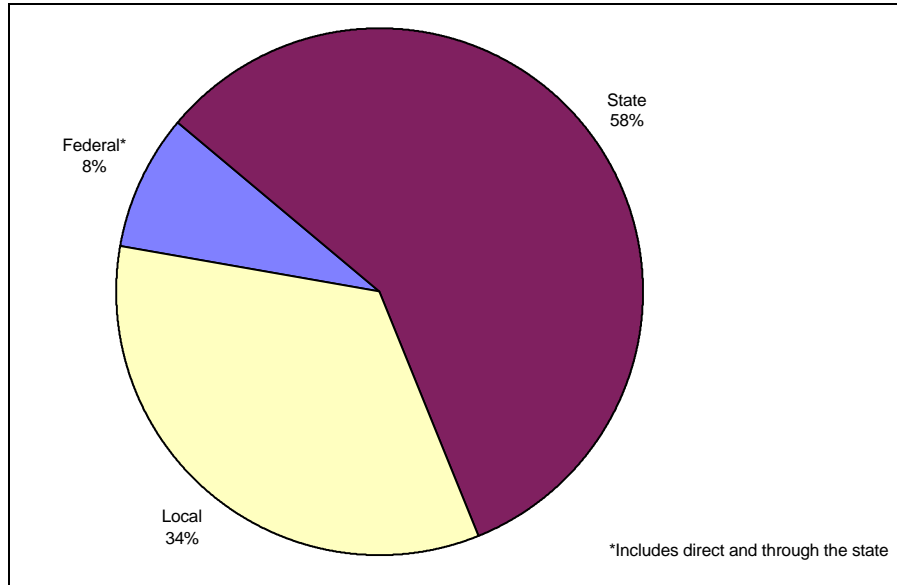
The trend in Hillsborough County's expenditures per FTE over the last decade is illustrated in Exhibit 1-14. Expenditures have risen steadily, but have leveled off to some extent in the past two school years. Exhibit 1-15 shows the percentage of total spending for staff compensation and instructional support since 1989. After the significant increase in spending on compensation in 1990, the percentage of expenditures have remained somewhat consistent with instructional support maintaining approximately 10 percent of the total expenditures.

**EXHIBIT 1-11
HILLSBOROUGH COUNTY SCHOOL DISTRICT
REVENUE IN DOLLARS BY SOURCE
1986-87 AND 1994-95**



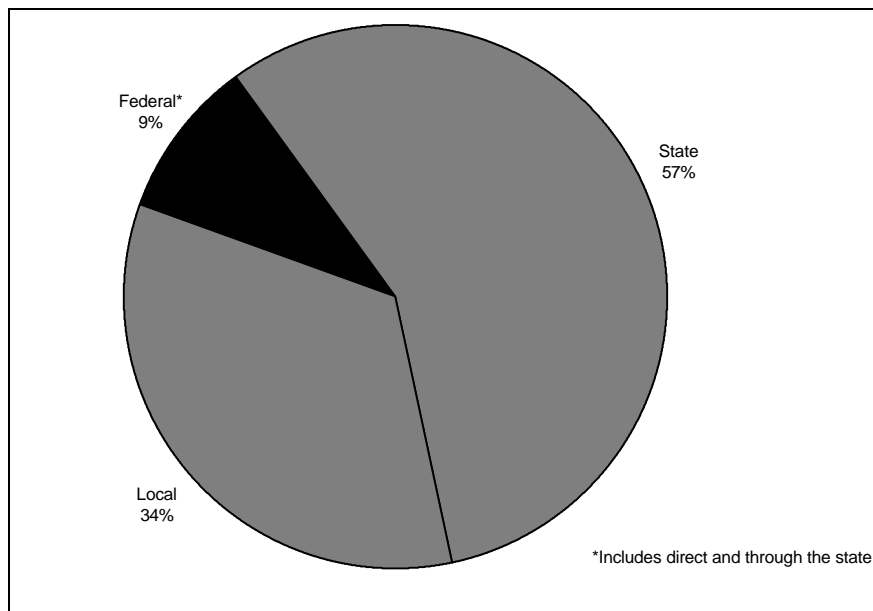
Source: Profiles of Florida School Districts, Florida Department of Education, 1986-87 and 1994-95.

**EXHIBIT 1-12
REVENUE SOURCES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1986-87**



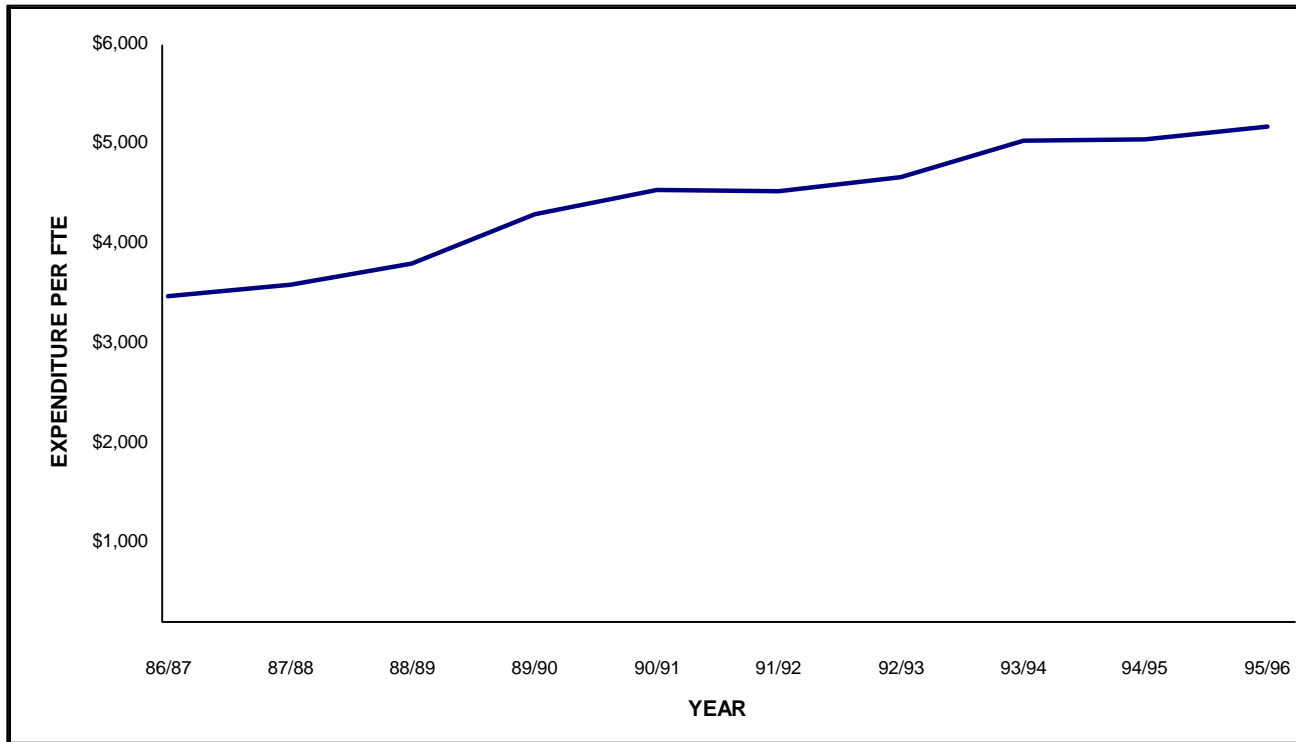
Source: Profiles of Florida School Districts, Florida Department of Education, 1986-87.

**EXHIBIT 1-13
REVENUE SOURCES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1994-95**



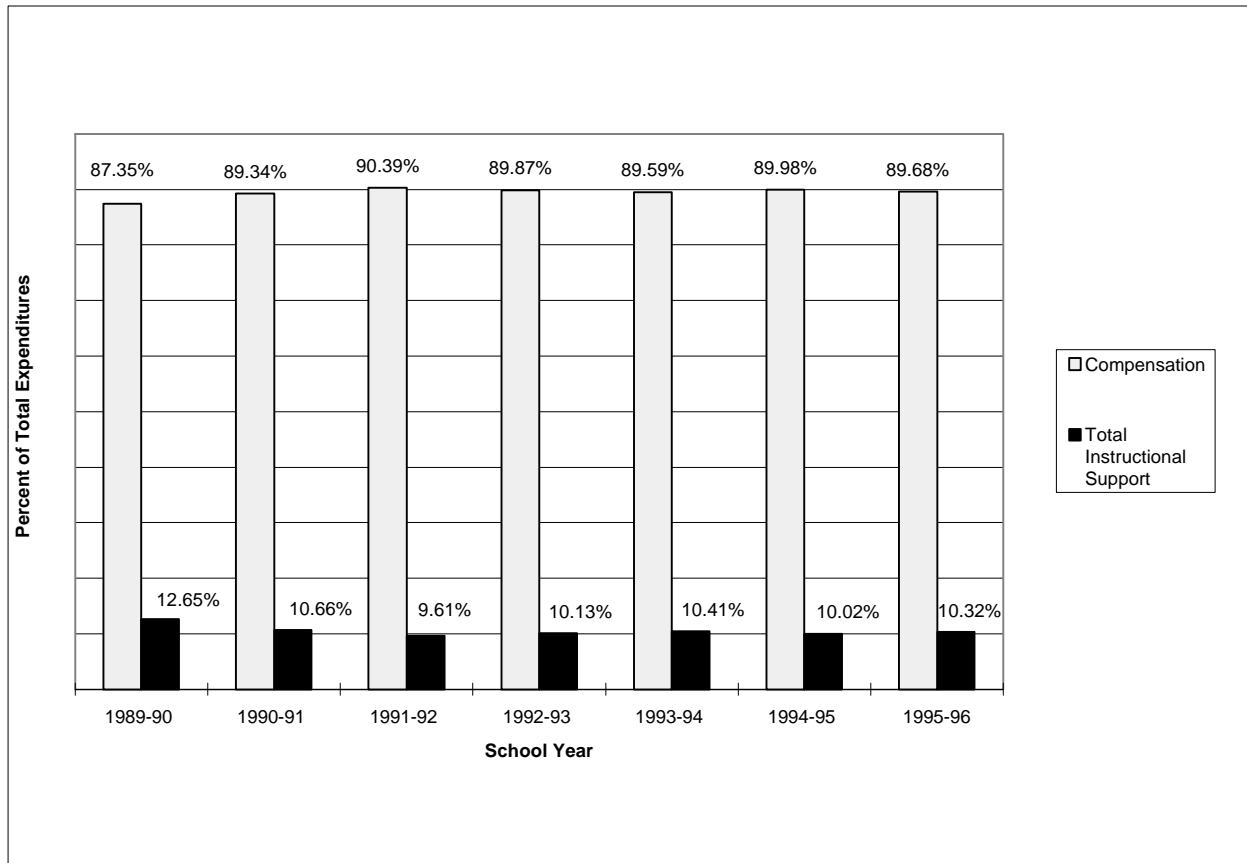
Source: Profiles of Florida School Districts, Florida Department of Education, 1994-95.

**EXHIBIT 1-14
EXPENDITURES PER FTE IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1986-87 THROUGH 1995-96**



Source: Preliminary Offering Statement, COP, School Board of Hillsborough County, Florida, October 10, 1996.

EXHIBIT 1-15
TRENDS IN FISCAL EXPENDITURES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1989-90 THROUGH 1995-96

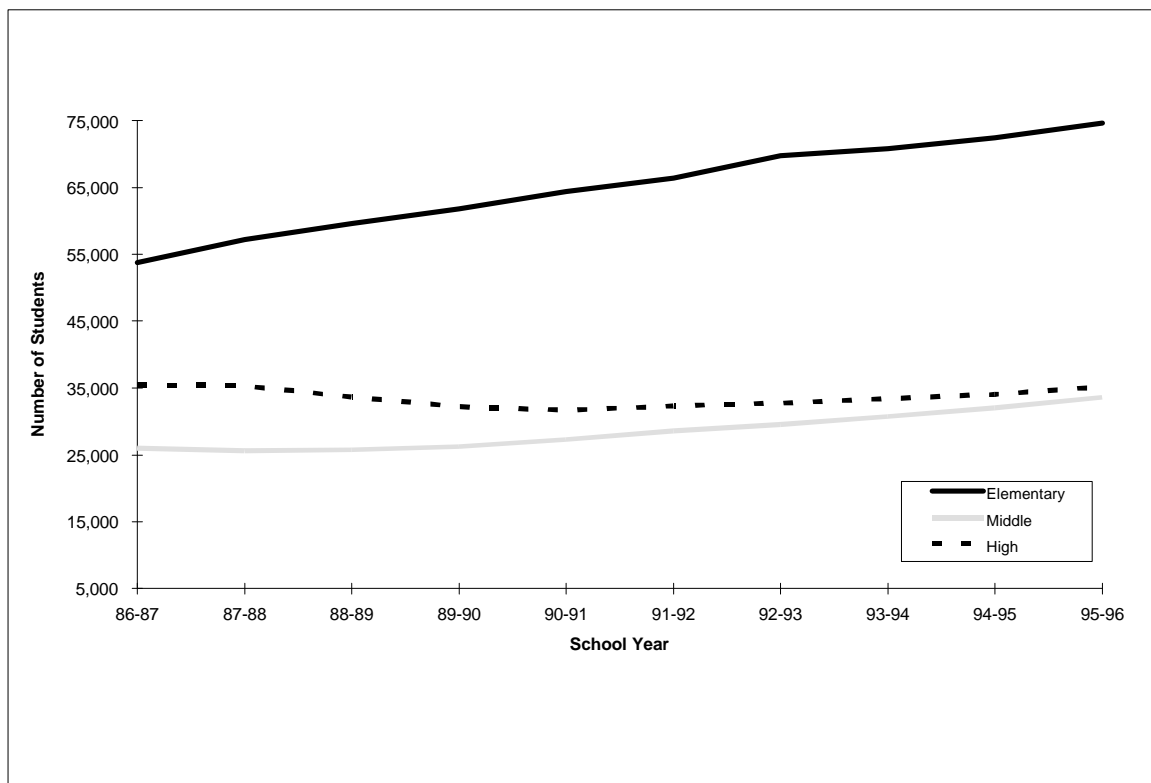


Source: Fiscal Year Expenditure Report, Hillsborough County School District, 1995-96.

Student Enrollment

The Hillsborough County School District has shown steady growth in student enrollment since 1986-87. Exhibit 1-16 shows that both elementary and middle schools have experienced enrollment increases since 1986-87; however, high school enrollment slightly decreased between 1988-89 and 1991-92. Since 1992-93, student enrollment at each level has been increasing steadily.

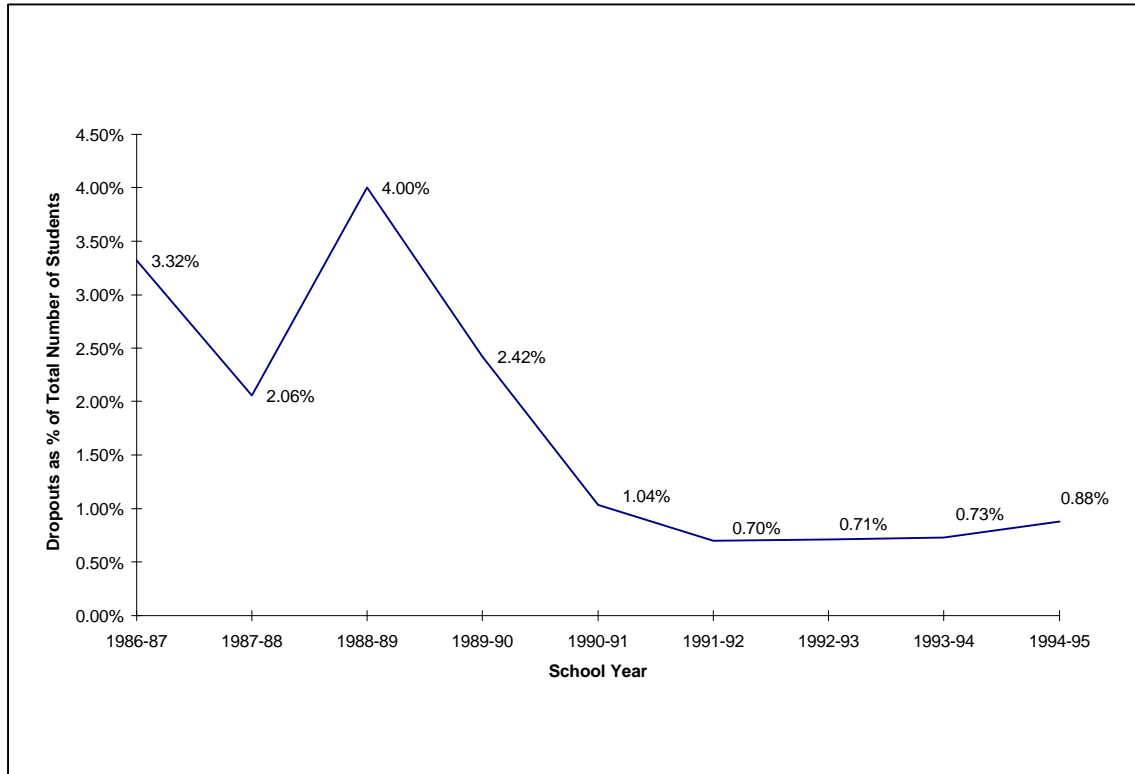
EXHIBIT 1-16
STUDENT ENROLLMENT TRENDS BY SCHOOL LEVEL IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1986-87 THROUGH 1995-96



Source: Profiles of Florida School Districts, Student and Staff Data, Florida Department of Education, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96.

One reason for the fluctuations in enrollment may be the dropout rate of Hillsborough County students. Exhibit 1-17 displays the trends in the overall dropout rate since the 1986-87 school year. During the last ten years, dropout rates were the highest (4%) during the 1988-89 school year. Then, by 1991-92, the percentage of dropouts had decreased to 0.70 percent. These fluctuations appear to coincide with the fluctuations in enrollment as seen in Exhibit 1-16.

**EXHIBIT 1-17
TRENDS IN DROPOUT RATES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1986-87 THROUGH 1995-96**

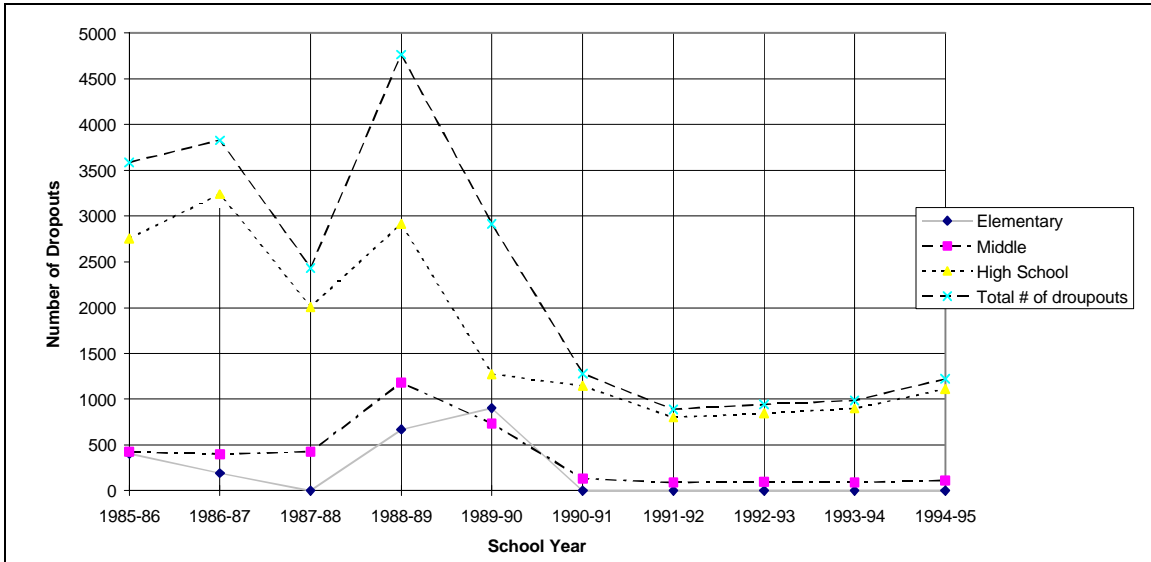


Source: Profiles of Florida School Districts, Florida Department of Education, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96.

As shown in Exhibit 1-18, it is evident that the majority of dropouts occur among high school students (grades 9-12). While it appears that the number of students dropping out of school is remaining relatively low, there has been a slight increase in high school dropouts since 1991-92. In fact, the 1991-92 school year had the lowest number of high school dropouts in the past ten years, with a steady increase in the number of dropouts since that time. However, Hillsborough County has done an exceptional job reducing the total number of dropouts.

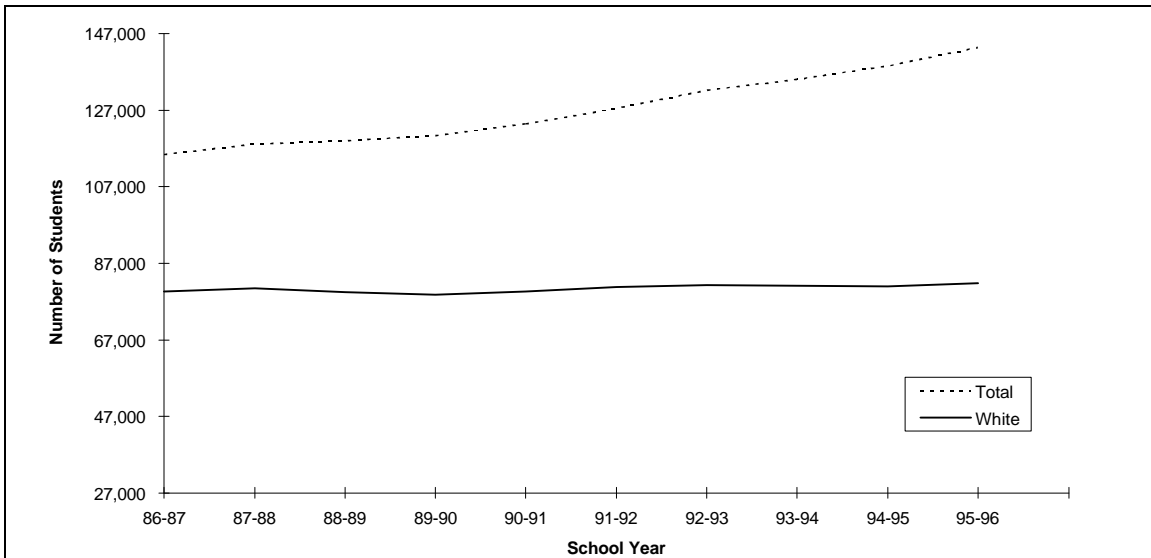
Another possible factor in the fluctuations in enrollment may be the increase in minority student enrollment. Since 1986-87, overall enrollment has been steadily increasing, yet the number of White/non-Hispanic students has remained relatively constant as seen in Exhibit 1-19. This indicates that the Hillsborough County School District has experienced a surge in the number of minority students over the past decade.

**EXHIBIT 1-18
TRENDS IN DROPOUTS IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1985-86 THROUGH 1994-95**



Source: Profiles of Florida School Districts, Student and Staff Data, Florida Department of Education, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96.

**EXHIBIT 1-19
STUDENT ENROLLMENT TRENDS BY ETHNICITY IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1986-87 THROUGH 1995-96**



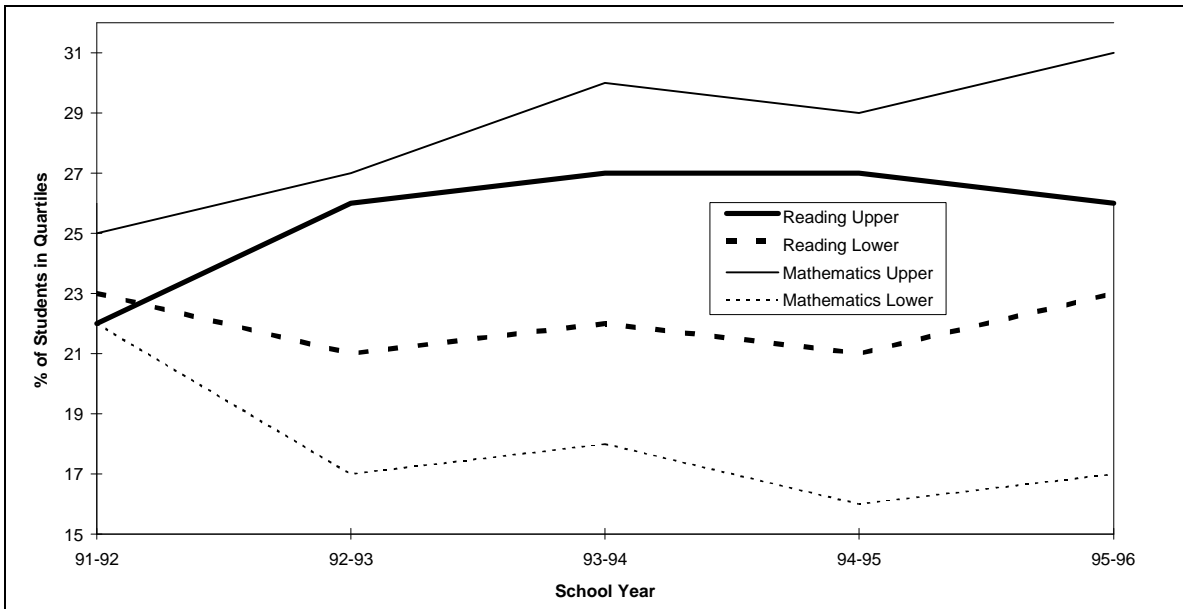
Source: Profiles of Florida School Districts, Student and Staff Data, Florida Department of Education, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96.

In 1995-96, 43 percent of the total number of students enrolled were of an ethnicity other than White/non-Hispanic. The largest increase occurred among the Hispanic students whose enrollment increased from eight percent in 1986-87 to 17 percent in 1995-96. African-American student enrollment also increased from 21 percent to 24 percent in the ten years.

Student Achievement

Student achievement is measured in many ways. One method of measuring the achievement of students within a school district is to examine scores on standardized tests. Exhibit 1-20 demonstrates the trends in the percentage of students who scored in the upper and lower quartiles on the Grade Ten Assessment Test (GTAT) in both reading comprehension and mathematics over the last five years. Since 1992-93, over 25 percent of Hillsborough County students scored in the upper quartile of both reading and math. Likewise, since 1991-92, less than 25 percent of Hillsborough County students scored in the lower quartiles on the reading and math portions of the GTAT.

**EXHIBIT 1-20
TRENDS IN STUDENT PERFORMANCE ON GTAT IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1991-1996**



Source: Profiles of Florida School Districts, Student and Staff Data, Florida Department of Education, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96.

However, over the past two years, there has been a decrease in the percentage of Hillsborough County students scoring in the upper quartile for reading comprehension and an increase in the percentage of students scoring in the lower quartile in both reading and math. This indicates a possible decline in student performance on the GTAT, at least on the reading comprehension portion of the exam. Even though there

may be a concern over the performance on the GTAT in reading, the percentage of students scoring in the upper quartile of the mathematics portion continues to increase.

Hillsborough County students have also done well on the High School Competency Test (HSCT) this past year. According to the Hillsborough County School District's Office of Communication, in 1995-96, 94 percent of the County's students passed the communications portion of the test and 87 percent passed the mathematics portion. The performance of Hillsborough County students was better than the state averages which were 89 percent for communications and 77 percent for mathematics.

Exhibit 1-21 shows a comparison of the scores on the SAT and ACT college entrance exams. On both the SAT and the ACT, Hillsborough County students scored above the state and national averages in 1996.

**EXHIBIT 1-21
AVERAGE STANDARDIZED TEST SCORES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1995-96**

Scholastic Assessment Test					
SAT	Number Tested	Percentage Tested	Average Verbal Score	Average Math Score	Average Combined Score
Hillsborough County	2,874	47%	509	515	1,024
Florida	50,979	48%	498	496	994
Nation	1,000,000	41%	505	508	1,013

American College Test						
ACT	Number Tested	Average Science/ Reasoning	Average English Score	Average Math Score	Average Reading Score	Average Composite Score
Hillsborough County	1,618	21.6	20.5	21.6	22.2	21.5
Florida	36,264	20.6	19.9	20.3	21.2	20.6
Nation	924,663	21.1	20.3	20.2	21.3	20.9

Source: Hillsborough County School District, Presentation to Moody's Investors Service, March 6, 1997.

External recognition of the student's academic success is another method of measuring student achievement. The naming of 708 Hillsborough seniors as Florida Academic Scholars and Florida Graduate Fund Scholars are examples of Hillsborough County's high student achievements. Likewise, 686 Hillsborough students received the endorsement of the Florida Vocational Gold Seal program. At the national level, 69 Hillsborough seniors were identified as finalists in the National Merit Scholarship Program, including six named by the National Achievement Program for Outstanding Negro Students and 12 students were selected as National Hispanic Scholar Program finalists (Facts, Hillsborough County Public Schools, Office of Communications, 1996-97).

A third method of measuring student achievement is by the number of students who graduate from high school and the number of students who continue their pursuits of education beyond high school. Exhibit 1-22 provides a comparison of the number of students, by ethnicity, who received standard diplomas and the total number of completers. During the 1995-96 school year, 97 percent of total completers earned standard diplomas. Furthermore, Exhibit 1-23 demonstrates the overall graduation rate by ethnicity based on the number of seniors enrolled during 1995-96. Asian/Pacific Islanders have the highest graduation rate followed by Hispanic students and Black/non-Hispanic students consecutively. The overall graduation rate for Hillsborough County is 94 percent based on total senior enrollment in 1995-96.

Exhibit 1-24 shows the percentage of students over the past ten years who have chosen to enter college or technical school following graduation. The percentage of students entering college was at its highest (65%) in ten years during 1992-93, while the percentage of students entering technical school peaked (8%) during 1987-88. The years with the lowest percentage of students entering college (41%) or technical school (1%) were 1985-86 and 1993-94, respectively. Over the ten years documented in Exhibit 1-24, there was a 45 percent total increase in the number of students who entered college and a 108 percent total increase in the number of students who entered technical school.

Furthermore, the postsecondary plans of Hillsborough's seniors is found in Exhibit 1-25. This exhibit shows that one-third of Hillsborough County students have no plans to continue their education and slightly less than a third plan to attend a college or university in the State of Florida. The remaining third plan to attend a Florida community college, an out-of-state college or university, or a technical/trade school.

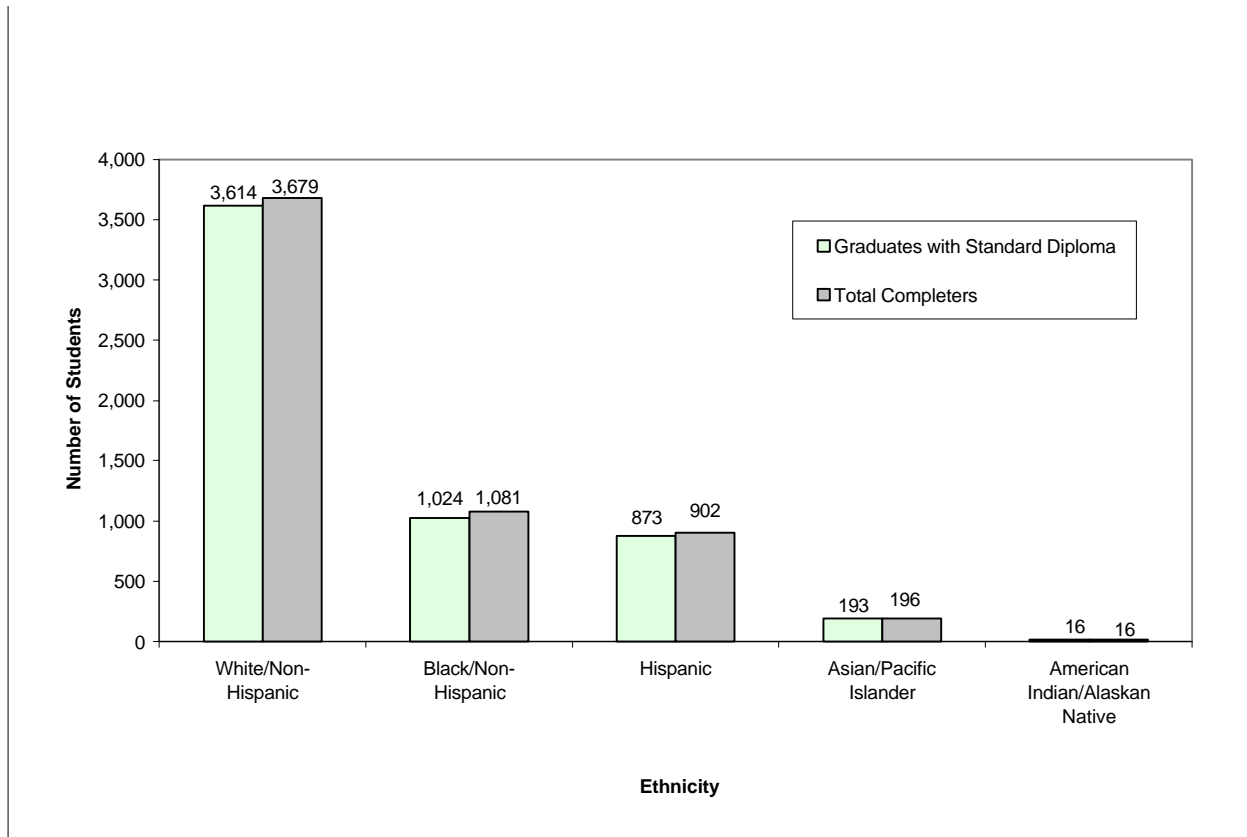
Any of the three methods suggested for measuring student achievement assist in demonstrating the success of the Hillsborough County School District.

Personnel

During the 1990s, the number of Hillsborough County School District personnel has steadily increased. However, as seen in Exhibit 1-26, the largest percentage increases in the number of teachers (6%), support staff (9%), and instructional/non-teacher staff (10%) occurred in the 1994-95 school year. The largest percentage increase in administration (6%) occurred in 1991-92. The overall percentage increase in personnel from 1990-91 to 1995-96 is 16 percent.

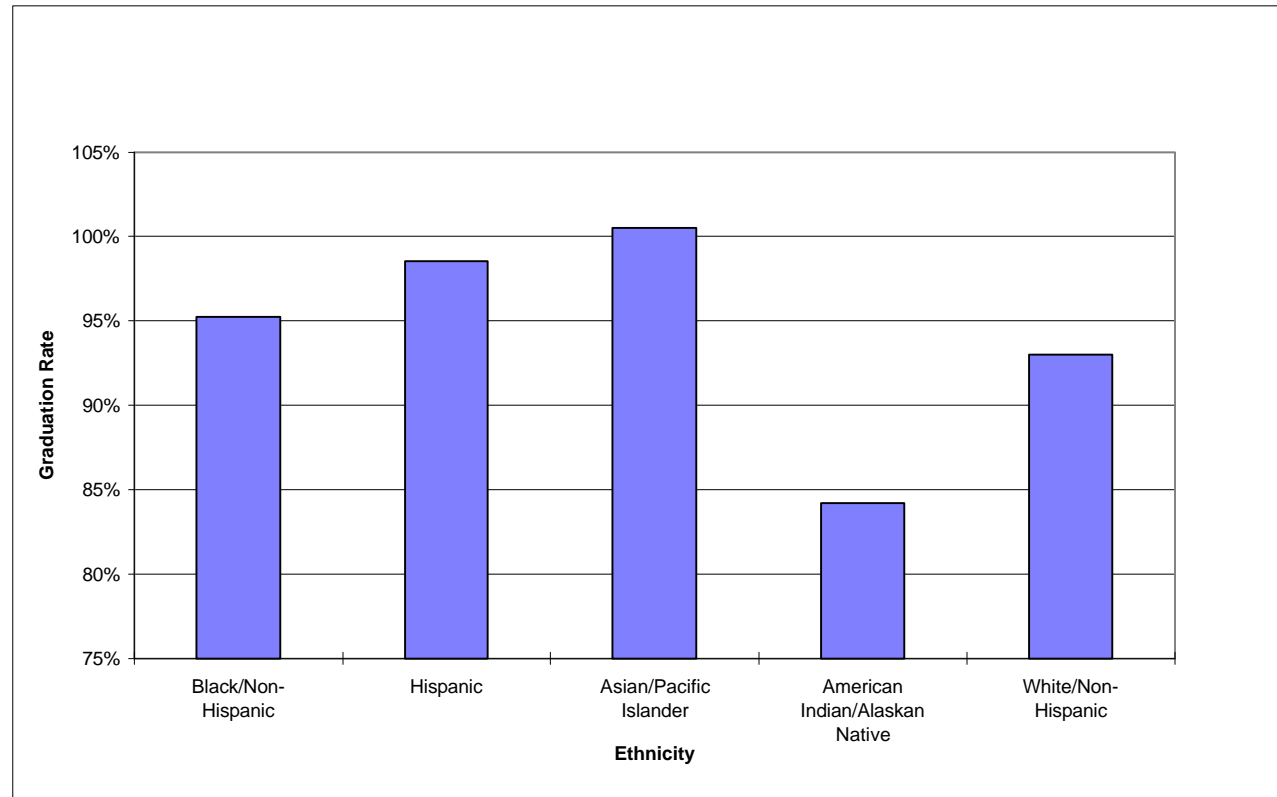
The amount of increase in personnel has allowed the number of students per staff member to decrease by three percent between 1986-87 and 1995-96 as seen in Exhibit 1-27. This means that staff members are responsible for fewer students, which is likely to increase the quality of a Hillsborough County education. However, from 1988-89 to 1990-91 the ratio of student to staff member was better than it has been during the most recent five years, especially the ratio of students to counselor. The average ratio of students per counselor is 391:1, while the average ratio of students per classroom teacher is 16.7:1, and the average ratio of students to administrators is 216:1.

EXHIBIT 1-22
GRADUATES RECEIVING STANDARD DIPLOMAS
AND TOTAL COMPLETERS BY ETHNICITY IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1995-96



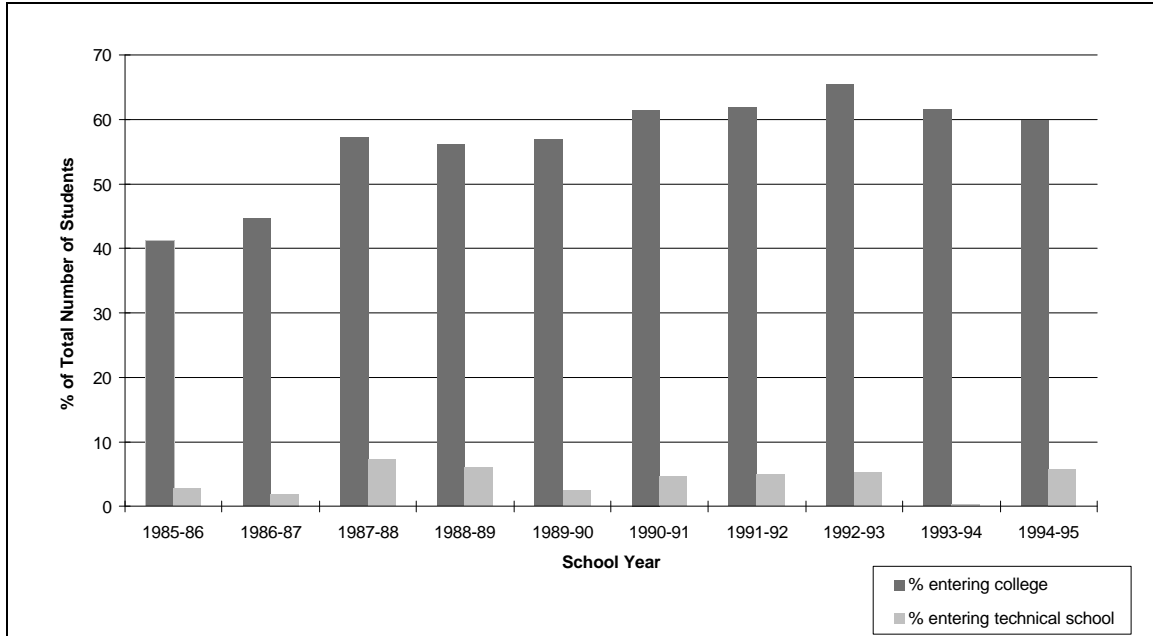
Source: Statistical Brief, Florida Department of Education, Florida Public High School Graduates, 1995-96.

**EXHIBIT 1-23
GRADUATION RATE BY ETHNICITY IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1995-96**



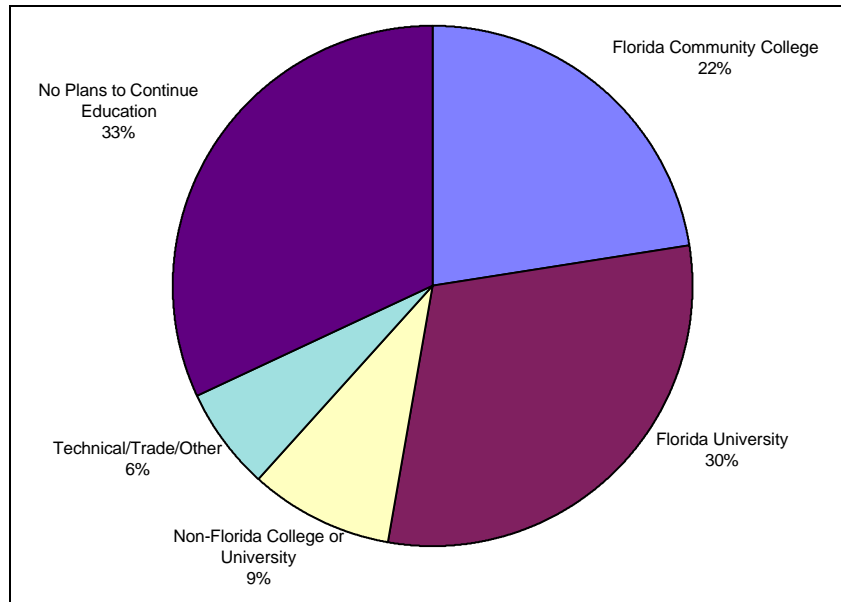
Source: Profiles of Florida Public Schools, Florida Department of Education, 1995-96.
Statistical Briefs, Florida Department of Education, Florida Public High School Graduates, 1995-96.

**EXHIBIT 1-24
TRENDS IN CONTINUING EDUCATION BY STUDENTS IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1985-86 THROUGH 1994-95**



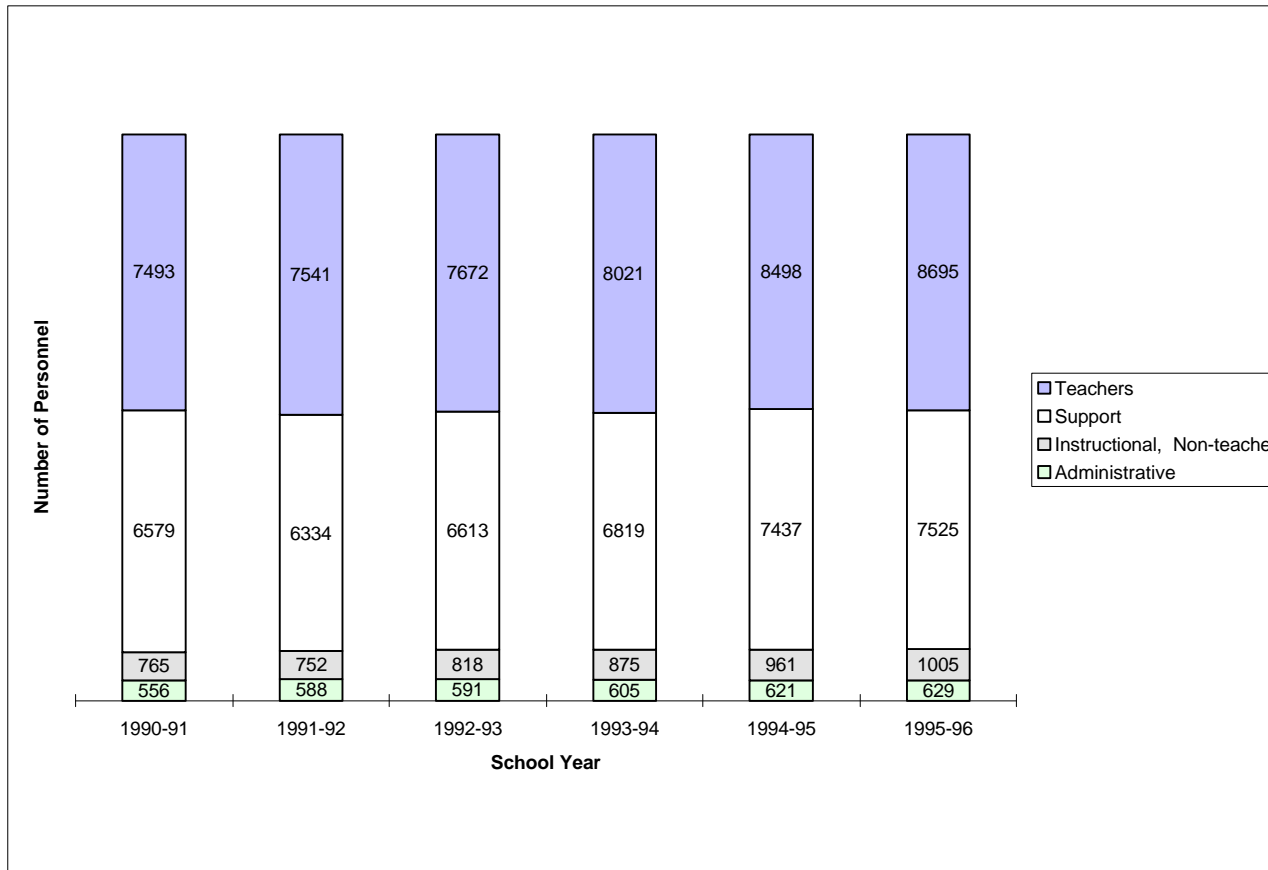
Source: Profiles of Florida School Districts, Student and Staff Data, Florida Department of Education, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96.

**EXHIBIT 1-25
POSTSECONDARY PLANS FOR STUDENTS IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1995-96**



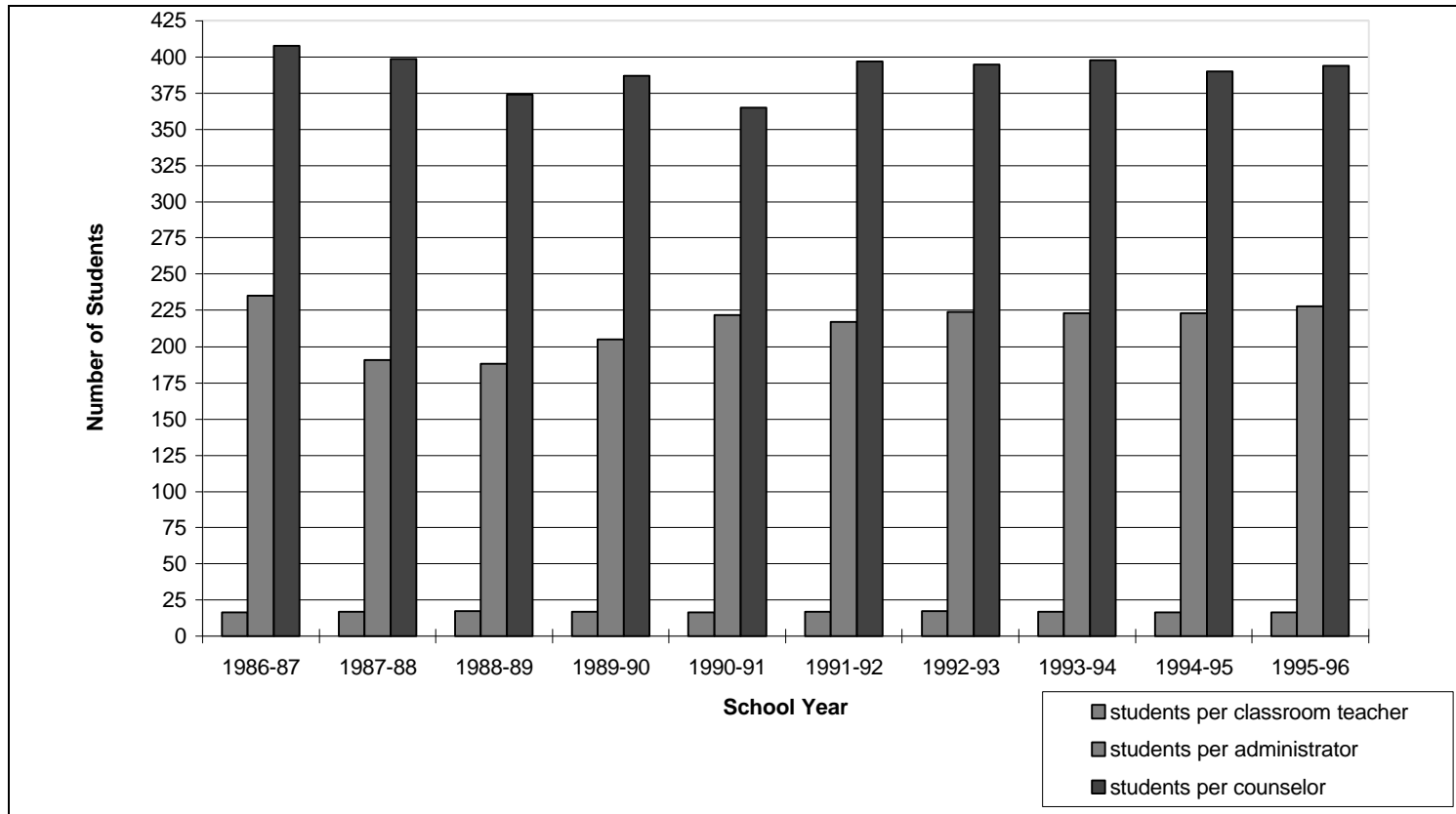
Source: Statistical Briefs, Florida Department of Education, Florida Public High School Graduates, 1995-96.

**EXHIBIT 1-26
TRENDS IN PERSONNEL IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1990-91 THROUGH 1995-96**



Source: Profiles of Florida School Districts, Student and Staff Data, Florida Department of Education, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96.

**EXHIBIT 1-27
TRENDS IN NUMBER OF STUDENTS PER STAFF MEMBER IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1986-87 THROUGH 1995-96**



Source: Profiles of Florida School Districts, Student and Staff Data, Florida Department of Education, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96.

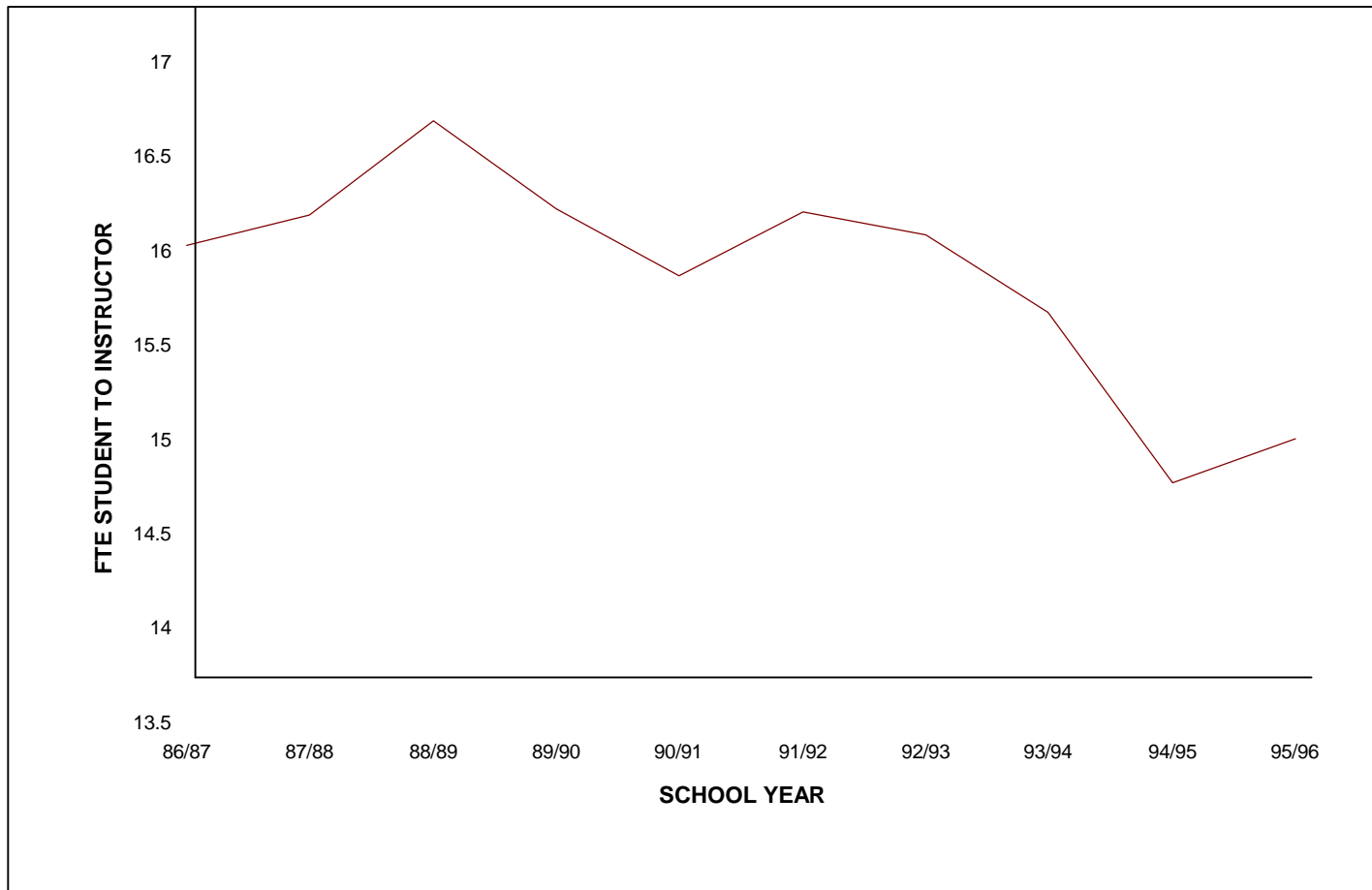
Exhibit 1-28 further illustrates Hillsborough County's student to teacher ratio by demonstrating the ratio of FTE student to instructor over the past decade. As the exhibit shows, this ratio has generally been in decline since 1988-89; however, there was a slight increase from 1994-95 to 1995-96.

The increase in ethnic diversity of both students and staff of the Hillsborough County School District can be seen in Exhibit 1-29. The most obvious point to be made in comparing the diversity of students and staff is that, while Exhibit 1-19 showed the increase in the number of ethnic minority students over the past ten years, Exhibit 1-29 shows the opposite occurring among the classroom and instructional staff. While the percentage of White/non-Hispanic students decreased from 69.1 percent to 57 percent between 1986-87 and 1995-96, the percentage of White/non-Hispanic staff increased from 78.2 percent to 81.1 percent. Likewise, the percentage of Black/non-Hispanic students increased from 20.9 percent to 24 percent, while the percentage of Black/non-Hispanic staff decreased from 15.9 percent to 12.8 percent. Finally, the percentage of Hispanic students rose from 8.1 percent to 16.8 percent and the percentage of Hispanic staff slightly increased from 5.6 percent to 5.7 percent in ten years. The percentage of students and staff of the Asian/Pacific Islander and American Indian/Alaskan Native heritages remained somewhat constant.

Exhibit 1-30 details the number of teachers by degree attainment during the 1994-95 and 1995-96 school years. The majority of "teachers" have attained a bachelor's degree; slightly over one-third have attained a master's degree. Overall, there has been an increase in the number of teachers who have attained both degree.

The level of education of teachers is important for many reasons, but one particular reason is evidenced in Exhibit 1-31. This exhibit shows the trend in average teacher salaries based on their level of education over the last ten years in Hillsborough County. As shown, teachers in each category have experienced a steady salary increase since 1986-87; all teachers experienced a slight decrease in salary during the 1992-93 and 1994-95 school years.

EXHIBIT 1-28
FTE STUDENT TO INSTRUCTOR RATIO IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1986-87 THROUGH 1995-96



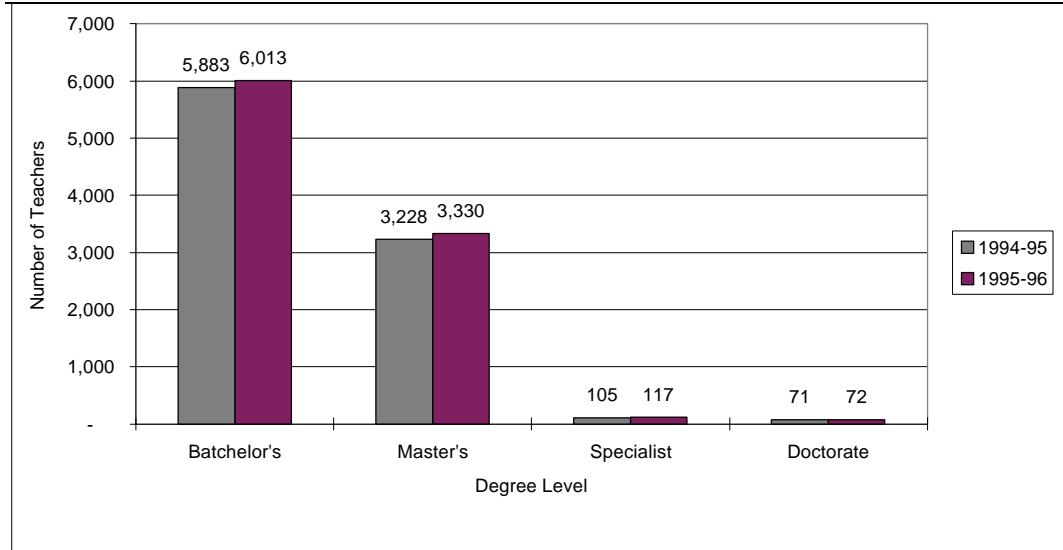
Source: Preliminary Offering Statement, COP, School Board of Hillsborough County, Florida, October 10, 1996.

EXHIBIT 1-29
TRENDS IN THE ETHNIC DIVERSITY OF STUDENTS AND STAFF IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1986-87 THROUGH 1995-96

	1986-87	1987-88	1988-89	1989-90	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96
STUDENTS										
White/Non-Hispanic	69.1%	68.1%	66.8%	65.5%	64.4%	63.4%	61.5%	60.1%	58.5%	57.0%
Black/Non-Hispanic	20.9%	21.0%	21.1%	21.2%	21.5%	21.7%	22.7%	23.1%	23.6%	24.0%
Hispanic	8.1%	9.0%	10.2%	11.3%	12.1%	12.9%	13.8%	14.8%	15.8%	16.8%
Asian/Pacific Islander	1.4%	1.4%	1.5%	1.6%	1.6%	1.7%	1.8%	1.8%	1.8%	1.9%
American Indian/Alaskan Native	0.6%	0.5%	0.4%	0.4%	0.3%	0.3%	0.2%	0.2%	0.3%	0.3%
CLASSROOM AND INSTRUCTIONAL STAFF										
White/Non-Hispanic	78.2%	78.9%	79.0%	80.4%	80.5%	80.8%	81.4%	81.5%	81.6%	81.1%
Black/Non-Hispanic	15.9%	15.4%	15.2%	14.1%	13.9%	13.7%	13.1%	12.8%	12.5%	12.8%
Hispanic	5.6%	5.4%	5.6%	5.2%	5.3%	5.1%	5.2%	5.4%	5.5%	5.7%
Asian/Pacific Islander	0.2%	0.1%	0.1%	0.2%	0.2%	0.2%	0.2%	0.3%	0.3%	0.3%
American Indian/Alaskan Native	0.1%	0.2%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%	0.1%

Source: Profiles of Florida School Districts, Student and Staff Data, Florida Department of Education, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96.

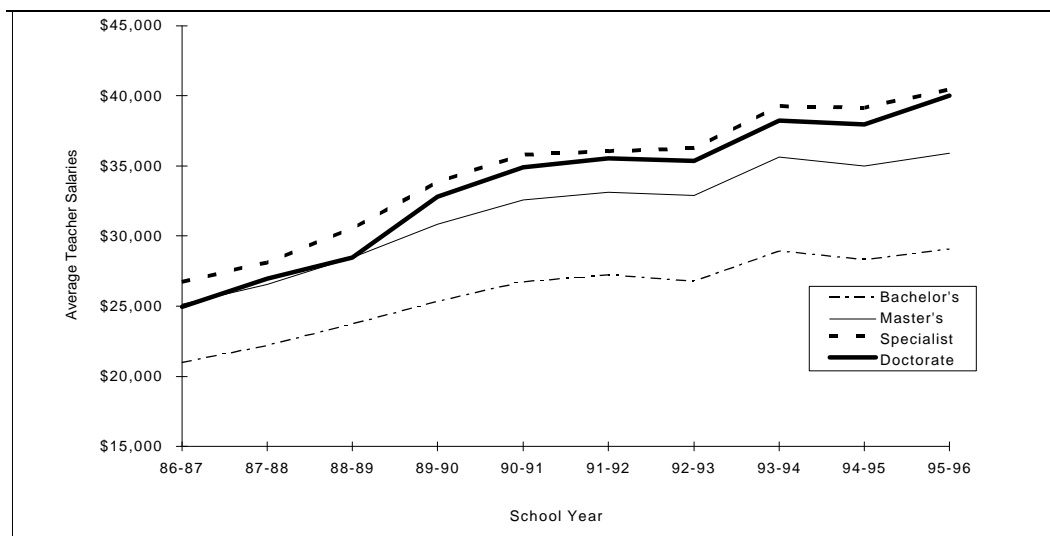
**EXHIBIT 1-30
NUMBER OF TEACHERS* BY DEGREE LEVEL IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1994-95 THROUGH 1995-96**



Source: Statistical Brief, Teacher Salary, Experience, and Degree Level, Florida Department of Education, 1994-95 and 1995-96.

*A professional paid on the instructional salary schedule negotiated by a Florida School District.

**EXHIBIT 1-31
TRENDS IN TEACHER SALARIES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1986-87 THROUGH 1995-96**



Source: Profiles of Florida School Districts, Student and Staff Data, Florida Department of Education, 1986-87, 1987-88, 1988-89, 1989-90, 1990-91, 1991-92, 1992-93, 1993-94, 1994-95, and 1995-96.

2.0 STATISTICAL PROFILE OF THE HILLSBOROUGH COUNTY SCHOOL DISTRICT

One aspect of a comprehensive school district management study is to examine how the district compares with similar districts and with the district average in Florida. Accordingly, ratios of enrollment, personnel and financial data were calculated and used as indicators of the strengths and weaknesses which currently exist within the Hillsborough County School District. These ratios contribute to an understanding of the unique demographic characteristics, resources, and expenditures of the Hillsborough County School District and supplement the analysis of the issues and challenges faced by district managers.

Two sets of comparative data are used to describe the Hillsborough County School District. First, comparisons are made with selected Florida school districts identified as similar to Hillsborough County. The comparison districts are listed in Exhibit 2-1 with student memberships.

EXHIBIT 2-1 COMPARISON DISTRICTS AND ENROLLMENTS FALL 1996

SCHOOL DISTRICT	STUDENT MEMBERSHIP
Hillsborough	147,788
Broward	218,576
Duval	126,100
Orange	128,941
Palm Beach	137,600
Pinellas	107,051
Average	144,343
Average without Hillsborough	143,654
State Total	2,240,283

Source: Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, December 1996.

Second, comparisons are made with averages for the State of Florida as a whole. Information displayed in the exhibits of this chapter include data from the following reports:

- *Profiles of Florida School Districts (Student and Staff Data)* Florida Department of Education, 1994-95 and 1995-96.

- *Profiles of Florida School Districts (Financial Data)*, Florida Department of Education, 1994-95.
- *Analysis of District Expenditures and Program Cost Factors, Florida Education Finance Program*, Florida Department of Education, 1994-95.
- *Statistical Brief*, Florida Department of Education, January 1996, February 1996, July 1996, August 1996, and December 1996.
- *Division of Public Schools, Florida Education Finance Program, Third Calculation, 1994-95*. Florida Department of Education, October 1995.
- *Statistical Brief, Florida District Staff Salaries of Selected Positions, 1995-96*, Florida Department of Education, July 1996.

While state-level data may contain some inaccuracies, MGT has found that such comparisons in school districts throughout the nation have provided a more reliable comparison than contacting each school district to obtain comparable data since State Departments of Education use standard definitions for submission of data by individual districts. We recognize that caution should be used when analyzing and comparing district to district data that are self-reported by individual school districts. The data contained in this chapter serve as indicators to identify trends and issues, and not to use exclusively when drawing conclusions or make recommendations.

2.1 School Characteristics

Exhibit 2-2 displays the number and types of schools within the Hillsborough County School District and the comparison districts. As evidenced by the exhibit:

- Hillsborough County has the second highest total number of schools of the comparison districts.
- Hillsborough County, with 15 schools, has the second fewest number of high schools of the comparison districts.
- The number of elementary and middle/junior high schools in Hillsborough County is the second highest among the comparison districts.
- Hillsborough County has the highest number of Exceptional Student Education and vocational schools among the comparison districts.

**EXHIBIT 2-2
DISTRICT SCHOOL CHARACTERISTICS
1995-96**

SCHOOL DISTRICT	ELEMENTARY SCHOOLS	MIDDLE/JUNIOR HIGH SCHOOLS	SENIOR HIGH SCHOOLS	EXCEPTIONAL STUDENT SCHOOLS	VOCATIONAL SCHOOLS (INC. AREA VOC. CENTERS)	OTHER TYPES OF SCHOOLS	TOTAL
Hillsborough	109	27	15	8	4	23	186
Broward	121	34	22	7	3	11	198
Duval	101	22	20	4		11	158
Orange	88	23	14	5	4	31	165
Palm Beach	81	20	19	6	1	39	166
Pinellas	78	22	17	4	3	23	147
State Total	1,514	425	352	108	50	554	3,003

Source: Profiles of Florida School Districts (Student and Staff Data), Florida Department of Education, 1995-96.

2.2 Student Characteristics

Exhibit 2-3 tabulates student characteristics. As can be seen:

- Hillsborough County has the second highest percentage of White students among the comparison districts with 56 percent, compared to Pinellas County's 75 percent.
- Hillsborough County has the highest percentage of Hispanic students among the comparison districts with 18 percent.
- Hillsborough County has the second lowest percentage of African American students with 24 percent, compared to Pinellas County's 19 percent.
- Hispanic, Asian/Pacific Islander, and American Indian students constitute 20 percent of the Hillsborough County student body; they constitute 18 percent for the state and 13 percent for comparison districts.

**EXHIBIT 2-3
STUDENT CHARACTERISTICS
RACIAL/ETHNIC DISTRIBUTION
FALL 1996**

SCHOOL DISTRICT	WHITE	AFRICAN AMERICAN	HISPANIC	ASIAN	AMERICAN INDIAN	TOTAL
Hillsborough	56%	24%	18%	2%	0%	147,788
Broward	47%	35%	14%	3%	0%	218,576
Duval	54%	41%	3%	3%	0%	126,100
Orange	51%	28%	17%	3%	0%	128,941
Palm Beach	54%	30%	14%	2%	0%	137,600
Pinellas	75%	19%	3%	3%	0%	107,051
Average	56%	30%	12%	3%	0%	144,343
Average without Hillsborough	56%	31%	10%	3%	0%	143,654
State	57%	25%	16%	2%	0%	2,240,283

Source: Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, December 1996.

2.3 Staff Characteristics

Exhibit 2-4 shows the staff characteristics and Exhibit 2-5 graphically depicts staff ethnicity by school district. These exhibits illustrate that:

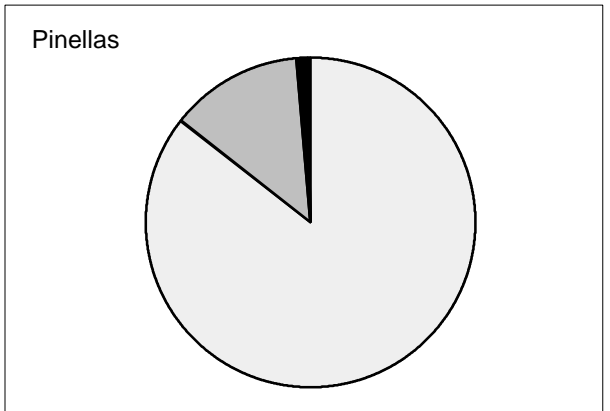
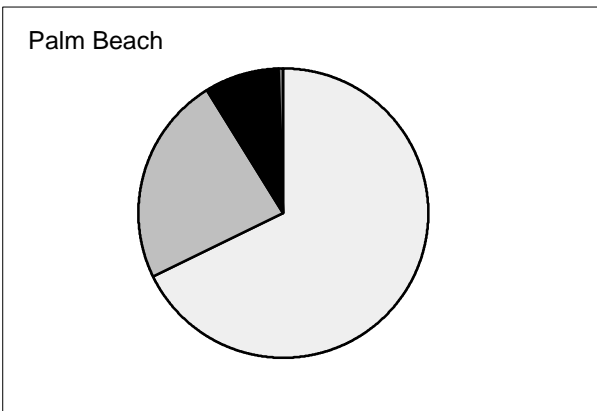
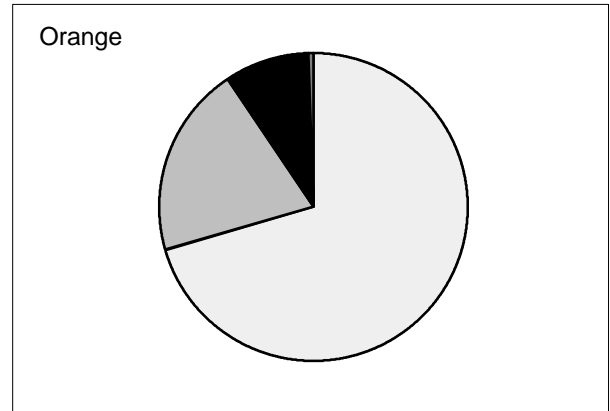
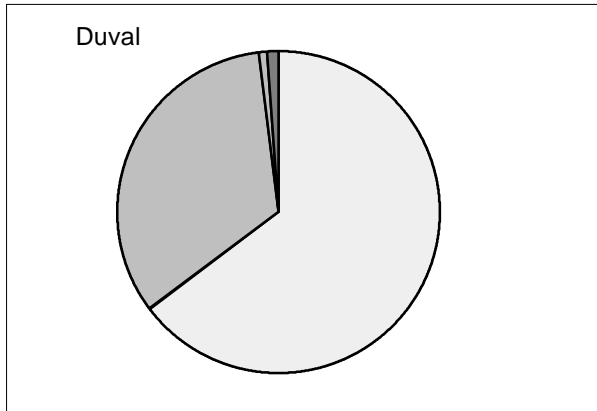
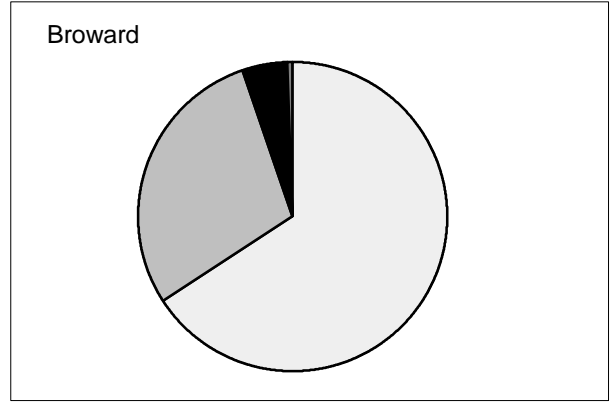
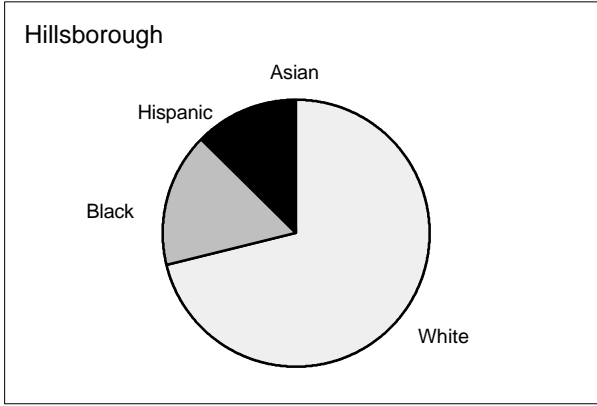
- Hillsborough County is equal to the state percentages of the White staff category, below the state average for African American staff, and above the average for Hispanic staff.
- Hillsborough County has the second highest percentage of White staff and the second lowest percentage of African American staff among the comparison districts, behind Pinellas County in both categories.
- Hillsborough County is equal to the district average for Whites, below for African Americans, and above for Hispanic and Asian staff.

**EXHIBIT 2-4
STAFF CHARACTERISTICS
RACIAL/ETHNIC DISTRIBUTION
FALL 1995**

SCHOOL DISTRICT	WHITE	AFRICAN AMERICAN	HISPANIC	ASIAN	AMERICAN INDIAN	TOTAL
Hillsborough	71%	17%	12%	0%	0%	17,854
Broward	65%	29%	5%	0%	1%	19,307
Duval	65%	33%	1%	1%	0%	11,486
Orange	70%	20%	9%	1%	0%	14,800
Palm Beach	67%	23%	8%	1%	0%	14,651
Pinellas	86%	13%	1%	0%	0%	12,639
Average	71%	22%	6%	1%	0%	15,123
Average without Hillsborough	71%	24%	5%	1%	0%	14,577
State	71%	21%	8%	0%	0%	241,641

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

**EXHIBIT 2-5
STAFF ETHNICITY¹ BY SCHOOL DISTRICT
FALL 1995**



¹American Indian/ Alaskan Natives are not shown because they represent less than one percent of total population in each school district.

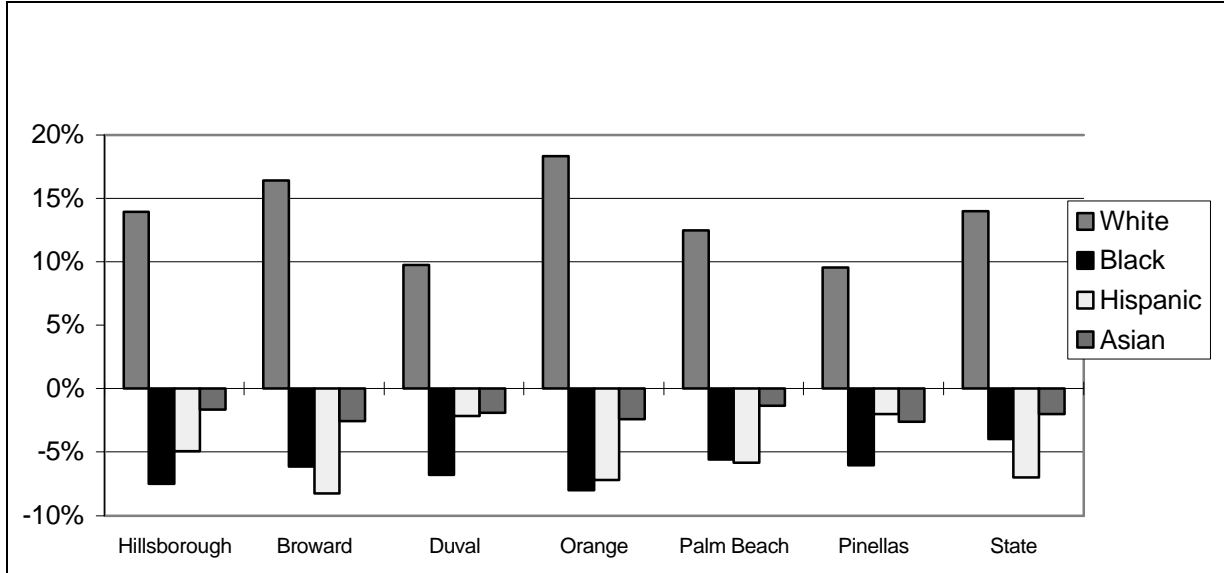
Source: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, July 1996.

2.4 Student and Staff Characteristics Comparison

Based on the previous exhibits, Exhibit 2-6 provides an analysis of the percentage of staff ethnicity as compared to the percentage of student ethnicity. A comparison between staff and student ethnic percentages that is positive indicates that a greater percentage of staff of that particular ethnic group exists compared to the percentages of students of that ethnic group. As the exhibit shows:

- In Hillsborough County, the percentage of White staff exceeds the percentage of White students. The difference between the percentage of White staff and White students is 14 percentage points. The opposite is true for all other ethnic groups. This is also true for the state as a whole and for the comparison districts.
- Hillsborough County has the second highest disparity among African Americans compared to other districts. African Americans comprise 24 percent of the student population and 17 percent of the staff, a difference of seven percentage points.

**EXHIBIT 2-6
DIFFERENCE BETWEEN STAFF ETHNICITY PERCENTAGES AND STUDENT
ETHNICITY PERCENTAGES
FALL 1995**



Sources: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, July 1996.
Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, January 1996.

2.5 Student - Staff Ratios *

Exhibits 2-7, 2-8, and 2-9 display the ratios of various staff types per 1,000 students.

- The Hillsborough County School District has a higher staff ratio per 1,000 students in all staff categories than the ratios for the state as a whole.
- The Hillsborough County School District has the second highest ratio of administrative personnel per 1,000 students at 4.39, behind Pinellas County which reported 4.42 for 1995-96. In 1996-97, the Hillsborough County School District had 4.26 administrators per 1,000 students and Pinellas County School District had a ratio of 4.33 administrative personnel per 1,000 students.
- However, for 1995-96, Hillsborough County School District also has the highest ratio of teachers to 1,000 students at 60.72 and second highest in 1996-97. The lowest ratio was found in Broward County at 48.53 teachers per 1,000 students for 1995-96 and 48.15 for 1996-97.
- The ratio of support staff to 1,000 students in Hillsborough County was the second highest with 52.55 in 1995-96, behind Orange County with 53.71. In 1996-97, the Hillsborough County School District was third behind the Orange and Pinellas County School Districts.

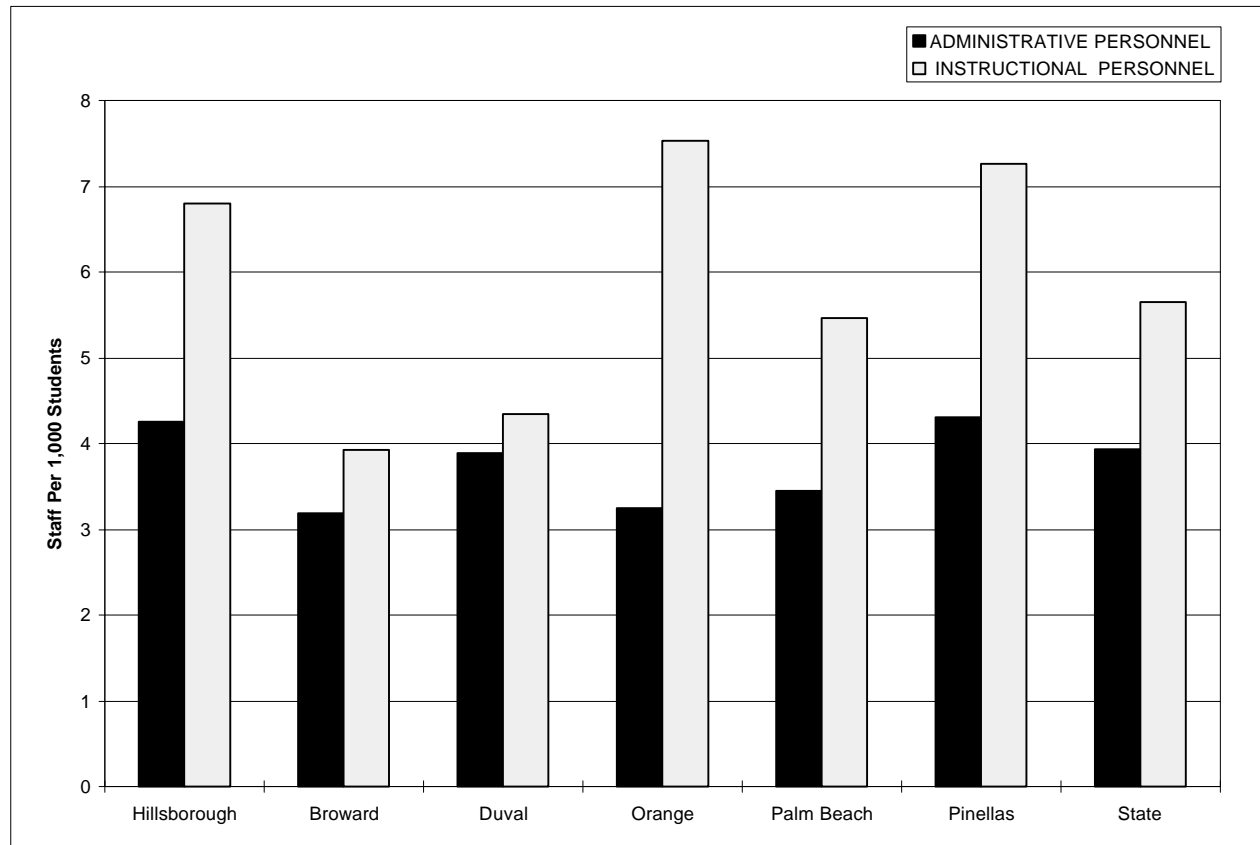
**EXHIBIT 2-7
NUMBER OF STAFF PER 1,000 STUDENTS FALL 1995 AND FALL 1996**

SCHOOL DISTRICT	ADMINISTRATIVE PERSONNEL		INSTRUCTIONAL PERSONNEL		TEACHERS		SUPPORT STAFF	
	1995-96	1996-97	1995-96	1996-97	1995-96	1996-97	1995-96	1996-97
Hillsborough	4.39	4.26	7.02	6.49	60.72	59.15	52.55	49.53
Broward	3.35	2.88	4.12	4.31	48.53	48.15	36.66	37.68
Duval	3.95	2.91	4.42	5.28	50.45	50.76	33.87	32.84
Orange	3.40	3.35	7.89	7.87	55.26	55.86	53.71	52.01
Palm Beach	3.59	3.23	5.69	5.84	56.78	54.79	44.75	44.25
Pinellas	4.42	4.33	7.45	7.02	59.94	59.49	49.33	49.73
Average	3.85	3.49	6.10	6.14	55.28	54.70	45.15	44.34
Average without Hillsborough	3.74	3.34	5.91	6.07	54.19	53.81	43.67	43.30
State Average	4.06	3.84	5.82	5.84	54.80	54.62	46.40	47.74

Sources: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, July 1996; March 1997.
Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, January 1996; December 1996.

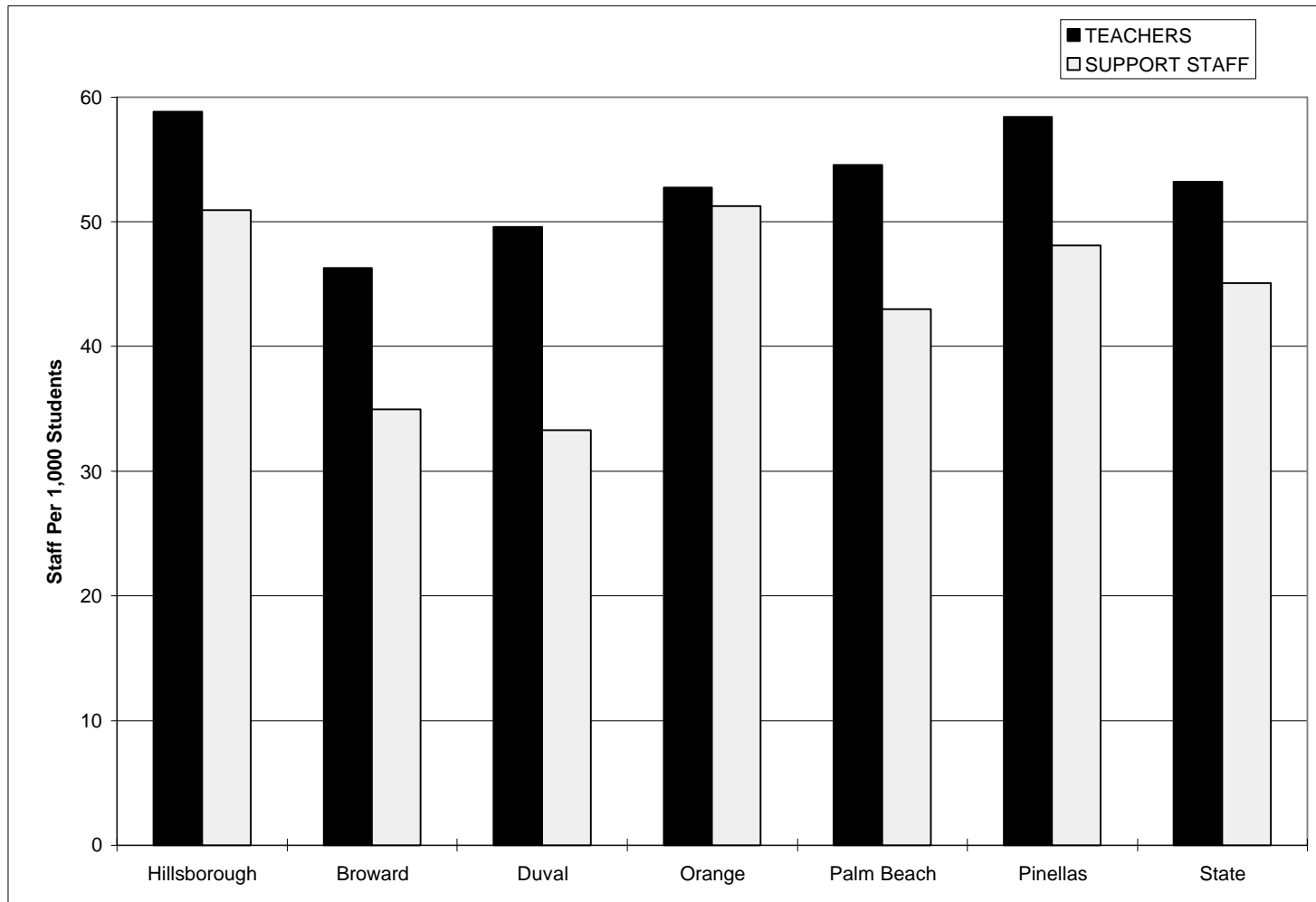
* NOTE: Also see Section 2.12 on Administrative Redirect.

**EXHIBIT 2-8
ADMINISTRATIVE AND INSTRUCTIONAL STAFF PER 1,000 STUDENTS FALL 1995**



Sources: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, July 1996, March 1997.
Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, January 1996, December 1996.

EXHIBIT 2-9
TEACHERS AND SUPPORT STAFF PER 1,000 STUDENTS
FALL 1995



Sources: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, July 1996, March 1997.
Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, January 1996, December 1996.

2.6 Personnel Ratios

Exhibits 2-10 and 2-11 detail personnel ratios. As can be seen:

- With one administrator for every 13.8 classroom teachers, in 1995-96, Hillsborough County has the third lowest ratio among comparison districts, and almost equal to the state's ratio of 13.5. In 1996-97, Hillsborough County has the second lowest ratio.
- Hillsborough County's ratio of administrators to total staff (1:27) is the third highest among comparison districts and above the state ratio of 1:26 for 1995-96, and fourth highest for 1996-97 (27.06) but slightly below the state average of 27.11.
- The ratio of classroom teachers to students for Hillsborough County (1:16) is the lowest among comparison districts and lower than the state ratio of 1:18 for 1995-96, and second lowest for 1996-97 behind the Pinellas County School District.
- There is one teacher aide for every 4.4 classroom teachers in Hillsborough County. The state ratio is one for every 4.5 classroom teachers. The Hillsborough County ratio is the third lowest among the comparison districts for 1995-96. With one teacher aide for every 4.9 classroom teachers in Hillsborough County in 1996-97, the school district is the second highest among peer districts and higher than the state average.
- The ratio of guidance personnel to students in Hillsborough County is 1:393 for 1995-96. This is below the state average ratio of 1:450 and the lowest of the comparison district ratios. Hillsborough County remained the lowest in 1996-97 among comparison districts and remained below the state average ratio.

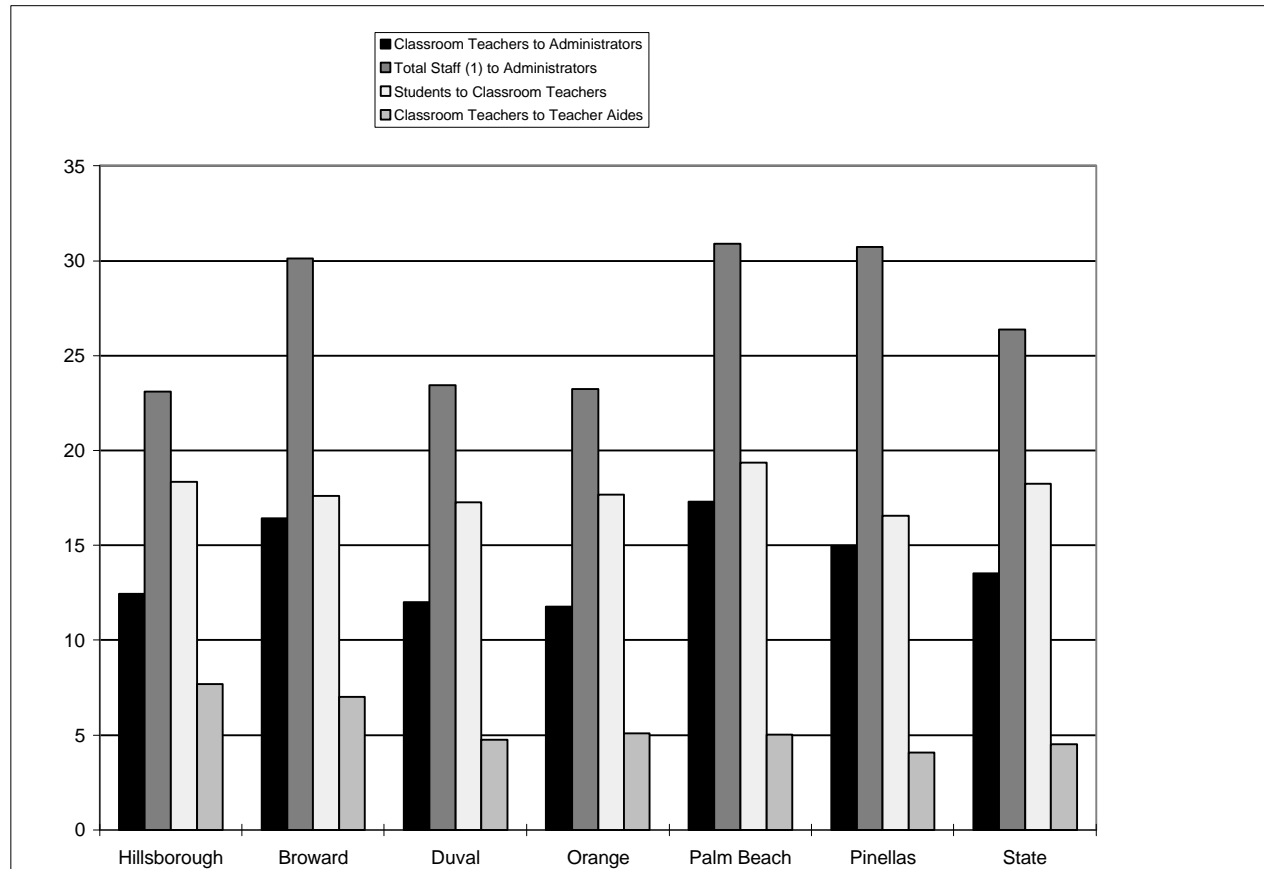
**EXHIBIT 2-10
PERSONNEL RATIOS
FALL 1995 AND FALL 1996**

SCHOOL DISTRICT	CLASSROOM TEACHERS TO ADMINISTRATORS		TOTAL STAFF ¹ TO ADMINISTRATORS		STUDENTS TO CLASSROOM TEACHERS		CLASSROOM TEACHERS TO TEACHER AIDES		STUDENTS TO GUIDANCE COUNSELORS	
	1995-1996	1996-1997	1995-1996	1996-1997	1995-1996	1996-1997	1995-1996	1996-1997	1995-1996	1996-1997
Hillsborough	13.82	13.87	27.38	27.06	16.47	16.91	4.38	4.91	393.38	421.05
Broward	14.51	16.73	26.70	28.27	20.60	20.77	6.17	5.96	517.01	522.91
Duval	12.76	N/A	22.44	22.87	19.82	19.70	4.79	4.85	607.38	633.67
Orange	16.23	16.67	34.32	35.62	18.10	17.90	4.30	4.58	466.15	475.80
Palm Beach	15.80	16.98	29.84	30.38	17.61	18.25	4.71	4.35	520.53	546.03
Pinellas	13.57	13.72	26.42	26.99	16.68	16.81	3.88	3.81	455.59	475.78
State Average	13.51	14.24	26.38	27.11	18.25	18.31	4.52	4.44	450.45	462.96

Sources: Statistical Brief, Staff in Florida's Public Schools, Florida Department of Education, July 1996, March 1997.
Statistical Brief, Membership in Florida Public Schools, Florida Department of Education, January 1996, December 1996.

¹ Total staff includes all full-time staff, including clerical and support personnel.

**EXHIBIT 2-11
PERSONNEL RATIOS
FALL 1995**



Source: Profiles of Florida School Districts (Student and Staff Data), Florida Department of Education, 1995-96, December 1996.

(1) Total staff includes all full-time staff, including clerical and support personnel.

2.7 Staff Salaries*

Exhibit 2-12 provides average salaries for selected professional staff positions. We recognize that these average salaries (Exhibit 2-12) are not based on actual salaries paid, but rather represent a state projected salary calculation of salary related data; such as, position number, hourly rate of pay, and length of contract. Based on the 1995-96 state database:

- Hillsborough County has the second highest paid superintendent among the comparison districts, and the salary is above the comparison districts and state average (However, data provided to MGT by the Hillsborough County School District show that the current school superintendent salaries are as follows: Hillsborough - \$130,000; Duval - \$139,000; Orange - \$148,000; Palm Beach - \$135,000; and Pinellas - \$130,000).
- School Board members in Hillsborough County are the third lowest paid among comparison districts yet almost \$6,000 above the state average.
- The high school principals in Hillsborough County are the second highest paid among comparison districts, and they are more than \$7,000 above the state average.
- The middle school principals are the second highest paid among the comparison districts and almost \$4,000 above the state average.
- Lastly, the elementary principals are the second highest paid among comparison districts and they are more than \$2,000 above the state average.

**EXHIBIT 2-12
AVERAGE SALARIES AS OF APRIL 1996**

SCHOOL DISTRICT	SUPERINTENDENT*	DEPUTY SUPERINTENDENT ¹	SCHOOL BOARD MEMBER	HIGH SCHOOL PRINCIPAL	MIDDLE SCHOOL PRINCIPAL	ELEMENTARY PRINCIPAL
Hillsborough	\$139,993	\$95,601	\$26,373	\$72,648	\$65,194	\$61,890
Broward	161,500	107,999	25,699	77,466	75,378	69,970
Duval	133,808	76,263	25,761	61,806	56,035	52,872
Orange	119,574	78,057	26,956	68,167	57,544	56,724
Palm Beach	125,000	N/A	27,722	66,660	61,561	57,611
Pinellas	123,521	85,467	27,463	64,949	62,945	59,851
Average	\$133,899	\$88,677	\$26,662	\$68,616	\$63,110	\$59,820
Average without Hillsborough						
Hillsborough	132,681	86,947	\$26,720	\$67,810	\$62,693	\$59,406
State Average	\$86,837	\$76,305	\$20,513	\$65,526	\$61,559	\$59,519

Source: Statistical Brief, Florida District Staff Salaries of Selected Positions, 1995-96, Florida Department of Education, July 1996.

¹ Includes Deputy, Associate, Assistant, and Area Superintendents for Administration.

*Note: Salaries are addressed further in Chapter 6. MGT supplemented the salary data available from the Florida Department of Education with a telephone survey to peer school districts.

2.8 Teacher Salaries and Experience

The next exhibits compare teacher salaries using various factors and also levels of experience. Exhibit 2-13 shows that:

- The average salary for all degree categories among Hillsborough County teachers is less than the average for the state and that of the comparison districts.
- In Hillsborough County, the salary for the bachelor's and master's levels is the second lowest, above only Orange County in both categories.
- In Hillsborough County, the salary for the specialist and doctorate levels is the third lowest, above only Orange and Pinellas Counties in both categories.

**EXHIBIT 2-13
AVERAGE TEACHER SALARY
1995-96**

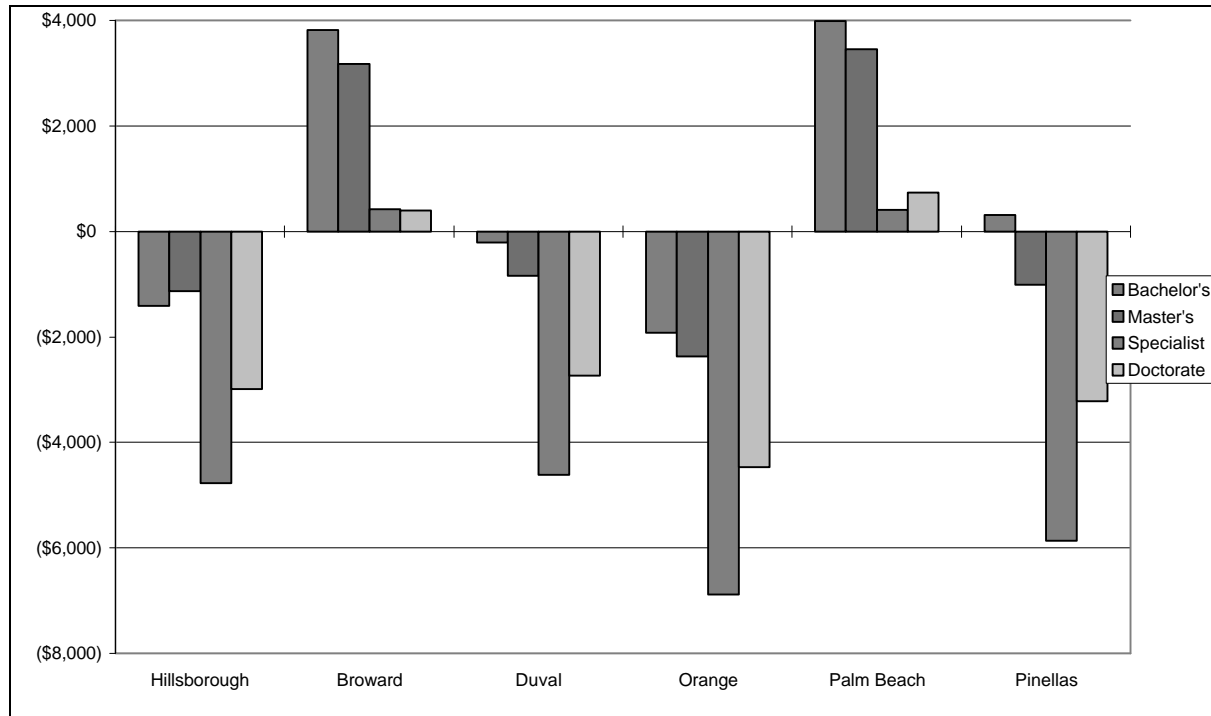
SCHOOL DISTRICT	BACHELOR'S	MASTER'S	SPECIALIST	DOCTORATE	ALL DEGREES
Hillsborough	\$29,084	\$35,890	\$40,462	\$40,004	\$31,684
Broward	34,306	40,189	45,651	43,397	36,908
Duval	30,287	36,170	40,616	40,272	32,444
Orange	28,569	34,647	38,352	38,539	30,984
Palm Beach	34,476	40,473	45,644	43,736	36,870
Pinellas	30,803	36,013	39,368	39,789	32,846
Average	\$31,254	\$37,230	\$41,682	\$40,956	\$33,623
Average without Hillsborough	\$31,688	\$37,498	\$41,926	\$41,147	\$34,010
State Average	\$30,495	\$37,018	\$45,235	\$43,000	\$33,330

Source: Profiles of Florida School Districts, 1995-96 (Student and Staff Data), Florida Department of Education, December 1996.

Exhibit 2-14 depicts the difference between the state average salary and the average for each district by degree type. Among the comparison districts:

- Only Broward and Palm Beach Counties are above the state average for all degree levels.
- Orange County has the greatest difference from the state average salaries for all levels.

EXHIBIT 2-14
DIFFERENCE FROM STATE AVERAGE SALARIES FOR TEACHERS BY DEGREE EARNED
1995-96



Source: Profiles of Florida School Districts, (Student and Staff Data), Florida Department of Education, December 1996.

Exhibit 2-15 provides a comparison among the districts for the starting salaries for teachers with a bachelor's degree and those who have earned a master's degree. The exhibit shows that:

- Hillsborough County teachers in both categories begin their careers with higher salaries than the average of the teachers in the state, but below the average of the comparison districts.
- Teachers with bachelor's degrees in Hillsborough County have the lowest starting salary among comparison districts and those with a master's have the second lowest salaries.

**EXHIBIT 2-15
BEGINNING TEACHERS' SALARIES
1995-96**

SCHOOL DISTRICT	BACHELOR'S	MASTER'S
Hillsborough	\$22,951	\$25,301
Broward	28,325	30,465
Duval	23,250	24,330
Orange	23,230	25,480
Palm Beach	28,080	30,207
Pinellas	24,550	26,550
Average	\$25,064	\$27,056
Average without Hillsborough	\$25,487	\$27,406
State Average	\$22,764	\$24,757

Source: Statistical Brief, Teacher Salary, Experience, and Degree Level, 1995-96, Florida Department of Education, August 1996.

Exhibit 2-16 compares Hillsborough County and the selected districts in regard to the average years of experience of teachers holding various levels of degrees. The exhibit shows that:

- Hillsborough County has the least years of experience among the comparison districts in the specialist and doctorate categories.
- The Hillsborough County average years of experience for the master's category is above the state average while it is below the state average for all other degree levels.
- The master's level is the only level at which Hillsborough County is above the average of the comparison districts.

**EXHIBIT 2-16
TEACHERS' AVERAGE NUMBER OF YEARS EXPERIENCE
1995-96**

SCHOOL DISTRICT	BACHELOR'S	MASTER'S	SPECIALIST	DOCTORATE
Hillsborough	10.39	16.47	13.90	15.18
Broward	11.78	17.40	22.14	19.84
Duval	11.50	16.90	17.66	18.77
Orange	10.51	16.21	18.50	17.82
Palm Beach	9.90	14.57	19.45	16.54
Pinellas	11.99	17.02	17.45	19.23
Average	11.01	16.43	18.18	17.90
Average without Hillsborough				
Hillsborough	11.14	16.42	19.04	18.44
State Average	10.69	16.31	19.55	17.69

Source: Statistical Brief, Teacher Salary, Experience, and Degree Level, 1995-96, Florida Department of Education, August 1996.

2.9 Expenditures

The Hillsborough County School District spent \$5,229 per unweighted FTE in the 1994-95 school year -- higher than the state average and the average of comparison districts. Exhibit 2-17 provides the expenditures per FTE and the most recent unweighted and weighted FTE totals.

**EXHIBIT 2-17
FTE TOTALS AND EXPENDITURES PER FTE
1994-95**

SCHOOL DISTRICT	UNWEIGHTED STUDENT FTE	FUNDED WEIGHTED STUDENT FTE	EXPENDITURE PER UNWEIGHTED FTE
Hillsborough	149,628	190,443	\$5,229
Broward	234,749	283,557	4,580
Duval	121,552	151,237	4,675
Orange	133,140	155,161	4,632
Palm Beach	137,577	174,892	5,337
Pinellas	110,819	141,825	4,962
Average	147,911	182,853	\$4,903
Average without Hillsborough			
Hillsborough	147,567	181,334	\$4,837
State	2,287,457	2,817,142	\$4,879

Sources: Profiles of Florida School Districts (Financial Data) 1994-95, May 1996.
Florida Education Finance Program 1994-95 Final Calculation, October 1995.

Exhibit 2-18 graphs the difference from the state average in expenditures per unweighted FTE. As the exhibit shows:

- Hillsborough County has the second highest positive differential from the state level at \$350 above the state level.
- Palm Beach County had the greatest positive differential with \$458.

Exhibit 2-19 displays the district expenditures per unweighted FTE by different grade categories in basic programs. The exhibit shows:

- For the Kindergarten through third grade category and the ninth through 12th grade category, Hillsborough County has the second lowest per unweighted FTE expenditures for basic programs among the comparison districts.
- Hillsborough County had the third lowest per FTE expenditures for the fourth through eighth grade category with \$3,368 per FTE.
- Hillsborough County is below both the comparison district average and the overall amount for the entire state in all three categories.

2.10 Revenue and Budget

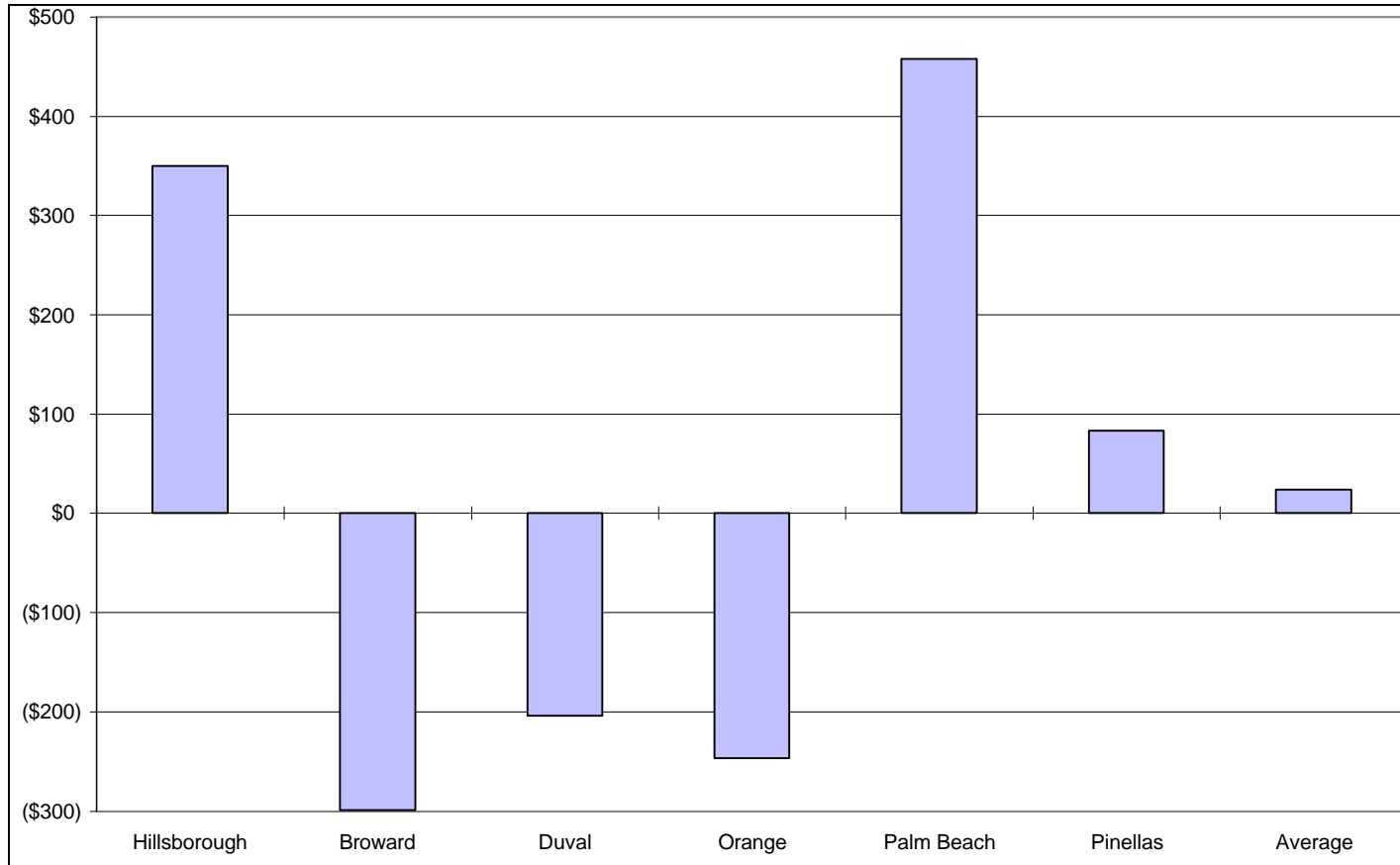
Exhibit 2-20 shows the 1994-95 budget for each of the comparison districts and the percentage derived from each source. As Exhibit 2-20 indicates:

- Hillsborough County had the third highest budget among the comparison districts.
- Hillsborough County had the lowest percentage of budget derived from local sources and, consequently, the second highest percentage derived from state sources.
- Hillsborough County received the largest percentage of federal dollars among the comparison districts with 9.45 percent.

A calculation was made to determine the amount of state and local funding that is received and figured on a per weighted full-time-equivalent basis. As Exhibit 2-21 shows:

- The Hillsborough County School District receives the second lowest gross state and local funds per FTE among comparison districts. Only Duval County receives less per FTE.
- Hillsborough County is below the average of the comparison districts in FEFP (Florida Education Finance Program) funding per weighted student FTE by \$45 and below the state level by \$29.

EXHIBIT 2-18
DIFFERENCE FROM STATE IN CURRENT EXPENDITURES PER UNWEIGHTED STUDENT FTE
1994-95



Source: Profiles of Florida School Districts (Financial Data) 1994-95, May 1996.

**EXHIBIT 2-19
DISTRICT EXPENDITURES PER UNWEIGHTED FTE
FOR BASIC PROGRAMS*
1994-95**

SCHOOL DISTRICT	GRADES		
	K - 3	4 - 8	9 - 12
Hillsborough	\$3,396	\$3,368	\$3,922
Broward	3,577	3,587	4,337
Duval	3,217	3,338	3,953
Orange	3,532	3,199	3,589
Palm Beach	3,673	3,706	4,635
Pinellas	3,771	3,505	4,145
Average	\$3,528	\$3,451	\$4,097
Average without Hillsborough	\$3,554	\$3,467	\$4,132
State	\$3,602	\$3,435	\$4,078

Source: Analysis of District Expenditures Florida Education Finance Program 1994-95.

*Excludes all special programs (e.g. vocational education, exceptional student education, etc.)

**EXHIBIT 2-20
GENERAL FUND BUDGET ANALYSIS
1994-95**

SCHOOL DISTRICT	FEDERAL REVENUE PERCENTAGE	STATE REVENUE PERCENTAGE	LOCAL REVENUE PERCENTAGE	TOTAL REVENUE
Hillsborough	9.45%	56.66%	33.89%	\$876,828,182
Broward	6.13%	49.98%	43.89%	1,322,747,421
Duval	7.78%	56.93%	35.29%	662,369,777
Orange	6.94%	44.10%	48.96%	721,339,584
Palm Beach	6.10%	29.93%	63.97%	896,522,276
Pinellas	6.38%	46.68%	46.94%	645,271,852
Average	7.13%	47.38%	45.49%	\$854,179,849
Average without Hillsborough	6.67%	45.52%	47.81%	\$849,650,182
State	7.46%	50.09%	42.45%	\$13,014,989,442

Source: Profiles of Florida School Districts (Financial Data) 1994-95, Florida Department of Education, May 1996.

**EXHIBIT 2-21
FEFP REVENUE FUNDING PER WEIGHTED STUDENT FTE
1996-97**

SCHOOL DISTRICT	WEIGHTED STUDENT FTE FUNDED	GROSS STATE & LOCAL FEFP	FUNDING PER WEIGHTED STUDENT
Hillsborough	196,469	\$576,744,258	\$2,936
Broward	297,592	908,546,620	3,053
Duval	157,357	453,939,695	2,885
Orange	170,061	499,961,199	2,940
Palm Beach	185,075	556,217,344	3,005
Pinellas	149,121	440,318,076	2,953
Average	192,613	\$572,621,199	\$2,973
Average without Hillsborough	191,841	\$571,796,587	\$2,981
State Average	2,962,588	\$8,785,229,054	\$2,965

Source: Florida Education Finance Program 1994-95 Final Calculation, October 1995.

2.11 Student Achievement

Exhibits 2-22 through 2-24 provide an examination of student achievement in Hillsborough County and the comparison districts. Exhibit 2-22 indicates that:

- Among the comparison districts, Hillsborough County had the second lowest percentage of graduates entering college with less than 60 percent.
- Hillsborough County had the highest percentage of graduates entering technical school upon graduation among the comparison districts with almost six percent.
- Hillsborough County was below both the comparison district average and the overall percentage for the state in percentage of students entering college, and above average for percentage of students entering technical school upon graduation.

The test scores of 10th graders were also compared and analyzed. Exhibit 2-23 indicates that:

- Hillsborough County was tied for second highest among comparison districts scoring a 49 on the reading comprehension portion of the Grade Ten Assessment Test (GTAT) and tied for the highest, scoring a 57 on the mathematics portion.
- Hillsborough County's scores were above the state and the comparison district average for both portions of the test.

**EXHIBIT 2-22
HIGH SCHOOL GRADUATE DATA
1994-95**

SCHOOL DISTRICT	PERCENT ENTERING COLLEGE	PERCENT ENTERING TECHNICAL SCHOOL
Hillsborough	59.81%	5.81%
Broward	65.01%	4.89%
Duval	64.08%	1.65%
Orange	62.59%	4.57%
Palm Beach	43.46%	3.80%
Pinellas	66.31%	3.74%
Average	60.21%	4.08%
Average without Hillsborough	60.29%	3.73%
State Average	60.57%	4.50%

Source: Profiles of Florida School Districts (Student and Staff Data),
Florida Department of Education, 1995-96, December 1996.

**EXHIBIT 2-23
GRADE TEN ASSESSMENT TEST
NATIONAL PERCENTILE RANK 1995-96**

SCHOOL DISTRICT	READING COMPREHENSION	MATHEMATICS
Hillsborough	49	57
Broward	45	50
Duval	49	54
Orange	45	45
Palm Beach	49	57
Pinellas	53	54
Average	48	53
Average without Hillsborough	48	52
State Average	47	54

Source: Profiles of Florida School Districts (Student and Staff Data), Florida
Department of Education, 1995-96, December 1996.

The graduation and dropout rates for the previous two school years were compared and analyzed. Exhibit 2-24 indicates that:

- Hillsborough County had the third highest graduation rate for 1994 - 1995 and the second highest for the following year among the comparison districts.

- Hillsborough County's high school dropout rate for 1994-95 was the second lowest and improved to the lowest in 1995-96.
- Hillsborough County was above both the comparison district average and the state level for graduation rates and below both for the dropout rates.

**EXHIBIT 2-24
GRADUATION AND HIGH SCHOOL DROPOUT RATES
1994-95 AND 1995-96 SCHOOL YEARS**

SCHOOL DISTRICT	GRADUATION RATE		DROPOUT RATE	
	1994-95	1995-96	1994-95	1995-96
Hillsborough	76.23%	76.70%	3.58%	3.36%
Broward	70.61%	73.26%	3.43%	3.83%
Duval	77.35%	71.47%	6.45%	8.05%
Orange	76.53%	78.53%	4.42%	3.70%
Palm Beach	66.17%	74.86%	5.78%	4.24%
Pinellas	75.11%	75.08%	4.22%	4.16%
Average	73.67%	74.98%	4.65%	4.56%
Average without Hillsborough	73.15%	74.64%	4.86%	4.80%
State	72.94%	73.22%	5.24%	5.02%

Source: Profiles of Florida School Districts (Student and Staff Data), Florida Department of Education, 1995-96, December 1996.

2.12 Administrative Redirect

This section was added to our report because of the concern raised by the Hillsborough County School District regarding the ratio of Hillsborough County administrators to students in comparison to other school districts as shown in previous exhibits, and the fact that they have had no administrative redirect citation by the Florida Legislature.

Each year the Florida Legislature passes the General Appropriations Act which identifies the source and levels of funding for on-going programs and new programs and initiatives. Within each year's General Appropriations Act, the Legislature provides authorization for numerous requirements. One such requirement is Administrative Redirect which was first analyzed by the Legislature in 1995. (Note: The 1997 Legislature did not include this requirement in the General Appropriations Act).

Since the early 1990s, emphasis has been placed on the level of administrative expenditures versus instructional expenses in Florida school districts. Numerous attempts to report these distinctions at the state level have resulted in a series of data elements and reports to establish an acceptable basis for comparison. When attempting to analyze staff positions, the Florida Department of Education has relied on

school district reported data elements for staffing comparisons. When attempting to look at the larger categories of instruction and administration, the state has utilized various reports such as:

- District Operating Expenditures As a Percentage Report
- Administrative Redirect Report
- Statistical Staff Data Report
- Educational Funding Accountability Act Report

The report entitled *District Operating Expenditures As a Percentage* has been one gauge for district-by-district comparisons for at least the past five years. In the past several years, as a result of legislative appropriation language, an additional, and somewhat different approach resulted in what is now known as the *Administrative Redirect Report*. Since these data sources have been used to discuss administrative and instructional data reporting, in this section we have attempted to identify some of the primary differences in the sources to establish a basis for our use of the statistical staff data for comparisons of staff positions.

Administrative Redirect is the Legislature’s attempt to address the perception that school districts in the state of Florida spend too much of their resources on administrative costs and not enough on the classroom. This is a national trend and a common issue identified by MGT in our analysis of the central office organizational structure analyzed in each of our school district management and performance reviews.

The Florida Legislature has created a formula that compares each district’s total “general support” expenditures, with adjustments, expressed as a percentage. All Florida school districts are grouped according to enrollment size (small, small/medium, medium, and large district categories). Each category is given a “general support” limit of expenditures. If school districts exceed the limit in their category, a reduction amount is calculated for the school system to redirect into the classroom. If a school district fails to achieve its “administrative redirection”, the amount, not to exceed an amount greater than five percent of the district’s amount not spent in the classroom, is reduced from the district’s next year state allocation of funds.

“General Support” is defined according to the following “functions” within the general operating fund (a school district’s day-to-day expenses and revenue recorded in a fiscal and accounting entity with a self-balancing series of accounts).

Included:

<u>Function</u>	<u>Description</u>
7100 Board of Education	School Board, attorney and direct staff
7200 General Administration	Superintendent, Deputy Staff Assistant and support staff
7300 School Administration	Principals, Assistant Principals, Deans, Registrars, and support staff

Statistical Profile of Hillsborough County School District

7400 Facilities Acquisitions and Construction	Facilities staff and support
7500 Fiscal Services	Finance and related support staff
7700 Central Services	Purchasing, Personnel, Printing, Data Processing, Warehouse, etc.
7900 Operations of Plant	Custodial and related expenses; utilities, excluding energy
8100 Maintenance of Plant	Maintenance and related expenses

Excluded:

<u>Function</u>	<u>Description</u>
5000 Instruction	Classroom expenses
6000 Instruction Support	Guidance, social workers, psychologists, librarians, other staff
7600 Food Services	
7800 Transportation	
9100 Community Services	
9200 Debt Service	
9700 Transfers	
400 (Object) Energy Costs	

The 1995-96 Administrative Redirect requirement for the Hillsborough County School District and comparison school districts is displayed in Exhibit 2-25.

**EXHIBIT 2-25
ADMINISTRATIVE REDIRECT REQUIREMENT
IN THE HILLSBOROUGH COUNTY SCHOOL DISTRICT
AND COMPARISON DISTRICTS
1995-96**

SCHOOL DISTRICT	ADJUSTED GENERAL SUPPORT EXPENDITURES AS % OF TOTAL ADJUSTED EXPENDITURES			USING 1995 - 1996 DATA		
	REQUIRED CAP PERCENTAGE	ACTUAL 1994-95 PERCENTAGE	ACTUAL 1995-96 PERCENTAGE	TARGETED AGS*	AGS* CALCULATED REDUCTION	5% CEILING ON ADJUSTMENT
Hillsborough	23.38%	22.43%	22.37%	\$146,401,504	- 0 -	\$7,004,474
Broward	23.38%	24.81%	23.77%	222,857,204	\$3,749,167	11,330,319
Duval	23.38%	26.22%	26.50%	112,563,929	15,017,991	6,379,096
Orange	23.38%	26.27%	26.54%	125,063,670	16,921,102	7,099,239
Palm Beach	23.38%	21.61%	21.72%	151,543,107	- 0 -	7,037,616
Pinellas	23.38%	23.51%	22.29%	114,510,464	- 0 -	5,457,537

Source: Bureau of School Business Services - Financial Management Section, Florida Department of Education, July 1996.
* AGS Represents Adjusted General Support.

As noted in Exhibit 2-25, Hillsborough, Palm Beach, and Pinellas County School Districts met their requirements and have no administrative redirect obligation for 1995-96.

Exhibits 2-7 and 2-10 presented earlier in this chapter present data that illustrate staffing levels only and not total expenditures. These two exhibits utilize data from two sources:

- The number of students was derived from the Florida Department of Education's *Statistical Brief Series 96-16B* (Membership in Florida Public Schools - Fall 1995).
- To determine the number of staff in each category, Florida Department of Education's *Statistical Brief Series 97-01B* (Staff in Florida's Public Schools - Fall 1995) was used. Data for this brief were taken from the Department of Education Staff Information Database, Survey 2 demographic data, October 2 - 6, 1995, as of April 26, 1996, where the activity assignment definitions displayed in Exhibit 2-26 are used according to the elements noted.

The Department of Education, Education Funding Accountability Act Report, DPBM 97-57, dated April 4, 1997, as required by Section 228.041, F.S., reports the Hillsborough County School District 53rd among 67 school districts in general fund administrative expenditures per unweighted full-time equivalent students (UFTE).

The calculation of the Education Funding Accountability Act Report, as defined in Section 228.041 F.S., requires:

Each school district to annually submit a report by January for the previous year; which identifies and summarizes administrative expenditures and instructional support expenditures by fund for the preceding fiscal year. The report shall also state the number of unweighted full-time equivalent students enrolled in the school district.

The concept of using 1995-96 expenses and 1996-97 staff data do not allow for valid comparisons of expenditures to staff. In addition to the district administrative expenditures per UFTE, the Education Funding Accountability Act Report contains number of employees classified according to Section 236.685, F.S. and provided by school districts in their October 1996 staff survey data (1996-97 fiscal year). The expenditures bear no formal reconciled relationship to the staff data.

Comparing the Statistical Brief data to the Administrative Redirect data is reflected in Exhibit 2-26. It is obvious there are minor differences in position classifications within each of the four sections of:

- Administrative Staff versus Administrative Personnel
- Instructional Staff versus Instructional Personnel
- Teachers versus Teachers
- Support Staff versus Educational Support

**EXHIBIT 2-26
STAFF DATA VERSUS ADMINISTRATIVE REDIRECT**

DOE STATISTICAL BRIEF STAFF DATA	ADMINISTRATIVE REDIRECT (Section 236.685, F.S.)
<p>Administrative Staff:</p> <ul style="list-style-type: none"> ■ Officials, Administrators, and Managers (includes Superintendents, Deputy Assistants, Associates, Directors, Assistant Directors, Coordinators, Supervisors, Managers) ■ Consultants and Supervisors of Instruction ■ Principals ■ Assistant Principals ■ Deans, Curriculum Coordinators, and Registrars ■ Community Education Coordinators 	<p>Administrative Personnel:</p> <p>District-based Administrators:</p> <ul style="list-style-type: none"> ■ Instructional Administrators (related to instructional program) <ul style="list-style-type: none"> – Assistant/Associate/Deputy Superintendents – Directors/Assistant Directors (of major instructional areas such as): <ul style="list-style-type: none"> * Curriculum, Federal, ESE, Vocational, etc. ■ Non-Instructional Administrators (non-instructional related, support in nature) <ul style="list-style-type: none"> – Assistant/Associate/Deputy Superintendents – Directors/Assistant Directors (of major support areas such as): <ul style="list-style-type: none"> * finance, technology, transportation, facilities, personnel, etc. <p>School-Based Administrators:</p> <ul style="list-style-type: none"> ■ Principals/School Directors (head of school site/facility) ■ Assistant Principals <p>Managers: (district-based)</p> <ul style="list-style-type: none"> ■ Instructional <ul style="list-style-type: none"> – Coordinators, Supervisors, Managers ■ Non-instructional <ul style="list-style-type: none"> – Coordinators, Supervisors, Managers
<p>Instructional Staff:</p> <ul style="list-style-type: none"> ■ Elementary Classroom Teachers ■ Secondary Classroom Teachers ■ Exceptional Education Teachers ■ Other Teachers ■ Guidance ■ School Social Workers ■ School Psychologists ■ Librarians and Audio-Visual Workers ■ Other Professional Staff - Instructional 	<p>Instructional Personnel:</p> <ul style="list-style-type: none"> ■ Classroom Teachers ■ Substitutes: permanent/temporary ■ Guidance/Social Workers ■ Occupational/Placement Specialists ■ School Psychologists ■ Librarians/Media Specialists ■ Other Instructional Staff <ul style="list-style-type: none"> – Primary Specialists – Learning Resource Specialists – Instructional Trainers ■ Instructional Aides

**EXHIBIT 2-26 (Continued)
STAFF DATA VERSUS ADMINISTRATIVE REDIRECT**

DOE STATISTICAL BRIEF STAFF DATA	ADMINISTRATIVE REDIRECT (Section 236.685, F.S.)
<p>Teachers:</p> <ul style="list-style-type: none"> ■ Elementary Classroom Teachers ■ Secondary Classroom Teachers ■ Exceptional Education Teachers ■ Other Teachers 	<p>Teachers:</p> <ul style="list-style-type: none"> ■ Included in instructional personnel
<p>Support Staff:</p> <ul style="list-style-type: none"> ■ Other Professional Staff - Noninstructional ■ Aides (school level, classroom related) ■ Technicians ■ Clerical and Secretarial ■ Service Workers ■ Skilled Crafts Workers ■ Unskilled Laborers 	<p>Educational Support Employees:</p> <ul style="list-style-type: none"> ■ Other Professional Staff - (doctors, nurses, attorneys, health, CPA's, research and testing, other professional staff) ■ Technicians ■ Clerical and Secretarial ■ Service Workers <ul style="list-style-type: none"> - operations - maintenance - security staff - aides (i.e. bus, support types)

Sources: Florida Department of Education Statistical Brief Series 97-01B, July 1996 and Department of Education Administrative Redirect Definitions/Classifications, 1997.

The categories of administrative staff versus administrative personnel are basically the same. Instructional Personnel under the administrative redirect category includes instructional aides while instructional aides are included as part of support staff in the *DOE Statistical Brief Staff Data Report* elements.

In addition to the *State Statistical Brief Staff Data Report* and the *State Administrative Redirect* mandated requirements, the Florida Department of Education, Financial Management Section also reports school and district operating expenditures percentages by the following categories:

- Instruction
- School Administration
- Total School Expenses
- General Administration
- Finance, HRM, Curriculum, Facilities
- Total District Expenses

Exhibit 2-27 reflects this additional state analysis for the Hillsborough County School District and the comparison school districts.

**EXHIBIT 2-27
SCHOOL AND DISTRICT OPERATING EXPENDITURE PERCENTAGES
1995-96**

SCHOOL DISTRICT	PERCENTAGE OF TOTAL EXPENDITURES - SCHOOL			PERCENTAGE OF TOTAL EXPENDITURES - DISTRICT		
	INSTRUCTION (1)	SCHOOL ADMINISTRATION (2)	TOTAL SCHOOL EXPENDITURES (3)	GENERAL ADMINISTRATION (4)	FINANCE, PERSONNEL, CURRICULUM, AND FACILITIES (5)	TOTAL DISTRICT EXPENDITURES (6)
Hillsborough	77.58%	7.13%	95.04%	0.93%	3.72%	4.96%
Broward	78.74%	7.14%	93.57%	0.80%	5.24%	6.43%
Duval	77.29%	6.84%	94.38%	0.84%	4.70%	5.62%
Orange	78.73%	6.59%	94.56%	0.70%	3.76%	5.44%
Palm Beach	80.75%	6.45%	94.33%	0.91%	4.56%	5.67%
Pinellas	78.37%	6.83%	92.47%	1.05%	6.00%	7.53%
State Total	78.77%	6.75%	94.43%	0.96%	4.22%	5.57%

Source: Office of Planning, Budgeting and Management - Financial Management Section, Florida Department of Education, January 1997

- (1) Hillsborough spends less on instruction than all of its peer school districts except Duval. Hillsborough is more than one percent less than the state average expenditures.
- (2) Hillsborough has the second highest level of expenditures for school administration among its peer districts and spends more than the state average.
- (3) Hillsborough has the highest level of total school expenditures.
- (4) Hillsborough has the second highest level of general administrative expenses among its peer districts and is slightly less than the state average.
- (5) Hillsborough has the lowest level of Finance, Personnel, Curriculum, and Facilities expenditures among its peer districts and is below the state average.
- (6) Hillsborough overall district-level expenses are less than any of its peer districts and below the state average.

The *Statistical Brief Staff Data Report* and the *Operating Expenditures Percentage Data Report* both indicate that the Hillsborough County School District spends more dollars and has more administrative staff when adding school administration and general administration together. When you include Finance, Personnel, Curriculum, and Facilities, the Hillsborough County School District has the second lowest expenses for administration and is slightly lower than the state average.

Exhibit 2-28 reflects peer district comparisons for the *Educational Funding Accountability Act Report*. Of the six districts reported, Hillsborough County is the third lowest in administrative expenditures per student.

**EXHIBIT 2-28
EDUCATIONAL ACCOUNTABILITY ACT REPORT
ADMINISTRATIVE EXPENDITURES PER UFTE
1995-96**

SCHOOL DISTRICT	UNWEIGHTED FULL-TIME EQUIVALENT STUDENTS (UFTE)	ADMINISTRATIVE EXPENDITURES GENERAL FUND	ADMINISTRATIVE EXPENDITURES PER UFTE GENERAL FUND
Hillsborough	151,929.77	\$57,504,125	\$378.49
Broward	234,311.38	\$95,817,094	\$408.93
Duval	123,207.86	\$46,760,361	\$379.52
Orange	134,562.46	\$40,863,369	\$303.68
Palm Beach	140,536.99	\$51,817,359	\$368.71
Pinellas	112,275.33	\$52,506,910	\$467.66
State Total	2,309,842.40	\$910,391,584	\$394.14

Source: Florida Department of Education, DPBM 97-57, Educational Accountability Act Report, April 1997.

School districts and other reporting entities have flexibility in how to classify staff positions and to some extent, how other expenditures are classified. Individual organizational decisions on how to classify positions or expenses are many times influenced by programmatic decisions as well as the organizational structure and philosophy. Because of these inherent potential differences, the collection, summarization, and reporting of the school district data submitted to the state can reflect results that appear to be confusing and contradictory.

Based on the comparison of the four different state reports in Exhibit 2-29, it is realistic to conclude that the four reports cannot be used to represent the same conclusions. Three of the reports use total expenditures while the statistical brief on staff reports only staff positions. When comparing number of positions in a school district, we believe it is more appropriate to use the staff data as reported to the state because data can be isolated to a greater extent in making comparisons.

**EXHIBIT 2-29
COMPARISON OF STATE REPORTS**

SOURCE OF DIFFERENCE	DISTRICT OPERATING EXPENDITURES BY PERCENTAGES REPORT	STATISTICAL STAFF DATA REPORT	ADMINISTRATIVE REDIRECT REPORT	EDUCATIONAL ACCOUNTABILITY ACT REPORT
Fund Source	General Fund Special Revenue	General Fund Special Revenue Fund Capital Outlay Other	General Fund	General fund and special revenue
Data Source	Annual Program Cost Reports	Annual October Staff Data Report	Annual Financial Report Expenditures	Annual program cost report
Data Used	Prorated expenses for two funds	All staff positions reported	Actual Expenses for General Fund Only	Prorated expenses for two funds
Adjustments	Districts report actual expenses and prorate according to tables. Figures are adjusted based on each district decisions.	All districts report staff positions according to state position codes tied to EEO Classifications.	Districts report actual expenditures by function and object; selected functions and objects of expenses are excluded (i.e., 5xx,6xx,etc.)	Districts report actual expenses and prorate according to tables. Figures are adjusted based on district decisions
Other	Converts expenses to a percentage. Includes all expenses (salary, benefits, and non-salary)	Reflects staff positions as reported by each school district. Only reports staff positions.	Includes all expenses (salary, benefits, and non-salary dollars)	Calculates prior year expenses per UFTE. Reports current year staffing.*

*Instructional support and school administration reported expenses are adjusted to reflect instructional support costs that should be classified as cost of instruction and not administration.
Source: MGT of America, 1997.

In summary, it is not feasible to compare the four reports because each report comes from a different reporting source document (i.e., program cost report, annual financial report, or staff database). Each report is unique in what is included (e.g. how data are reported and presented). This accounts for the possibility that a district may be in good standing in the administrative redirect report while indicating higher numbers of actual staff positions in selected administrative categories on the staff database reported to the state. For example, when reports include total expenses, they fail to make allowances for higher wages and/or benefits in one district when compared to another.

Furthermore, some school districts fund positions, such as maintenance salaries, out of capital outlay funds which would not be included in the expenses reflected in the *District Operating Expenditures By Percentage Report*, *Administrative Redirect Report*, and *Education Accountability Act Report* as noted above. In fact, one school district's decision to have maintenance salaries paid from capital outlay dollars has allowed them to have no administrative redirect required adjustment. Additionally, how a school district decides to handle its inventory and internal accounts can affect how expenditures will be included in various categories.

These brief explanations account for some of the numerous reasons why data reported in these four separate state reports can derive different conclusions. The report comparisons used by MGT concentrate strictly on numbers of positions reported by each school district in an effort to isolate the number of staff and compare staff positions to the number of students. Through the years, in making district comparisons, we have found staff data to be the most reliable source for comparison.

3.0 SURVEY RESULTS

On January 20, 1997, surveys were mailed to each district administrator, each principal and a random sample of teachers (10 percent) in the Hillsborough County School District. A total of 607 surveys were returned and analyzed. The sections which follow contain summaries of the findings for:

- district administrators
- principals
- teachers
- comparisons of administrators, principals, and teachers
- comparisons of Hillsborough County School District responses to other school districts

Copies of the survey instruments are attached as Appendix A. Copies of the response frequencies for administrators, principals, and teachers are included in Appendix B.

3.1 District Administrator Survey Results

Of the 201 surveys that were disseminated to district administrators, 137 were returned for a response rate of 68 percent. Respondents are 53 percent female and 47 percent male. Eighty-five (85) percent are White, nine percent are African-American, four percent are Asian, and two percent are Hispanic.

Respondents are fairly new in their current positions within the Hillsborough County School District: 46 percent have held their current position for a period of less than a year to five years and 26 percent for six to 10 years. In contrast, administrators are fairly evenly spread in terms of how long they have worked within the Hillsborough County School District: six percent from less than a year to five years, three percent for six to 10 years, 12 percent for 11 to 15 years, 16 percent for 16 to 20 years, and 64 percent have worked in the district for 21 years or more.

Respondents work in many areas in the district office and the area with the highest response rate is *Curriculum and Instruction* - 49 percent, followed by *Student Support Services* (11 percent). Twenty-two (22) percent of the respondents indicate that they work in *other* areas.

Parts A, B, and C of the survey consist of items designed to solicit opinions about a variety of school district management and performance issues. Parts D, E, F, G, and H address issues of work environment, job satisfaction, administrative structures/practices, operations, and general questions, respectively.

The survey areas are categorized into the following broad areas, each of which are summarized separately:

- district-related responses
- school board-related responses

- school administrator-related responses
- teacher-related responses
- student-related responses
- parent/community-related responses
- work environment-related responses
- job satisfaction-related responses
- administrative structure/practices-related responses
- operations-related responses

District-related responses

District administrators in Hillsborough County highly rate their school district; 93 percent rate its overall quality of public education as *good* or *excellent*, and 80 percent indicate that the overall quality of education is improving. Administrators indicate that the emphasis on learning has increased in recent years (89 percent *agree* or *strongly agree*), and that their schools can be described as *good places to learn* (88 percent). Eighty-two (82) percent of administrators state that taxpayer dollars are being used wisely to support public education in Hillsborough County.

Administrators were asked to rate themselves; 27 percent grade district-level administrators with an *A* and another 57 percent give themselves a *B*. Only 11 percent give district-level administrators a *C*, three percent a *D*, and two percent grade administrators with an *F*.

The school superintendent receives high ratings from the administrators; 49 percent indicate that his work as the instructional leader of the district is *excellent*, and 53 percent state that his work as the chief administrator of the school district is *excellent*. The Superintendent's combined *good* and *excellent* rating in both cases is 85 percent.

A small percentage (17 percent) of administrators state that the overall operation of the division is highly efficient. Three-fourths (75 percent) of administrators indicate that the overall operation is above average in efficiency. When asked how the operational efficiency of the Hillsborough County School District could be improved, administrators have several suggestions. The most common suggestion to improve operational efficiency, is to *privatize some support services*; this is indicated by 52 percent. The second most favorable suggestion is to *offer fewer programs* chosen by 24 percent, and to *join with other districts to provide joint services* indicated by 20 percent of the administrators.

Administrators indicate that the schools in the district provide safe environments. Approximately two-thirds (60 percent) *agree* or *strongly agree* that Hillsborough County School District is safe and secure from crime, while 20 percent *disagree* or *strongly disagree*. Additionally, 71 percent state that there is administrative support for controlling student behavior, and 60 percent state that their schools effectively handle misbehavior problems.

Administrators are concerned by the space and facilities within the district. Only 15 percent *agree* or *strongly agree* with the statement *that their schools have sufficient space and facilities to support instructional programs*, while 80 percent *disagree* or

strongly disagree with the statement. Also, only 40 percent of administrators rate the district's job of providing adequate instructional technology as *good* or *excellent*. However, 80 percent rate the condition in which schools are kept as *good* or *excellent*.

There is not complete satisfaction with student services provided in Hillsborough County School District. Only 46 percent *agree* or *strongly agree* that there is sufficient student services provided in the schools, and 40 percent *disagree* or *strongly disagree*. Site-based management has been implemented somewhat effectively according to 57 percent of the administrators.

School board-related responses

Survey respondents are asked to rate school board members in three areas:

- members' knowledge of the educational needs of students in the district;
- members' knowledge of operations in the district; and
- members' work at setting or revising policies for the district.

No more than seven percent of the administrators rate the members as *poor* in any of these areas. Sixty-eight (68) percent of the administrators rate the board members' knowledge of the educational needs of the students as *good* or *excellent*. Sixty-six (66) percent rate the board members' knowledge of operations in Hillsborough County as *good* or *excellent*. Lastly, 69 percent rate the board members' work at setting or revising policies as *good* or *excellent*.

School administrator-related responses

District administrators have fairly high opinions of school-level administrators. Twenty-eight (28) percent give school-level administrators a grade of *A* and 56 percent give them a grade of *B*. The lowest grade awarded is an *F*, given by just two percent of the District administrators. Of the remaining, 13 percent give a grade of *C* and two percent give a grade of *D*.

Respondents state that principals and assistant principals care about students' needs (89 percent *agree* or *strongly agree*). Also, administrators highly rate principals' work as the instructional leaders of their schools (74 percent *good* or *excellent*), and as the managers of the staff and teachers (85 percent *good* or *excellent*). Finally, 69 percent of the District administrators indicate that the opportunities provided by the school district to improve the skills of the school administrators are *good* or *excellent*.

Teacher-related responses

Administrators' opinions of Hillsborough County teachers are similar to their opinions of school-level administrators. Eighteen (18) percent give teachers a grade of *A* and 68 percent give them a grade of *B*. Twelve (12) percent give teachers a *C*, and only two percent give them a *D* (the lowest grade given).

In regard to teachers and their students, administrators state that teachers care about students' needs (85 percent *agree* or *strongly agree*). Eighty (80) percent of

administrators *agree* or *strongly agree* that teachers expect students to do their very best, and 73 percent state that most teachers enforce high student learning standards. Seventy one (71) percent rate as *good* or *excellent* Hillsborough County teachers' work in meeting students' individual learning needs.

Over three-fourths (77 percent) of the district administrators *agree* or *strongly agree* that teachers know the material they teach. Over half (51 percent) rate as *good* or *excellent* teachers' work in communicating with parents. Administrators are less enthusiastic of teachers' attitudes about their jobs; less than half (44 percent) rate attitudes as *good* or *excellent*, and 54 percent rate attitudes as only *fair* or *poor*.

Student-related responses

Administrators indicate that most students in the Hillsborough County School District are motivated to learn; 71 percent *agree* or *strongly agree*, while only 12 percent *disagree* or *strongly disagree*. Moreover, 77 percent rate the students' ability to learn as *good* or *excellent*; 19 percent rate their ability to learn as *fair* or *poor*.

Almost three-fourths (72 percent) *agree* or *strongly agree* that lessons are organized to meet students' needs. Moreover, 78 percent of administrators are in agreement that the curriculum is broad and challenging for most students.

Parent/community-related responses

Sixty-three (63) percent of the administrators state that the school district does a *good* or *excellent* job in maintaining relations with various groups in the community. In response, about two-thirds (66 percent) of the administrators state that the community really cares about its children's education. Additionally, administrators state that parents in Hillsborough County are satisfied with the education their children are receiving (62 percent *agree* or *strongly agree*). However, less than half (48 percent) indicate that parents take responsibility for their children's behavior in schools.

Administrators are divided on whether parents know what goes on in the schools; 42 percent *agree* that they do, while 45 percent *disagree*. Administrators also indicate that parents do not take an active role in decision making in the schools; only 25 percent *agree* that they do, while 15 percent *disagree*. Likewise, 23 percent rate as *good* or *excellent* parents' participation in school activities and organizations, while 75 percent rate it as *fair* or *poor*. Administrators also indicate negative ratings when evaluating parents' efforts in helping their children to do better in school; 30 percent rate them as *good* or *excellent*, but 65 percent rate their efforts as *fair* or *poor*.

Work environment-related responses

The majority of the respondents are comfortable with most aspects of their work environment. Eighty-seven (87) percent find the Hillsborough County School District to be an exciting and challenging place to work. They also indicate that work standards are equal to or above those of other school districts (82 percent), and that Hillsborough County School District officials enforce high work standards (81 percent). Eighty-five (85) percent indicate that they have sufficient authority to perform their responsibilities.

The workload is an area of concern among district administrators. Only 41 percent state that the workloads are equitably distributed among teachers and staff members, while 26 percent are in disagreement. Likewise, 36 percent are in agreement with the more general statement that *workload is evenly distributed*, and 46 percent *disagree* or *strongly disagree*.

Most administrators state that teacher and staff promotions and pay increases are not based upon individual performance. Eighty-two (82) percent state that this is not true of teachers, and 71 percent indicate that this is not true of staff. In addition, only 24 percent state that teachers who fail to meet expected work standards are disciplined, and 38 percent state that staff who fail to meet expected work standards are disciplined.

Job satisfaction-related responses

By a large margin (80 percent), district administrators in Hillsborough County are satisfied with their jobs. A larger percentage (90 percent) plan to make a career in the Hillsborough County School District. A smaller percentage (84 percent) also indicate they have a future in the school district.

Administrators perceive that their work is appreciated by supervisors (77 percent) and that they are an integral part of the Hillsborough County School District team (72 percent). Generally, administrators are satisfied with current salary levels. Fifty-seven (57) percent of the administrators state that salary levels in the district are competitive and 55 percent indicate that their salary level is adequate for their level of work and experience.

Administrative structures/practices-related responses

Administrators, in general, are favorable towards most administrative structures and practices. They state that most administrative practices are highly effective and efficient (72 percent). They also indicate that central office administrators are easily accessible and are open to input (75 percent). However, only 42 percent are in agreement that administrative decisions are made quickly and decisively.

Some statements express the district administrators' dissatisfaction with administrative practices. *Authority for administrative decisions are delegated to the lowest possible level* is agreeable to only 34 percent of administrators, while 47 percent are in disagreement. The statement *Hillsborough County School District has too many committees* is agreeable to 46 percent, while 31 percent disagree. In contrast, over two-thirds (68 percent) of administrators agree that the extensive committee structure in the district ensures adequate input from teachers and staff on important decisions, and only 11 percent indicate that the district has too many layers of administration.

Almost two-thirds of the respondents (64 percent) indicate that most administrative processes are highly efficient and responsive. High percentages of administrators indicate that administrators are responsive to school needs (84 percent) and that they provide quality service to schools (85 percent).

Operations-related responses

District administrators were given a list of 25 programs or functions and asked to rate them with one of the following descriptions:

- Should be eliminated
- Needs major improvement
- Needs some improvement
- Adequate
- Outstanding

In no cases do more than four percent of administrators state that a program should be eliminated. The program that four percent of administrators indicate should be eliminated is *federal program coordination*.

More than 15 percent of administrators indicate that five programs need *major improvement*:

- Instructional technology (21 percent state that it *needs major improvement*)
- Budgeting (20 percent)
- Personnel recruitment (18 percent)
- Strategic planning (17 percent)
- Staff development (17 percent)

When combining the *needs some improvement* and *needs major improvement*, six programs receive a sum equal to or greater than 40 percent:

- Instructional technology (56 percent state that it needs *some* or *major improvement*)
- Budgeting (51 percent)
- Strategic planning (44 percent)
- Community relations (44 percent)
- Personnel recruitment (40 percent)
- Administrative technology (40 percent)

Ten (10) programs are given a combined *adequate* or *outstanding* rating by 65 percent or more of the administrators:

- Law enforcement/security (74 percent rate it *adequate* or *outstanding*)
- Plant maintenance (72 percent)
- Data processing (69 percent)
- Institutional coordination/supervision (67 percent)
- Institutional support (67 percent)
- Curriculum planning (66 percent)
- Personnel evaluation (66 percent)
- Program evaluation, research, and assessment (66 percent)
- Pupil accounting (66 percent)
- Purchasing (66 percent)

Of all the programs, curriculum planning receives the highest *outstanding* rating at 25 percent.

3.2 Principal Survey Results

Of the 153 principals who were mailed surveys, 121 returned a survey; this represents a response rate of 79 percent. Seventy (70) percent of the respondents are female and 30 percent are male. Seventy-three (73) percent are White, 13 percent are African-American, 13 percent are Hispanic, and two percent classify themselves as Other.

Most respondents (70 percent) work in an elementary school. Another 18 percent work in a junior high/middle school, and 12 percent work in a high school.

Half of the principals (50 percent) have been in their current position for five years or less. Twenty-nine (29) percent have been in their current position from six to 10 years, 14 percent from 11 to 15 years, three percent from 16 to 20 years, and one percent for 21 years or more. Still, a large majority (97 percent) have worked in some capacity for the Hillsborough County School District for more than 10 years. Three-fourths (75 percent) have worked in the district for 21 years or more.

District-related responses

Principals highly rate their school district; 98 percent rate its overall quality of public education as *good* or *excellent*, and 92 percent state that the overall quality of education is improving. Like the district-level administrators, principals indicate that the emphasis on learning has increased in recent years (97 percent *agree* or *strongly agree*), and that their schools can be described as *good places to learn* (98 percent). A lesser majority (83 percent) state that taxpayer dollars are being used wisely to support public education in Hillsborough County School District.

In grading district-level administrators, 34 percent of principals give them an *A*; another 50 percent give them a *B*; and the remaining 16 percent award them a *C* or lower.

Most principals give the school superintendent high marks. Ninety-six (96) percent rate his work as the educational leader of the district as *good* or *excellent*; only four percent rate it as *fair* or *poor*. A high percentage, (97 percent), also rate his work as the chief administrator as *good* or *excellent*; and only three percent rate it as *fair* or *poor*.

Ninety-three (93) percent of the principals indicate that the overall operation of the district is at least above average in efficiency; and only four percent of the principals state that it is less efficient than other school districts. When asked to improve the operational efficiency of the school district, the majority suggest *privatizing some support services* chosen by 46 percent of the respondents. The second most common method to improve efficiency is to *reduce the number of support staff*, and *offer fewer programs* cited by 24 and 19 percent of the principals, respectively.

Most principals (80 percent) state that the schools are safe and secure from crime. In addition, principals state that the schools effectively handle misbehavior problems (78

percent), and that there is administrative support for controlling student behavior (92 percent).

Principals are concerned with district facilities. Seventy-one (71) percent indicate that there is not sufficient space and facilities to support instructional programs. In contrast, 83 percent rate the condition in which district schools are kept as *good* or *excellent*.

Principals are also concerned with instructional technology and services offered within Hillsborough County School District. Only 45 percent rate the district's job of providing adequate instructional technology as *good* or *excellent*. Fifty-four (54) percent rate it only as *fair* or *poor*. Thirty-two (32) percent are in agreement that sufficient student services are provided, and 60 percent are in disagreement.

School board-related responses

Over three-fourths (79 percent) rate the board members' knowledge of the educational needs of students as *good* or *excellent*. Only three percent rate members' knowledge as *poor*. A similar percentage (77 percent) state that the board members' knowledge of operations in Hillsborough County School District is *good* or *excellent*. Only four percent rate this knowledge base as *poor*.

Principals are even more confident of school board members' work at setting or revising policies for the school district. Eighty-six (86) percent rate it as *good* or *excellent*; 14 percent rate it as *fair* or *poor*.

School/school administrator-related responses

Principals give themselves high grades; 44 percent give school-level administrators an *A*, 53 percent give them a *B*, and three percent give them a grade of *C*. The percentage of *A* grades that principals award to themselves is higher than grades given to teachers or district-level administrators.

Almost all (99 percent) of the respondents *agree* or *strongly agree* that principals and assistant principals care about students' needs. A similar percentage (98 percent) rate principals' work as the managers of the staff and teachers as *good* or *excellent*. Also, most (95 percent) rate principals' work as the instructional leaders of their schools as *good* or *excellent*.

Principals are positive on the issue of the opportunities provided by the district to improve the skills of school administrators. A large percentage (86 percent) rate the opportunities as *good* or *excellent*.

Teacher-related responses

Principals, generally have a high opinion of district teachers. Thirty-seven (37) percent give teachers an *A*, 60 percent give teachers a *B*, and three percent give teachers a *C*.

When asked about teachers in relation to their students, principals indicate that teachers care about students' needs (97 percent *agree* or *strongly agree*). Similarly, 95 percent state that teachers expect students to do their very best, and 90 percent indicate that teachers enforce high student learning standards. Finally, 89 percent state

that the teachers' work in meeting student individual learning needs is *good* or *excellent*.

Principals agree that teachers know the material they teach (98 percent). Seventy-eight (78) percent rate teachers' attitudes as *good* or *excellent*, while 22 percent rate attitudes as *fair* or *poor*. Teachers' work in communicating with parents is rated as *good* or *excellent* by 86 percent of the principals.

Student-related responses

Over three-fourths of the principals (79 percent) agree that Hillsborough County students are motivated to learn. Furthermore, 82 percent rate students' ability to learn as *good* or *excellent*.

A majority of the principals, 95 percent, agree that lessons are organized to meet students' needs and only two percent are in disagreement. A slightly smaller percentage of principals (94 percent) indicate that the curriculum is broad and challenging for most students.

Parent/community-related responses

Over three-fourths (83 percent) of the respondents state that the school district does an *good* or *excellent* job of maintaining relations with various groups of the community. However, fewer principals (73 percent) state that the community really cares about children's education.

Principals have positive opinions concerning the involvement of parents in their schools. Almost three-fourths (74 percent) of the principals indicate that the parents are satisfied with the education their children are receiving. Seventy-two (72) percent *agree* or *strongly agree* that parents play an active role in decision making in the school. However, only 53 percent state that parents take responsibility for their children's behavior in school. Also, 34 percent rate parents' participation in school activities and organizations as *good* or *excellent*. Similarly, just 33 percent rate parents' efforts in helping their children to do better in school as *good* or *excellent*.

Work environment-related responses

Hillsborough County principals are satisfied with many aspects of their work environment. Most (98 percent) find the school district to be an exciting, and challenging place to work. Ninety-one (91) percent indicate that work standards and expectations are equal to or above those of other school districts; while 88 percent indicate that school officials enforce high work standards. A large percentage state that they have the authority to adequately perform their job responsibilities (86 percent), that teachers and administrators have excellent working relationships (84 percent), and that they have adequate facilities in which to work (77 percent).

Principals are satisfied with workload distribution at 79 percent. Workloads are believed to be equitably distributed among teachers and staff. When considering the general statement, *workload is evenly distributed*, 56 percent agree with the statement, and 25 percent disagree with the statement.

The majority of principals state that teacher and staff promotions and pay increases are not based on individual performance. Eighty-five (85) percent indicate that this is not true of teachers and 73 percent indicate this is not true of staff. Principals are slightly more confident about teacher and staff disciplinary actions. Forty-nine (49) percent indicate that teachers who fail to meet expected work standards are disciplined, while 60 percent indicate that staff who do not meet expected work standards are disciplined.

It appears that principals are slightly dissatisfied with equipment and computer support. Fifty-six (56) percent indicate that they have adequate equipment and computer support to conduct their work, while 34 percent do not agree that either are adequate.

Job satisfaction-related responses

In general, Hillsborough County principals have a high level of job satisfaction, with 92 percent either *agreeing* or *strongly agreeing* that they are very satisfied with their jobs. An equal number of principals state there is a future for them in the school district, and 96 percent plan to make a career in the school district.

Most principals (83 percent) indicate that their work is appreciated by their supervisors, and 80 percent state that they are an integral part of the Hillsborough County School District team. However, principals have some dissatisfaction with their salaries. Over half (51 percent) of the principal respondents indicate that salary levels are not competitive, and 53 percent state that their salary level is not adequate for their level of work and experience.

Administrative structures/practices responses

Principals are favorable towards most administrative structures and practices. Eighty-eight (88) percent indicate that most administrative practices in Hillsborough County School Districts are highly effective and efficient. Almost three-fourths of the principals (71 percent) indicate that administrative decisions are made quickly and decisively. Eighty-two (82) percent of principals indicate that central office administrators are accessible and open to input.

Principals are divided as to whether authority for administrative decisions are delegated to the lowest possible level. Forty-six (46) percent *agree* or *strongly agree* that lower level positions make administrative decisions, while 31 percent *disagree* or *strongly disagree*. Eighteen (18) percent are *neutral* on the subject.

When asked about committees, principals (33 percent) indicate that the Hillsborough County School District has too many committees; 37 percent indicate that the school district does not. Still, over three-fourths (77 percent) state that the committee structure ensures adequate input from teachers and staff on the most important decisions.

Operations-related responses

Principals were also given a list of 25 programs or functions and asked to rate them with the same descriptions used by district-level administrators. These descriptions range from *should be eliminated* to *outstanding*.

A few of the programs receive a rating of *should be eliminated* by a few principals, but never greater than one percent as was the case with *federal program coordination* and *staff development*.

More than 10 percent of principals indicate the following six programs *need major improvement*:

- Food services (22 percent *needs major improvement*)
- Instructional technology (17 percent)
- Custodial services (17 percent)
- Plant maintenance (17 percent)
- Pupil transportation (13 percent)
- Administrative technology (11 percent)

When combining the *needs some improvement* and *needs major improvement*, three programs receive a sum equal to or greater than 50 percent:

- Food services (57 percent *needs improvement*)
- Custodial services (54 percent)
- Pupil transportation (51 percent)

Principals in general are positive about many programs -- almost all the programs receive a combined *adequate* and *outstanding* rating totaling more than 50 percent. The four programs given the highest combined *adequate* or *outstanding* ratings are:

- Data processing (87 percent *adequate* or *outstanding*)
- Curriculum planning (83 percent)
- Pupil accounting (83 percent)
- Law enforcement/security (83 percent)

Of all the programs, *curriculum planning* and *instructional support* receive the highest *outstanding* rating; 40 percent of the principals rate these two areas as outstanding.

3.3 Teacher Survey Results

Of the 873 teachers who were mailed surveys, 349 responded, representing a response rate of 40 percent. Most respondents are female (84 percent), while 16 percent are male. The majority are White (86 percent), seven percent are African-American, six percent Hispanic, and one percent each responded that they are Asian or Other.

Many respondents have worked in the Hillsborough County School District for a long time; 47 percent have worked in the school district for more than 10 years, and 21 percent report working in the district for more than 20 years.

Respondents are distributed throughout all grade levels. The highest percentage of respondents are from the elementary school level: 3rd grade, 24 percent; 5th grade, 24 percent; and 4th grade, 23 percent. The percentages total more than 100 percent as many teachers indicate that they teach at multiple grade levels.

District-related responses

Seventy-one (71) percent of the teachers indicate that the overall quality of public education in the Hillsborough County School District is *good* or *excellent*. Forty-nine (49) percent state the overall quality of education is *improving*, while 32 percent state it is *staying the same*. However, 17 percent state it is *getting worse*. In addition, 69 percent of the teachers indicate that the emphasis on learning has increased in recent years, and 67 percent state that the schools can be described as “good places to learn.”

Teachers indicate that taxpayer dollars are not used wisely to support public education in the district. Only 21 percent indicate that dollars are used wisely, but 61 percent state that they are not.

District-level administrators are given a grade of *B* or better by 33 percent of the teachers. Thirty-nine (39) percent give them a *C*, 16 percent give them a *D*, and six percent give them a grade of *F*. The school superintendent receives a good rating from most teachers. Fifty-five (55) percent rate his work as the educational leader of the school district as *good* or *excellent*. Similar marks are given concerning his work as the chief administrator; 54 percent rate him as *good* or *excellent* in this area.

Almost half of the teachers (45 percent) state that the Hillsborough County School District is above average in overall operational efficiency, while 35 percent indicate that it is less efficient than other school districts. Four percent of the teachers indicate that the district is highly efficient. When asked to improve operational efficiency, the popular teacher response is to *reduce the number of administrators* chosen by 58 percent. This is followed by *privatizing some support services* chosen by 35 percent, and *taking advantage of more regional services* chosen by 24 percent of the teachers.

Teachers are somewhat concerned with safety issues. Only 32 percent indicate their schools are safe and secure from crime, while 53 percent do not think their schools are safe. Similarly, 29 and 61 percent of teachers are concerned whether the schools effectively handle misbehavior problems and 50 percent of teachers indicate that there is administrative support for controlling student behavior in schools.

Teachers indicate that there is a lack of sufficient student services. Less than half, (38 percent) indicate that there are sufficient services such as counseling, speech, and health provided. Only 42 percent of the teachers *agree* or *strongly agree* that site-based management has been implemented effectively.

School/school administrator-related responses

Teachers give school-level administrators high marks compared to marks given by district-level administrators. Sixteen (16) percent of teachers award these administrators an *A*, and 42 percent award them a *B*. Twenty-six (26) percent of the teachers give school-level administrators a *C*, 12 percent give a grade of *D*, and two percent give a grade of *F*.

Almost two-thirds (60 percent) of respondents rate as *good* or *excellent* the principals' work as instructional leaders of their schools. A majority, 68 percent, rate the principals' work as managers of the staff and teachers as *good* or *excellent*.

Teacher-related responses

The teachers award themselves high grades with 24 percent giving themselves a grade of A, 58 percent a grade of B, 15 percent a grade of C, and only one percent graded themselves with a D.

When asked about teachers in regard to their students, teachers indicate that they care about students' needs (90 percent). Eighty-five (85) percent state that teachers expect students to do their very best, and 76 percent state that teachers enforce high student learning standards. Also, 77 percent of the teachers rate as *good* or *excellent* teachers' work in meeting students' individual learning needs.

Most (88 percent) of the teachers state that they know the material they teach. Almost three-fourths (74 percent) rate as *good* or *excellent* teachers' work in communicating with parents. Teachers are not as positive about their attitudes about their jobs; only 45 percent rate it as *good* or *excellent*, and 54 percent rate it as *fair* or *poor*.

Student-related responses

Slightly over half of the teachers (51 percent) state that students are motivated to learn, while 37 percent of the teachers do not agree with this statement. Almost two-thirds (62 percent) rate students' ability to learn as *good* or *excellent*; 37 percent rate it as *fair* or *poor*.

Over four-fifths (81 percent) of respondents state that lessons are organized to meet students' needs. Fewer (74 percent) teachers indicate that the curriculum is broad and challenging for most students.

Parent/community-related responses

Fifty (50) percent indicate that the school district does a *good* or *excellent* job of maintaining relations with various groups in the community. Fewer (48 percent) state that the community really cares about its children's education and 29 percent *disagree* or *strongly disagree*.

Teachers have concerns regarding parent satisfaction with education in the Hillsborough County School District. Less than half (44 percent) *agree* or *strongly agree* that parents are satisfied with the education their children are receiving. The results are similar when teachers are asked if parents play an active role in decision making in the schools. Forty-five (45 percent) indicate that parents do play an active role in decision making.

Additionally, negative results are reflected in teachers' rating of parents' participation in school activities and organizations. Only 18 percent of the teachers rate parents' participation as *good* or *excellent*, and 81 percent rate participation as *fair* or *poor*. Teachers negatively rate parents' efforts in helping their children to do better in school. Sixteen (16) percent rate parents' efforts as *good* or *excellent*, and 83 percent rate parents' efforts as *fair* or *poor*.

Work environment-related responses

Hillsborough County teachers are satisfied with many aspects of their work environment. Sixty-five (65) percent find the Hillsborough County School District to be an exciting, and challenging place to work. Fewer (51 percent) indicate that work standards and expectations are equal to or above those of other school districts. More than half (55 percent) indicate that district officials enforce high work standards.

More than three-fourths of the teachers (78 percent) state that they have the authority to adequately perform their job responsibilities. Teachers are also pleased with the adequacy of facilities and equipment. Sixty-nine (69) percent indicate that they have adequate facilities in which to conduct their work. However, only 48 percent indicate that they have adequate equipment and computer support to conduct their work, while 44 percent *disagree* or *strongly disagree*.

Teachers indicate that they are concerned with workload distribution. They are divided on whether workloads are equitably distributed among teachers and staff; 46 percent are in agreement that they are, equitably distributed and 43 percent *disagree* or *strongly disagree*. When presented with the general statement, *workload is evenly distributed*, 37 percent *agree* or *strongly agree*, in contrast to 44 percent who *disagree* or *strongly disagree*.

Teachers were also asked whether teacher and staff promotions and pay increases are based on individual performance. Eighty-eight (88) percent indicate that this is not true of teachers, and 66 percent indicate this is not true of staff. When asked about disciplinary actions, only 18 percent state that teachers who fail to meet expected work standards are disciplined, while 19 percent state that staff are disciplined in the same regard.

Job satisfaction-related responses

A majority of the teachers (69 percent) are very satisfied with their jobs. Similarly, 70 percent indicate they have a future in the school district; 77 percent plan to make a career in the district.

A majority of teachers state that their work is appreciated by their supervisors (62 percent) and that they are an integral part of the district team (53 percent). However, teachers are not as satisfied with salaries. Seventy-five (75) percent of the teachers state that salary levels in the Hillsborough County School District are not competitive, and 85 percent state that their salary level is not adequate for their level of work and experience.

Administrative structures/practices responses

Teachers are negative concerning administrative structures and practices in the Hillsborough County School District. A small percentage of teachers (32 percent) agree that administrative processes are highly effective and efficient. Few teachers (31 percent) indicate that administrative decisions are made quickly and decisively, and that most administrative processes are highly efficient and responsive (31 percent). Few teachers indicate (28 percent) that administrators are easily accessible and open to input. Additionally, few teachers (12 percent) state that authority for administrative decisions is delegated to the lowest possible level.

With regard to committees, teachers say there are too many committees (58 percent). Additionally, teachers indicate the committee structure does not ensure adequate input from teachers and staff on important decisions as only 25 percent state that adequate input is provided, while 46 percent indicate that it is not.

Operations-related responses

Teachers are given the same list as administrators and principals of the 25 school district programs or functions and are asked to rate them with descriptions ranging from *should be eliminated* to *outstanding*.

According to survey results, 20 programs are considered worthy of elimination by a few teachers. However, in no case do more than four percent indicate that way. Teachers consider eight programs, by more than 20 percent, to be in need of major improvement. They are:

- Budgeting (53 percent *needs major improvement*)
- Financial management and accounting (40 percent)
- Instructional technology (31 percent)
- Food services (28 percent)
- Strategic planning (25 percent)
- Facilities planning (24 percent)
- Custodial services (21 percent)
- Curriculum planning (21 percent)

When combining the *needs some improvement* and *needs major improvement*, eight programs receive a sum greater than 50 percent:

- Budgeting (80 percent *needs some or major improvement*)
- Financial management and accounting (68 percent)
- Instructional technology (62 percent)
- Strategic planning (58 percent)
- Curriculum planning (56 percent)
- Custodial services (55 percent)
- Food services (55 percent)
- Community relations (52 percent)

Teachers are positive about some programs; many receive a combined *adequate* and *outstanding* rating totaling more than 40 percent. The programs that scored highest in combined *adequate* or *outstanding* ratings are:

- Data processing (57 percent *adequate or outstanding*)
- Staff development (54 percent)
- Personnel evaluation (47 percent)
- Pupil accounting (44 percent)
- Instructional coordination/supervision (44 percent)

Of all the programs, *staff development* and *data processing* receive the highest *outstanding* rating at 11 percent.

3.4 Comparison of District Administrators, Principals and Teachers Surveys

This section reviews the responses given by the three employee groups in comparison to each other. Exhibit 3-1 compares responses given by district administrators, principals, and teachers to Part A of the surveys. Exhibit 3-2 compares responses for Part B of the surveys, and so on through Exhibit 3-8, which compares responses to Part H of the surveys. For Parts B, D, E, and F the *agree* and *strongly agree* responses are combined and compared to the combined *disagree* and *strongly disagree* responses. In Part C, the *good* and *excellent* responses are combined and compared to the combined *fair* and *poor* responses. In Part G, the responses *needs some improvement* and *needs major improvement* are combined and compared to the combined *adequate* and *outstanding* responses. The *should be eliminated*, *neutral* and *don't know* responses are omitted from all exhibits in this section.

In Exhibit 3-1, responses to Part A of the surveys are compared. Administrators, principals and teachers generally agree on the quality of public education in Hillsborough County. Teachers tend to agree less that the quality of education in Hillsborough County is improving as only 49 percent of the teachers compared to 80 percent of the administrators and 92 percent of the principals indicate that the overall quality of education is improving.

Teachers are also less positive than administrators and principals when grading employee groups particularly in the grading of both school and district-level administrators. Only 56 percent of the teachers grade the school-level administrators with an A or B compared to 84 percent of the administrators and 98 percent of the principals. Likewise, only 33 percent of the teachers grade district-level administrators with an A or B while 84 percent of administrators and 85 percent of principals grade them this high. The principals and the administrators grade the teachers higher than the teachers grade themselves.

**EXHIBIT 3-1
COMPARISON SURVEY RESPONSES
WITHIN HILLSBOROUGH COUNTY SCHOOL DISTRICT**

PART A OF SURVEY	ADMINISTRATORS (%) RESPONSES	PRINCIPALS (%) RESPONSES	TEACHERS (%) RESPONSES
1. Overall quality of public education in Hillsborough County School District is:			
Good or Excellent	93	98	71
Fair or Poor	7	2	29
2. Overall quality of education in Hillsborough County School District is:			
Improving	80	92	49
Staying the Same	15	5	32
Getting Worse	6	2	17
Don't Know	0	2	2
3. Grade given to Hillsborough County School District teachers:			
Above Average (A or B)	86	97	82
Below Average (D or F)	2	0	1
4. Grade given to Hillsborough County School District school administrators:			
Above Average (A or B)	84	98	56
Below Average (D or F)	3	0	14
5. Grade given to Hillsborough County School District administrators:			
Above Average (A or B)	84	85	33
Below Average (D or F)	5	3	22

Exhibit 3-2 compares responses to Part B of the surveys. Unlike Part A where there appears to be general consensus, administrators, principals, and teachers are not in agreement on several questions. Administrators and principals are in general agreement with each other on all but two questions; teachers differ significantly from administrators on 11 questions and have differences of opinion with principals on 12 questions.

Administrators (60 percent) and principals (80 percent) tend to agree that Hillsborough County Schools are safe and secure from crime but only 32 percent of the teachers agree that schools are safe and secure. Only 15 percent of the principals and 23 percent of the administrators are in agreement with the statement that *our schools do not effectively handle misbehavior problems*, while 61 percent of the teachers are in agreement. Similarly, higher percentages of principals (92 percent) than teachers (50 percent) and administrators (71 percent) indicate that there is administrative support for controlling student behavior in the schools.

Fewer teachers (45 percent) than administrators (55 percent) and principals (82 percent) indicate that the schools have the necessary materials and supplies for basic skills programs. Administrators (82 percent) and principals (83 percent) are more positive than teachers (21 percent) when asked if taxpayers dollars are being used efficiently to support education in the district. Additionally, there are slight differences of opinion concerning the sufficiency of student services provided principals (60 percent) and teachers (54 percent) are in high disagreement compared to the administrators (40 percent) who indicated that adequate services are provided. Lastly, more principals (78 percent) are agreeable with the implementation of site-based planning than administrators (57 percent) or teachers (42 percent).

Responses to questions concerning the community and parental involvement also resulted in differences of opinion. Fewer principals (34 percent) and administrators (39 percent) compared to teachers (61 percent) state that parents do not take responsibility for their children's behavior in school. Likewise, teachers, (65 percent) more often than administrators (45 percent) and principals (37 percent) state that parents do not know what is going on in the schools. Lastly, more principals (72 percent) than teachers (45 percent) and administrators (25 percent) indicate that parents play an active role in decision making in the schools.

Similar responses were derived from the three groups of respondents concerning a student's home life. Sixty-eight (68) percent of both the administrators and principals disagree that there is little a teacher can do to overcome problems at home, while only 42 percent of the teachers themselves disagree. Administrators (62 percent) and principals (74 percent) are more positive concerning parents satisfaction with education than the teachers (44 percent). Fewer teachers (48 percent) than administrators (66 percent) and principals (73 percent) agree that the community really cares about the education of its children.

Exhibit 3-3 compares responses to Part C of the survey. Administrators, principals, and teachers again agree in most of their assessments. There are nine questions over which there is disagreement; teachers tend to provide fewer *good* or *excellent* responses and more *fair* or *poor* responses.

**EXHIBIT 3-2
COMPARISON SURVEY RESPONSES
WITHIN HILLSBOROUGH COUNTY SCHOOL DISTRICT**

PART B	(%A + SA) / (%D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. The emphasis on learning in Hillsborough County School District has increased in recent years.	89/7	97/1	69/14
2. Hillsborough County schools are safe and secure from crime.	60/20	80/9	32/53
3. Our schools do not effectively handle misbehavior problems.	23/60	15/78	61/29
4. Our schools have sufficient space and facilities to support the instructional programs.	15/80	16/71	13/83
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	24/55	13/82	39/45
6. Our schools can be described as "good places to learn."	88/5	98/1	67/16
7. There is administrative support for controlling student behavior in our schools.	71/13	92/4	50/36
8. Most students in our schools are motivated to learn.	71/12	79/12	51/37
9. Lessons are organized to meet students' needs.	72/12	95/2	81/7
10. The curriculum is broad and challenging for most students.	78/12	94/2	74/14
11. There is little a teacher can do to overcome education problems due to a student's home life.	17/68	23/68	42/42
12. Teachers in our schools know the material they teach.	77/9	98/1	88/5
13. Teachers in our schools care about students' needs.	85/3	97/1	90/4
14. Teachers expect students to do their very best.	80/7	95/1	85/8
15. Principals and assistant principals in our schools care about students' needs.	89/2	99/1	81/8
16. In general, parents do not take responsibility for their children's behavior in our schools.	39/48	34/53	61/21
17. Parents in this district are satisfied with the education their children are receiving.	62/21	74/7	44/23
18. Most parents really don't seem to know what goes on in our schools.	45/42	37/46	65/20
19. Parents play an active role in decision-making in my school.	25/15	72/13	45/33
20. This community really cares about children's education.	66/23	73/13	48/29
21. Taxpayer dollars are being used wisely to support public education in Hillsborough County School District.	82/13	83/8	21/61
22. Sufficient student services are provided in Hillsborough County School District (e.g., counseling, speech therapy, health)	46/40	32/60	38/54
23. Site-based management has been implemented effectively in the Hillsborough County School District.	57/18	78/13	42/33

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*

**EXHIBIT 3-3
COMPARISON SURVEY RESPONSES
WITHIN HILLSBOROUGH COUNTY SCHOOL DISTRICT**

PART C	(%G + E) / (%F + P) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. School board members' knowledge of the educational needs of students in the Hillsborough County School District.	68/30	79/20	34/59
2. School board members' knowledge of operations in the Hillsborough County School District.	66/31	77/23	39/53
3. School board members' work at setting or revising policies for the Hillsborough County School District.	69/27	86/14	34/55
4. The district school superintendent's work as the educational leader of the Hillsborough County School District.	85/13	96/4	55/31
5. The district school superintendent's work as the chief administrator (manager) of the Hillsborough County School District.	85/13	97/3	54/30
6. Principal's work as the instructional leaders of their schools.	74/25	95/5	60/40
7. Principal's work as the managers of the staff and teachers.	85/13	98/2	68/31
8. Teachers' work in meeting students' individual learning needs.	71/27	89/11	77/23
9. Teachers' work in communicating with parents.	51/45	86/14	74/25
10. Teachers' attitudes about their jobs.	44/54	78/22	45/54
11. Students' ability to learn.	77/19	82/18	62/37
12. The amount of time students spend on task learning in the classroom.	57/37	76/24	50/50
13. Parents' efforts in helping their children to do better in school.	30/65	33/66	16/83
14. Parents' participation in school activities and organizations.	23/75	34/65	18/81
15. How well students' test results are explained to parents.	46/49	60/40	50/43
16. The condition in which Hillsborough County School District schools are kept.	80/20	83/17	44/55
17. How well relations are maintained with various groups in the community.	63/34	83/15	50/39
18. The opportunities provided by the district to improve the skills of teachers.	71/28	84/16	68/32
19. The opportunity provided by the district to improve the skills of school administrators.	69/30	86/14	32/24
20. The district's job of providing adequate instructional technology.	40/58	45/54	41/55
21. The district's use of technology for administrative purposes.	53/46	65/34	44/28

¹Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*.

Responses regarding issues concerning the school board resulted in differences of opinion being reported. Principals offered the majority of *good* or *excellent* responses in three areas of working knowledge: educational needs of students, district operations, and policy making within the district. Additionally, teachers were consistent in providing the majority of *fair* or *poor* responses in these same areas of inquiry.

The principals (78 percent) indicate that the teachers attitudes concerning their jobs is *good* or *excellent*, while only 45 percent of the teachers themselves and 44 percent of the administrators rate attitudes this high. A majority of principals (86 percent) and administrators (69 percent) indicate that the opportunity provided by the district to improve the skills of administrators is *good* or *excellent*, while only 32 percent of the teachers indicate the same. Likewise, more principals (65 percent) and administrators (53 percent) than teachers (44 percent) rate the district's use of technology for administrative purposes high.

More principals (83 percent) and administrators (80 percent) than teachers (44 percent) highly rate the condition in which the schools are kept. Similarly, the teachers (50 percent) provide lower rankings than the administrators (63 percent) and the principals (83 percent) when asked how well relations are maintained with various groups in the community. Principals differ from the other groups in their assessment of how well students' test results are explained to parents. A majority of principals (60 percent) rate these explanations as *good* or *excellent*, while only 50 percent of teachers and 46 percent of administrators give this area a high rating. Lastly, there was slight disagreement concerning the amount of time spent on task learning in the classroom. Principals rate it higher (76 percent) than administrators (57 percent) and teachers (50 percent).

Exhibit 3-4 presents the responses for each group to Part D of the surveys which asks questions pertaining to the work environment. The groups are generally in agreement over the areas covered in this section. There are six statements where there is no consensus among the groups.

Two statements lacking consensus among groups relate to workload distribution. Teachers (46 percent) and administrators (41 percent) agree that workloads are equitably distributed among teachers and staff members. Principals agree at a higher rate (79 percent) that this is the case. Similar responses were given concerning the general question *workload is evenly distributed*. More principals (56 percent) than administrators (36 percent) and teachers (37 percent) agree that workload is distributed evenly.

Principals (84 percent) and administrators (64 percent) indicate that teachers and administrators have excellent working relationships, however only 41 percent of the teachers agree. The principals also indicate that staff (60 percent) are disciplined when work standards are not met while fewer teachers (19 percent) and administrators (38 percent) agree. Finally, more administrators (74 percent) and principals (56 percent) than teachers (48 percent) indicate that they have adequate equipment and computer support to conduct their work.

One additional area where discrepancies in responses occurred, concerns the statement *the failure of district officials to enforce high work standards results in poor work*. Greater percentages of administrators (67 percent) and principals (70 percent) compared to teachers (34 percent) disagree with the statement.

**EXHIBIT 3-4
COMPARISON SURVEY RESPONSES
WITHIN HILLSBOROUGH COUNTY SCHOOL DISTRICT**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD)¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I find the Hillsborough County School District to be an exciting, challenging place to work.	87/9	98/2	65/14
2. The work standards and expectations in the Hillsborough County School District are equal to or above those of most other school districts.	82/6	91/2	51/17
3. Hillsborough County School District officials enforce high work standards.	81/9	88/5	55/23
4. Most Hillsborough County School District teachers enforce high student learning standards.	73/13	90/3	76/8
5. Hillsborough County School District teachers and administrators have excellent working relationships.	64/15	84/3	41/26
6. Teachers who do not meet expected work standards are disciplined.	24/47	49/34	18/53
7. Staff who do not meet expected work standards are disciplined.	38/39	60/23	19/49
8. Teacher promotions and pay increases are based upon individual performance.	8/82	8/85	5/88
9. Staff promotions and pay increases are based upon individual productivity.	16/71	17/73	5/66
10. I feel that I have the authority to adequately perform my job responsibilities.	85/11	86/8	78/14
11. I have adequate facilities in which to conduct my work.	86/8	77/18	69/23
12. I have adequate equipment and computer support to conduct my work.	74/20	56/34	48/44
13. The workloads are equitably distributed among teachers and staff members.	41/26	79/14	46/43
14. No one knows or cares about the amount or quality of work that I perform.	13/73	11/81	28/56
15. Workload is evenly distributed.	36/46	56/25	37/44
16. The failure of Hillsborough County School District officials to enforce high work standards results in poor quality work.	13/67	16/70	35/34
17. I often observe other teachers and/or staff socializing rather than working while on the job.	14/70	8/85	21/62

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*

Exhibit 3-5 details the various responses to Part E of the surveys. In this section, all groups are in agreement on every statement except two. Teachers and principals disagree to a greater extent that salary levels are competitive in the Hillsborough County School District (75 and 51 percent, respectively) than do administrators (31 percent). Similar responses are provided to the question concerning adequate salary levels for level of work and experience. Administrators provided responses indicating agreement with this statement at a higher rate than principals or teachers.

**EXHIBIT 3-5
COMPARISON SURVEY RESPONSES
WITHIN HILLSBOROUGH COUNTY SCHOOL DISTRICT**

PART E: JOB SATISFACTION	(%A + SA) / (% D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. I am very satisfied with my job in the Hillsborough County School District.	80/15	92/3	69/16
2. I plan to make a career in the Hillsborough County School District.	90/4	96/2	77/7
3. I am actively looking for a job outside of the Hillsborough County School District.	4/89	1/97	7/78
4. Salary levels in the Hillsborough County School District are competitive.	57/31	35/51	12/75
5. I feel that my work is appreciated by my supervisor(s).	77/14	83/8	62/24
6. I feel that I am an integral part of the Hillsborough County School District team.	72/15	80/7	53/25
7. I feel that there is no future for me in the Hillsborough County School District.	7/84	3/92	11/70
8. My salary level is adequate for my level of work and experience.	55/36	36/53	7/85
9. I enjoy working in a culturally diverse environment.	94/1	98/2	85/2

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*

Exhibit 3-6 details the responses given by each group to Part F of the surveys concerning the administrative structures and practices. There is disagreement over all of the responses except for two. In most cases teachers provide less positive responses.

**EXHIBIT 3-6
COMPARISON SURVEY RESPONSES
WITHIN HILLSBOROUGH COUNTY SCHOOL DISTRICT**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ¹		
	ADMINISTRATORS	PRINCIPALS	TEACHERS
1. Most administrative practices in Hillsborough County School District are highly effective and efficient.	72/15	88/8	32/41
2. Administrative decisions are made quickly and decisively.	42/36	71/9	31/41
3. Hillsborough County School District administrators are easily accessible and open to input.	75/19	82/9	28/45
4. Authority for administrative decisions are 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 School District ensures adequate input from teachers and staff on most important decisions.	68/15	77/14	25/46
8. Hillsborough County School District has too many committees.	46/31	33/37	58/11
9. Hillsborough County School District has too many layers of administrators.	11/75	19/67	79/7
10. Most Hillsborough County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	64/24	77/13	31/28
11. Central Office Administrators are responsive to school needs.	84/7	79/10	22/36
12. Central Office Administrators provide quality service to schools.	85/7	77/10	22/35

¹Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*

Fewer teachers (32 percent) than administrators (72 percent) and principals (88 percent) indicate that most administrative practices are highly effective and efficient. Similarly, fewer teachers (31 percent) state that administrative decisions are made quickly and decisively than administrators (42 percent) or principals (71 percent). More principals (82 percent) and administrators (75 percent) than teachers (28 percent) indicate that administrators are easily accessible and open to input. More teachers (58 percent) than administrators (30 percent) and principals (31 percent) state that major bottlenecks exist in many administrative processes. The extensive committee structure is viewed more positively by the principals (77 percent) and the administrators (68 percent) than by the teachers (25 percent). Similarly, 58 percent of the teachers state

that there are too many committees while only 46 percent of the administrators and 33 percent of the principals indicate that this is the case. According to 79 percent of the teachers, there are too many layers of administrators, administrators themselves (11 percent) or the principals (19 percent).

Lastly, the principals (77 percent) and the administrators (64 percent) state that most administrative processes are highly efficient and responsive, while fewer teachers (31 percent) indicate likewise. Similarly, greater percentages of both administrators and principals than teachers state that central office administrators are responsive to school needs and that they provide quality service to schools.

Exhibit 3-7 lists the responses given to Part G of the surveys. In every area except for *data processing*, there is disagreement on the quality of the programs. In most cases, the principals give higher *adequate* or *outstanding* ratings followed by the administrators, and then teachers.

The principals disagree with the administrators on seven different district programs or functions. Most principals give a greater number of *adequate* or *outstanding* responses except for the area of *plant maintenance* where only 50 percent of the principals awards a high rating. Seventy-two (72) percent of the administrators also rate plant maintenance high. Likewise, greater percentages of administrators (64 percent) indicate *pupil transportation* was *adequate* or *outstanding* than did the principals (47 percent). The areas of *food service* and *custodial services* also receive higher ratings from the administrators (64 and 61 percent) compared to the principals (42 and 45 percent).

The administrators and teachers differ in their assessment of almost every one of the district's programs and functions. However, there are three areas in which the administrators and teachers are in general agreement. In the areas of staff development and data processing, most administrators and teacher believe the function is adequate or outstanding. In contrast, in instructional technology, administrators and teachers agree that improvements are needed.

Teachers rate the quality of most of the programs differently than do the principals. In all cases, the principals provide higher *adequate* or *outstanding* ratings. However, there are a few programs whereby the teachers and principals generally agree on the quality of the programs:

- Staff development
- Data processing
- Food services
- Custodial services

**EXHIBIT 3-7
COMPARISON SURVEY RESPONSES
WITHIN HILLSBOROUGH COUNTY SCHOOL DISTRICT**

PART G: DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT	% ADEQUATE ¹ +	
		ADMINISTRATORS	PRINCIPALS TEACHERS
a. Budgeting	51/46	43/55	80/8
b. Strategic planning	44/48	33/59	58/15
c. Curriculum planning	26/66	17/83	56/38
d. Financial management and accounting	37/58	27/69	68/13
e. Community relations	44/53	36/64	52/42
f. Program evaluation, research, and assessment	29/66	18/80	42/39
g. Instructional technology	56/39	49/50	62/32
h. Pupil accounting	16/66	15/83	31/44
i. Instructional coordination/supervision	24/67	25/75	43/44
j. Instructional support	27/67	25/75	50/43
k. Federal Program (e.g., Title I, Special Education) coordination	33/54	23/61	41/34
l. Personnel recruitment	40/48	44/56	35/34
m. Personnel selection	37/58	23/76	42/42
n. Personnel evaluation	33/66	34/66	46/47
o. Staff development	38/61	21/78	38/54
p. Data processing	26/69	12/87	17/57
q. Purchasing	26/66	25/74	38/30
r. Law enforcement/security	16/74	16/83	46/41
s. Plant maintenance	23/72	49/50	45/41
t. Facilities planning	24/62	40/53	50/26
u. Pupil transportation	26/64	51/47	36/43
v. Food service	29/64	57/42	55/38
w. Custodial services	36/61	54/45	55/40
x. Risk management	25/61	20/75	25/34
y. Administrative technology	40/50	36/61	34/29

¹Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*

Exhibit 3-8 details the various responses to Part H of the surveys. Most respondents state that the Hillsborough County School District is at least above average in efficiency with the principals providing the highest efficiency ratings at 93 percent. When asked how the operational efficiency could be improved, the administrators and principals were in agreement with their first choice: *privatize some support services*. Teachers indicated that privatizing support services was a second choice method to improve efficiency. Both principals and administrators highly rate the choice *offering fewer programs*. The choice of highest selection for the teachers *reducing the number of administrators* was not chosen by many principals or administrators.

**EXHIBIT 3-8
COMPARISON SURVEY RESPONSES
WITHIN HILLSBOROUGH COUNTY SCHOOL DISTRICT**

PART H: OPERATIONS	ADMINISTRATORS (%)	PRINCIPALS (%)	TEACHERS (%)
1. The overall operation of the Hillsborough County School District is:			
Highly efficient	17	28	4
Above average in efficiency	75	65	45
Less efficient than most other school districts	7	4	35
2. The operational efficiency of the Hillsborough County School District could be improved by:			
Offering fewer programs	24	19	15
Increasing some class sizes	10	7	3
Increasing teacher workload	3	2	1
Reducing the number of administrators	8	7	58
Reducing the number of support staff	5	24	20
Privatizing some support services	52	46	35
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	20	15	21
Taking advantage of more regional services	19	17	24
Reducing the number of facilities operated by the district	5	8	13
Other	32	19	30

3.5 Comparison of Hillsborough County School District Responses to Other School Districts

This section analyzes a comparison of responses of the Hillsborough County School District administrators, principals, and teachers to similar groups in other school districts around the United States. In these previous studies, principals were not analyzed separately from district-level administrators. Therefore, in order to make meaningful comparisons, responses from Hillsborough County administrators and principals have been combined. Hillsborough County teacher responses are compared separately to teacher responses from the previous studies.

Parts A through C compare Hillsborough County administrator and teacher responses to responses from the following school districts in which surveys were conducted in the last five years: Alachua County, Florida; Austin, Texas; Brownsville, Texas; Calhoun, Texas; Dallas, Texas; Fairfax, Virginia; Grand Prairie, Texas; Jefferson County, Colorado; La Joya, Texas; McAllen, Texas; Midland, Texas; Pharr-San Juan-Alamo, Texas; Poudre, Texas; St. Mary's County, Maryland; San Angelo, Texas; San Diego, California; Seguin, Texas; Sherman, Texas; United, Texas; and Waco, Texas.

Parts D through G compare Hillsborough County responses to responses from the following school districts: Alachua County, Florida; Fairfax, Virginia; Grand Prairie, Texas; Jefferson County, Colorado; St. Mary's County, Maryland; San Diego, California; Seguin, Texas; and United, Texas. Part H of the survey is not compared to the other districts as that portion of the survey is modified periodically to fit unique situations at each district and comparison data do not exist.

Exhibits 3-9 through 3-15 present comparisons between administrators in the Hillsborough County School District and administrators in those districts noted above. Exhibits 3-16 through 3-22 present comparisons between Hillsborough County teachers and the other districts.

3.5.1 Administrator Comparisons of Hillsborough County School District Responses to Other School Districts

Exhibit 3-9 compares Hillsborough County administrator (district-level administrators and principals) responses with administrator responses in all other school districts for Part A of the surveys. The responses are more favorable for Hillsborough County concerning the overall quality of education with 95 percent grading it as good or excellent while only 87 percent in other districts rate it as high. Also, Hillsborough County administrators (95 percent) indicate that the quality is improving or staying the same at a higher percentage than the other districts (92 percent). The grades given to the various groups of employees are similar, with Hillsborough County giving slightly higher grades to the teachers and school administrators and much higher grades to district administrators.

As shown on Exhibit 3-10, in all cases except six, Hillsborough County administrators largely agree with administrators in other districts. A greater percentage of Hillsborough County administrators (76 percent) than other districts (56 percent) are dissatisfied with the sufficiency of space and facilities. More administrators state that lessons are organized to meet students' needs (83 to 72 percent) and that the curriculum is broad and challenging (86 to 72 percent).

**EXHIBIT 3-9
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT ADMINISTRATORS AND
ADMINISTRATORS IN OTHER DISTRICTS^{1, 2}**

PART A OF SURVEY	HILLSBOROUGH COUNTY SCHOOL DISTRICT (%)	OTHER DISTRICTS (%)
1. Overall quality of public education in the district is: Excellent Fair or Poor Good or	95 5	87 12
2. Overall quality of education in the district is: Improving Staying the Same Getting Worse Don't Know	85 10 4 1	73 19 6 1
3. Grade given to district teachers: Above Average (A or B) Below Average (D or F)	91 1	86 1
4. Grade given to school administrators: Above Average (A or B) Below Average (D or F)	90 2	86 2
5. Grade given to district administrators: Above Average (A or B) Below Average (D or F)	84 4	68 9

¹ For comparison purposes, administrators and principals in some of the other districts were combined in order to benchmark against a similar grouping in the Hillsborough County School District.

² Other districts include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Jefferson, La Joya, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

The other district administrators (55 percent) state that sufficient student services are provided in the district while only 40 percent of Hillsborough County indicates the same. However, greater percentages of Hillsborough County administrators (83 to 69 percent) state that taxpayer dollars are being used wisely to support public education. Lastly, Hillsborough County administrators (67 percent) are more agreeable to site-based management than other administrators (51 percent) from other districts.

**EXHIBIT 3-10
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT ADMINISTRATORS AND
ADMINISTRATORS IN OTHER DISTRICTS ^{1,2}**

PART B	(% A + SA) / (% D + SD) ³	
	HILLSBOROUGH COUNTY SCHOOL DISTRICT	OTHER DISTRICTS ²
1. The emphasis on learning in the district has increased in recent years.	93/4	86/6
2. District schools are safe and secure from crime.	69/15	67/15
3. Our schools do not effectively handle misbehavior problems.	19/68	17/69
4. Our schools have sufficient space and facilities to support the instructional programs.	15/76	32/56
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	19/67	16/73
6. Our schools can be described as "good places to learn."	93/3	90/2
7. There is administrative support for controlling student behavior in our schools.	81/9	85/7
8. Most students in our schools are motivated to learn.	75/12	72/14
9. Lessons are organized to meet students' needs.	83/7	72/11
10. The curriculum is broad and challenging for most students.	86/7	72/14
11. There is little a teacher can do to overcome education problems due to a student's home life.	20/68	15/73
12. Teachers in our schools know the material they teach.	87/5	86/4
13. Teachers in our schools care about students' needs.	91/2	89/3
14. Teachers expect students to do their very best.	87/4	84/5
15. Principals and assistant principals in our schools care about students' needs.	94/2	94/3
16. In general, parents do not take responsibility for their children's behavior in our schools.	37/50	30/54
17. Parents in this district are satisfied with the education their children are receiving.	68/14	68/9
18. Most parents really don't seem to know what goes on in our schools.	41/44	40/39
19. Parents play an active role in decision-making in my school.	47/14	52/21
20. This community really cares about its children's education.	69/18	74/11
21. Taxpayer dollars are being used wisely to support public education in the district.	83/10	69/16
22. Sufficient student services are provided in the district.	40/50	55/35
23. Site-based planning has been implemented effectively in the district.	67/16	51/25

¹ For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in the Hillsborough County School District.

² Other districts include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Jefferson, La Joya, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

³ Percent responding *Agree* or *Strongly Agree*/Percent responding *Disagree* or *Strongly Disagree*.

Exhibit 3-11 details the responses given by Hillsborough County administrators and those in other districts for Part C of the surveys. There is greater disparity among the responses in this section. Hillsborough County administrators differ with those in other districts on 10 questions.

Responses vary among the administrators concerning the school board. Hillsborough County administrators give higher (73 percent) *good* or *excellent* ratings than do other districts (31 percent) when rating the school board members' knowledge of the educational needs of students in the district. Similarly, higher positive ratings (71 percent compared to 35 percent) are given by Hillsborough County administrators concerning their knowledge of operations in the district. Lastly, higher positive ratings are given when the school board's work at setting or revising policy is considered. Hillsborough County administrators (77 percent) rate that area as *good* or *excellent*, while only 41 percent of the administrators from other districts give as high marks.

The Hillsborough County administrators are pleased with the performance of the Superintendent's work as the instructional leader of the district. They give lower negative ratings (nine percent) than did the other administrators (32 percent) and higher positive ratings (90 to 66 percent). Almost identical figures are provided concerning the school superintendent's work as chief administrator of the district.

A higher percentage of Hillsborough County administrators (81 percent) than other administrators (65 percent) rate the condition in which the schools are kept as *good* or *excellent*. More Hillsborough County administrators (72 percent) rate highly how well the relations are kept with various groups in the community than other administrators (59 percent). Lastly, the opportunities provided to both administrators and teachers to improve their skills are rated much higher by the Hillsborough County administrators than the administrators from the comparison districts.

Exhibit 3-12 represents the comparison of responses to Part D of the survey, which covers the work environment. There are five questions where there is significant differences.

The first question where there is disagreement involves the working relationship between teachers and administrators. Hillsborough County administrators *agree* or *strongly agree* in greater percentages (73 percent) than do other administrators (61 percent) that they have excellent working relationships. Also, fewer of the other administrators (69 to 83 percent) are in disagreement that teacher promotions and pay increases are based upon individual performance.

Greater percentages of Hillsborough County administrators (82 to 68 percent) state that they have adequate facilities in which to do their work. More Hillsborough County administrators (77 percent) than other district administrators (66 percent) are in disagreement that *no one knows or cares about the amount or quality of work that I perform*. Lastly, greater percentages of Hillsborough County administrators disagree that *the failure of district officials to enforce high work standards results in poor quality work*.

**EXHIBIT 3-11
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT ADMINISTRATORS AND
ADMINISTRATORS IN OTHER DISTRICTS ^{1,2}**

PART C	(% G + E) / (% F + P) ³	
	HILLSBOROUGH COUNTY SCHOOL DISTRICT	OTHER DISTRICTS ²
1. School board members' knowledge of the educational needs of students in the district.	73/25	31/64
2. School board members' knowledge of operations in the district.	71/28	35/60
3. School board members' work at setting or revising policies for the district.	77/21	41/54
4. The district school superintendent's work as the instructional leader of the district.	90/9	66/32
5. The district school superintendent's work as the chief administrator (manager) of the district.	91/9	70/28
6. Principals work as the instructional leaders of their schools.	84/16	85/13
7. Principals work as the managers of the staff and teachers.	91/8	88/9
8. Teachers' work in meeting students' individual learning needs.	79/20	74/23
9. Teachers' work in communicating with parents.	67/31	62/34
10. Teachers' attitudes about their jobs.	60/39	62/35
11. Students' ability to learn.	79/19	80/16
12. The amount of time students spend on task learning in the classroom.	66/31	70/24
13. Parents' efforts in helping their children to do better in school.	32/65	37/58
14. Parents' participation in school activities and organizations.	28/70	33/63
15. How well students' test results are explained to parents.	53/45	43/51
16. The condition in which district schools are kept.	81/18	65/34
17. How well relations are maintained with various groups in the community.	72/25	59/37
18. The opportunities provided by the district to improve the skills of teachers.	77/22	61/37
19. The opportunity provided by the district to improve the skills of school administrators.	77/23	57/40
20. The district's job of providing adequate instructional technology.	39/58	49/48
21. The district's use of technology for administrative purposes.	58/41	49/47

¹ For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Hillsborough County School District.

² Other districts include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Jefferson, La Joya, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

³ Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*.

**EXHIBIT 3-12
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT ADMINISTRATORS AND
ADMINISTRATORS IN OTHER DISTRICTS ^{1,2}**

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ³	
	HILLSBOROUGH COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. I find the district to be an exciting, challenging place to work.	92/6	83/6
2. The work standards and expectations in the district are equal to or above those of most other school districts.	86/4	83/5
3. District officials enforce high work standards.	84/7	77/9
4. Most district teachers enforce high student learning standards.	81/9	74/7
5. District teachers and administrators have excellent working relationships.	73/9	61/14
6. Teachers who do not meet expected work standards are disciplined.	36/41	36/33
7. Staff who do not meet expected work standards are disciplined.	48/31	49/23
8. Teacher promotions and pay increases are based upon individual performance.	8/83	11/69
9. Staff promotions and pay increases are based upon individual productivity.	16/72	16/64
10. I feel that I have the authority to adequately perform my job responsibilities.	85/9	79/13
11. I have adequate facilities in which to conduct my work.	82/13	68/24
12. I have adequate equipment and computer support to conduct my work.	66/26	63/29
13. The workloads are equitably distributed among teachers and staff members.	58/20	49/25
14. No one knows or cares about the amount or quality of work that I perform.	12/77	19/66
15. Workload is evenly distributed.	46/36	38/38
16. The failure of district officials to enforce high work standards results in poor quality work.	14/69	19/57
17. I often observe other teachers and/or staff socializing rather than working while on the job.	11/77	11/68

¹ For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Hillsborough County School District.

² Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

³ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

Exhibit 3-13 compares the responses concerning job satisfaction which are found in Part E of the survey. Responses are comparable between the Hillsborough County administrators and the administrators from the comparison groups. There are only two questions that revealed disparity between the two groups of respondents. More Hillsborough County administrators (93 percent) are in agreement that they plan to make a career in the district than other districts' administrators (81 percent). Also, more Hillsborough County administrators disagree that they are actively looking for a job outside the district (93 to 79 percent).

The response, comparisons to Part F of the survey which covers the administrative structures and practices of the school district are found on Exhibit 3-14. The results vary on seven questions between the Hillsborough County administrators and administrators in comparison districts.

Seventy-nine (79) percent of Hillsborough County administrators indicate that most administrative practices are effective and efficient compared to only 60 percent of the other districts' administrators. Likewise, Hillsborough County administrators (78 to 65 percent) indicate that administrators are easily accessible and open to input. More Hillsborough County administrators (50 percent) disagree that major bottlenecks exist in many administrative processes than do administrators from other districts (33 percent).

Hillsborough County administrators are more inclined to *agree* or *strongly agree* that the district's administrative processes are highly efficient and responsive. Seventy (70) percent of Hillsborough County administrators are in agreement with the statement, while only 58 percent of the other districts' administrators are. The extensive committee structure is viewed more favorably by Hillsborough County administrators (72 percent) than other administrators (58 percent).

Lastly, Hillsborough County administrators are in agreement that administrators are responsive to school needs and that they provide quality service by higher percentages (82 to 67 percent) than the other administrators in both cases.

**EXHIBIT 3-13
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT ADMINISTRATORS AND
ADMINISTRATORS IN OTHER DISTRICTS^{1,2}**

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD) ³	
	HILLSBOROUGH COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. I am very satisfied with my job in the district.	85/10	82/8
2. I plan to make a career in the district.	93/3	81/3
3. I am actively looking for a job outside the district.	2/93	8/79
4. Salary levels are competitive (with other school districts).	47/40	49/37
5. My work is appreciated by my supervisor(s).	79/11	69/16
6. I am an integral part of the district team.	76/11	72/14
7. There is no future for me in the district.	6/88	7/79
8. My salary level is adequate for my level of work and experience.	46/44	37/50
9. I enjoy working in a culturally diverse environment.	96/1	91/2

¹ For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Hillsborough County School District.

² Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

³ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

EXHIBIT 3-14
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT ADMINISTRATORS AND
ADMINISTRATORS IN OTHER DISTRICTS^{1,2}

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ³	
	HILLSBOROUGH COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. Most administrative practices in the district are effective and efficient.	79/12	60/20
2. Administrative decisions are made quickly and decisively.	56/24	46/30
3. District administrators are easily accessible and open to input.	78/15	65/21
4. Authority for administrative decisions are delegated to the lowest possible level.	40/40	33/37
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	72/13	65/12
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	30/50	40/33
7. The extensive committee structure in the district ensures adequate input from teachers and staff on most important decisions.	72/15	58/17
8. The district has too many committees.	40/34	41/31
9. The district has too many layers of administrators.	15/71	12/66
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	70/19	58/24
11. Central Office Administrators are responsive to school needs.	82/9	67/16
12. Central Office Administrators provide quality service to schools.	82/8	67/13

¹ For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Hillsborough County School District.

² Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

³ Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*.

Exhibit 3-15 shows the comparisons between the two groups concerning district programs and functions which are found in Part G of the survey. There are 13 program areas in which the respondents differ.

In most instances, Hillsborough County administrators indicate, to a lesser degree, that a program needs *some* or *major improvement* compared to the administrators in other districts:

- Curriculum planning (22 to 49 percent *needs some or major improvement*);
- Program evaluation, research, and assessment (24 to 44 percent);
- Pupil accounting (16 to 33 percent);
- Instructional coordination/supervision (24 to 35 percent);
- Instructional support (26 to 47 percent);
- Federal program coordination (28 to 39 percent);
- Personnel evaluation (33 to 46 percent);
- Staff development (30 to 47 percent);
- Data processing (20 to 37 percent); and
- Law enforcement/security (16 to 36 percent).

There are several areas that the Hillsborough County administrators rate as *adequate* or *outstanding* at a higher percentage than do the administrators in other districts. In addition to all of the above listed programs, other programs where this occurred are as follows:

- Strategic planning (53 to 39 percent *adequate or outstanding*);
- Personnel selection (66 to 51 percent); and
- Purchasing (70 to 53 percent).

EXHIBIT 3-15
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT ADMINISTRATORS AND
ADMINISTRATORS IN OTHER DISTRICTS ^{1,2}

PART G: DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE ³ + OUTSTANDING	
	HILLSBOROUGH COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
a. Budgeting	47/50	39/58
b. Strategic planning	39/53	44/39
c. Curriculum planning	22/74	49/47
d. Financial management and accounting	32/63	34/58
e. Community relations	40/58	36/57
f. Program evaluation, research, and assessment	24/72	44/52
g. Instructional technology	52/44	55/41
h. Pupil accounting	16/74	33/53
i. Instructional coordination/supervision	24/71	35/55
j. Instructional support	26/71	47/49
k. Federal program (e.g., Chapter I, Special Education) coordination	28/57	39/45
l. Personnel recruitment	42/52	40/47
m. Personnel selection	31/66	39/51
n. Personnel evaluation	33/66	46/48
o. Staff development	30/69	47/50
p. Data processing	20/77	37/48
q. Purchasing	25/70	35/53
r. Law enforcement/security	16/78	36/54
s. Plant maintenance	35/62	43/55
t. Facilities planning	31/58	40/55
u. Pupil transportation	37/56	29/61
v. Food service	42/54	34/64
w. Custodial services	44/54	38/57
x. Risk management	23/66	28/61
y. Administrative technology	38/55	N/A

¹ For comparison purposes, administrators and principals in some other districts were combined in order to benchmark against a similar grouping in Hillsborough County School District.

² Other districts includes Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

³ Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*.

3.5.2 Teacher Comparisons of Hillsborough County School District Responses to Other School Districts

Exhibit 3-16 lists the responses Hillsborough County teachers and teachers in other districts give to Part A of the surveys. Fewer Hillsborough County teachers (49 percent) than other teachers (53 percent) state that the overall quality of education is improving. In addition, Hillsborough County teachers give lower grades to all employee group than do teachers from other districts.

**EXHIBIT 3-16
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN
OTHER DISTRICTS ¹**

PART A OF SURVEY	HILLSBOROUGH COUNTY SCHOOL DISTRICT (%)	OTHER DISTRICTS (%)
1. Overall quality of public education in the district is:		
Good or Excellent	71	70
Fair or Poor	29	26
2. Overall quality of education in the district is:		
Improving	49	53
Staying the Same	32	25
Getting Worse	17	17
Don't Know	2	5
3. Grade given to teachers:		
Above Average (A or B)	82	84
Below Average (D or F)	1	1
4. Grade given to school administrators:		
Above Average (A or B)	56	61
Below Average (D or F)	14	11
5. Grade given to district administrators:		
Above Average (A or B)	33	40
Below Average (D or F)	22	24

¹ Other districts include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Jefferson, La Joya, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

Exhibit 3-17 lists the responses and comparisons to Part B of the survey. There are four questions in which there is disparity between Hillsborough County teachers and teachers in comparison districts.

The Hillsborough County teachers (53 percent) are more inclined to disagree that the schools are safe and secure from crime than do the other teachers (41 percent). Fewer Hillsborough County teachers (13 percent) are in agreement that the schools have sufficient space and facilities to support the instructional programs than other teachers (31 percent). Many more Hillsborough County teachers (83 percent) than other teachers (59 percent) also disagree with the statement.

Fewer Hillsborough County teachers (21 to 39 percent) state that taxpayers dollars are being used wisely to support education. Similarly, fewer Hillsborough County teachers (38 percent) indicate that sufficient student services are provided in the district compared to teachers in other school districts (54 percent).

Exhibit 3-18 lists the comparisons to Part C of the teacher surveys. There are six statements in which there are differences in the responses between Hillsborough County teachers and other districts' teachers.

The teachers of Hillsborough County are more favorable towards their superintendent than the teachers of other districts. Concerning his work as the instructional leader of the district, more Hillsborough County teachers (55 percent) than other teachers (39 percent) rate him as *good* or *excellent*. In addition, greater percentages of other teachers (45 to 30 percent) rate their superintendents' work as the chief administrator of the district as *fair* or *poor*.

Concerning the amount of time spent task learning in the classroom, Hillsborough County teachers were not as positive as the other teachers. Fewer Hillsborough County teachers (50) rated this area as *good* or *excellent* than other teachers (62 percent). However, they did indicate by higher numbers (50 to 34 percent) concerning how well test results were explained to parents.

Hillsborough County teachers (44 percent) are less impressed with the condition in which district schools are kept than other teachers (55 percent). However, they do indicate to a higher degree (68 to 55 percent) that the opportunities provided by the district to improve the skills of teachers are *good* or *excellent*.

Exhibit 3-19, which contains the comparisons to Part D of the surveys, finds differences of opinions between the teachers in their responses concerning the work environment on five responses. In all cases of disparity, the Hillsborough County teachers provide more negative responses.

Fewer Hillsborough County teachers (51 percent) compared to other teachers (65 percent) indicate that work standards and expectations are equal to or above those of other districts. In the area of discipline and promotions, the response varied on all four questions. When asked if teachers and staff who do not meet standards are disciplined, in both cases Hillsborough County teachers disagree at a higher rate. Similarly, Hillsborough County teachers disagree that both teacher and staff promotions are based upon individual performance and productivity.

**EXHIBIT 3-17
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN
OTHER DISTRICTS ¹**

PART B	(% A + SA) / (% D + SD) ²	
	HILLSBOROUGH COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. The emphasis on learning in district has increased in recent years.	69/14	67/14
2. District schools are safe and secure from crime.	32/53	36/41
3. Our schools do not effectively handle misbehavior problems.	61/29	53/32
4. Our schools have sufficient space and facilities to support the instructional programs.	13/83	31/59
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	39/45	29/55
6. Our schools can be described as "good places to learn."	67/16	70/13
7. There is administrative support for controlling student behavior in our schools.	50/36	49/35
8. Most students in our schools are motivated to learn.	51/37	51/33
9. Lessons are organized to meet students' needs.	81/7	77/10
10. The curriculum is broad and challenging for most students.	74/14	70/15
11. There is little a teacher can do to overcome education problems due to a student's home life.	42/42	36/47
12. Teachers in our schools know the material they teach.	88/5	87/4
13. Teachers in our schools care about students' needs.	90/4	89/3
14. Teachers expect students to do their very best.	85/8	86/6
15. Principals and assistant principals in our schools care about students' needs.	81/8	81/7
16. In general, parents do not take responsibility for their children's behavior in our schools.	61/21	60/22
17. Parents in this district are satisfied with the education their children are receiving.	44/23	46/17
18. Most parents really don't seem to know what goes on in our schools.	65/20	61/22
19. Parents play an active role in decision-making in my school.	45/33	37/39
20. This community really cares about its children's education.	48/29	53/23
21. Taxpayer dollars are being used wisely to support public education in district.	21/61	39/39
22. Sufficient student services are provided in the district.	38/54	54/34
23. Site-based management has been implemented effectively in the district	42/33	38/37

¹ Other districts include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Jefferson, La Joya, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*

**EXHIBIT 3-18
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN
OTHER DISTRICTS ¹**

PART C	(%G+ E) / (%F + P) ²	
	HILLSBOROUGH COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. School board members' knowledge of the educational needs of students in the district.	34/59	25/66
2. School board members' knowledge of operations in the district.	39/53	29/58
3. School board members' work at setting or revising policies for the district.	34/55	29/58
4. The district school superintendent's work as the instructional leader of the district.	55/31	39/50
5. The district school superintendent's work as the chief administrator (manager) of the district.	54/30	44/45
6. Principals work as the instructional leaders of their schools.	60/40	61/37
7. Principals work as the managers of the staff and teachers.	68/31	64/34
8. Teachers' work in meeting students' individual learning needs.	77/23	78/21
9. Teachers' work in communicating with parents.	74/25	70/28
10. Teachers' attitudes about their jobs.	45/54	50/48
11. Students' ability to learn.	62/37	62/37
12. The amount of time students spend on task learning in the classroom.	50/50	62/35
13. Parents' efforts in helping their children to do better in school.	16/83	19/78
14. Parents' participation in school activities and organizations.	18/81	21/77
15. How well students' test results are explained to parents.	50/43	34/55
16. The condition in which district schools are kept.	44/55	55/44
17. How well relations are maintained with various groups in the community.	50/39	44/43
18. The opportunities provided by the district to improve the skills of teachers.	68/32	55/44
19. The opportunity provided by the district to improve the skills of school administrators.	32/24	34/28
20. The district's job of providing adequate instructional technology.	41/55	43/52
21. The district's use of technology for administrative purposes.	44/28	44/27

¹ Other districts include Alachua, Austin, Brownsville, Calhoun, Dallas, Fairfax, Grand Prairie, Jefferson, La Joya, McAllen, Midland, Pharr-San Juan-Alamo, Poudre, St. Mary's, San Angelo, San Diego, Seguin, Sherman, United, and Waco.

² Percent responding *Good* or *Excellent* / Percent responding *Fair* or *Poor*

EXHIBIT 3-19
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN
OTHER DISTRICTS ¹

PART D: WORK ENVIRONMENT	(% A + SA) / (% D + SD) ²	
	HILLSBOROUGH COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. I find the district to be an exciting, challenging place to work.	65/14	72/9
2. The work standards and expectations in the district are equal to or above those of most other school districts.	51/17	65/11
3. District officials enforce high work standards.	55/23	60/16
4. Most district teachers enforce high student learning standards.	76/8	75/8
5. District teachers and administrators have excellent working relationships.	41/26	39/31
6. Teachers who do not meet expected work standards are disciplined.	18/53	23/41
7. Staff who do not meet expected work standards are disciplined.	19/49	25/31
8. Teacher promotions and pay increases are based upon individual performance.	5/88	9/69
9. Staff promotions and pay increases are based upon individual productivity.	5/66	9/47
10. I feel that I have the authority to adequately perform my job responsibilities.	78/14	80/12
11. I have adequate facilities in which to do my work.	69/23	65/26
12. I have adequate equipment and computer support to do my work.	48/44	47/41
13. The workloads are equitably distributed among teachers and among staff members.	46/43	40/44
14. No one knows or cares about the amount or quality of work that I perform.	28/56	26/52
15. Workload is evenly distributed.	37/44	34/46
16. The failure of district officials to enforce high work standards results in poor quality work.	35/34	28/40
17. I often observe other teachers and/or staff socializing rather than working while on the job.	21/62	18/64

¹ Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*

Exhibit 3-20 lists the responses and comparisons to Part E, the job satisfaction portion of the survey. There are two statements that provide significant differences of opinion and they both concern salaries.

**EXHIBIT 3-20
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN
OTHER DISTRICTS ¹**

PART E: JOB SATISFACTION	(% A + SA) / (% D + SD) ²	
	HILLSBOROUGH COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. I am very satisfied with my job in the district.	69/16	73/12
2. I plan to make a career in the district.	77/7	72/9
3. I am actively looking for a job outside the district.	7/78	9/76
4. Salary levels are competitive (with other school districts).	12/75	50/34
5. My supervisor(s) appreciates my work.	62/24	65/19
6. I am an integral part of the district team.	53/25	61/17
7. There is no future for me in the district.	11/70	8/73
8. My salary level is adequate for my level of work and experience.	7/85	38/47
9. I enjoy working in a culturally diverse environment.	85/2	88/3

¹ Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*

Teachers in Hillsborough County are more inclined to state that salary levels are not competitive with other school districts. Seventy-five (75) percent state that they are not competitive and 12 percent indicate that they are. Teachers in comparison school districts are more pleased with their salaries as 50 percent indicate they are competitive, and 34 percent state that they are not. Likewise, teachers in Hillsborough County *agree* or *strongly agree* less (seven percent) that their salary level is adequate for their level of work and experience than do the teachers from other districts (38 percent). Eighty-five (85) percent of Hillsborough County teachers disagree with the statement compared to only 47 percent of other teachers.

The responses and comparisons to Part F of the survey are found on Exhibit 3-21. In comparing the administrative structures and practices of their respective districts, there are only three statements that find a significant difference of opinion. Hillsborough County teachers (79 percent) state that their district has too many layers of administrators more so than the other districts' teachers (60 percent). However, the Hillsborough County teachers indicate that the administrators are responsive to school needs and that they provide quality service to the schools by higher percentages than the teachers from other districts.

**EXHIBIT 3-21
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN
OTHER DISTRICTS ¹**

PART F: ADMINISTRATIVE STRUCTURE/PRACTICES	(% A + SA) / (% D + SD) ²	
	HILLSBOROUGH COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
1. Most administrative practices in the district are effective and efficient.	32/41	29/35
2. Administrative decisions are made quickly and decisively.	31/41	27/37
3. District administrators are easily accessible and open to input.	28/45	38/35
4. Authority for administrative decisions are delegated to the lowest possible level.	12/28	17/32
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	51/31	49/31
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	58/14	50/17
7. The extensive committee structure in the district ensures adequate input from teachers and staff on most important decisions.	25/46	32/38
8. The district has too many committees.	58/11	55/15
9. The district has too many layers of administrators.	79/7	60/18
10. Most administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	31/28	34/31
11. Central Office Administrators are responsive to school needs.	22/36	10/58
12. Central Office Administrators provide quality service to schools.	22/35	13/51

¹ Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

² Percent responding *Agree* or *Strongly Agree* / Percent responding *Disagree* or *Strongly Disagree*

Exhibit 3-22 lists the responses and comparisons to Part G of the teacher surveys. There is significant differences of opinion on eight district program and function areas.

Hillsborough County teachers identified needs at a higher percentage rate in seven improvement areas when compared to other teachers in other districts. The seven program area needs are:

- Budgeting (80 to 55 percent *needs some or major improvement*);
- Strategic planning (58 to 40 percent);
- Financial management and accounting (68 to 40 percent);
- Community relations (52 to 41 percent);
- Facilities planning (50 to 35 percent);
- Food services (55 to 36 percent); and
- Custodial services (55 to 40 percent).

Lastly, there is one program area, *data processing*, in which Hillsborough County teachers provide a greater number of *adequate* or *outstanding* responses when compared to teachers in other districts (57 to 32 percent).

3.5.3 Summary of Hillsborough County School District Responses to Other School Districts

Overall, the responses from Hillsborough County administrators are more positive than those from comparison districts but less positive from teachers. In all cases, the grades awarded to each group of employees are higher from Hillsborough County administrators and lower from Hillsborough County teachers. The responses to the summary question pertaining to the overall quality of public education in the district is higher from Hillsborough County administrators and about the same for the teachers. Similarly, concerning the improvement of the quality of education administrators responded more favorably than did the teachers.

There are several areas where there are noticeable differences between Hillsborough County respondents and respondents from other districts. In all responses pertaining to the School Board and the Superintendent, the responses from Hillsborough County administrators and teachers are more positive. The Hillsborough County employees are more positive when presented with questions concerning the physical condition of the schools but not the sufficiency of the facilities. The questions pertaining to the administrative practices of the district bring more favorable responses from Hillsborough County administrators than teachers.

**EXHIBIT 3-22
COMPARISON SURVEY RESPONSES
HILLSBOROUGH COUNTY SCHOOL DISTRICT TEACHERS AND TEACHERS IN
OTHER DISTRICTS ¹**

PART G: DISTRICT/PROGRAM FUNCTION	% NEEDS SOME IMPROVEMENT + NEEDS MAJOR IMPROVEMENT / % ADEQUATE ² + OUTSTANDING	
	HILLSBOROUGH COUNTY SCHOOL DISTRICT	OTHER DISTRICTS
a. Budgeting	80/8	55/23
b. Strategic planning	58/15	40/25
c. Curriculum planning	56/38	55/35
d. Financial management and accounting	68/13	40/27
e. Community relations	52/42	41/42
f. Program evaluation, research, and assessment	42/39	41/36
g. Instructional technology	62/32	52/34
h. Pupil accounting	31/44	33/38
i. Instructional coordination/supervision	43/44	39/42
j. Instructional support	50/43	52/38
k. Federal program (e.g., Chapter I, Special Education) coordination	41/34	38/37
l. Personnel recruitment	35/34	30/38
m. Personnel selection	42/42	36/41
n. Personnel evaluation	46/47	46/38
o. Staff development	38/54	45/46
p. Data processing	17/57	21/32
q. Purchasing	38/30	28/31
r. Law enforcement/security	46/41	34/43
s. Plant maintenance	45/41	39/41
t. Facilities planning	50/26	35/31
u. Pupil transportation	36/43	29/44
v. Food service	55/38	36/49
w. Custodial services	55/40	40/51
x. Risk management	25/34	23/35
y. Administrative technology	34/29	N/A

¹ Other districts include Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary's, San Diego, Seguin, and United.

² Percent responding *Needs Some Improvement* or *Needs Major Improvement* / Percent responding *Adequate* or *Outstanding*

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**

Name	Title	Term Expires	Serving Since	Current/ Former Occupation
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**

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

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**

Board Members	Year Elected	Term Expired
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 SYSTEMS¹**

SURVEY ITEM	(%G+E)/(%F+P) ²	
	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.

¹ Administrators include central office administrators and principals.

² 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

Kenneth R. Otero, General Director of
Secondary Education

James P. Hamilton, Assistant
Superintendent for Instruction

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**

School District	Number of School Board Members	Number of Students In School System	Number of School Board Staff	Ratio of Staff to School Board Members
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
AVERAGE				0.54

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.

Current approach: Motion Failed (Board members voting against action are listed)

or

Motion Approved (Board members who move and second the motion are listed) and if unanimous, so stated with no discussion.

Proposed approach: Discussion 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)

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 *Guidebook of Policies and Procedures*. 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 *Hillsborough County Guidebook of Policies and Procedures* 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 *Guidebook*. August 1997
5. The Director of Administration, in conjunction with the General Director of Management Information Services, should make the district's *Guidebook of Policies and Procedures* available on a district homepage. July 1998
6. The Director of Administration should direct the monthly updating and maintenance of the information in the *Guidebook* 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

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|--|-------------------------------|
| 2. Each Assistant Superintendent should prepare administrative procedures for each policy that requires one in his/her area of responsibility. | 1997-98
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
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">■ Forty-six schools implemented this policy waiver.■ 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.

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"> ■ All 14 schools felt that the exam exemption policies that they implemented positively effected their school climate. ■ Nine of the schools reported that the policy had a positive effect on school attendance. ■ Four of the schools attributed better student deportment to the exam exemption policy.

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"> ■ One Exceptional Education Center offered more community-based instruction. ■ 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. ■ Three senior high schools provided more rigorous academic programs. ■ Five schools presented data to indicate that the change made to the curriculum had positive effects on their students' academic achievement. ■ The two remaining schools were in developmental stages during the 1995-96 school year.

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

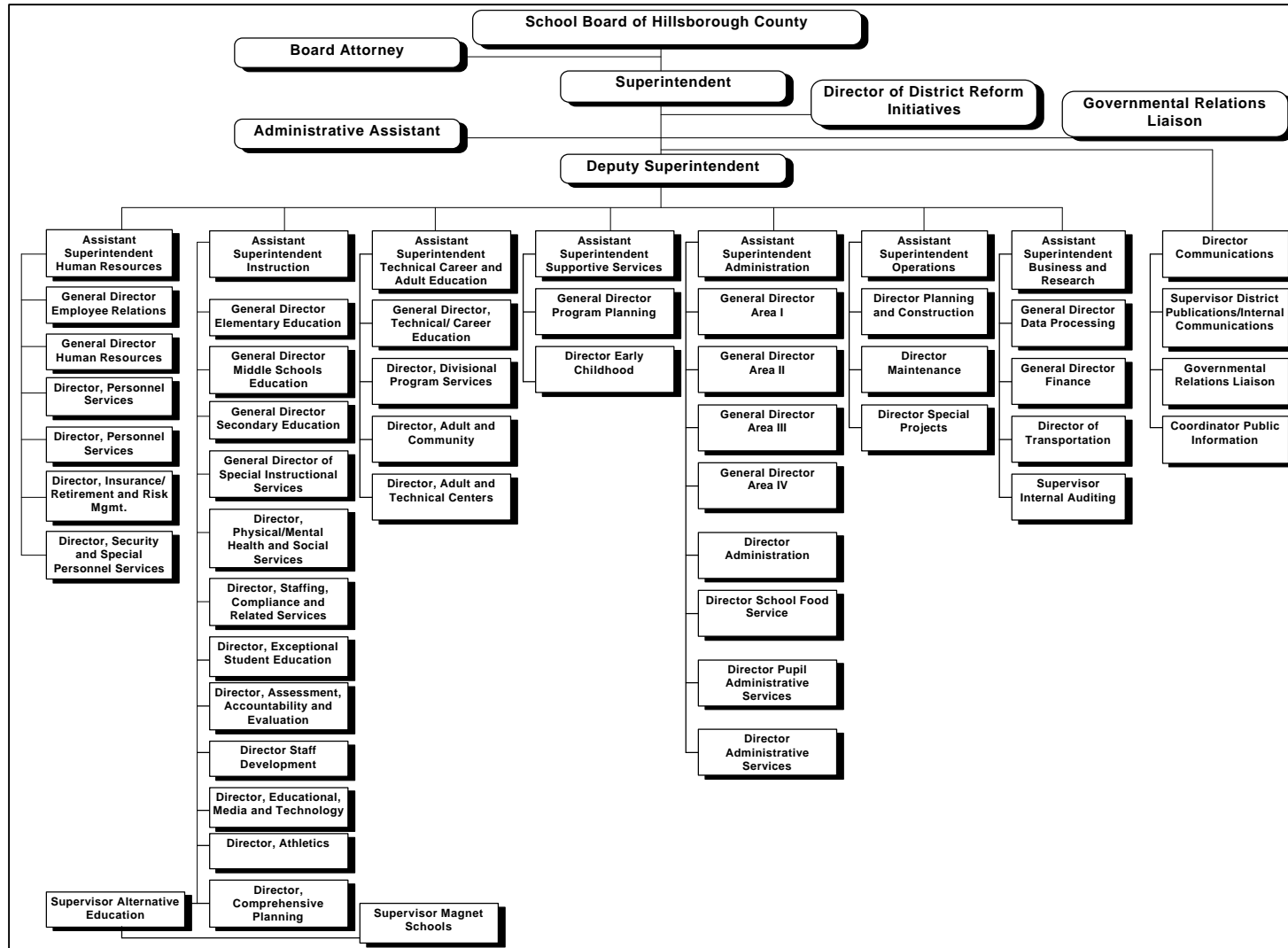
CURRENT SITUATION

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 ADMINISTRATORS¹ IN
HILLSBOROUGH COUNTY AND OTHER SCHOOL DISTRICTS TO SURVEY
ITEMS REGARDING THE SUPERINTENDENT¹**

Survey Item	(% G+E)/(%F+P) ²			
	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.

¹ Administrators includes central office administrators and principals.

² 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**

Position	Staff Units	Clerical	Total
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	
Total (approximately)	9 or 10	4	

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.

<u>CURRENT ORGANIZATION</u>	<u>SUPERINTENDENT'S REORGANIZATION PLAN</u>	<u>MGT'S REORGANIZATION</u>
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"> ■ Asst. Supt. for Educational Support Services replaces Asst. Supt. for Supportive Services Asst. Superintendent for Administration becomes Asst. Supt. for Planning and Administration
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	
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.

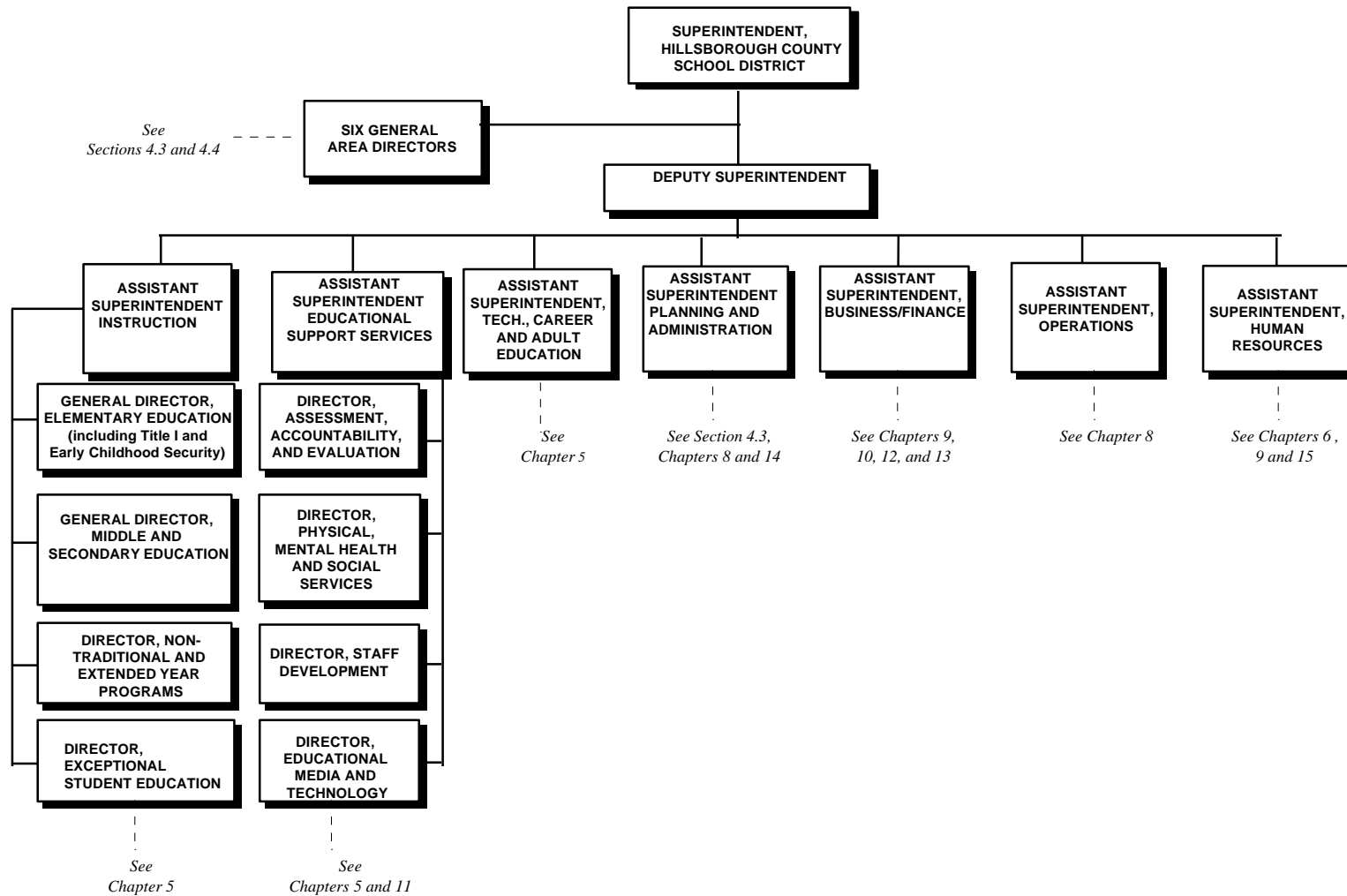
While the Superintendent's plan makes significant process towards decentralization and providing more support for the schools, several additional organizational changes in the central office are needed and should be made. A further reduction in the number of central office administrators and flattening 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.

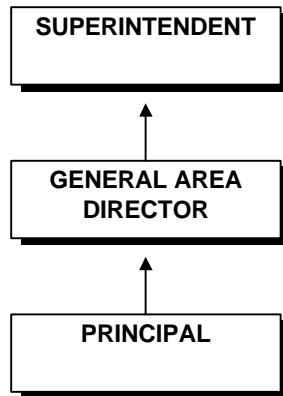
IMPLEMENTATION STRATEGIES AND TIMELINES

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
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
in May 1998
for 1998-1999
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
TOTAL		\$210,789	\$267,137	\$344,398	\$393,533	\$484,734	\$616,817	\$702,483	\$685,320	\$3,705,211

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 -
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.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
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
Total	41

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.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
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**

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

Title of Training	Number of Transcripts Training Appears On
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**

SCHOOL YEAR	NUMBER OF SCHOOLS PARTICIPATING
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**

Part B		(%Agree + Strongly Agree) / (%Disagree + Strongly Disagree)		
		Administrators	Principals	Teachers
23	Site-based management has been implemented effectively in the Hillsborough County Public Schools.	57/18	78/13	42/33
Part F: Administrative Structure/Practices				
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**

Topic	Comment	Frequenc y
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
ELEMENTARY			
1	6	93	1992 1996
2	0	0	None
3	1	6	1992
4	1	24	1992
5	0	0	None
MIDDLE SCHOOL			
1	4	31	1994 1996
2	0	0	None
3	4	30	1996
4	4	57	1992 1994
5	6	63	1992 1995 1996
SENIOR HIGH			
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
Total	55	55	55

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
Total	10	10	10

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**

Level of School Where the Principal Now Works	Number of Appointed Principals Who Were Assistant Principals of Administration	Number of Appointed Principals Who Were Assistant Principals of Curriculum
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 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
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
and 1998-99
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.

5.0 EDUCATIONAL SERVICE DELIVERY

This chapter examines the Hillsborough County School District's educational delivery system to determine if general and special programs serve students in an efficient, effective and equitable manner. A broad based review was conducted which included an examination of documents as well as focus groups and interviews with many staff. Existing patterns of service were examined.

The chapter is divided into seven sections with each providing an overview of specific program services and outcomes.

The seven sections include:

- 5.1 Instructional Delivery System (General Education Pre-K through 12)
- 5.2 Student Assessment and Program Evaluation
- 5.3 Exceptional Student Education and Gifted Programs
- 5.4 Special Programs
- 5.5 Technical, Career and Adult Education
- 5.6 Student Support Services
- 5.7 Media Services

5.1 Instructional Delivery System

A cost effective system is one that provides effective learning for students without unnecessary cost. For effective management of instructional programs, planning and budgeting must be interrelated. In addition, the district must provide a clearly focused mission supported by measurable goals and objectives. It is imperative that the processes and outcomes be monitored and evaluated to ensure the district's focus is maintained on student learning and achievement.

CURRENT SITUATION

According to recent statistics, there are about 150,000 Pre-Kindergarten through 12th grade students attending Hillsborough County schools. There are 15 senior high schools (Grades 9-12), 27 Middle/Junior High Schools, 109 Elementary, eight Exceptional Student Schools, four Vocational Schools, and 23 other types of schools which include sixth grade centers and other single grade configurations. There is also one elementary school implementing a continuous progress model (non-graded) and several schools that have pilot classes of continuous progress. Exhibit 5-1 shows grade configuration of the schools in the Hillsborough County School District.

**EXHIBIT 5-1
GRADE CONFIGURATION IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

Type School	Number of Schools
Kindergarten through 5	87
Kindergarten through 6	10
Kindergarten and 6	6
6th Grade Only	1
6th, 7th, and 8th Grades	22
7th Grade Only	3
7th and 8th Grades	1
8th and 9th Grades	4
9th through 12th Grades	13
10th, 11th, and 12th Grades	2
Special Schools Centers	9
Adult Centers	6

Source: Hillsborough County School District Facts Brochure, 1997.

The district also has magnet schools which are schools of choice that offer a special theme or instructional focus. The district operates the following magnet schools or programs:

- Lee Elementary School of Technology;
- Lincoln Elementary School of Technology in Plant City;
- Philip Shore Elementary School of Visual/Performing/Communication Arts;
- B.T. Washington International Studies Technology Academy;
- Middleton Middle School of Technology;
- Dowdell Environmental Studies/Technology Magnet Program;
- Hillsborough High and King High International Baccalaureate Programs; and
- Tampa Bay Technical High School Academy of Health Professions and the Academy of Engineering Technology (created by the school district with the support of the medical community, business community, and area colleges and universities to meet the career needs of students).

In Fall 1997, four new magnet schools or programs will be opened:

- Math/Science/Technology at Dunbar Elementary and Young Middle Schools;
- Health Explorations Academy at Sligh Middle School; and
- Visual/Performing/Communication Arts Magnet Program at Howard W. Blake High School.

Approximately 4,000 students enter Hillsborough County schools each year. Consequently, the district is having difficulty accommodating this growth. The district is opening three new high schools during the 1997-98 school year.

For an instructional delivery system to be effective, it must meet the individual needs of its student population. A major factor in providing a quality instructional delivery system is to know the student population served. Hillsborough County has a very diverse student population with about 81,800 White non-Hispanics, 34,400 Black Non-Hispanics, 24,100 Hispanics, 2,700 Asian/Pacific Islanders and 500 American Indian/Alaskan Natives. Exhibit 5-2 displays the ethnic distribution by grade level of the Hillsborough County School District.

**EXHIBIT 5-2
ETHNIC DISTRIBUTION BY GRADE
1995-96**

GRADE LEVEL	WHITE NON-HISPANIC	BLACK NON-HISPANIC	HISPANIC	ASIAN/PACIFIC ISLANDER	AMERICAN INDIAN/ALASKAN NATIVE	TOTAL
PK	922	1,642	750	21	7	3,342
K	6,771	3,008	2,097	183	42	12,101
01	6,953	3,102	2,125	216	49	12,445
02	6,795	2,907	2,063	213	45	12,023
03	6,693	2,638	2,054	207	40	11,632
04	6,776	2,651	1,918	218	47	11,610
05	6,772	2,573	1,886	192	36	11,459
06	6,289	2,718	1,926	210	38	11,181
07	6,166	2,830	1,999	208	36	11,239
08	6,536	2,643	1,766	219	25	11,189
09	6,635	2,850	1,853	229	32	11,599
10	5,889	2,226	1,589	208	33	9,945
11	4,670	1,527	1,139	222	28	7,586
12	3,886	1,075	886	192	19	6,058
TOTAL	81,753	34,390	24,051	2,738	477	143,409

Source : Statistical Report, Profiles of Florida School Districts, December 1996.

In addition to the diverse population, the district has a large number of students with special needs. In 1995-96, there were 28,450 students served by special educational programs. Exhibit 5-3 shows the racial distribution of exceptional education students.

**EXHIBIT 5-3
ETHNIC COMPOSITION OF ESE STUDENTS IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1995-96**

GRADE LEVEL	WHITE NON-HISPANIC	BLACK NON-HISPANIC	HISPANIC	ASIAN/PACIFIC ISLANDER	AMERICAN INDIAN/ALASKAN NATIVE	TOTAL
Educable Mentally Handicapped	724	1,015	235	14	4	1,992
Trainable Mentally Handicapped	326	208	100	8	3	645
Physically Handicapped	199	82	45	3	1	330
Physical Therapy and Occupational Therapy Part-Time	13	0	1	0	0	14
Speech/Language Handicapped	3,083	1,385	836	47	17	5,368
Visual Handicapped	48	25	8	0	0	81
Emotionally Handicapped	1,298	938	216	4	8	2,464
Specific Learning Disabled	4,191	1,206	890	19	27	6,333
Gifted Part-Time	7,519	903	1,120	402	69	10,013
Hospital and Homebound Part-Time	87	28	30	0	0	145
Profoundly Handicapped	491	452	114	8	0	1,065
TOTAL	17,979	6,242	3,595	505	129	28,450

Source: Statistical Report, Profiles of Florida School Districts, December 1996.

There were approximately 13,050 students identified as Limited English Proficient (LEP) or English for Speakers of Other Language (ESOL) students. Special programs are provided in the district for those identified students. Exhibit 5-4 shows the ethnic distribution for ESOL students.

**EXHIBIT 5-4
ETHNIC DISTRIBUTION OF ESOL STUDENTS'
1995-96**

Race/Ethnicity	Number of ESOL Students
White	663
Black	484
Hispanic	11,158
Asian/Pacific Islander	739
American Indian/Alaskan	14
Total	13,058

Source: Statistical Report, Profiles of Florida School Districts, December 1996.

The district has a large population of students from low socioeconomic families. In the 1995-96 school year, 48.3 percent of the student population qualified for free or reduced price lunches. Exhibit 5-5 displays the number of students who receive either free or reduced price lunches and the racial characteristics of those students.

**EXHIBIT 5-5
STUDENTS IN FREE/REDUCED LUNCH PROGRAM IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT 1995-96**

Race/Ethnicity	Number of Students
White	24,175
Black	26,874
Hispanic	17,022
Asian/Pacific Islander	1,006
American Indian/Alaskan	209
Total	69,286

Source: Statistical Report, Profiles of Florida School Districts, December 1996.

The central office support for educational programs is currently provided through various divisions. The Division of Instruction and Curriculum provides instructional support, curriculum development, and school improvement assistance.

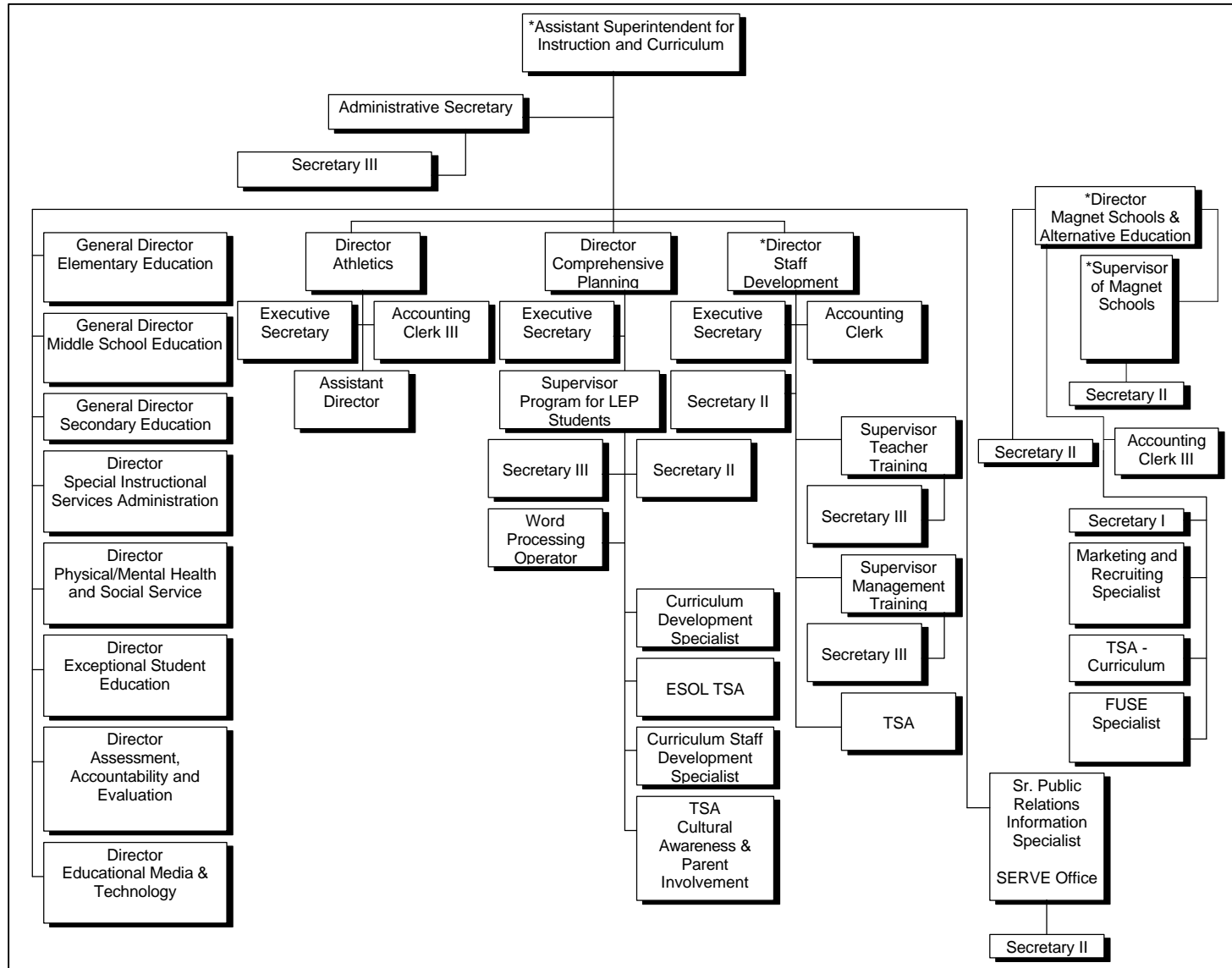
The 1997-98 organizational structure under the Assistant Superintendent for Instruction and Curriculum comprised of the following general directors and directors:

- General Director of Secondary Education
- General Director Middle Schools Education
- General Director Department of Elementary Education
- Director of Physical/Mental Health & Social Services
- Director of Staffing, Compliance and Related Services
- Director of Exceptional Student Education
- Director of Assessment, Accountability and Evaluation
- Director of Educational Media & Technology
- Director of Athletics
- Director of Comprehensive Planning
- Director of Alternative Education and Magnet Schools
- Director of Staff Development

Exhibit 5-6 displays the 1997-98 organizational structure of the Division of Instruction under the Superintendent's reorganization plan. According to the reorganization plan:

The General Director of Special Instructional Service (SIS) and her secretary are transferred to the Division of Administration to provide one of the new General Area Director positions. The remaining directors in S.I.S. will have their jobs redesigned to include the responsibilities of the General Director, be members of the Directors Staff, and will report directly to the Assistant Superintendent. Two staffing coordinators and secretaries will be added to serve the new administrative areas. All staffing coordinators and specialists and their clerical support will be assigned to the area administrative offices to support the General Area Directors and principals in those areas. Responsibilities of many of the instructional supervisors, coordinators and teachers on special assignment in the Exceptional Student

EXHIBIT 5-6
DIVISION OF INSTRUCTION* 1997-1988



Source: Hillsborough County School District, 1997.

*Under Superintendent's Reorganization Plan (January 28, 1997 version).

Education Department will be redesigned and two member teams will be assigned to each area administrative office to provide direct support to the General Area Directors and principals. Positions eliminated in special instructional services include three supervisors, one coordinator, six T.S.A.s, one C.I.S., and four secretaries. One supervisor and secretary will be transferred to the Business Division. Temporarily reassigned personnel will be reassigned permanently.

The Departments of Elementary, Middle and Secondary Education will be organized to provide service to the six administrative areas. Present supervisors in the Elementary Education and Title One areas will become Generalists and will be identified to provide service to each area. Positions eliminated in Secondary and Middle School Education include five supervisors, one coordinator, four T.S.A.s, and two secretaries. One Supervisor of Secondary Education will be created to support the principals, and four middle school T.S.A. positions will be upgraded to Supervisor to provide the support principals need to solve management problems. In Elementary Education, one supervisor and two T.S.A. positions will be given new responsibilities, two vacant T.S.A. positions will be eliminated, and two T.S.A. positions funded with temporary funds will be funded as regular positions.

A supervisor position in Athletics will be eliminated. The Supervisor of Management Training position will be filled. The Coordinator of Assessment will remain vacant for another year. The recently vacant position of Supervisor of District Media Services will be restructured and filled. The Department of A.V. Repair will be transferred to the Operations Division. Positions eliminated In the Department of Media and Technology include two coordinators, one T.S.A., one Music Library Specialist, five Clerk I's, one Storekeeper One, two Secretary II's, one Laborer, and one Custodian. Two clerical positions will be reclassified, and one T.S.A. position will be created and filled in the department. The position of Supervisor of Alternative Education will be eliminated, and the position of Director of Alternative Education and Magnet Schools will be filled.

The instructional delivery system also relies on an Assistant Superintendent for Technical, Career and Adult Education and an Assistant Superintendent for Supportive Services. Based upon the proposed July 1997 reorganization, six Area Directors are scheduled to have responsibility for specific regions and directly supervise principals within the region.

FINDING

The district provides excellent curriculum development support. Goals, objectives, and benchmarks have been developed in each K-12 curriculum area. In addition, supporting strategy and assessment guides have been developed.

The districtwide implementation of Board-adopted curriculum and instructional goals, learner objectives, benchmarks and assessments is consistent throughout grade levels and content/subject areas.

The district central staff continue to update and develop new materials and guides as new initiatives or processes are incorporated into the district program. All of these instructional management tools and guides are correlated to the Sunshine State Standards, District Standards, and National Standards. The guides are of exceptional quality. Exhibit 5-7 displays a sample of the various materials developed to assist with the implementation of curriculum and instruction.

COMMENDATION

The district is commended for its excellent curriculum development and support initiatives.

EXHIBIT 5-7 SAMPLE OF HILLSBOROUGH COUNTY SCHOOL DISTRICT MANUALS/GUIDES

- Physical Education - Mathematics Connection
- Physical Education - Language Arts Connections
- Elementary Physical Education Curriculum
- Graduation Standards Elementary - Middle
- Benchmark Handbook 1997 - Secondary
- Secondary Science Curriculum Guide for Biology 1996-97
- Water Resource Education Program
- Best Practices in Articulation Between Senior High Schools and Middle Schools
- Elementary Visual Arts and Music
- Middle School Assessment Program
- Elementary Language Arts and Reading Frameworks
- Various Adult and Community Education Syllables (i.e., Algebra, Florida History)
- Office of School Improvement District Course of Action 1995-96, 1996-97
- Hillsborough County Public Schools Testing Calendar
- Middle School Program Model Components
- Basic Staff Series Lesson Plans Grades 1-5
- Infusing Multicultural Education into the Kindergarten Classroom
- Teacher Resource Book (Kindergarten)
- Kindergarten Curriculum Resource Guide

Source: Created by MGT of America, 1997.

FINDING

Each subject area develops an action plan which identifies focus for each year, documents to be developed, and planned innovations. For example, the Mathematics Subject Area Plan addresses ways to accelerate mathematics learning by students through introducing pre-algebra and geometry concepts throughout the elementary school years. Implementation steps have been identified at each grade level, training provided for teachers, and the plan is explained to all stakeholders and the public. Other subject area plans address initiatives such as the Physical Education - Mathematics Connection within the Physical Education subject area.

COMMENDATION

The district is commended for its comprehensive curriculum planning process.

5.1.1 Early Childhood Programs

The quality of any early childhood education program is based extensively upon the knowledge of child development of personnel, and how well they are able to utilize this knowledge in the daily operation of the program. In addition, quality programs provide a safe and nurturing environment that promotes the physical, social, emotional, and cognitive development of the young children.

CURRENT SITUATION

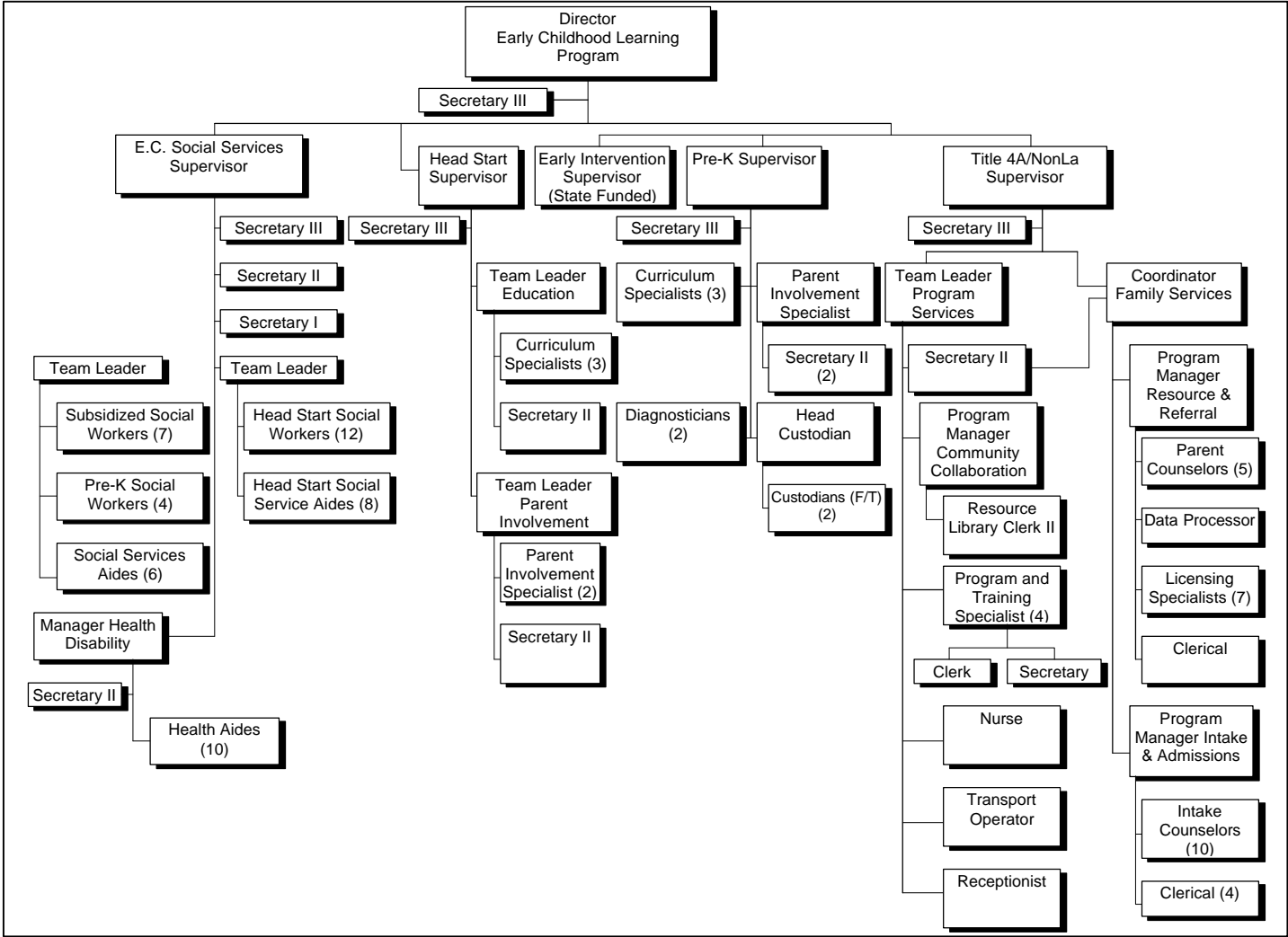
The Hillsborough County School District provides numerous services for young children including an Early Intervention Program, a Head Start Program, and a Pre-Kindergarten Program. These programs provide health, educational, and social services for both the children and their families.

There are many specific Pre-Kindergarten and Early Intervention programs. The terms are often used interchangeably by personnel in the field. Pre-Kindergarten is generally used to mean all pre-school children. Early Intervention is generally used to refer to programs serving educationally, economically or otherwise disabled/disadvantaged children.

Functions within the Early Childhood Unit in the Division of Supportive Services are organized by the various grants providing funding such as Head Start, Pre-Kindergarten, and Early Intervention. Curriculum specialists and parent involvement specialists are housed in the Head Start, Pre-Kindergarten and Early Intervention sections of the Unit. Exhibit 5-8 displays the Superintendent's plan for the 1997-98 organization of the Early Childhood Learning Programs Department. These programs are provided through both federal and state grants.

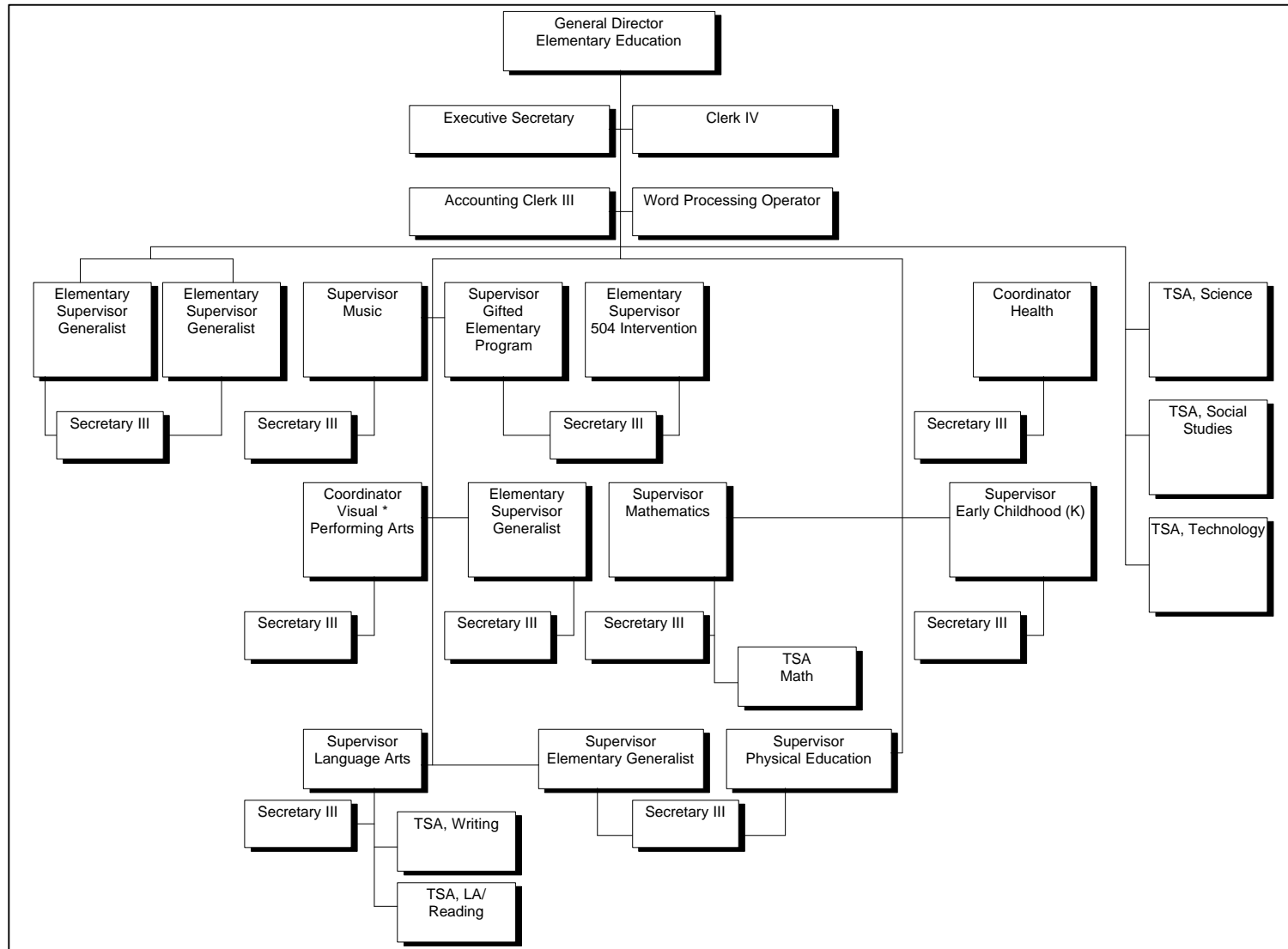
There is also a general revenue Early Childhood Supervisor position (Kindergarten) which reports to the General Director of Elementary Education in the Division of Instruction (see Exhibit 5-9). The two units currently operate independently of each other, and report to two different assistant superintendents.

**EXHIBIT 5-8
DIVISION OF SUPPORTIVE SERVICES
EARLY CHILDHOOD LEARNING PROGRAM*1997-98**



Source: Hillsborough School District, 1997.
*Under Superintendent's Reorganization Plan

**EXHIBIT 5-9
DEPARTMENT OF ELEMENTARY EDUCATION* IN THE DIVISION OF INSTRUCTION 1997-1998**



Source: Hillsborough County School District, 1997.

*Under Superintendent's Reorganization Plan

FINDING

On-site interviews indicate that there is little coordination occurring between the Early Childhood Unit in Supportive Services and the Early Childhood (Kindergarten) Unit in the Department of Elementary Education. Instructional staff in both divisions indicated that there were strong philosophical differences in program implementation and that little collaboration occurs between the units.

In addition, there are currently 13 secretarial and six clerk positions, and only five administrators in the Early Childhood Learning Program Unit. There are over 90 technical positions including parent involvement, curriculum, early childhood worker/specialists providing services to young children. These positions are also served by the secretarial and clerk positions.

RECOMMENDATIONS

Recommendation 5-1:

Move the Early Childhood Unit from the Division of Supportive Services to the Division of Instruction in the proposed Department of Pre-K and Elementary Education.

Student transition from pre-school to kindergarten should be closely coordinated. Coordination of services and planning should be encouraged by having the new combined unit report to the proposed Pre-K and Elementary Education General Director. Exhibit 5-10 displays the proposed organization chart for this redefined unit.

Recommendation 5-2:

Move the Kindergarten Supervisor to the proposed Department of Pre-Kindergarten and Elementary Education.

Placing the Kindergarten Supervisor in the Early Childhood Unit of the proposed Department of Pre-K and Elementary Education should assist with transition planning from pre-kindergarten to kindergarten.

Recommendation 5-3:

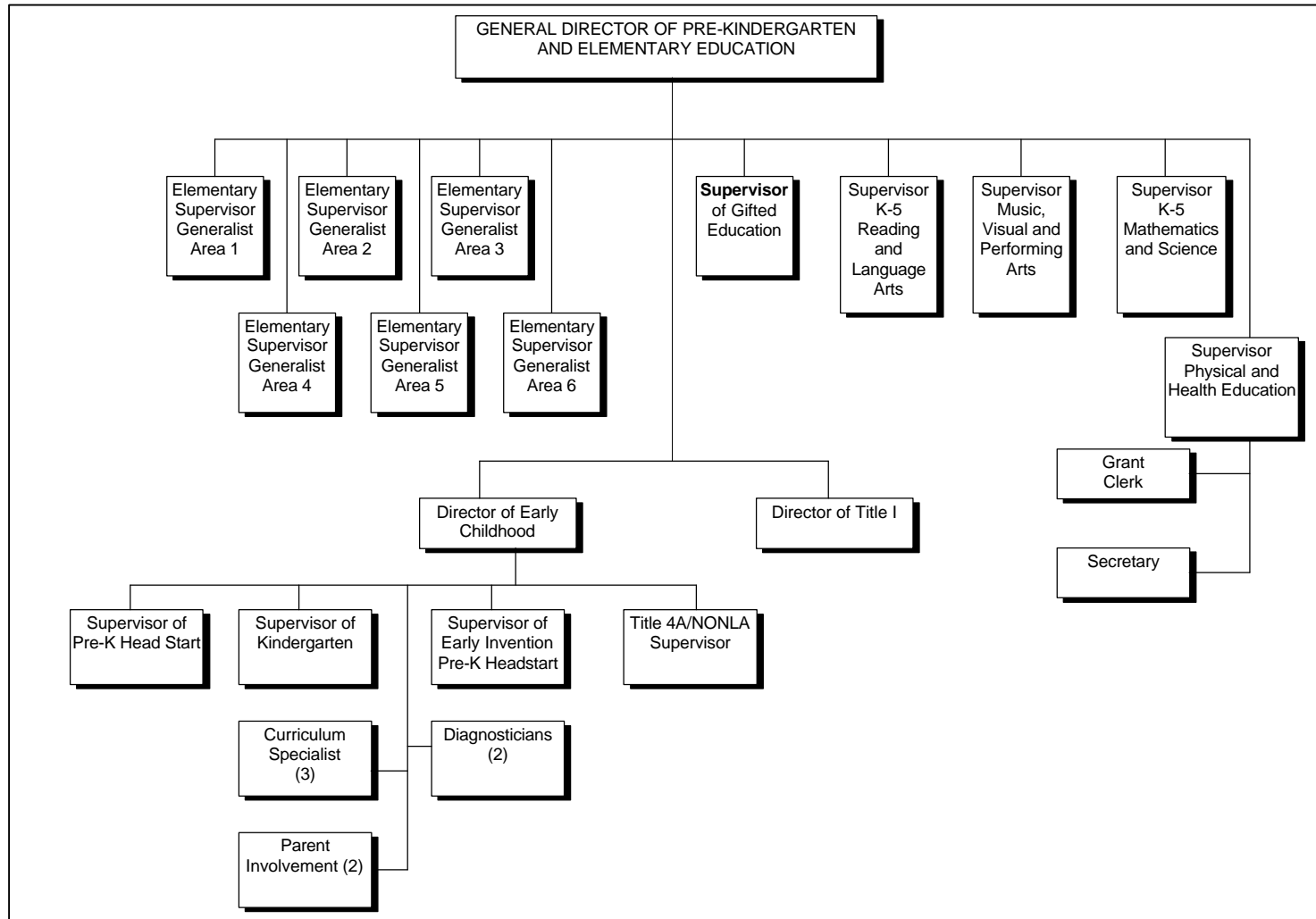
Eliminate the Pre-Kindergarten Supervisor position in the Division of Support Services.

The functions of this position should be divided and assumed by Supervisor of Pre-K Head Start and Supervisor of Early Intervention.

Recommendation 5-4:

Eliminate two secretarial positions.

**EXHIBIT 5-10
PROPOSED ORGANIZATION OF PREKINDERGARTEN
THROUGH ELEMENTARY EDUCATION 1998-99**



Source: Created by MGT of America, 1997

The consolidation of professional positions should allow for the elimination of the two secretarial positions without adversely affecting those professional staff remaining.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------|
| 1. The Superintendent should direct appropriate staff to establish formal plans to combine the Early Childhood Learning Programs with the Department of Elementary Education. | Fall 1997 |
| 2. The Superintendent should present the proposal plan to the Board for approval. | January 1998 |
| 3. The Superintendent should eliminate the Pre-K Supervisor position. | July 1998 |
| 4. The Director of Early Learning Programs should eliminate two secretary positions. | July 1998 |

FISCAL IMPACT

The figures used in the fiscal impact below were derived from actual salary plus 32 percent benefits from budget office computer print-outs provided by the Hillsborough County School District. Secretarial salaries were obtained for midrange secretarial staff including benefits from the district salary schedule.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate the Pre-K Supervisor	-----	\$76,200	\$76,200	\$76,200	\$76,200
Eliminate Two Secretaries	-----	\$70,000	\$70,000	\$70,000	\$70,000
TOTAL	-----	\$146,200	\$146,200	\$146,200	\$146,200

5.1.2 Elementary Programs

In an effective elementary instructional delivery system, the district should provide focus for students, teachers, school administrators, and parents. The district should develop a vision, mission, goals and objectives for their delivery system. Curriculum and instructional expectations should be clearly specified in policies and guides.

CURRENT SITUATION

The Department of Elementary Education in the proposed 1997-98 reorganization will house K-5 Supervisors of Math, Music, Elementary Supervisor 504 Intervention, Early Childhood (Kindergarten) Physical Education, Language Arts, Gifted, and four Elementary Education Supervisors which provide general elementary services. There is one Coordinator of Health Education, one Coordinator of Visual and Performing Arts,

and six Teachers on Special Assignments (TSA) complete the units professional staff. This unit is displayed earlier in Exhibit 5-9.

The Instructional Division's organization, as addressed in the Superintendent's reorganization plan, indicates that present supervisors in Elementary Education and Title I will become Generalists, however, only four Generalist positions are displayed on the 1997-98 Department of Education chart.

Major responsibilities of these supervisor positions are to:

- provide leadership in the elementary instructional program to keep the program current;
- interpret instructional problems arising in the elementary schools to administrative staff and to the community;
- develop curriculum including district goals, learner objectives, benchmarks, implementation strategies and assessment;
- assist teachers at a principal's or teacher's request, documenting problems for ineffective teacher assistance and/or termination procedures;
- serve as the district liaison to various community groups;
- provide subject integration leadership;
- serve on state and local committees as well as district initiatives, and task forces;
- assist teachers with cross-grade, cross-subject, and school-level planning;
- organize and work with special curriculum committees in such areas as instructional materials, student testing, and assessment item development;
- hold monthly meetings with school-based representatives within their area such as assistant principals or subject area representatives;
- serve on State Curriculum/Standards Task Forces;
- coordinate their subject area textbook adoption process; and
- perform additional general tasks for which they are responsible. Task include things such as coordinating the professional development of principals, coordinating professional development schedules, ideas bulletin board on the Internet, and other duties as assigned.

The proposed reorganization of the Elementary Department is supported by the findings and recommendations which follow.

FINDING

As previously described in the beginning of this chapter, the Department of Elementary Education has been very active in providing excellent curriculum support for the district. Guides, benchmarks, and instructional strategies are available to support instruction in the district (Exhibit 5-7).

Effective with the 1997-98 school year, the Superintendent's proposed organization indicates that plans are to be implemented for four Supervisors of Elementary Education located in the Department of Elementary Education that will serve in the role of Elementary Generalist. These supervisors will assist schools with needs that are not specifically subject related as opposed to specific subject (i.e., math, science, art) needs. Currently, there are 109 elementary schools in the district which will require each position to serve approximately 27 schools. Elementary Supervisors would find it very difficult to establish trusting and reliable relationships with 27 different principals, and School Improvement Teams, or to maintain credibility for providing quality services. **(Note:** The written summary which accompanies the organization charts implies that two additional generalists will be added).

RECOMMENDATIONS

Recommendation 5-5:

Assign one Elementary General Supervisor for each of the Area Director Offices.

Since the 1997-98 proposal already allocates four elementary supervisor (generalist) positions to the Department of Elementary Education, only two additional supervisors would be necessary. The Superintendent's reorganization proposal to the Board indicated six generalist positions by relocating staff. These supervisor positions would report to the Director of Pre-Kindergarten and Elementary Education, but be assigned to a specific region.

In addition, the difference in responsibility of Elementary Subject Area Supervisors and the Elementary Education Supervisors should be clearly delineated. Joint monthly planning time for Area Elementary Supervisors, Area Directors, and the proposed Pre-Kindergarten and Elementary Education staff should be provided.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------|
| 1. The General Director of Elementary Education should delineate the difference in responsibility of Subject Area Supervisors and the Elementary Education Supervisors. | Fall 1997 |
| 2. The Assistant Superintendent should assign to appropriate staff the development of job descriptions for the Elementary Supervisors. | Fall 1997 |

- | | |
|--|----------------------------|
| 3. The General Director of Elementary Education and each Area Director should provide monthly, joint planning time for Area Elementary Supervisors, Area Directors and the Pre-K and Elementary Education staff. | Commencing in
Fall 1997 |
| 4. The Assistant Superintendent for Instruction and General Director of Elementary Education should expand the number of Elementary Supervisors from four to six. | July 1997 |

FISCAL IMPACT

Since positions have already been identified by the Superintendent to fulfill this responsibility there will be no financial impact.

FINDING

The Supervisor of Physical Education provides physical education leadership and supportive services for 192 teachers. The position is also responsible for providing assistance to those teachers either at their request or the principals' request and intensive assistance, training, observations and professional growth is documented. The placement of interims from USF and other universities in the physical education program within the district is another responsibility.

The Health Education Coordinator is responsible for administering a number of health education grants (varies from 8-11) in addition to providing leadership and support for health education teachers.

Both positions deal with the physical well being of students.

RECOMMENDATION

Recommendation 5-6:

Combine the Coordinator of Health Education with the Supervisor of Physical Education position to create a Supervisor of Physical and Health Education within the Department of Elementary Education.

The Coordinator of Health Education or Supervisor of Physical Education position should be eliminated. The new combined position should be provided a grants clerk and a secretary to provide support for the numerous grants housed currently in the Elementary Health Education position.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------|
| 1. The Assistant Superintendent for Instruction should develop a plan for combining Physical Education and Health Education. | January 1998 |
| 2. The General Director for Pre-Kindergarten and Elementary Education should hire and train a grants clerk, following Board approval. | January 1998 |

3. The Superintendent, in collaboration with General Director for Pre-Kindergarten and Elementary Education should propose the combining the two positions to the Board. January 1998

4. The Superintendent should eliminate one position. July 1998

FISCAL IMPACT

The figures used in the fiscal impact were derived from actual salary plus benefits from budget office computer print-outs provided by the Hillsborough County Schools District. Figures for the clerk position were based upon like mid-range positions currently employed in the district.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Hire a Grants Clerk	\$20,000	(\$40,000)	(\$40,000)	(\$40,000)	(\$40,000)
Combine the Coordinator, Health Education with Supervisor, Physical Education	none	\$70,900	\$70,900	\$70,900	\$70,900

FINDING

The Superintendent's 1997-98 proposed reorganization plan does not include a supervisor position for every subject area. The 1996-97 organization indicates a supervisor and a Teacher on Special Assignment for Science part-time (.5 FTE) position. The Science Supervisor position was eliminated in the 1997-98 plan and the responsibility assumed by a Teacher on Special Assignment.

It is therefore difficult to justify having a Supervisor for Music and a Coordinator of Visual and Performing Arts when currently only a Teacher on Assignment is assigned to science which is considered one of the four major subject areas.

Recommendation 5-7:

Combine the positions of Supervisor of Music and the position of Coordinator of Visual and Performing Arts into one supervisor position and also the position of Supervisor of Mathematics and Teacher on Special Assignment for Science into another supervisor position.

The positions remaining should assume the duties of the eliminated positions utilizing teachers and other experts in the field as necessary to provide specific subject area expertise.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The Assistant Superintendent for Instruction and Curriculum should develop a plan to combine the positions and submit to Superintendent. | Fall 1997 |
| 2. The Superintendent should submit the proposal to the Board for approval. | January 1998 |
| 3. The Superintendent should eliminate one position. | July 1998 |
| 4. The elimination of two professional positions (Recommendations 5-6 and 5-7) should allow for the elimination of one secretarial position. | July 1998 |

FISCAL IMPACT

The figures used in the fiscal impact chart were derived from actual salary plus benefits provided by the Hillsborough County School District. The two professional position salaries were averaged. The TSA positions were previously addressed in Chapter 4.

Recommendations	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate Coordinator of Visual and Performing Arts or the Music Supervisor	-----	\$80,000	\$80,000	\$80,000	\$80,000
Eliminate One Secretarial Position	-----	\$35,000	\$35,000	\$35,000	\$35,000
TOTAL	-----	\$115,000	\$115,000	\$115,000	\$115,000

5.1.3 Middle School Programs

An effective instructional delivery system will meet the unique needs of the age level of student served. In order for middle school youth to succeed, they must be provided with a reason to apply themselves as well as a focused curriculum and varied instructional activities.

CURRENT SITUATION

The school district is currently implementing a shift in direction from a junior high school philosophy and structure to a middle school philosophy and structure. The junior high structure is generally a replica of the senior high school structure. Students change classes on a bell schedule, with the periods being the same length. Grade levels contained in junior high schools are usually grades 7-9. The middle school concept is one of a more flexible nature as students may attend classes in blocks of time or on a more traditional schedule. Team teaching and a varied instructional methodology are

more frequently found in middle schools. The grade levels in a middle school are generally grades six through eight.

Excellent planning, training, and support have been provided in this initiative. Broad-based committees were formed to establish focus and direction. The January 1991 *Interim Middle School Report* identified Pupil Assignment and Placement, Magnet Schools, and the Curriculum Operations committees as large functioning groups. School staff, district staff, citizens advisory committee representatives, Hillsborough County PTA representatives, and other organizations served on the committees. Each committee developed goals, objectives, and a plan of action.

A Middle School Philosophy was developed along with an Emerging Vision of Middle Schools. Four phases of planning and implementation were identified. Exhibit 5-11 displays the four stages and a brief explanation of each.

**EXHIBIT 5-11
MIDDLE SCHOOL PROGRAM INTERIM REPORT
January 1991**

PHASE I (JANUARY 1990 - JUNE 1990) gathered and disseminated information regarding middle schools, developed a common base of knowledge, a district philosophy for middle schools, and a framework for long-range planning; and formulated preliminary recommendations.

PHASE II (JULY 1990 - JANUARY 1992) included planning and development of programs, setting standards, developing alternative plans for restructuring grade-level configurations, conducting public hearings, preparing facility and financial analyses, piloting middle school elements, and providing staff development.

PHASE III (JANUARY 1992 - JUNE 1992) targeted implementing the middle school model in designated grades 6-8 schools.

PHASE IV (1993-94 SCHOOL YEAR) marked the implementation of the districtwide middle school program model.

Source: Hillsborough County School District, Middle School Program Interim Report, January 1991

This massive undertaking required creativity, dedication, and hard work. An example of the creative planning is the Textbook Transfer System. A guide was developed with a transfer process and tracking matrix to provide consistent and efficient transfer of textbooks from school to school, thus avoiding the purchase of additional books. A similar effort relating to school furniture was also implemented.

The 1997-98 organizational chart for the Department of Middle School Education identifies the following staff:

- General Director of Middle School Education
- Four Supervisors:
 - Middle School Math (Grades 6-8)
 - Middle School Science (Grades 6-8)

Middle School Social Studies (Grades 6-8)
Middle School Language Art (Grades 6-8)

- Five Supervisors:
 - Secondary Music (Grades 6-12)
 - Secondary Arts and Humanities(Grades 6-12)
 - Secondary Reading(Grades 6-12)
 - Secondary Physical Education/Drivers Education/ROTC Health Education (Grades 6-12)
 - Secondary Foreign Language (Grades 6-12)
- Two Supervisors:
 - Middle Education Supervisors (Generalist)
- Teachers on Special Assignment

Exhibit 5-12 displays the organization of the Department of Middle Schools under the 1997-98 Superintendent's reorganization plan.

FINDING

The school district has an excellent planning process for implementing the change from junior high schools to middle schools. As explained in the current situation above, extensive planning was accomplished prior to the beginning of implementation. The *Middle Schools Task Force Report* contains information related to the cluster model, cost analysis, time line, and public meetings. The report is complete with maps, graphs, and charts. Exhibit 5-13 displays excerpts from the Task Force Report briefly explaining the cluster plan.

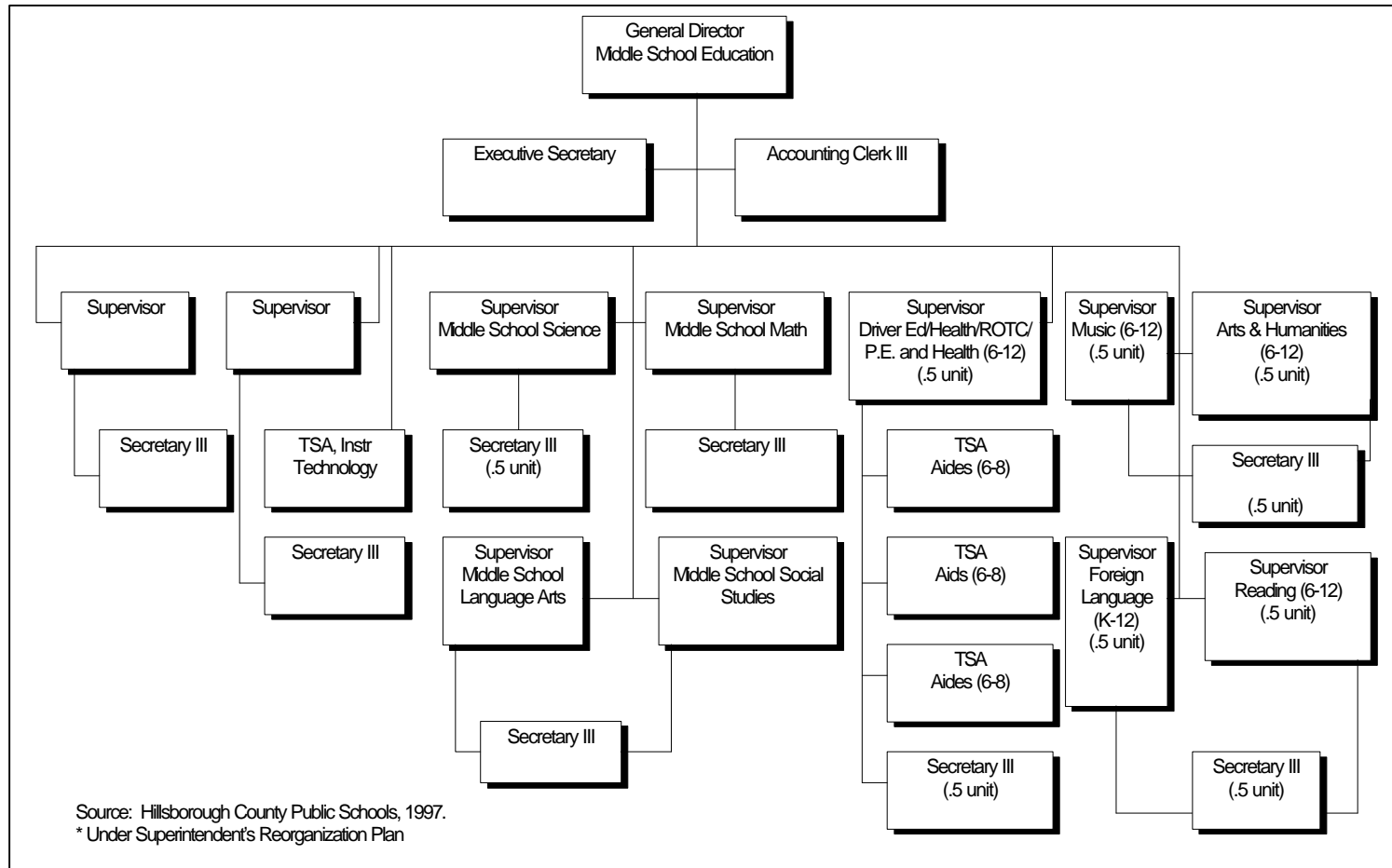
In addition, middle school staff action plans are developed annually. These plans are key to the district's priority goals and objectives. The plans contain the action, resources, who is responsible, and a timeline for task completion.

COMMENDATION

The Hillsborough County School District is commended for its planning process and support services in the implementation of the change from junior high schools to middle schools (also see finding and commendation on middle school implementation in Chapter 4, page 4-49).

The Middle School Conversion Plan should be fully implemented in the Hillsborough County School District in the 1997-98 school year.

**EXHIBIT 5-12
MIDDLE SCHOOL DEPARTMENT IN THE
DIVISION OF INSTRUCTION* 1997-98**



**EXHIBIT 5-13
HILLSBOROUGH COUNTY SCHOOL DISTRICT
CLUSTER PLAN RECOMMENDATIONS**

CLUSTER PLAN

The Middle School Task Force recommends that:

- The School Board approve the proposed model for the reorganization of the district schools based on four major components:
 - creation of clusters composed of elementary schools and middle schools that feed into a high school;
 - development of magnet schools at inner-city sites to assist with equal access to educational opportunities;
 - establishment of inner-city full service, pre-school/kindergarten neighborhood schools; and
 - establishment of an inner-city high school, an elementary school, and two middle schools with assigned boundaries.
- The school district initiate a long-range plan, 1992-1998, to restructure district schools in the following configurations: grades K-5 elementary schools, grades 6-8 middle schools, and grades 9-12 schools to maximize academic opportunities for students.
- The racial composition targets for magnet school populations not exceed 40 percent black.
- Students who choose to attend magnet schools or magnet programs within a school be provided free transportation.
- Students given special assignments for reasons other than magnet programs continue to provide their own transportation.
- The school district continue to work with parents and community agencies in the downtown area to establish full service schools that include a parent education component.

Source: Hillsborough County School District, Middle Schools Task Force Report, 1991.

5.1.4 Secondary Education

CURRENT SITUATION

The Department of Secondary Education provides leadership for improving the instructional programs. The unit is responsible for the overall curriculum improvement program such as assisting in review and revision of curriculum guides, encouraging experimentation based on sound planning, and textbook evaluations for Grades 9-12.

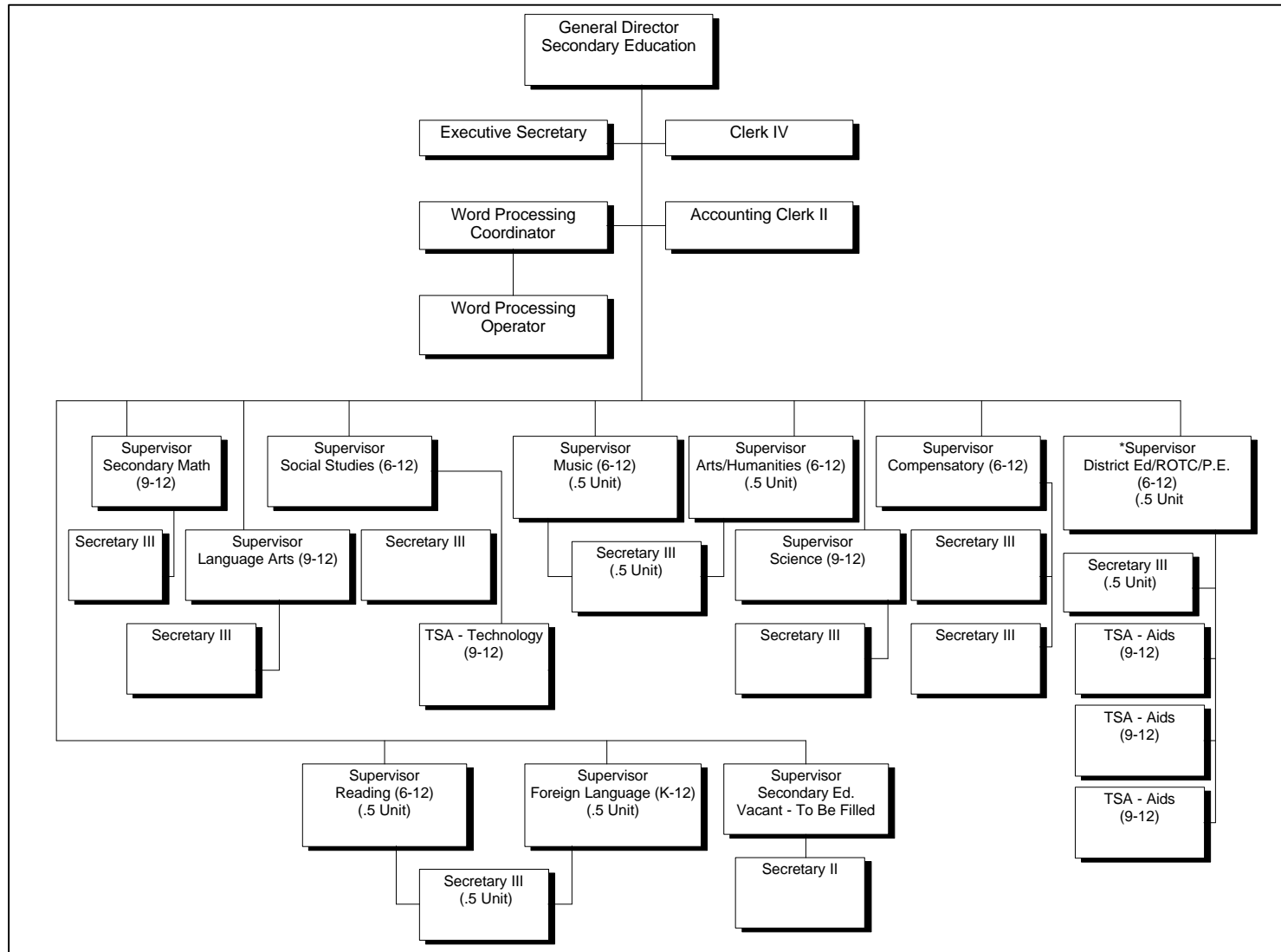
Exhibit 5-14 displays the 1997-98 organizational structure for the Department of Secondary Education. For 1997-98, the Department of Secondary Education includes the following staff positions:

- General Director of Secondary Education
- Four Supervisors:
 - Mathematics (9-12)
 - Science (9-12)
 - Social Studies (9-12)
 - Language Arts (9-12)
- Five Supervisors:
 - Music (6-12)
 - Arts and Humanities (6-12)
 - Reading (6-12)
 - Physical Education, Health Education ROTC, and Drivers Education (6-12)
 - Foreign Language (K-12)
- One Supervisor of High School Education
- Supervisor of Compensatory Education (9-12)
- Three Teachers on Special Assignment
 - Instructors for an Aids Prevention Grant

Major responsibilities of these positions are to:

- provide leadership in the secondary instructional program to keep the program current;
- interpret instructional problems arising in the high schools to administrative staff and to the community;
- develop curriculum including district goals, learner objectives, benchmarks, implementation strategies and assessments;

EXHIBIT 5-14
DEPARTMENT OF SECONDARY EDUCATION IN THE DIVISION OF INSTRUCTION* 1997-1998



Source: Hillsborough County Public Schools, 1997
*Under the Superintendent's Reorganization Plan.

- assist teachers at a principal's or teacher's request, documenting problems for ineffective teacher assistance and/or termination procedures;
- serve as the district liaison to various community groups;
- provide subject matter integration leadership efforts;
- serve on state and local committees and initiative task forces;
- assist teachers with cross-grade, cross-subject, and school-level planning;
- organize and work with special curriculum committees in such areas as instructional materials, student testing, and assessment development;
- hold monthly meetings with school-based representatives such as Assistant Principals or Subject Area Representatives;
- serve on State Curriculum and Standards Committees;
- coordinate the subject area textbook adoption process; and
- perform additional general tasks for which they are responsible.

FINDING

The district has developed the Hillsborough County School District Benchmarks. The Benchmarks were developed by identifying graduation requirements, then providing interim benchmarks at grades 2, 5 and 8. Secondary staff have been involved in the development of these benchmarks along with elementary and middle school staff.

In addition, the district has recently approved a new pupil progression plan which addresses student placement at each grade level as well as incorporates the *Secondary Scheduling Guidelines* as a part of the plan. Summer programs are also addressed in the plan.

The General Director of Secondary Education, in cooperation with the Assessment, Accountability and Evaluation Department, evaluates each high school's progress on various tests and writes a detailed interpretation which is given to the school and used as part of the needs assessment for school improvement planning purposes. This test summary provides meaningful data to schools on student progress and school performance.

COMMENDATION

The Hillsborough County School District is commended for its leadership in providing curriculum development, measurable benchmarks, and a new approved Pupil Progression Plan.

5.1.5 Middle and Secondary Education

CURRENT SITUATION

Middle School Education Department and Secondary Education Department share five supervisor positions:

- Supervisor of Music;
- Supervisor of Foreign Language;
- Supervisor of Arts and Humanities;
- Supervisor of Reading; and
- Supervisor of Driver's Education/Health/ROTC and Physical Education.

These supervisors are members of both the Middle Schools and Secondary Education Departments.

FINDING

Hillsborough County School District has maintained an integrated and exemplary academic focus. The district has one of the highest graduation rates in Florida. In addition, the district has a very low dropout rate. Exhibit 5-15 displays the district's progress over the last seven years in national academic award programs.

**EXHIBIT 15-15
ACADEMIC PROGRAMS SUMMARY
SEVEN-YEAR REVIEW 1996-97**

Year	National Merit Semi-Finalists	Outstanding Negro Achievement Semi-Finalists	National Hispanic Semi-Finalists	Total Semi-Finalists	National Merit Commended	Outstanding Negro Achievement Commended	Totals Commended
1996	45	13	28	86	112	10	122
1995	62	6	13	69	107	10	117
1994	51	8	12	71	102	14	116
1993	49	9	16	74	115	5	120
1992	43	5	14	62	98	11	109
1991	35	5	21	61	81	9	90
1990	25	6	15	46	72	7	79

Source: Hillsborough County School District, Academic Programs, 1997.

The Hillsborough County School District has high expectations for student achievement. The district has led the state for the last 12 years in the number of Academic Scholars. Exhibit 5-16 displays the number of Academic Scholar Awards per year by high school since 1985.

**EXHIBIT 5-16
FLORIDA ACADEMIC SCHOLARS PROGRAM SUMMARY BY HIGH SCHOOL**

High School	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996
Armwood	N/A	5	25	38	21/0	15/2	22/0	16 (15/1)	20/0	27 (0)	19	26
Bloomingtondale	N/A	N/A	N/A	N/A	36/2	44/4	44/4	78 (77/1)	93 (90 + 6)	101 (95+6)	107 (103+4)	132(131+1)
Brandon	0	6	28	43	17/1	18/4	35 (32/3)	40 (39/1)	35 (33+2)	41 (0)	40 (38+2)	45 (44+1)
Chamberlain	4	7	41	78	69/4	67/4	65 (62/3)	88 (87/1)	103 (101+2)	63 (59+4)	70(68+2)	70
East Bay	0	3	4	11	10/0	11/1	15/0	22/0	22 (21+1)	22 (20+2)	18(17+1)	18
Gaither	N/A	11	34	43	42/1	63/3	71/0	87 (86/1)	79 (77+2)	72 (70+2)	80 (79+1)	102(100+2)
Hillsborough	6	3	6	5	11/1	8/0	4/0	11/0	6 (0)	72 (71+1)	98	106(100+6)
Jefferson	3	3	16	9	10/1	11/0	12/0	17 (16/1)	21 (0)	9 (8+1)	15	11
King	4	14	18	20	28/3	32/1	31 (30/1)	30 (29/1)	39 (0)	28 (27+1)	41	29
Leto	5	15	11	33	30/1	41/0	29 (28/1)	32 (31/1)	32 (0)	15 (+0)	26	16
Plant	15	24	26	45	47/0	41/2	52/0	56 (54/2)	65 (64+1)	75 (74+1)	77	85(84+1)
Plant City	0	2	7	14	12/2	17/2	24/0	33 (32/1)	27 (25+2)	31 (+0)	34	41
Robinson	0	2	3	5	11/0	8/0	8/0	16 (13/3)	9 (8+1)	4 (+0)	7	9
Tampa Bay Tech	0	0	0	0	0	0	0	0	0	3 (2+1)	11	18(17+1)
TOTAL¹	37	95	219	344	344(360)	377+15=396	422+12=435	526(512/14)	551 (537+14)	*561(542+19)	*643(633+10)	*708(696+12)

¹Total (Florida Academic Scholars and Florida Undergraduate Fund Recipients)
Source: Hillsborough County School District, Department of Secondary Education, 1997.

Note: The first number shown in each column indicates the number of students receiving Florida Academic Scholars Certificates. The number after the slash (/) is the number of students accessing the Florida Academic Scholars Fund through maintaining a 3.5 grade point average or higher (unweighted) and either a 1270 on the SAT or 29 on the ACT.

COMMENDATION

Hillsborough County School District is commended for its focused approach on high academic standards for all students.

FINDING

The Middle School Unit was created to promote and facilitate the Hillsborough County School District's change from a junior high to a middle school structure. That effort is nearly complete and was addressed in Section 5.1.3 of this report.

According to central office staff interviewed during on-site visits in February and March 1997, supervisors and coordinators in the Instructional Division who are reporting to more than one administrator are completing duplicate and often redundant reports. These reports which are required by the division are not in a division format with division process requirements. Each report uses the process required by each department administrator. Often they are not using the same format or process.

Staff meetings are held weekly for both the Middle School and Secondary Education Departments causing staff who serve both instructional areas (6-12) to attend both meetings reportedly totaling about seven hours each week. Often, the same information is presented at both meetings. The focus of the discussion may be different as appropriate for middle school or high school.

Some of these same supervisors are also involved in Magnet Programs which often holds an additional staff meeting. Planning meetings to implement new programs are held as well. A few of the same supervisors have K-12 responsibilities (i.e., Foreign Language) which adds still another level of supervision.

RECOMMENDATIONS

Recommendation 5-8:

Combine the Middle and High School Units and have them report to the same General Director.

With the full implementation of the middle school concept prior to July 1998, the two secondary departments should be combined. The additional resources provided by two separate central offices will no longer be needed when all schools have fully implemented the middle school concept.

The General Director of Middle Schools or the General Director of Secondary Education position should be eliminated in July 1998. The position remaining should assume the responsibilities of the one eliminated. One of the two positions in each subject area for Mathematics, Language Arts, Science, and Social Studies should be eliminated. The position remaining should assume 6-12 responsibilities in the subject area.

The General Director should ensure that there is an equal representation of Middle School and High School philosophies maintained in the new unit. This should be done by retaining some supervisors from each of the Department of Middle Schools and the Department of Secondary Education.

Uniform formats for department reports within the division should be required so that supervisors/coordinators reporting to more than one department can use the same process for gathering data and the same format for reporting data.

The position of Supervisor of Compensation Education should be re-assigned to the proposed Non-Traditional Education Department under the title of Supervisor of Alternative Education (see Section 5.4).

The elimination of the four supervisors should allow for the elimination of three secretaries as well as one executive secretary for the general director.

Recommendation 5-9:

Move the Supervisor of Records and Academic Advisement, Home Education and Data Prep to the Department of Middle and Secondary Education.

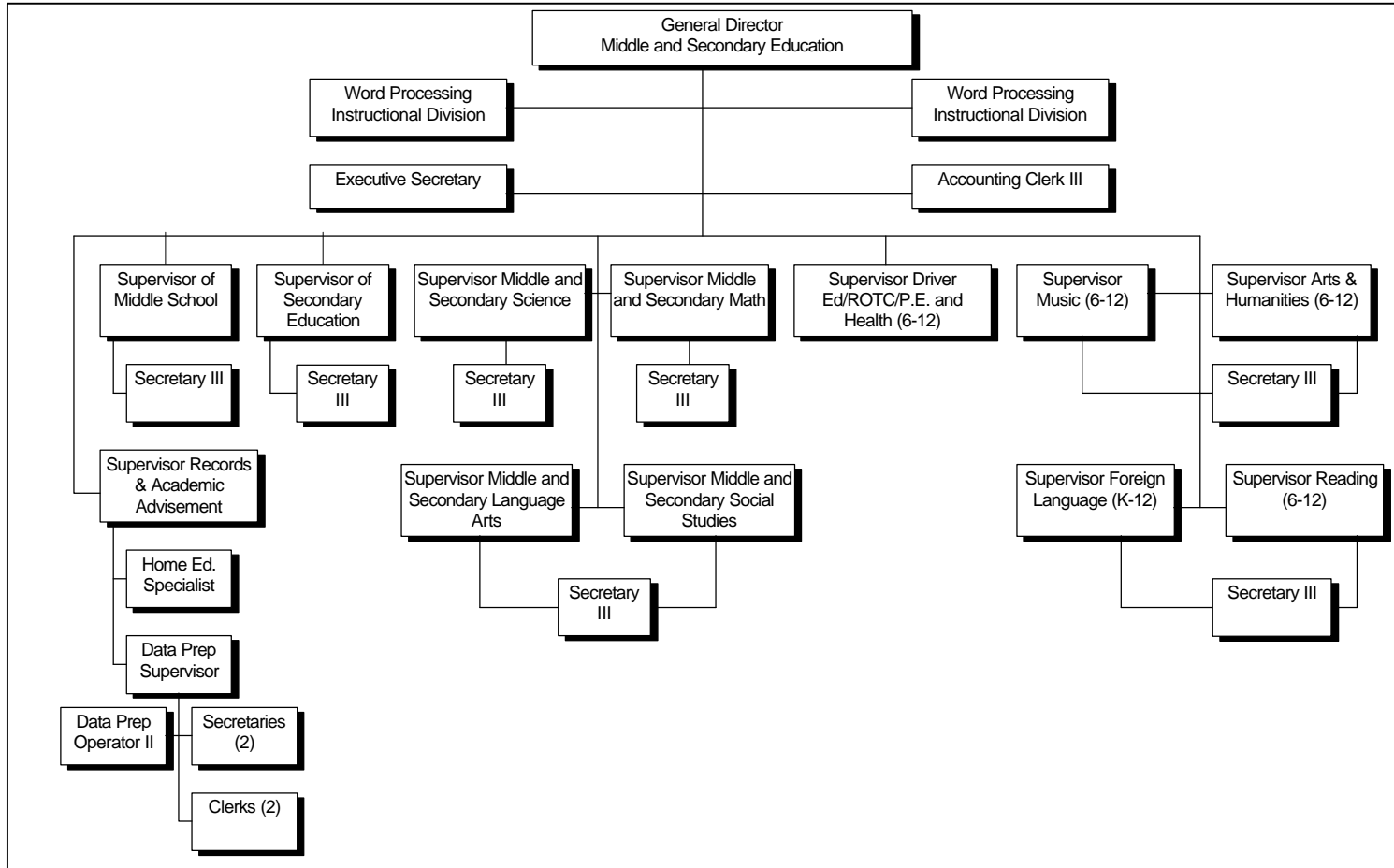
This unit is scheduled to report to the Director of Secondary Education but to be housed in the Special Instructional Services Department. In order to function efficiently, the unit should be housed in the same unit to which it reports.

The proposed new organization of the middle and high school structure is shown in Exhibit 5-17.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|------------------------|
| 1. The Assistant Superintendent for Instruction and Curriculum should retain separate Departments for Middle Schools and for Secondary Education for one more year. | 1997-98
school year |
| 2. The Assistant Superintendent, in collaboration with the Superintendent, should develop a plan to combine Middle and Secondary Departments. The plan should be submitted to the Board for approval. | July 1998 |
| 3. The Assistant Superintendent should combine Middle School/High School under one General Director and eliminate one General Director. | July 1998 |
| 4. The Assistant Superintendent should eliminate one of the two position in each subject area of Mathematics, Language Arts, Science and Social Studies. The remaining supervisors should serve grades 6-12. | July 1998 |

**EXHIBIT 5-17
PROPOSED ORGANIZATIONAL STRUCTURE FOR
MIDDLE AND SECONDARY EDUCATION 1998-99**



Source: Created by MGT of America, 1997.

- | | |
|--|-----------|
| 5. The Assistant Superintendent should reassign the Supervisor of Compensatory Education to the proposed Office of Non-traditional and Extended Year Programs as Supervisor of Alternative Education. | July 1998 |
| 6. The Assistant Superintendent should ensure that there is an equal representation of Middle School and High School supervisors maintained. | July 1998 |
| 7. The Assistant Superintendent should eliminate three secretarial positions and one executive secretary position. | July 1998 |
| 8. The Assistant Superintendent for Instruction and Curriculum should move the Supervisor of Records and Academic Advisement and staff into the proposed Department of Middle and Secondary Education. | July 1998 |

FISCAL IMPACT

The figures used in the fiscal impact were derived from actual salary plus benefits from budget office computer print-outs provided by the Hillsborough County School District.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate One Supervisor Position in Each of Four Subject Areas (Language Arts, Math, Science, Social Studies)	-----	\$323,000	\$323,000	\$323,000	\$323,000
Eliminate Three Secretarial Positions	-----	\$105,000	\$105,000	\$105,000	\$105,000
Eliminate One General Director	-----	\$102,100	\$102,100	\$102,100	\$102,100
Eliminate One Executive Secretary	-----	\$43,400	\$43,400	\$43,400	\$43,400
Total	-----	\$573,500	\$573,500	\$573,500	\$573,500

5.2 Student Assessment and Program Evaluation

Student assessment is a vital component to every school system. Parents, students, school district employees, and community stakeholders expect appropriate learning to occur within classrooms. Florida’s Accountability Plan requires an emphasis on student outcomes, making it extremely important for support to be provided in the area of testing analysis and interpretation. Similarly, program evaluation is an important tool in making sound educational and operational decisions and should be a district priority.

CURRENT SITUATION

The Hillsborough County School District makes extensive use of a variety of student achievement measures to assess, compare and improve student performance. District-level and school-based administrators monitor student achievement closely and

extensive remediation is provided to students showing inadequate performance. Exhibit 5-18 shows the tests used in Hillsborough County School District.

**EXHIBIT 5-18
TESTS USED IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

TEST NAME	TEST TYPE/USAGE
Stanford Achievement Test - (SAT-8)	Norm-referenced Test
Florida Writes	Criterion-referenced Test required by the State
High School Competency Test (HSCT)	Criterion-referenced Test required by the State
Test to Identify Mastery of State Skills (TIMSS)	Criterion-referenced Practice Test that parallels the HSCT
Scholastic Assessment Test (SAT)	College Admissions Test
American College Testing Program (ACT)	College Admissions Test
District Semester Exams	Content, Subject Area Exams
Grade Ten Assessment Test	Norm-referenced Test
Florida Comprehensive Assessment Test (FCAT)	Criterion-referenced Test being piloted by the State to take the place of GTAT

Source: Department of Assessment, Accountability, and Evaluation, 1997.

Exhibits 5-19 through 5-23 provide student achievement data on Hillsborough County and comparable school districts in the state.

Florida Writes scores are used as an indicator in the Commissioner of Education's academic performance reports for schools. Scores can range between zero to six, with three or higher being acceptable. Exhibit 5-19 indicates that:

- Among comparison districts, Hillsborough County's 1996 combined average scores on the Florida Writing Assessment Program rank second for 4th and 8th grades and first for 10th grade.
- Hillsborough County's combined average scores have improved over the past three years. This increase is also reflected in state averages.
- Fourth grade scores continue to fall below the acceptable three point standard, as do most Florida's districts.

**EXHIBIT 5-19
FLORIDA WRITING ASSESSMENT PROGRAM RESULTS**

SCHOOL DISTRICT	Grade 4			Grade 8			Grade 10		
	1996	1995	1994	1996	1995	1994	1996	1995	1994
Hillsborough	2.6	2.4	2.2	3.7	3.2	2.5	3.5	3.6	2.8
Broward	2.5	2.4	2.1	3.5	3.0	2.8	3.3	3.2	2.9
Duval	2.4	2.3	2.1	3.5	3.1	2.8	3.5	3.3	2.7
Orange	2.4	2.3	2.1	3.3	2.9	2.7	3.1	3.1	2.9
Palm Beach	2.4	2.2	2.1	3.6	3.0	2.8	3.2	3.3	2.9
Pinellas	2.9	2.8	2.5	3.8	3.4	2.9	3.5	3.6	3.2
State	2.5	2.4	2.2	3.5	3.1	2.7	3.3	3.3	2.9

Source: Department of Assessment, Accountability, and Evaluation, 1997.

Exhibit 5-20 indicates:

- Hillsborough County and statewide passing rates on the HSCT were lower in 1996 than previous years. The state raised the required passing score by seven items in Communications and by three items in Mathematics and 1996 scores reflect the increase in difficulty.
- Among comparable districts, Hillsborough County continues to rank number one in percentage of students passing the HSCT.

**EXHIBIT 5-20
HIGH SCHOOL COMPETENCY RESULTS
1994 -1996**

SCHOOL DISTRICT	1996	1995	1994
Hillsborough	84	94	95
Broward	72	86	86
Duval	79	89	90
Orange	78	91	88
Palm Beach	77	89	89
Pinellas	82	93	93
State	77	89	89

Source: Department of Assessment, Accountability, and Evaluation, 1997.

Exhibits 5-21 and 5-22 indicate that the passing rates by ethnicity exceed state averages and that the gap between white and minority passing averages remains smaller for Hillsborough County than the difference found in the state comparisons.

**EXHIBIT 5-21
PERCENTAGE OF STUDENTS PASSING HSCT COMMUNICATIONS
BY ETHNIC CATEGORY**

	White			Black			Hispanic		
	1996	1995	1994	1996	1995	1994	1996	1995	1994
Hillsborough	90	97	97	68	90	90	77	89	90
State	87	95	95	58	79	77	68	82	82

Source: Department of Assessment, Accountability, and Evaluation, 1997.

**EXHIBIT 5-22
PERCENTAGE OF STUDENTS PASSING HSCT MATHEMATICS
BY ETHNIC CATEGORY**

	White			Black			Hispanic		
	1996	1995	1994	1996	1995	1994	1996	1995	1994
Hillsborough	92	93	93	68	70	75	82	81	82
State	85	86	88	51	54	56	68	70	70

Source: Department of Assessment, Accountability, and Evaluation, 1997.

Exhibit 5-23 shows:

- Hillsborough County exceeds the state averages on the Grade Ten Assessment Test.
- Among comparable districts, Hillsborough County ranks second on Reading Comprehension and first on Mathematics.

**EXHIBIT 5-23
GRADE TEN ASSESSMENT TEST
NATIONAL PERCENTILE RANK
1995-96**

SCHOOL DISTRICT	READING COMPREHENSION	MATHEMATICS
Hillsborough	49	57
Broward	45	50
Duval	49	54
Orange	45	45
Palm Beach	49	57
Pinellas	53	54
State	47	54

Source: Department of Assessment, Accountability, and Evaluation, 1997.

FINDING

The Department of Assessment, Accountability, and Evaluation works closely with the schools and provides direction in terms of data analysis and interpretation. District reports provide each school with multiple ways of looking at and using data. School administrators are able to use annual assessment reports to assess trends by grade, determine if particular groups of students are making improvements, and make comparisons to other schools, districts, and states. Item analyses allow principals and

teachers to determine strengths and weaknesses in curriculum and develop action plans to remedy problem areas.

Assessment personnel spend much of their time at schools, training administrators and instructors how to understand and use test results. District staff facilitate interpretation by working closely with schools to develop testing plans. These plans outline specific strategies used to teach skills covered on the tests, highlighting areas of concern. With these processes in place, schools take a systematic approach to instruction in which they continually assess and plan.

The Office of Evaluation is highly regarded by many district administrators. The principal surveys indicated that 72 percent of the administrators considered the Office *adequate* or *outstanding*. This compares favorably to data from comparable systems where only 52 percent indicated an “adequate or outstanding” ranking. Teacher rankings for the Office were not as high. Only 39 percent of the teachers ranked the Office as *adequate* or *outstanding*. This compares to 36 percent in similar systems. Exhibit 5-24 shows the percent of respondents who indicated evaluation, research, and planning was *adequate* to *outstanding* for the Hillsborough County School District and comparable school districts.

**EXHIBIT 5-24
PERCENT OF PERSONNEL RESPONDING THAT EVALUATION,
RESEARCH, AND ASSESSMENT IS ADEQUATE/OUTSTANDING**

Survey Respondents	Hillsborough County School District	Comparable School Districts
Administrators	72%	52%
Teachers	39%	36%

Source: MGT of America Survey, 1997.

COMMENDATION

The Department of Assessment, Accountability, and Evaluation is commended for providing thorough assessment data and support to individual schools.

FINDING

During 1995-96, the district worked with the Florida Department of Education to develop interactive software on scoring procedures for Florida Writes. The purpose behind this project was to provide teachers with in-depth knowledge of how the Florida Writing Assessment Program is scored, and thus enable instructors to better prepare their students. The software has been distributed statewide to all schools and universities.

COMMENDATION

The Hillsborough County School District is commended for collaborative and pioneering assessment efforts.

FINDING

In its effort to help the progress of schools in Florida's Accountability System, the district has developed an item bank for school climate surveys. Schools can choose items from the reservoir and district personnel will develop the survey(s). District support is also provided for scoring surveys if schools request such service.

COMMENDATION

The Hillsborough County School District is commended for providing services which enable schools to better link school improvement planning with community needs.

FINDING

The Office of Evaluation commits significant resources to provide analytic support at the school level for the district and state school improvement process. This includes monitoring the composition of school improvement teams, the validity of the indicators of adequate progress, participant surveys, and analyses of annual plans to determine if goals are really goals and not strategies.

COMMENDATION

The Central Office is commended for providing strong district support for the annual planning and evaluation activities at the school level.

FINDING

The Divisions of Instruction, Supportive Services, and Business and Research all contain significant analytic and research capacity. In particular, program action is emphasized in the instructional areas and the capacity for fiscal analysis is strong in the Business and Research Division. However, the district needs to be able to examine program effectiveness in light of related costs. Currently, the two functions are separate.

RECOMMENDATION

Recommendation 5-10:

Develop the capacity for cost-benefit analyses through joint utilization of business and program evaluation staff.

(Note: Improvements in linkages between planning and budgeting were recommended in Chapter 4, Section 4.3).

IMPLEMENTATION STRATEGY AND TIMELINE

1. The District should develop a policy statement regarding the necessity of subjecting program improvement recommendations to a cost/benefit analysis which would require comparing costs of suggested as well as alternative programs. July 1997

2. Evaluation staff and representatives from the Business and Research Division should jointly participate in cost/benefit analysis training and develop the capacity for cost/benefit analysis. September 1997

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Support from the district for the school-level annual planning and evaluation activities concentrates primarily on issues of procedural compliance, (i.e., ensuring that needs assessment data are being appropriately linked with school improvement planning, that the objectives detailed in the plans can be measured, and that expected outcomes can be attained).

RECOMMENDATION

Recommendation 5-11:

Shift evaluation of school improvement process to include not only compliance with state and district requirements but also to focus on enhanced analysis of problems and more targeted matching of identified problems with research-based solutions.

The district should move beyond procedures to focus on substantive school improvement. This target focus on improvement should include (1) ensuring the quality of needs assessment data, and (2) improving methods of analysis to better expose areas of weakness or inefficiencies leading to changes most likely to address the identified problems.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Office of Evaluation staff should assist schools in conducting analyses on the impact of school improvement activities for improved school functioning and student achievement. Ongoing
2. The Office of Evaluation should develop a set of policies that would allow staff to concentrate assistance to schools where the school improvement process was deemed weakest (that is, where student achievement is low). Policies allowing exemption from oversight in schools where student achievement is high or where previous annual plans were considered of high quality should be considered. August 1997

FISCAL IMPACT

This recommendation can be implemented with existing resources.

5.3 Exceptional Student Education And Gifted Programs

5.3.1 Exceptional Student Education

Exceptional Student Education (ESE) is provided to students who have a disabling condition under the federal law and corresponding state regulations. Students suspected of needing ESE services are referred to a Child Study Team that helps determine appropriate placement of individuals. Students deemed eligible for ESE services are required to receive programs in the least restrictive environment, and such programs and/or delivery of services are clearly indicated in an Individualized Education Plan (IEP).

CURRENT SITUATION

Exhibit 5-25 shows the total number of Hillsborough County exceptional students in each disability classification for the past three years.

The majority of ESE students fall in the mild/moderate disability range and are provided services at their zoned school. Students with severe disabilities are rendered services on regular campuses or at one of eight ESE centers. Exhibit 5-26 shows the number and types of students enrolled at each of the ESE centers.

FINDING

The ESE student population is growing and there is concern about minority overrepresentation. Exhibit 5-27 shows the ESE student population from 1993-1996 by ethnicity. Exhibit 5-28 illustrates the Hillsborough County School District student population from 1993-1996. Together, these exhibits appear to show some inequity within ESE programs.

**EXHIBIT 5-25
EXCEPTIONAL STUDENT BY CLASSIFICATION
IN THE HILLSBOROUGH COUNTY SCHOOL DISTRICT
1994-1997**

Program	1994-95	1995-96	1996-97
Educable Mentally Handicapped	1,854	2,023	2,045
Trainable Mentally Handicapped	633	648	649
Orthopedically Impaired	355	342	349
Speech Impaired	5,344	5,025	5,194
Language Impaired	467	539	625
Deaf or Hard of Hearing	202	219	232
Visually Impaired	76	97	84
Emotionally Handicapped	2,652	2,680	2,352
Specific Learning Disability	5,459	6,828	6,957
Profoundly Mentally Handicapped	223	221	223
Dual Sensory Impaired	4	4	2
Autistic	59	109	116
Severely Emotionally Disturbed	728	762	727
Traumatic Brain Injured	3	9	15
Developmentally Delayed	68	158	197
Other Health Impaired	1	9	19
Hospital/Homebound	130	170	183
Total	18,258	19,843	19,969

Source: Florida Department of Education, ESE Membership Reports, 1997.

**EXHIBIT 5-26
EXCEPTIONAL STUDENT EDUCATION CENTERS IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

CENTER	TYPE OF DISABILITY SERVED	1996-97 ENROLLMENT
Caminiti	EMH (3-21), SED (Elementary)	211
LaVoy	EMH, PH, Autistic, Deaf, Blind (All Ages)	140
Lopez	PMH (All Ages)	68
Plant City	Autistic, SED (All Ages)	150
Dorothy Thomas	SED (Elementary & Middle)	115
Dover	EMH, Deaf, Blind (All Ages)	99
Hillsborough	SED (Secondary)	137
Eisenhower	EMH, SED, Autistic, PI (Elementary & Middle)	93

Source: Hillsborough County ESE Department records, 1997.

**EXHIBIT 5-27
ESE STUDENT POPULATION BY ETHNICITY*
1993-1996**

Exceptionality	1993 ESE Percentages			1994 ESE Percentages			1995 ESE Percentages			1996 ESE Percentages		
	W	B	H	W	B	H	W	B	H	W	B	H
Specific Learning Disabilities	70	20	10	70	19	12	68	19	13	66	19	14
Trainable Mentally Handicapped	54	31	6	56	30	14	53	29	16	50	32	16
Severely Emotionally Disturbed	50	43	8	47	43	9	47	44	9	46	45	9
Emotionally Handicapped	55	36	9	57	35	9	54	36	9	52	38	8
Educable Mentally Handicapped	40	50	10	41	48	12	37	50	11	35	51	12
Average of Selected Programs	54	36	9	54	35	11	52	36	12	50	37	12

* W=White, B=Black, H=Hispanic

Source: Hillsborough County School District ESE Department records, 1997.

**EXHIBIT 5-28
HILLSBOROUGH COUNTY STUDENT POPULATION AND
SELECTED ESE BY ETHNICITY
1993-1996**

Ethnicity	1993 Percent		1994 Percent		1995 Percent		1996 Percent	
	All Students	ESE Students	All Students	ESE Students	All Students	ESE Students	All Students	ESE Students
White	62	54	62	54	59	52	56	50
Black	23	36	22	35	23	36	24	37
Hispanic	14	9	15	11	16	12	18	12
Other	2	---	2	---	2	--	2	--

Source: Hillsborough County School District records, 1997.

In September 1995, the United States Department of Education, Office for Civil Rights (OCR) conducted a compliance review of Hillsborough County School District in the area of overrepresentation of minorities in special education. This review found insufficient evidence to establish any violation of regulations. This inconclusive outcome provides the need for district-level personnel to monitor activities which enhance balance in racial distributions in ESE programs.

RECOMMENDATION

Recommendation 5-12:

Monitor the placement of at-risk students in ESE programs.

Principals, teachers, and child study team members should be trained in implementing the screening process. A screening process should assist school-based child study teams in identifying at-risk students and implementing specific interventions that may

avoid unnecessary referrals for ESE service. This should also provide a documentation process to facilitate the referral process.

IMPLEMENTATION STRATEGIES TIMELINE

- | | |
|--|----------------|
| 1. The Director of ESE should convene a group of experienced and knowledgeable individuals to develop an extensive and comprehensive monitoring process to ensure that students are being properly placed in ESE programs. | July 1997 |
| 2. The Director of ESE should work with intervention teams to pilot the monitoring process. | September 1997 |
| 3. The Director of ESE should identify district personnel intervention team member to evaluate the monitoring process. | November 1997 |
| 4. The Director of ESE should identify district personnel to finalize the monitoring process. | December 1997 |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

Florida Uniting Students in Education (FUSE) represents a collaborative effort between Hillsborough County School District and the University of South Florida’s Department of Education to better serve students with disabilities. This initiative is designed to promote the use of collaborative teaching and facilitate the inclusion of students with disabilities in general education classrooms. This collaborative teaching model involves general education and exceptional education teachers delivering instruction to students in regular education settings with both teachers being responsible for all students.

Hillsborough County began this program in 1991 with 12 teachers, and to date, FUSE has grown to include over 1,000 educators. Data from the 1993-94 and 1994-95 FUSE Surveys indicate that teachers believe outcomes from the initiative have been positive for both ESE and regular education students. In the same survey, teachers indicated that all students are improving in self-esteem, academic performance, social skills, and behavior due to the co-teaching model.

RECOMMENDATION

Recommendation 5-13:

Expand the FUSE program and put a procedure in place to identify and track students receiving services within the co-teaching delivery model.

Careful consideration has been given to disseminating the FUSE concept and securing teacher and administrative support, and thus the initiative seems to be flourishing. The FUSE program has grown substantially in the past five years, but there is still potential for expanding the program within the current ESE continuum. The district should plan to expand and market the program so that more teachers become involved allowing the district to serve a maximum amount of students with the inclusive model.

Currently, the district does not have a way of determining how many students are involved in the FUSE program. This lack of reliable data makes it difficult to discern true program growth and student outcomes. Identification of these students is essential to ascertain program effectiveness. Therefore, the district should put in place an identification system for FUSE students.

IMPLEMENTATION STRATEGIES TIMELINE

- | | |
|---|--------------------------------------|
| 1. The Director of ESE should identify processes necessary to expand the FUSE Program. | Summer 1997 |
| 2. The Director of ESE should implement processes necessary to identify and track FUSE students. | Fall 1997 |
| 3. The Director of ESE should provide an annual status report concerning the FUSE program to the Superintendent. The report should include student achievement data for ESE and non-ESE students. | Commencing in June 1998 and Annually |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

During the public input phase of the review, a number of members from the Statewide Advocacy Network on Disabilities (STAND) voiced concern over the quality and kinds of services offered in ESE. STAND is a new organization with a membership of approximately 40 individuals. While its numbers are small in relation to Hillsborough’s ESE population, STAND members have a strong commitment to strengthen the services of disabled individuals.

Lack of program evaluation and needs assessment makes it difficult to discern the extent or validity of problems voiced by this group. To date, needs assessment and evaluation data are not available for the multitude of programs offered by ESE, making it difficult to determine program strengths and weaknesses.

Currently, the Hillsborough County School District and the University of South Florida are in the process of designing and implementing a large scale evaluation of the district’s Emotionally Handicapped Programs. Input will be sought from ESE teachers, regular education teachers, student services personnel, principals, parents, and community agencies. Information received from the evaluation will help in making program and curriculum decisions. Similar evaluation efforts need to be extended to all ESE programs.

COMMENDATION

The district is commended for its efforts to improve programs and better meet the needs of Emotionally Handicapped students.

RECOMMENDATION

Recommendation 5-14:

Develop an evaluation plan for all ESE programs.

Collaboration between ESE and STAND should be strengthened to minimize their current adversarial relationship. The district should solicit STAND input in developing an ESE evaluation plan that will monitor programs and ensure that student needs are being met within the guidelines and parameters required by state and federal laws. Regular input from program staff, parents, and students is essential for a proactive program and allows stakeholder concerns to be heard and addressed.

IMPLEMENTATION STRATEGIES TIMELINE

- | | |
|--|---------------|
| 1. The Director of ESE should meet with STAND members to discuss processes involved in developing an evaluation plan that will monitor all ESE services and programs. | July 1997 |
| 2. The Director of ESE should develop an evaluation plan that will monitor all ESE services and programs. The plan should be consistent with the new standards being implemented by the Department of Education. | December 1997 |
| 3. The Director of ESE should implement the evaluation plan. | February 1998 |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

5.3.2 Gifted Programs

Gifted services are provided for those students who possess high academic skills, a superior level of intellectual functioning, and other identified behavioral and intellectual characteristics. Specific criteria are outlined in State Board Rule and Florida Statute.

Gifted education is designed to meet the characteristics of gifted students. Such characteristics include a need for more rapid pace of instruction, a greater focus on higher-order thinking skills, more sophisticated products/performances, more complex tasks, an emphasis on multiple perspectives, and an exposure to a broadened scope of information.

CURRENT SITUATION

The Hillsborough County School District's Gifted Program is housed under the General Director of Elementary Education. Exhibit 5-29 shows the number of students served in the district's Gifted Program for the past four years.

EXHIBIT 5-29
STUDENTS ENROLLED IN THE GIFTED PROGRAM 1992-1996

YEAR	NUMBER OF STUDENTS
1992-93	6,424
1993-94	8,730
1994-95	11,692
1995-96	11,086

Source: Hillsborough County School District records, 1997.

Gifted education in the Hillsborough County School District is provided at 105 elementary, 29 middle, and eight high schools. Administrators and faculty choose, design, and implement a school-based model of service using a number of delivery options:

- pull-out model
- consultative model
- in-class model
- site-designated model

Teachers of gifted students must earn state endorsement in gifted education which requires completion of five specific courses. Currently, Hillsborough County has 346 teachers involved with gifted programs of which 243 have earned state endorsement. Those without certification have signed an agreement to earn it within three years.

The Supervisor of Gifted Programs and the Gifted Steering Panel identify annual goals for the program and develop action plans to meet those goals. The goals for 1996-97 are:

- design and implement a program at each school site that will, throughout the day, meet the unique needs of the gifted students;
- based on analysis of formal and informal performance data of gifted students, develop a school plan to monitor and implement strategies to improve performance of gifted students; and
- develop a year-long timeline for quality, timely communication between gifted classroom teachers and parents, basic education teachers, fellow teachers of the gifted, and the district office.

FINDING

In 1992, the Hillsborough County School District designed and implemented its gifted plan to rectify the inequity issue concerning minority and disadvantaged students in gifted programs. The primary goal of the plan (Plan B) is to increase the representation of students from disadvantaged populations in gifted programs at all schools.

Exhibit 5-30 shows the 1992-1996 ethnic distribution for students enrolled in Hillsborough County's gifted program. Through teacher training, early identification procedures, and screening processes designed to recognize students from disadvantaged populations, the district has made great strides in this area.

**EXHIBIT 5-30
ETHNIC DISTRIBUTION OF STUDENTS ENROLLED
IN THE GIFTED PROGRAM BY PERCENTAGE 1992-1996**

Ethnicity	1992-93 Percent		1993-94 Percent		1994-95 Percent		1995-96 Percent	
	Gifted	District	Gifted	District	Gifted	District	Gifted	District
White	88	61	81	59	77	58	75	57
Black	4	22	7	23	9	23	9	24
Hispanic	5	15	8	16	10	17	11	17
Asian	3	2	4	2	4	2	4	2
American Indian	.02	.08	.03	.03	.06	.03	.07	.03

Source: Hillsborough County School District records, 1997.

COMMENDATION

The district is commended for efforts to equalize the number of students from disadvantaged populations in its gifted program.

FINDING

The summer school gifted program is currently a free program, but has strong potential to generate revenue or at least sustain itself by assessing a fee for courses. In 1995, the Budget Advisory Task Force recommended that the gifted program offer a fee-based summer camp as a way of reducing costs to the regular school year program. A 1995 needs assessment analysis involving 325 parents indicated that all would be willing to pay tuition for their children to attend a summer gifted program.

For 1996, the district followed the Task Force recommendation, eliminating the gifted summer programs as previously offered and assessing a \$250 fee for six-week summer camps promoted and run by individual schools. According to district estimates, 1,280 students paid for and attended these summer offerings. This number was down from 1995 enrollments when 3,225 students attended free. Since parents indicated they would be willing to pay for summer courses, it is possible that the drop in attendance was due to the rate being too costly or lack of coordination and marketing from the district level.

RECOMMENDATION

Recommendation 5-15:

Change the gifted summer program from a free to a fee-based program and hire a coordinator to market and administer the program.

IMPLEMENTATION STRATEGIES TIMELINE

1. The Supervisor of Gifted Programs should hire a coordinator to organize and market gifted summer programs. January 1998
2. The newly hired coordinator should conduct a needs assessment to determine fees and courses for summer April 1998

offerings.

3. The newly hired coordinator should run the summer program for gifted students.

June 1998

FISCAL IMPACT

Though initial costs would be involved in hiring personnel to promote and organize gifted summer programs, these expenses should be recovered quickly. The \$806,250* estimate is an estimate which accounts for only 3,225 students attending summer camp at a rate of \$250. It is expected that the newly hired coordinator's primary duty will be to market the program so that enrollment meets or exceeds the free program's attendance. The rate may also change depending upon responses from the program needs assessment. In addition, row three of the table below indicates dollars reserved for marketing costs (about \$1,000) and the remainder for scholarships for Plan B students and others unable to afford the fee.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Hire Gifted Coordinator for Summer Program	(\$22,416)	(\$44,832)	(\$44,832)	(\$44,832)	(\$44,832)
Run Fee-based Summer Gifted Program	\$403,125	\$806,250	\$806,250	\$806,250	\$806,250
Provide Marketing Expenses and Scholarships	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)	(\$25,000)
TOTAL	\$355,709	\$736,418	\$736,418	\$736,418	\$736,418

*During past summer sessions, Hillsborough County has designated a source of funding to cover summer school salaries associated with the gifted summer school program. MGT's recommendation is to provide a fee to bring in additional revenue to the district while continuing to use the past funding source to cover teacher salaries.

5.4 Special Programs

Students with special needs require ancillary services and specialized programs to help provide successful educational experiences. School districts receive supplemental funding from state or federal sources to help offset the additional cost of delivering special programs to students who need them. Ideally, such programs should efficiently manage their resources to produce positive educational outcomes. In the subsections that follow, special programs in the Hillsborough County School District are reviewed.

5.4.1 Title I - Regular and Migrant Programs

CURRENT SITUATION

Title I is the largest federally-funded program for the education of disadvantaged children. In 1991, Hillsborough County implemented a schoolwide model -- that is, schools with 60 percent of its student population receiving free or reduced priced lunch qualify for Title I funding. Using this model, schools receive funds to be used for specific needs of their total student population. Previously, Title I funds could only be used for those students identified as educationally deprived. The federal government and district office provide guidelines for spending, but school administrators and stakeholders determine how money can be used.

For 1996-97, the Title I allocation is \$18,949,166 to serve 36,254 students in 61 sites, of which eight were migrant schools: Cork, Durant, East Bay, Eisenhower, Plant City High, Summerfield, Tomlin, and Turkey Creek. To receive migrant funds, schools must report at least 100 migrant children over the course of the prior year. Migrant support comes in the form of \$254 per migrant student and helps provide supplemental educational and social services to migrant children and their families.

Exhibit 5-31 shows the Title I sites, percent of students on free or reduced lunch, and the level of funding received by each. Those schools marked with an asterisk are considered both Title I and migrant schools. These schools receive the \$254 per migrant student in addition to the regular Title I allocation.

Funds from Title I are used for improving educational programs, increasing parental involvement, and providing professional development. Exhibit 5-32 provides the programs and activities supported by federal dollars and the percentage of sites implementing such activities.

Exhibit 5-33 provides average Stanford Achievement Test scores for second and third graders in all Title I schools. The sample includes all students who have been tested in the same Title I school and who have a complete testing history on these subtests since 1994. (Note: Title I schools with a poverty level below 75 percent are funded at a significantly lower level and comparable treatments cannot be assumed across schools.) The aggregated data indicate only slight increase in student performance over the past three years.

**EXHIBIT 5-31
TITLE I SCHOOLS IN THE HILLSBOROUGH COUNTY SCHOOL DISTRICT**

SCHOOL	% FREE/REDUCED LUNCH	LEVEL OF FUNDING PER DISADVANTAGED STUDENT
Alexander	79%	\$980
Ballast Point	63%	\$196
Broward	76%	\$980
Bryan PC*	76%	\$980
Cahoon	81%	\$980
Carver	100%	\$980
Chiaramonte	65%	\$196
Clair Mel	85%	\$980
Cleveland	96%	\$980
Crestwood	71%	\$196
Cypress Creek*	84%	\$980
Desoto	96%	\$980
Dickenson	63%	\$196
Dover*	76%	\$980
Edison	92%	\$980
Egypt Lake	70%	\$196
Folsom	61%	\$196
Forest Hills	64%	\$196
Foster	78%	\$980
Gibsonton	78%	\$980
Graham	94%	\$980
Jackson	61%	\$196
Kenly	80%	\$980
Knights*	62%	\$196
Lanier	66%	\$196
Lee Magnet	62%	\$196
Mango	62%	\$196
McDonald	76%	\$980
Meacham	99%	\$980
Mendenhall	72%	\$196
Miles	71%	\$196
Mort	92%	\$980
Oak Park	95%	\$980
Palm River	79%	\$980
Robles	92%	\$980
Riverhills	62%	\$196
Robison*	65%	\$196
Ruskin*	81%	\$980
Seminole	67%	\$196
Shaw	91%	\$980
Springhead*	72%	\$196
Sulphur Springs	98%	\$980
Tampa Bay	77%	\$980
Thonotosassa	68%	\$196
Town and Country	80%	\$980
Trapnell	69%	\$196
Twin Lakes	61%	\$196
West Shore	80%	\$980
West Tampa	92%	\$980
Wilson	77%	\$980
Wimauma*	94%	\$980
Witter	84%	\$980
Woodbridge	61%	\$196

Source: Hillsborough County School District, Title I Records, 1997. * Both Title I and Migrant Schools.

**EXHIBIT 5-32
TITLE I PROGRAMS AND ACTIVITIES
1995-96**

Program/Activity	Percentage of Sites with Program/Activity
Extended School Year	24
Summer Programs	6
Specialized Literacy Programs	33
Expanded Student Services	55
Expanded Acquisition and/or Use of Technology	77
Reduced Class Size	82
Resource Teachers in Specialized Role(s)	46
Expanded Parental Involvement	88
Greater Focus on Students Experiencing Lack of Success	84
Before and After School Program	24
Enriched/Accelerated Curriculum	55
Counseling/Mentoring Programs	46
College and Career Awareness Programs	20
Transition from School to Work Programs	4
Teacher/Staff Training	95
Student Discipline/Responsibility Initiatives	62
Family Literacy	68

Source: Hillsborough County, Title I Records, 1997.

**EXHIBIT 5-33
STANFORD ACHIEVEMENT TEST SCORES
FOR TITLE I SCHOOLS
1994-1996**

Year	Reading	Mathematics
1994	43.2	48.7
1995	42.8	49.8
1996	44.8	50.1

Source: Hillsborough County, Department of Assessment, Accountability, and Evaluation, 1997.

FINDING

The General Director of Program Planning is in charge of administering the district's Title I programs and other federally-funded programs. The duties associated with this position include developing and evaluating these programs in conjunction with district needs. Identifying district needs must be accomplished by working closely with the major divisions of the school system, in particular Instructional Services. Currently, the General Director of Program Planning is housed in the Division of Supportive Services.

Based on a review of written documentation, job descriptions and on-site interviews, the position of administrator in Title I does not warrant a classification as a General Director.

RECOMMENDATION

Recommendation 5-16:

Reclassify the General Director position to a Director of Title I and move the Title I unit from the Division of Supportive Services to the Division of Instructional Services.

Under the organizational structure proposed in this report, Title I should be moved from the Division of Supportive Services to the Division of Instructional Services and housed in the Pre-K and Elementary Education Department. This move will allow for enhanced collaboration and cooperation among programs.

Reclassification of the General Director position to that of Director will help maintain consistency within the district organization. Other offices such as ESE oversee many programs including those that are federally funded, yet they are managed by a Director as opposed to a General Director.

IMPLEMENTATION STRATEGIES TIMELINE

- | | |
|---|--------------|
| 1. The Superintendent should propose to the Board that the position of General Director of Program Planning be reclassified as the Director of Title I. | January 1998 |
| 2. The General Director position should be reclassified as a Director. | July 1998 |

FISCAL IMPACT

Changing the position of General Director of Program Planning to Title I Director will save the district approximately \$25,872 annually based on the current mid-range director salary of \$66,290 plus benefits of \$19,887. Since these funds are approved federal resources, the funds should be redistributed to the schools for other approved programs under Title I.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Change Title I General Director to Director	-----	\$25,872	\$25,872	\$25,872	\$25,872

FINDING

Federal regulations require that districts spend one percent of their Title I allocations on parent involvement. As part of this mandate, every school, must develop and implement a Parent Involvement Action Plan. Such regulations ensure that a parent participation structure is in place at all schools. Exhibit 5-34 shows the strategies used by Title I schools to improve linkages among the home, school, and community. Hillsborough County's schools have done much to encourage parent participation; however, school climate surveys consistently indicate that home/school relations are less than adequate.

**EXHIBIT 5-34
PARENT INVOLVEMENT ACTIVITIES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

Activity	Percent of Schools
Saturday School	0
Adult Basic Education/GED	24
Literature to Go Workshops	40
Parenting Skills Classes	64
Homework Assistance	37
Computer Skills	48
Adult Literacy	20
Neighborhood Safety & Drug Awareness	15
Parent Resource Rooms	62
Parental Involvement in Plan Development	88

Source: Title I School Improvement Plans Addendum, 1997.

As a function of School Improvement legislation, needs assessments are conducted in all schools. Title I contributes to this initiative by surveying staff and parents to gain feedback on various school related issues. Specifically, staff and parents are surveyed on their perception of the school's condition related to effective school correlates. Parent response rates have been too low to conduct a meaningful analysis, but staff responses consistently identify home/school relations as an area of greatest concern. Administrators believe that, while parent involvement is a difficult area, it has improved in recent years. However, no formal procedure is in place to document whether parent involvement has increased or decreased.

RECOMMENDATION

Recommendation 5-17:

Collect and analyze parent sign-in sheets and other documents to assess and track parental involvement.

Parent focus group meetings at Title I schools should be conducted to identify and better meet parent needs. A formal accountability system is necessary to determine whether or not outreach efforts are effective. Such a system, combined with regular input from parents, should help schools improve home/school relations.

IMPLEMENTATION STRATEGIES TIMELINE

- | | |
|---|-----------|
| 1. The Supervisor of Parental Involvement should implement a formal accountability program to track parent involvement. | July 1997 |
| 2. The Supervisor of Parental Involvement should conduct parent focus group meetings. | Ongoing |
| 3. The Supervisor of Parental Involvement should implement recommendations requested during focus group meetings. | Ongoing |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

5.4.2 Non-Traditional Programs

CURRENT SITUATION

The Comprehensive Planning Unit is responsible for functions related to summer school, English Speakers of Other Languages (ESOL), and Alternative Education. Summer school includes activities outside of the regular school year. Offerings include such programs as:

- Study Abroad
- Military Camps
- Migrant Camp
- Tampa Arts
- Dual Enrollment with Hillsborough Community College
- Florida Scholars
- University of South Florida Engineering, Mathematics, and Biomedical Programs

ESOL services are provided to about 9,800 pre-kindergarten and elementary school children, about 2,800 middle school students, and almost 2,000 senior high students. Of those students, the majority receive services in a mainstream model where they attend traditional classes modified to meet their needs. The primary goal of all programming is to develop each child's English language proficiency and academic potential.

Exhibit 5-35 shows the average length of stay for Hillsborough's ESOL students and comparison districts. As can be seen, average length of stay in ESOL is about two to three years. The state will fund up to six years of ESOL programming for students.

Exhibit 5-36 indicates the reclassification rate (the placement of former students back into the ESOL program) for the Hillsborough County School District and comparable districts. The Hillsborough County School District has a higher reclassification rate than other districts and the state.

**EXHIBIT 5-35
AVERAGE LENGTH OF STAY IN ESOL PROGRAM
1994 AND 1995**

School District	Average Years in Program 1994	Average Years in Program 1995
Hillsborough	2.41	2.73
Broward	2.13	2.51
Duval	1.93	1.95
Orange	1.77	1.91
Palm Beach	1.84	2.69
Pinellas	2.73	3.23
State	2.44	2.48

Source: 1994-95 Annual Status Report on the Consent Decree, 1997.

**EXHIBIT 5-36
ESOL RECLASSIFICATION RATE
1995**

School District	Reclassification Rate
Hillsborough	3.35%
Broward	1.28%
Duval	1.47%
Orange	.68%
Palm Beach	.63%
Pinellas	1.62%
State	1.83%

Source: 1994-95 Annual Status Report on the Consent Decree, 1997.

While Hillsborough County's reclassification rate is higher than comparable districts, student performance indicators of former ESOL students are favorable. Exhibit 5-37 shows performance indicators for the Hillsborough County School District and comparable districts.

**EXHIBIT 5-37
PERFORMANCE INDICATORS FOR FORMER ESOL STUDENTS**

School District	Average High School GPA	Graduation Rate	Dropout Rate	Retention Rate
Hillsborough	2.5	87%	2%	2%
Broward	2.3	84%	1%	1%
Duval	2.4	74%	3%	3%
Orange	2.2	86%	3%	4%
Palm Beach	2.3	87%	3%	3%
Pinellas	2.4	89%	4%	4%
State	2.3	82%	5%	4%

Source: 1994-95 Annual Status Report on the Consent Decree, 1997.

In addition to ESOL, Alternative Education Programs are housed under the Comprehensive Planning Unit. The Hillsborough County School District provides

several programming options for at-risk students. Exhibit 5-38 lists those options and provides a brief description of each.

**EXHIBIT 5-38
ALTERNATIVE EDUCATION PROGRAMS IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

Program	Description	Approximate # of Students Served	Sites
Personalized Education Program (PEP)	A full day program with 1 to 20 teacher/student ratio. Provides individualized instruction to at-risk students in grades 4 th - 6 th .	3,000	95 elementary schools
Intensive Learning Alternative Program (ILAP)	Back to basics model offered in grades 6 th - 8 th . Maximum of 20 students per class. Heavy emphasis on social and behavior skills.	1,450	25 middle schools
Connect-A-Kid (CAK)	Similar program to ILAP with the addition of an adult mentor.	90	Piloted at 3 middle schools
Senior Academy	Back to basics model offered in 9 th grade for students experiencing difficulty with the transition to high school. Maximum of 20 students per class.	500	13 high schools
Compensatory Education Program	Designed to diagnose and remedy basic skill deficiencies in students grades 7-12. Maximum of 20 students per class.	4,000	37 middle and high schools
Graduation Enhancement Program	A counselor and specialist team at each high school provides academic support and counseling to students for one period a day.	1,300	12 high schools
Impact Program	One-year competency-based, mastery learning instructional program leading to a high school diploma.		5 high schools
Teen Parent Program	Program for pregnant teenagers, teenage parents and their children.	500	2 alternative education centers and 2 high schools
Alternative Schools	These centers provide educational services to students in grades 4 through 10 that are unable to function successfully in a regular school setting.	800	8 alternative centers

Source: Dropout Prevention Plan, 1997.

In addition to these programs, the Hillsborough County School District provides educational services in coordination with several local and state agencies. These include:

- The Hillsborough Halfway House
- ACTS Delinquency Group Treatment Home
- ACTS Dependency Group Treatment Home
- Haven W. Poe Runaway and Crisis Center
- The Emergency Shelter Care Program
- Hillsborough Regional Juvenile Detention Center
- The Intensive Day Treatment Program
- The Serious Habitual Offender Program
- Hillsborough County Sheriff's Office Juvenile Correctional Center
- The Transition School
- The Spring of Tampa Bay, Inc.
- Tampa Marine Institute

Exhibit 5-39 shows the dropout rate for Hillsborough County and comparable districts. Data indicate that the Hillsborough County School District consistently has a lower dropout rate than other districts and the state.

**EXHIBIT 5-39
DROPOUT RATE IN COMPARISON DISTRICTS
1992-1996**

District	1992	1993	1994	1995	1996
Hillsborough	2.74	2.87	2.94	3.58	3.36
Broward	3.64	2.91	7.27	3.43	3.83
Duval	9.58	5.51	5.14	6.45	8.05
Orange	4.86	4.44	4.34	4.42	3.70
Palm Beach	4.15	5.22	6.07	5.78	4.24
State	4.56	4.86	5.63	5.24	5.02

Source: Florida Department of Education, 1997.

COMMENDATION

The Hillsborough County School District is commended for its extremely low dropout rate when compared to the state and peer district average.

FINDING

The position of Supervisor of Alternative Education is vacant, and functions related to this position are being carried out temporarily by the Director of Comprehensive Planning. Plans have been made to eliminate the Supervisor position and create a Director of Magnet Schools and Alternative Education position. The Director of Comprehensive Planning would then be in charge primarily of ESOL and Summer School programs. (Note: In Chapter 4, we recommended that the position for Director of Comprehensive Planning be eliminated.)

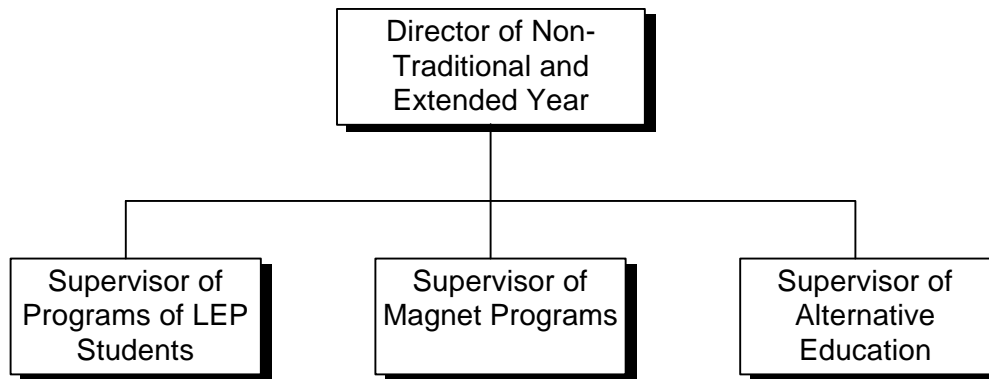
RECOMMENDATION

Recommendation 5-18:

Combine Magnet Schools, Alternative Education, ESOL, and Summer School programs under a new unit called Non-traditional and Extended Year Programs.

Under the organizational structure proposed in this report, the Comprehensive Planning Unit would be eliminated and a new unit called Non-traditional and Extended Year Programs would be created. The Non-traditional and Extended Year Programs Unit should include Magnet Schools, Alternative Education, ESOL, and Summer School programs. Merging these areas under one director will enhance collaboration between programs and provide a centralized focus for non-traditional program options available to students in the Hillsborough County School District (Exhibit 5-40).

**EXHIBIT 5-40
PROPOSED ORGANIZATION OF THE OFFICE OF NON-TRADITIONAL AND
EXTENDED YEAR PROGRAMS
1998-99**



Source: Created by MGT, 1997.

To implement this organization the following actions should occur:

- combine the Magnet Programs and Comprehensive Planning Directors into one position called Director of Non-Traditional and Extended Year Programs;
- maintain the Supervisor of Magnet Programs;
- maintain the Supervisor of LEP;
- move the Supervisor of Compensatory Education from Secondary Education into Non-traditional and Extended Year Programs and

change title and function to Supervisor of Alternative Education Programs; and

- move summer school programs under the Director of Non-traditional and Extended Year Programs.

IMPLEMENTATION STRATEGIES TIMELINE

1. The Assistant Superintendent of Instruction and Curriculum should plan the merger of all Magnet Programs, Alternative Education Programs, ESOL, and Summer School Programs under one unit called Non-Traditional and Extended Year Programs. January-June 1998
2. The Superintendent should designate one person as Director of Non-Traditional and Extended Year Programs. July 1998
3. The Director of Non-Traditional and Extended Year Programs should commence with ongoing activities required to administer all Magnet, Alternative Ed, ESOL, and Summer School Programs. July 1998

FISCAL IMPACT

The Director of Comprehensive Planning was previously recommended for elimination in Chapter 4.

FINDING

ESOL programs maintain data on individual students to keep track of their status and progress. State evaluations provide information on student outcomes such as retention and graduation rates. However, no formal evaluations or needs assessments are done to determine program strengths and weaknesses. Input from LEP committees, parents, and other involved individuals is essential for continuing expansion and improvement of programs.

RECOMMENDATION

Recommendation 5-19:

Coordinate with the Department of Assessment, Accountability, and Evaluation and implement a needs assessment of ESOL programs.

Continual monitoring of program processes and outcomes should enable adequate program improvements to be implemented.

IMPLEMENTATION STRATEGIES TIMELINE

1. The Supervisor of LEP should coordinate with the Department of Assessment, Accountability, and Evaluation to implement a needs assessment of ESOL July 1997

programs.

2. The Supervisor of LEP should analyze needs assessment findings and make necessary program changes. Ongoing

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

5.5 Technical, Career and Adult Education

The necessity for providing an educational system that supports preparation of students for work and further education is well documented. The unemployment rate for youth is considerable and educational systems must provide career opportunities for all students --- both college and non-college bound.

CURRENT SITUATION

The district has implemented a comprehensive technical, career and adult education program. Schools have established educational academies that address a variety of careers. Programs are continually monitored to ensure they are relevant to the available job market. District coordination activities among business, industry and the Department of Labor occur on a regular and systematic basis.

The Division of Technical, Career, and Adult Education consists of the following staff:

- Assistant Superintendent
- Director of Adult Technical Centers
- Director of Adult and Community Education
- Supervisor of Adult Basic Education
- Supervisor of Community Education
- Supervisor of Adult Secondary Education
- Coordinator of Adult Science
- Coordinator of Adult Social Studies
- Coordinator of Adult Migrant and Seasonal Farmworker Education
- Three Program Specialists
- Resource Teacher
- 12-Month Teacher
- Teacher on Special Assignment, Adult Language Arts

- Supervisor of Divisional Program Services
- Two Occupational Specialists
- Teacher on Special Assignment Statistical Services
- Director of Technical and Career Education
- Supervisor of Workforce Development
- Supervisor of Agribusiness and Natural Resources Education
- Supervisor of Business Technology Education
- Supervisor of Diversified and Marketing Education
- Supervisor of Health Science Education
- Supervisor of Family and Consumer Science Education
- Supervisor of Technology and Industrial Education
- Coordinator of Grants and Projects
- Coordinator of Business Technology Education
- Coordinator of Health, Public Service, & Cosmetology Education
- 11 Teachers on Special Assignment
- Occupational Specialist

Six of the Teachers on Special Assignment positions are paid for through special revenue funds. In addition, one resource teacher, one coordinator, three specialists, one supervisor, and six support personnel positions are also funded through special revenue/grant programs.

The 1997-98 management structure for the Division of Technical, Career, and Adult Education is displayed in Exhibit 5-41. Individual departments within the division are displayed later in this section.

FINDING

The district has an extremely high number of students receiving Vocational Goal Seal awards. The numbers of students has increased every year and made significant gains during the last three years. The funding of the Tech Prep initiative by the state is credited with influencing this growth.

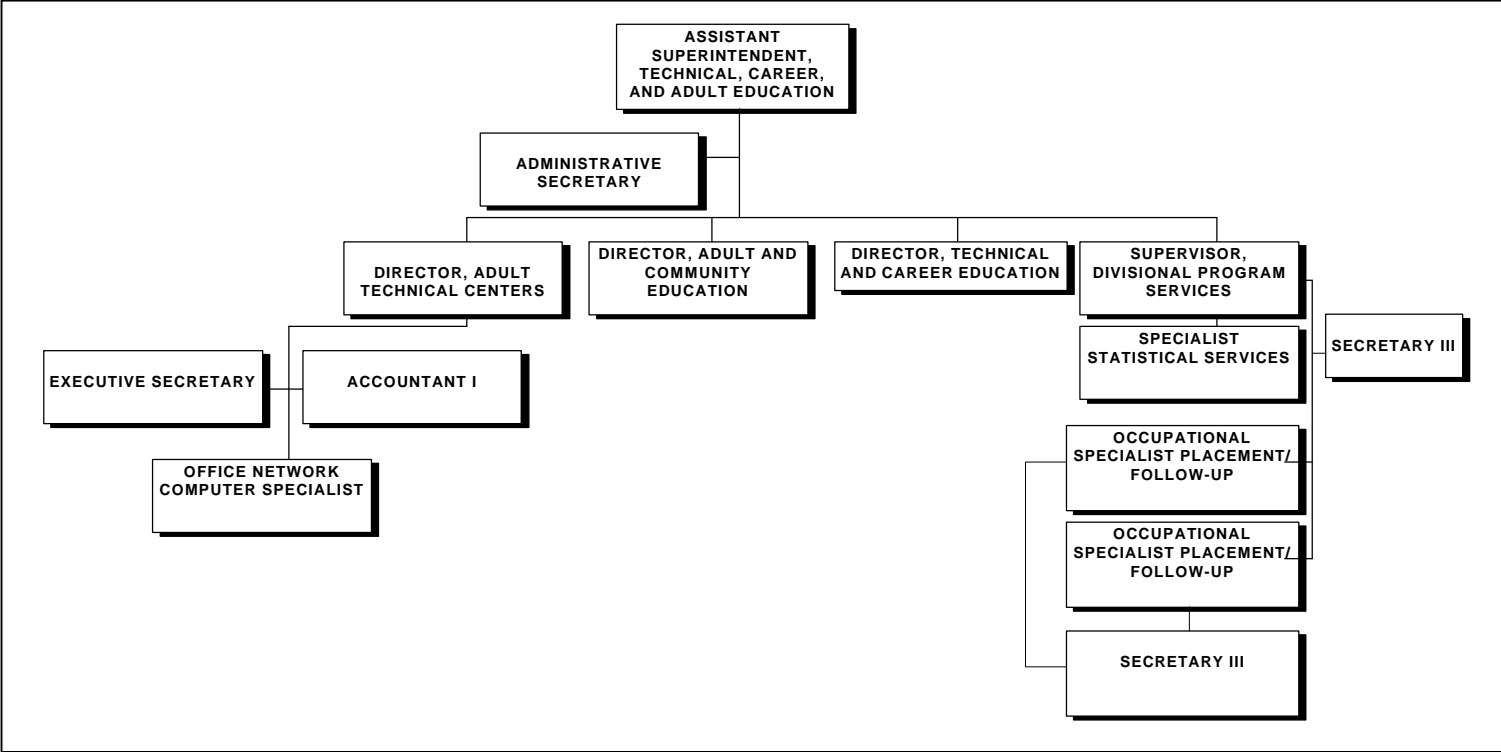
The Florida Vocational Gold Seal Endorsement/Scholarship Program recognizes outstanding high school graduates in vocational and technical programs. Hillsborough County had 686 students who received the endorsement during the 1995-96 school year, which is a 43 percent increase over 1994-95. This is the fifth year the Hillsborough County School District led the state in number of student endorsements obtained.

Exhibit 5-42 displays Hillsborough County School District five-year trends in Gold Seal Awards.

COMMENDATION

The district is commended for its high percentage of Gold Seal recipients.

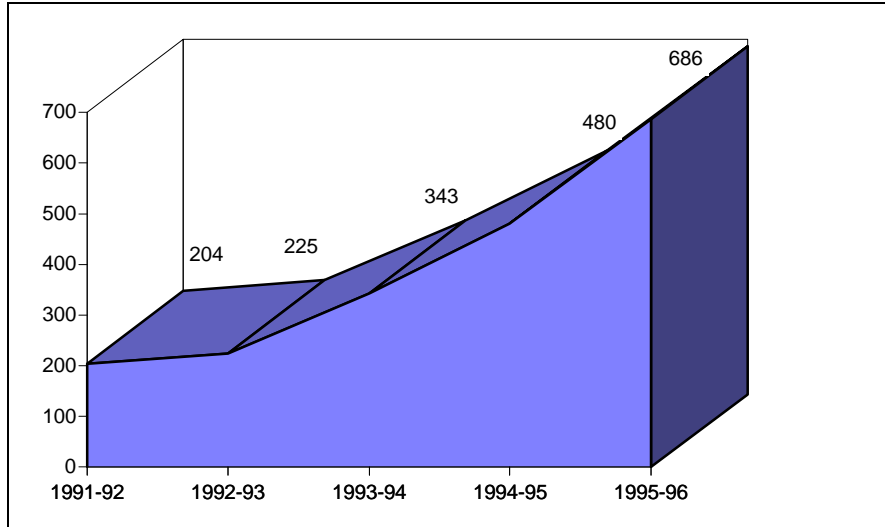
**EXHIBIT 5-41
DIVISION OF TECHNICAL, CAREER AND ADULT EDUCATION* 1997-98**



Source: Hillsborough County School District, 1997.

*Under Superintendent's Reorganization Plan.

**EXHIBIT 5-42
FIVE-YEAR TREND IN GOLD SEAL RECIPIENTS IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**



Source: Technical, Career and Adult Education Annual Report 1996.

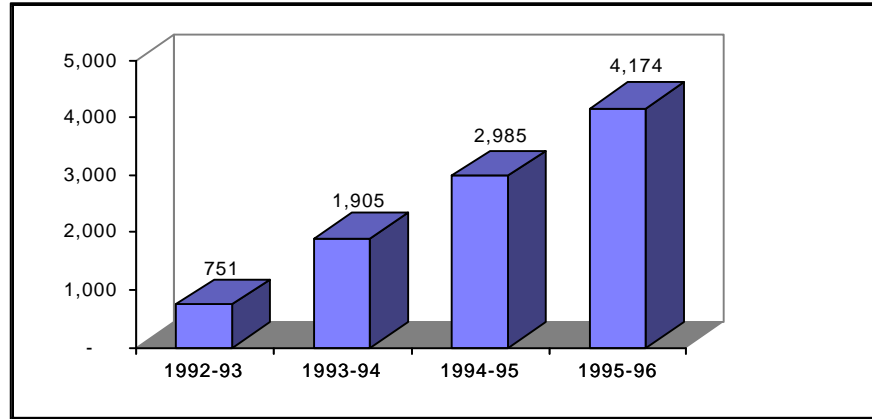
FINDING

On-site interviews indicated that the Tech Prep Program provides a significant role in the development of programs in technical and career education. Focus has been placed on careers at all entry levels so that students attending programs such as the Tampa Bay Technical High School Academy of Health Professions will be prepared to continue education and become physicians, nurses, and dentists or dental assistants or will be provided entry-level skills to meet the expanding job market without additional schooling. Currently, over 5000 students have selected a Tech Prep program as a course of study. Counselors from kindergarten through postsecondary education have participated in Tech Prep workshops, including tours to businesses and industries in the Tampa Bay area. A pilot project addressing career awareness and work ethic skills is being tested at three elementary schools.

The Tech Prep Program in the Hillsborough County School District continues to receive national attention. Publications regarding best practices have been included in the national newsletters, "Educating for Employment" and "Tech Prep Advocate." The Tampa Bay Regional Consortium has been selected as one of five national sites for a Tech Prep research project being funded by the U.S. Department of Education. Exhibit 5-43 indicates the trend over the last four years.

Schools are encouraged and supported in taking risks, seeking grants, and establishing innovative programs. Programs include significant business and community sponsorship. The International School Partnership includes a long-term formalized relationship between Plant City High School and a school in another country. The goal of the project is to improve education of the students, teachers, and citizens in the community. Another unique program is the Non-Traditional Mentoring for Middle School Girls which focuses on encouraging female students to consider jobs and educational programs thought traditionally for men.

**EXHIBIT 5-43
FOUR-YEAR TREND IN NUMBER OF
TECH PREP STUDENTS IN GRADES 9-12**



Source: Technical, Career, and Adult Education Annual Report, 1996.

COMMENDATION

The Technical and Career Education Program is commended for supporting innovative partnerships such as the School-to-Work International Partnership Program at Plant City High School and the districtwide Mentoring for Middle School Girls' Project.

FINDING

The Hillsborough County School District has in place a tracking system for school dropouts. The tracking system is comprehensive and the data are presented to the Board annually. The report is called *Follow-up Report of School Leavers*.

The data are used in program management decision making and in improving program services.

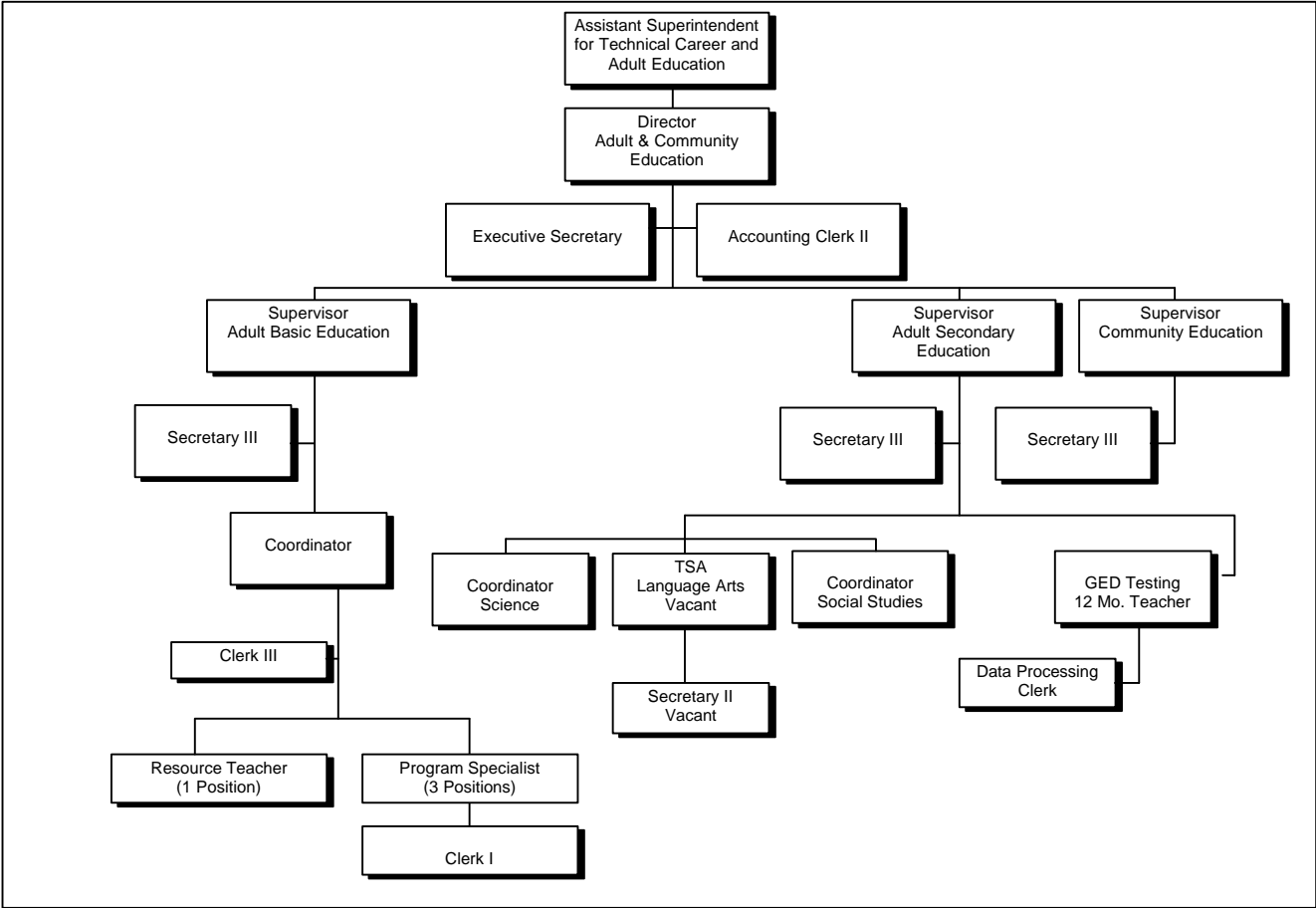
COMMENDATION

The Hillsborough County School District is commended for its comprehensive tracking system for school dropouts.

FINDING

The Superintendent's 1997-98 reorganization plan provides for a Director of Adult and Community Education, three Supervisors, two Subject Area Coordinators (Science and Social Studies) and one Adult Basic Education Coordinator. The Unit reports to the Assistant Superintendent for Technical, Career and Adult Education (See Exhibit 5-44).

EXHIBIT 5-44
DIVISION OF TECHNICAL, CAREER AND ADULT EDUCATION*
DEPARTMENT OF ADULT AND COMMUNITY EDUCATION 1997-98



Source: Hillsborough County School District, 1997.
 *Under Superintendent's Reorganization Plan

The three supervisors in the Department of Adult and Community Education have similar position requirements and responsibilities and some of the same functions within the job descriptions provided by the district. Examples include:

- community liaison;
- evaluation and/or data collection;
- staff development and inservice training;
- coordination of activities; and
- maintain records.

Each position also has several unique features. Further these supervisors have coordinators/resource teachers responsible for the direct operation of specified programs.

RECOMMENDATIONS

Recommendation 5-20:

Combine the Supervisor of Community Education with the Supervisor of Adult Secondary Education and rename the position Supervisor of Adult Community and Secondary Education (Exhibit 5-45).

The Director of Adult and Community Education should review all of the Units functions and assign appropriate tasks from the eliminated positions to the two remaining supervisors. One secretarial position should be eliminated. (**Note:** An alternative option would be to combine the Adult Basic and Adult Secondary Programs)

Recommendation 5-21:

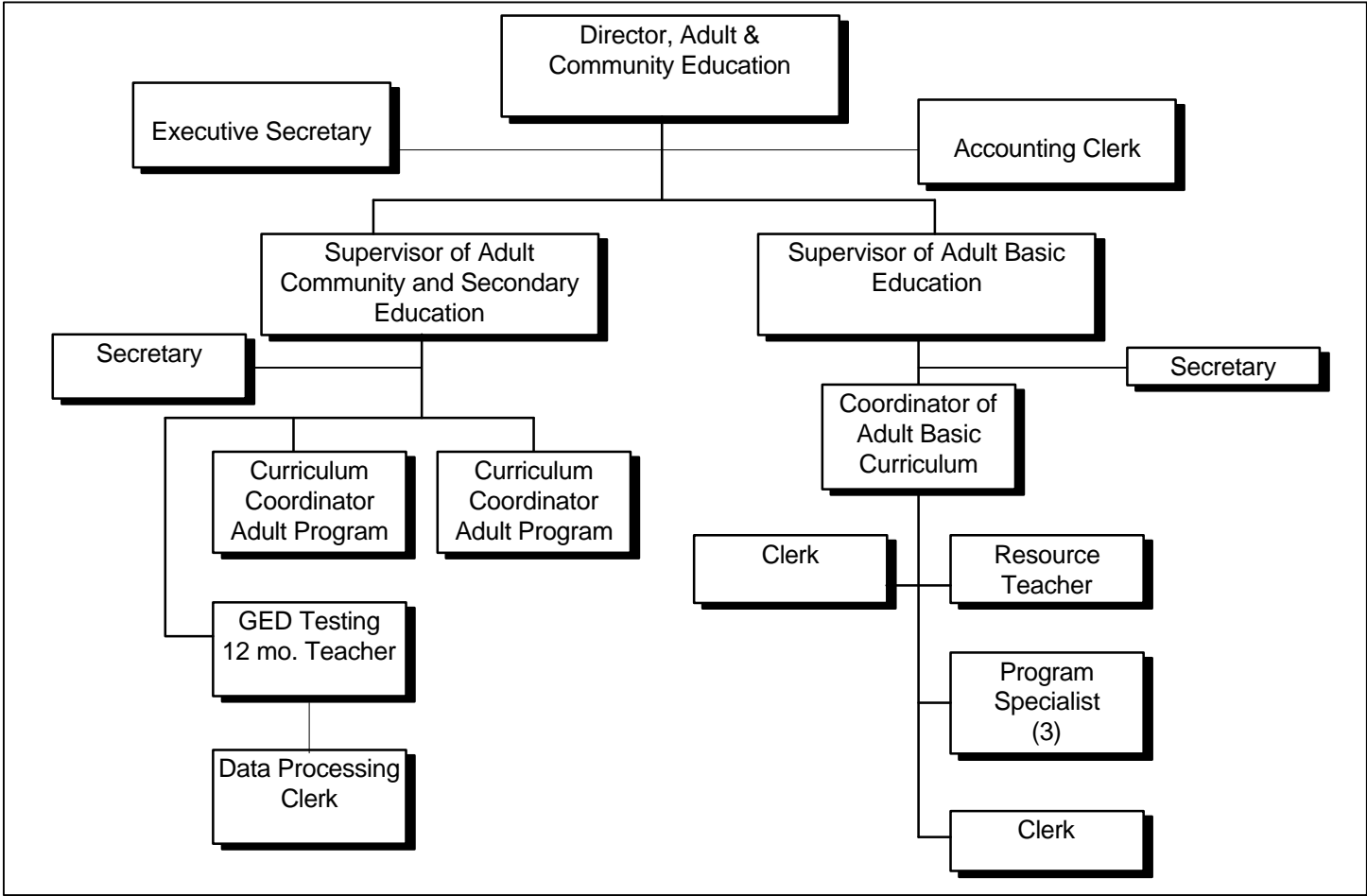
Restructure the Coordinator of Science and Social Studies positions to provide general services including Language Arts, Mathematics, Science and other curriculum assistance as needed.

The restructuring process should include developing new job titles and job descriptions. Support should be available in all subject areas.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Technical, Career and Adult Education should develop a plan to combine the Supervisor of Adult Basic Education and the position of Adult Secondary Education. January 1998
2. The plan should be submitted to the Board for approval. January 1998

**EXHIBIT 5-45
PROPOSED DEPARTMENT OF ADULT AND COMMUNITY EDUCATION IN THE
DIVISION OF TECHNICAL, CAREER, AND ADULT EDUCATION 1998-99**



Source: Created by MGT of America, 1997.

- | | |
|---|-----------|
| 3. The Director of Adult and Community Education should assign functions from the eliminated position to the two remaining supervisors. | July 1998 |
| 4. The Director of Adult and Community Education should redesign the positions of Coordinator of Science and Coordinator of Social Studies positions into positions providing general assistance. | July 1998 |

FISCAL IMPACT

The figures used to estimate the fiscal impact were based on actual salary information for 1996-97 from the Hillsborough County School District and contains a 32 percent benefits package and rounded to the nearest thousand.

Recommendation	1997-98	1998-99	1999-2000	2000-2001	2001-2002
Eliminate One Supervisor Position	----	\$92,000	\$92,000	\$92,000	\$92,000
Eliminate One Secretarial Position	----	\$40,150	\$40,150	\$40,150	\$40,150
TOTAL	----	\$132,150	\$132,150	\$132,150	\$132,150

FINDING

The Department of Technical and Career Education has 12 administrator, 13 secretarial, two clerical, and ten technical support staff positions as displayed in Exhibit 5-46.

Supervisors are assigned to the following areas:

- Argi-businesses and Natural Resources
- Business Technology
- Diversified and Marketing
- Workforce Development
- Health, Public Service and Cosmetology
- Family Consumer Sciences
- Technology and Industrial
- Career Development

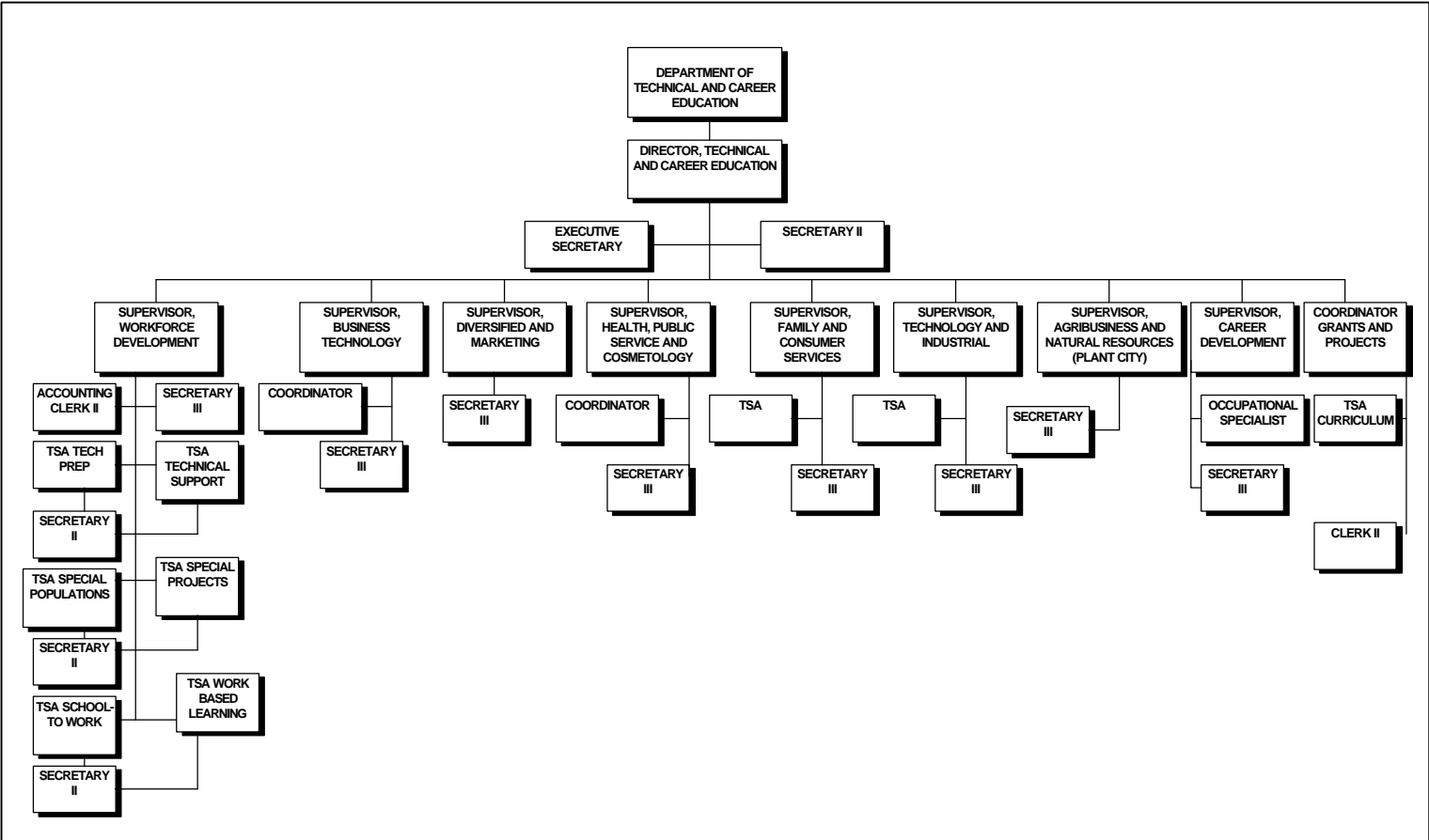
Each program area and each special revenue project has one secretary. The number of secretaries in this unit appears to exceed most other departments/divisions.

RECOMMENDATION

Recommendation 5-22:

Eliminate three secretarial or clerk positions.

**EXHIBIT 5-46
DEPARTMENT OF TECHNICAL AND CAREER EDUCATION IN THE
DIVISION OF TECHNICAL, CAREER AND ADULT EDUCATION* 1997-98**



Source: Hillsborough County School District
 *Under Superintendent's proposed reorganization (January 28, 1997 organizational chart.)

Supervisors should be able to share secretarial services. Establish a ratio of one secretary to two supervisors or coordinators.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Technical and Career Education should develop an allocation formula of one secretary for each two professional staff positions. July 1998
2. The Director of Technical and Career Education should eliminate three secretarial positions in this department. July 1998

FISCAL IMPACT

This fiscal impact is based on the average secretarial salary with benefits.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate Three Secretarial Positions	none	\$105,000	\$105,000	\$105,000	\$105,000

5.6 Student Support Services

Students and families often need assistance to enable learning to occur. Learning can be impaired by either mental or physical health needs. In addition, social support in the form of family assistance is often required.

CURRENT SITUATION

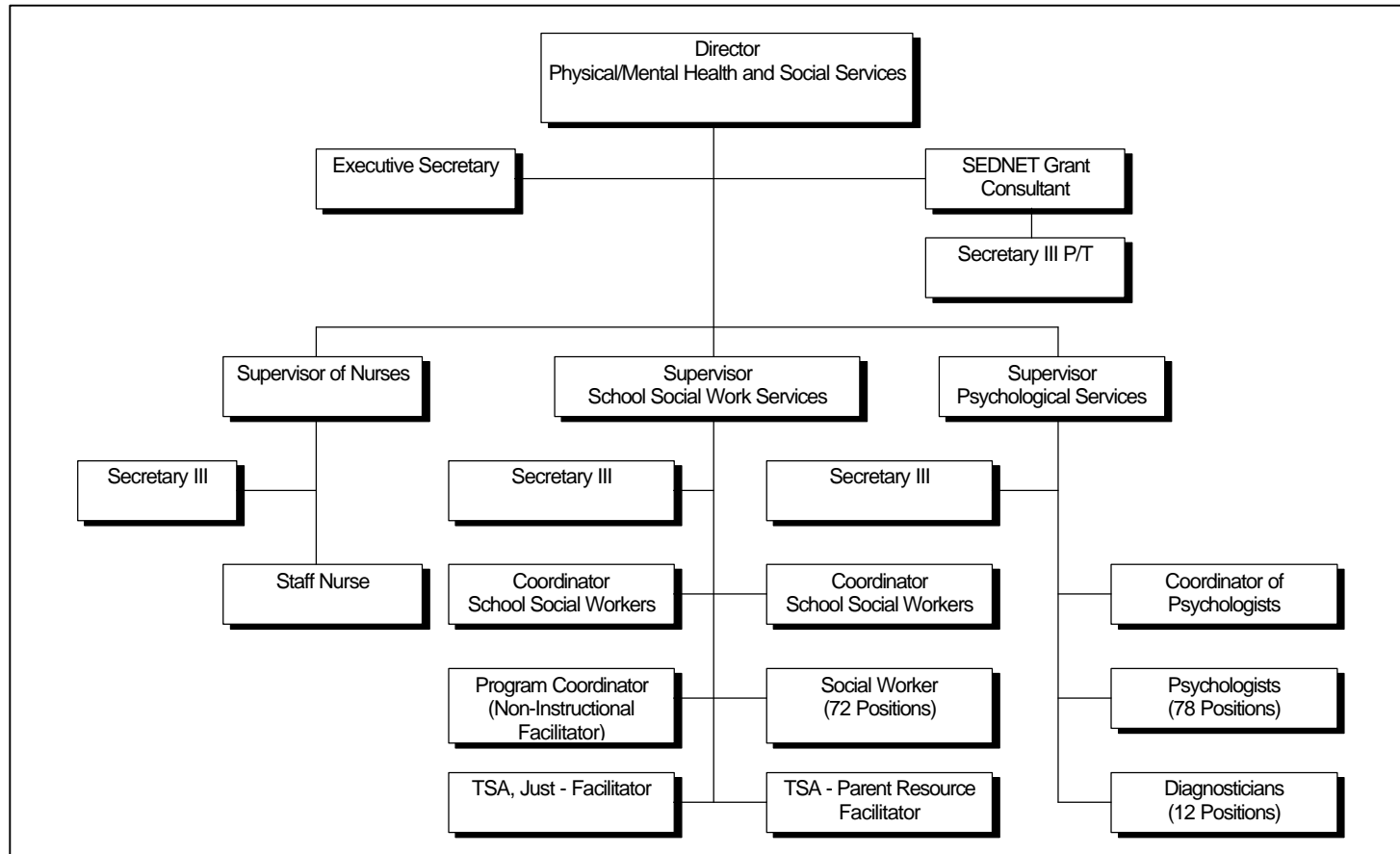
The Hillsborough County School District provides a variety of services to students in addition to the instructional program. These services include mental and physical health, psychological testing and services, the assistance of an interpreter when the native language is other than English, guidance and counseling, and the services of social workers.

The district operates a full service school at the Blake/Just site. This program coordinates many social and educational services at one location in the community where the need exists.

The 1997-98 Department of Physical, Mental Health and Social Services organizational structure is displayed in Exhibit 5-47, and contains the following positions:

- Director, Physical/Mental Health and Social Services
- Supervisor, Psychological Services
- Coordinator, Psychological Services
- School Psychologist (78)
- Educational Diagnostician (12)
- Educational Interpreter

EXHIBIT 5-47
DEPARTMENT OF PHYSICAL/MENTAL HEALTH AND SOCIAL SERVICES* 1997-98



Source: Hillsborough County School District, 1997.
 *Under Superintendent's Reorganization Plan.

- Supervisor, Health Services
- Registered Nurse (41)
- Health Assistant
- Health Aide
- Supervisor, Social Work Services
- Coordinator (1), Social Work Services
- Coordinator (2) School work Services
- School Social Workers (74)
- Full Service School Program Facilitator
- Full Service School Program Coordinator
- Parent Education Facilitator

The Student Support Services Unit is called the Department of Physical, Mental Health and Social Services. The director has four supervisors: one for nurses, one for school social workers, one for school psychologists and one supervisor of primary diagnostic services.

FINDING

Guidance services provided by the school district are varied and involve all students at every grade level. Exhibit 5-48 displays the Superintendent's proposed structure. The structure displays Guidance Services under the Director of Special Instructional Services, but scheduled to report to the Director of Elementary Education.

Housing Guidance Services in the Special Instructional Services Unit but reporting elsewhere is not conducive to an efficient operation (see Exhibit 5-48). Further, placing Guidance Services as reporting to the Department of Elementary Education makes it appear as if Guidance Services is only an elementary education program.

RECOMMENDATION

Recommendation 5-23:

Place the Guidance Unit in the Department of Physical/Mental Health and Social Services.

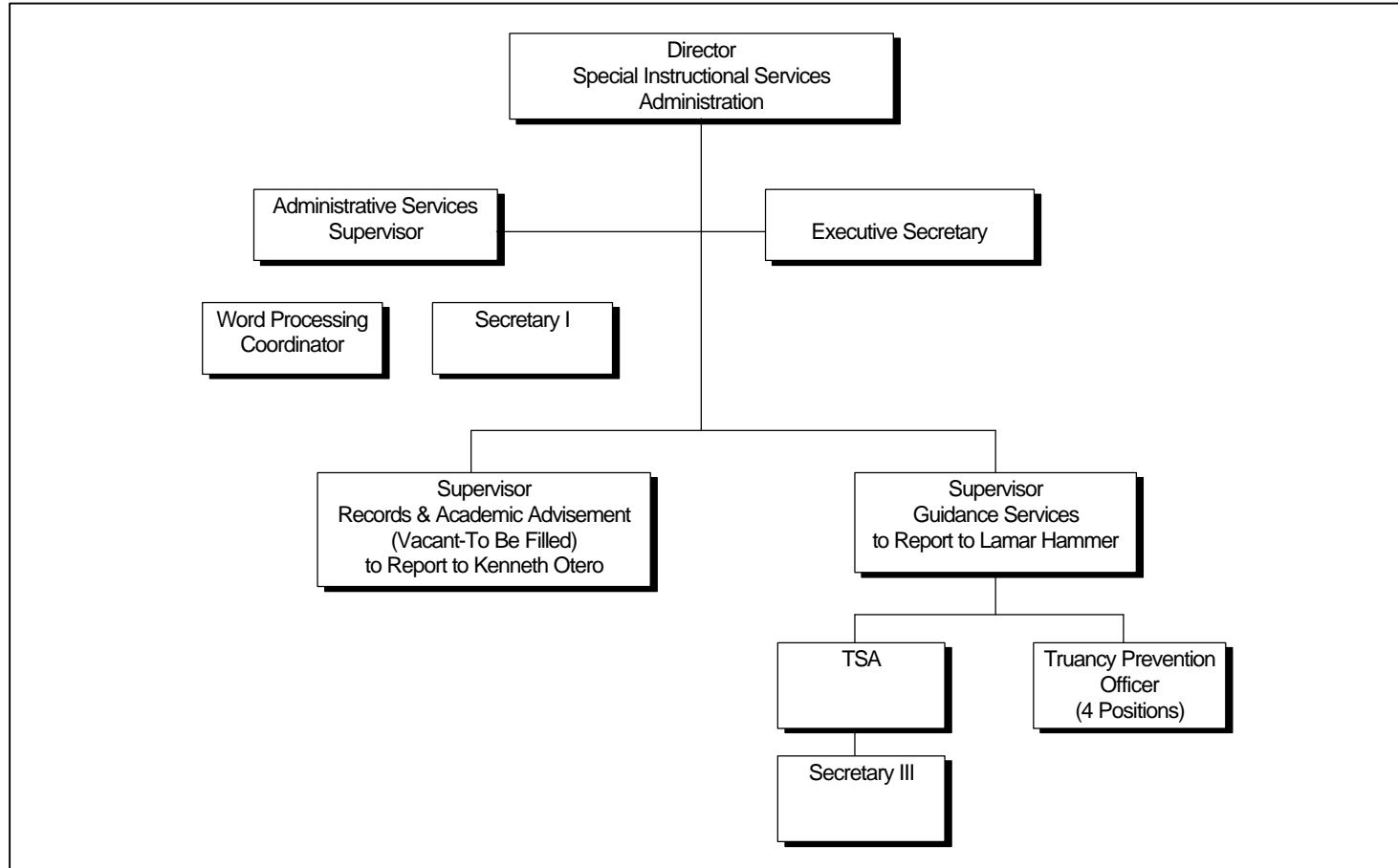
The Guidance Services Unit should report to the director of the unit in which it is housed. Strategies for maintaining both the guidance role (teaching) and the counseling role (assisting students) should be preserved.

Exhibit 5-49 displays the proposed addition of guidance services in the Department of Physical/Mental Health and Social Services.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Supervisor of Guidance and Counseling should develop a plan to ensure both roles guidance (teaching) and counseling (assisting) are maintained. Fall 1997

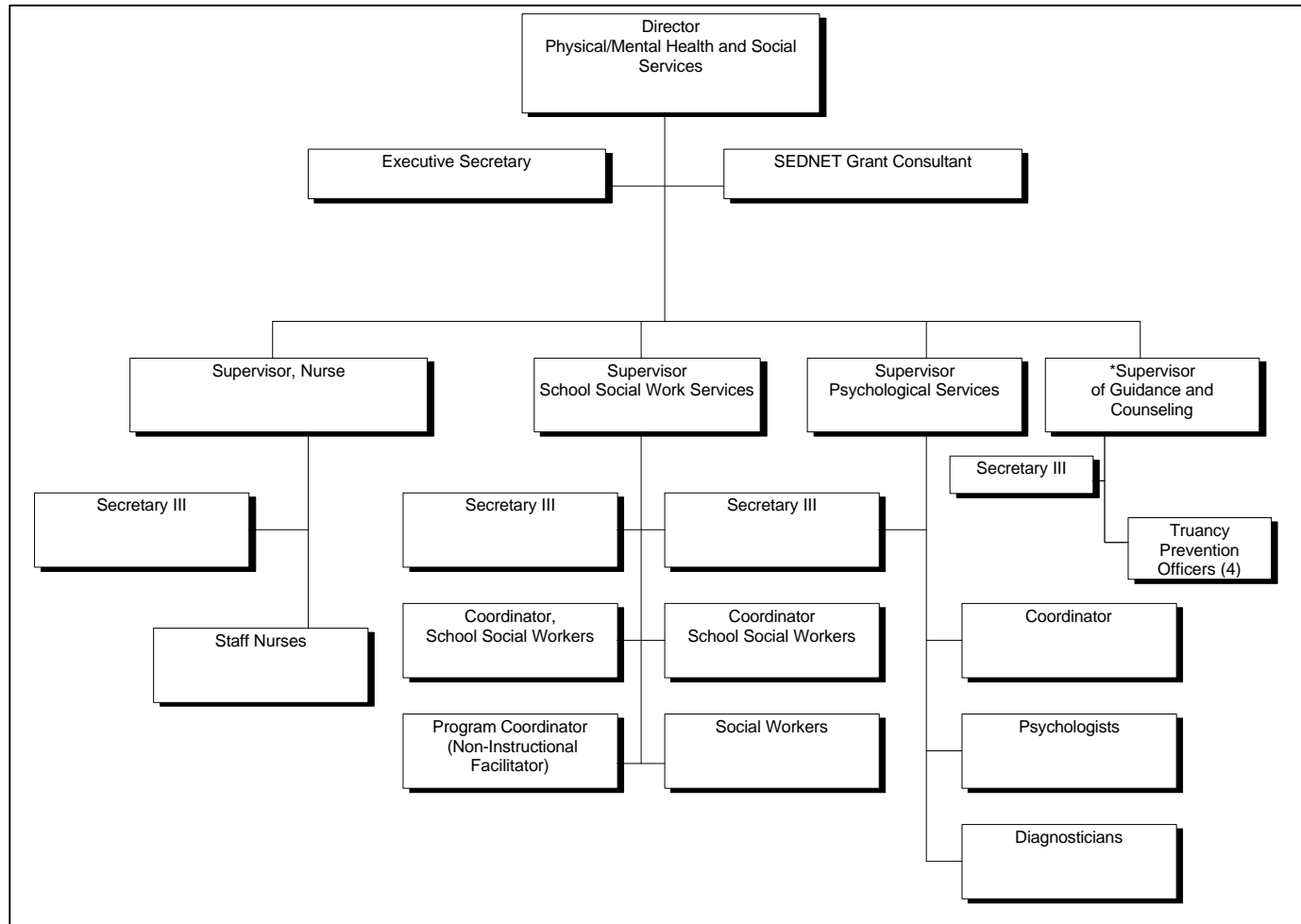
EXHIBIT 5-48
DEPARTMENT OF SPECIAL INSTRUCTIONAL SERVICES ADMINISTRATION* 1997-98



Source: Hillsborough County School District, 1997.

*Under Superintendent's Reorganization Plan. (January 28, 1997 organizational chart)

**EXHIBIT 5-49
PROPOSED PHYSICAL/MENTAL HEALTH AND SOCIAL SERVICES 1998-99**



Source: Created by MGT, 1997.

- | | |
|---|-----------|
| 2. The Supervisor of Guidance and Counseling should schedule regular meetings with the staff of Pre-Kindergarten and Elementary Education and Middle and Secondary Education to ensure that these programs/departments are closely coordinated. | Ongoing |
| 3. The Superintendent should place the Guidance Unit in the Department of Physical, Mental Health and Social Services within the Division of Educational Support Services | July 1998 |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

The Superintendent's proposed 1997-98 reorganization changes the Department of Staffing, Compliance, and Related Services to the Department of Special Instructional Services Administration. The job description for the director's position provided by the district reflects the following priority responsibilities:

- develop and administer DEES budgets;
- develop and monitor DEES FTE projections and collections;
- develop and monitor all DEES MIS activities;
- monitor district compliance with local, state, and federal laws and regulations concerning education and the handicapped;
- supervise and monitor departmental payroll and purchasing;
- supervise and monitor DEES unit allocations;
- supervises and monitor all DEES contracting with non-public schools and agencies;
- monitor the development of DEES Transportation Procedures, Facilities Planning and Equipment Tracking;
- plan and coordinate the DEES extended year program;
- coordinate and oversee all DEES state and federal data collection activities;
- serve as a member of the District FTE committee;
- serve as DEES liaison with DOE and community agencies in matters concerning the DEES;

- attendance at any school/school system activities involving or the school system shall constitute being on duty; and
- supervise and monitor the proper placement of exceptional child students into appropriate programs.

As of March 5, 1997, three supervisor positions were shown on the department organizational chart with only one, Administrative Services Supervisor, scheduled to report to the Director. Exhibit 5-48 displays the January 1997 organizational chart for the unit.

The Administrative Services Supervisor is a non-instructional position which has major job responsibilities for the following activities:

- office operations;
- budget preparation and administering budget;
- network administration;
- payroll (including Risk Management/Safety);
- building maintenance/conference rooms;
- receptionist;
- property control;
- performance ratings; and
- other duties as assigned.

Section 5.1.5 of this chapter contains a recommendation to move the Academic Records and Advisement Section to the Department of Middle and Secondary Education and Section 5.6 recommends moving the Guidance Services Unit to the Department of Physical, Mental, Health and Social Services. Therefore, the only responsibilities remaining in the Department is that of the director, executive secretary, and the Administrative Services Supervisor and staff. It is anticipated that this unit will move to the Division of Administration.

RECOMMENDATION

Recommendation 5-24:

Eliminate the Department of Special Instructional Services Administration and positions of Director of Special Instructional Services Administration and Executive Secretary.

The Superintendent should assign the Supervisor of Administrative Services and the functions and staffing remaining in the unit to the Assistant Superintendent for Administration and Planning. The unit's assigned tasks relate to payroll, budgeting, network administration, and property control.

The Director of Special Instruction and Services would then supervise only one executive secretary. Functions such as monitoring compliance with local, state and federal laws; contracted services; and serving as liaison to the state and the community are generally performed by the Director of ESE. Other functions such as administering

budgets, FTE projects, unit allocations, and MIS activities are usually assigned to the administrative unit of the district.

The Director of Administration should hire a specialist to assist with the additional functions assumed from the eliminated director's position. The specialist should have an knowledge of FTE projections, unit allocation procedures, budgeting, MIS activities, and other administrative functions.

The Director of ESE should assume responsibility for monitoring and compliance with local, state and federal laws, contracted services, and serve as liaison with the Department of Education and the community.

The Assistant Superintendent for Instruction should determine which duties of the eliminated position are assigned to each director.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The Superintendent should recommend the elimination of the position of Director of Special Instructional Services Administration and the Executive Summary to the Board. | January 1998 |
| 2. The Superintendent should assign the Supervisor of Administrative Services and staff to the Assistant Superintendent for Administration and Planning. | July 1998 |
| 3. The Assistant Superintendent for Instruction and Curriculum should assign the duties of the eliminated director and executive secretary positions to the Director of Exceptional Student Education and/or the Director of Administration. | July 1998 |
| 4. The Board should create a specialist position and hire a specialist. This position should be housed in the Division of Administration and Planning and report to the Director of Administration. | July 1998 |

FISCAL IMPACT

The fiscal impact for eliminating the Director's positions is \$103,900 and the Executive Secretary is 46,500 including benefits (based on actual salaries for 1996-97).

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate Director of Special Instructional Services Administration	-----	\$103,900	\$103,900	\$103,900	\$103,900
Eliminate Executive Secretary	-----	\$46,500	\$46,500	\$46,500	\$46,500
Hire Specialist	(\$40,000)	(\$40,000)	(\$40,000)	(\$40,000)	(\$40,000)
TOTAL	(\$40,000)	\$110,400	\$110,400	\$110,400	\$110,400

5.7 Media Services

In order for an instructional delivery system to be effective, students must have access to a wealth of educational materials. Textbooks, reference materials, library books and information via technology are the foundation of a good educational system.

CURRENT SITUATION

The Department of Educational Media and Technology includes a diverse provision of services. Responsibilities include instructional materials selection and maintenance, library services, and central printing. The Instructional Technology Section in this department is addressed in detail in Chapter 11 of this report.

Media and Technology staff include:

- Director
- Supervisor of Secondary Media
- Supervisor of Elementary Media
- Supervisor of Technology (addressed in Chapter 11)
- Supervisor of District Media and Technology (addressed in Chapter 11)
- Multi-media Print Shop Manager (Administrative Services Supervisor, eight printers, and one secretary. One clerk and one printer position are currently vacant.
- Supervisor of District Educational Materials Services (currently vacant)
- Coordinator of Library Processing

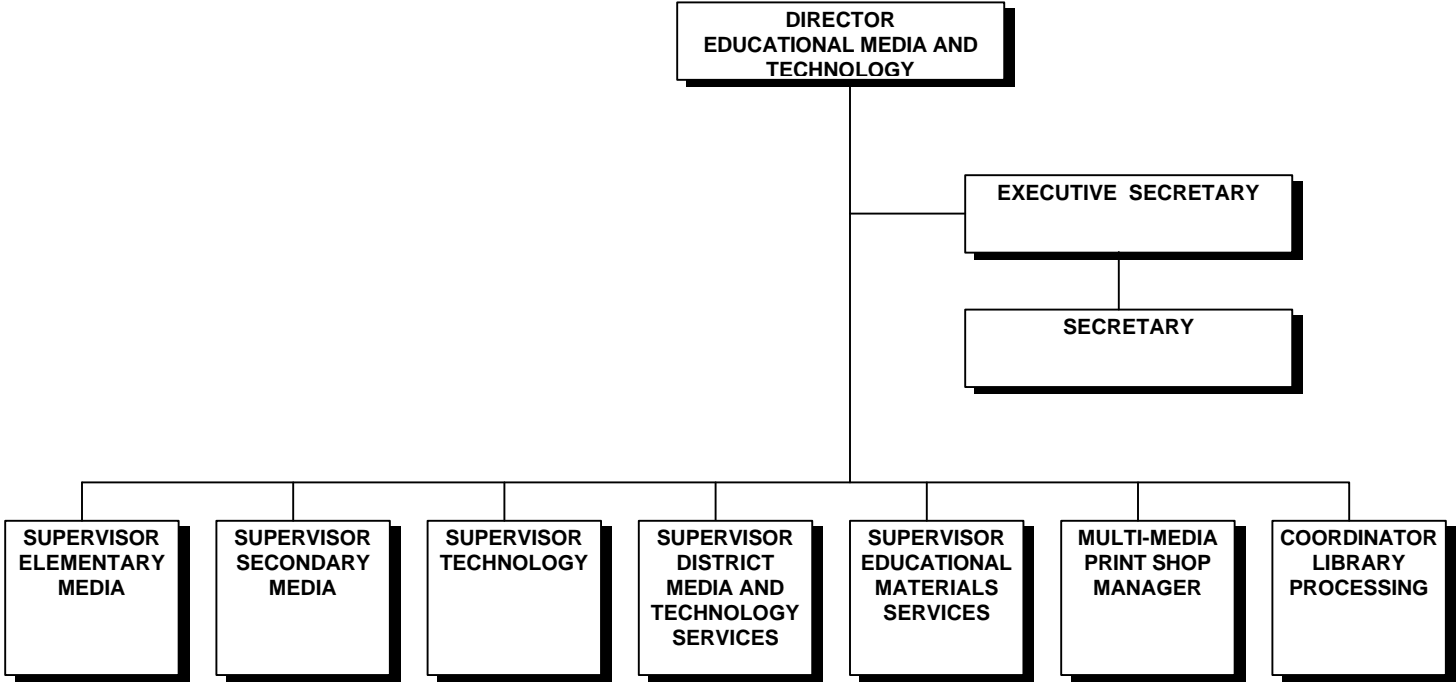
Exhibit 5-50 displays the 1997-98 Department of Media and Technology organizational chart.

5.7.1 Educational Materials Services

CURRENT SITUATION

The Hillsborough County School District has a comprehensive system for the review and adoption of textbooks and other instructional materials. A policy manual entitled *School District of Hillsborough County-Adopted Materials Handbook* contains procedures for adoption, account numbers, textbook requests, and a complete listing of state-adopted materials. Subject Area Supervisors cooperatively chair the adoption process with the Media Department. Committees of teachers with expertise in the subject area under adoption are used to ensure that the materials selected meet the

**EXHIBIT 5-50
DEPARTMENT OF MEDIA AND TECHNOLOGY IN THE
DIVISION OF INSTRUCTION*
1997-1998**



Source: Hillsborough County School District, 1997.
*Under Superintendent Reorganization Plan

needs of students. In addition, there is a policy handbook called *Procedures for Placing Instructional Materials on Flexibility Lists, K-5 Handbook* that explains policies that are to be used when materials, other than adopted ones, are desired. All manuals are current.

FINDING

As indicated earlier in this chapter, the Hillsborough County School District is one of the fastest growing districts in Florida and one of the largest districts in the nation. On-site interviews indicate that, in some subject areas, there are inadequate numbers of textbooks for the student population. The constant rise in the cost of textbooks and the 4,000 new students entering the system each year, have placed a strain on the system and the school district is having difficulty keeping students supplied with needed textbooks. The district has developed a textbook transfer system that saves the district the purchase of new books by moving books from schools that no longer need them to classrooms where there is a shortage. This procedure is addressed in the middle schools section of this chapter.

The MGT survey results indicate that 84 percent of the teachers responding identified insufficient materials and supplies for instruction in basic skills as a concern.

RECOMMENDATION

Recommendation 5-25:

Prioritize textbook and media needs based upon a comprehensive needs assessment.

The district and school procedures should be examined to identify additional measures where books and instructional materials could be shared. The use of instructional technology should be implemented whenever appropriate to supplement or replace textbooks (see Chapter 11).

The time between textbook adoption cycles should be lengthened to continue to use books which are no longer on the state-adopted list but still current and useable. This should only be done with texts that are not affected by change as frequently (i.e. English, Foreign Language, Art, Music). Newly adopted textbooks generally cost more than books that have been on the state-adopted list for several years. Substantial savings can sometimes be made by purchasing these books either from the Florida School Book Depository or from other districts who have recently purchased newer textbooks.

School and district-level personnel should be encouraged to seek grants which include funding for instructional materials such as textbooks, resource books and technology information options through grant resources. For example, a grant on environmental education might be able to provide funding for the Environmental Science textbooks. In addition, business partnerships, such as a local plumbers union, might be willing to provide texts for the vocational plumbing trades program at local high schools.

Examples such as these are currently being used in the school-to-work programs throughout the nation.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------|
| 1. The Director of Media and Technology, in collaboration with school-based personnel, should review district and school procedures to identify any additional measures and procedures where books and instructional materials could be shared. | Fall 1997 |
| 2. The Director of Media and Technology should prioritize available textbook and media needs based upon a comprehensive needs assessment. | January 1998 |
| 3. District staff should seek business partnerships and grants to supplement the available supply of textbook funds. | Ongoing |

FISCAL IMPACT

The fiscal impact cannot be determined at this time although savings may occur over time.

5.7.2 Library Services

The Hillsborough County School District has an active and involved library services component within the Media and Technology Department. A Supervisor of Secondary Media, Supervisor of Elementary Media, and a Coordinator of Media Processing are a part of the department as displayed in the Exhibit 5-50.

The Department of Educational Media and Technology produces a School Library Media Centers Annual Report. The school-by-school report lists:

- school name
- school enrollment
- square footage (centers)
- recommended square footage
- facility status (new facility, plus the date; inadequate facility; remodeled facility and date; any special needs such as “needs production room” or “very small”)
- grade levels
- center staff
- print materials
- non print materials
- equipment
- books to pupil ratio

The report indicates that 30 of 110 elementary school centers (27 percent) have inadequate facilities. Although the report included no definition of inadequate facilities, it was noted that 20 of the 30 inadequate facilities are identified as state relocatables. The report did provide a table of recommended square footage for every 847 students served and the current square footage of each existing facility. Comparisons could easily be made to identify facilities that were smaller than recommended. Each senior high school has new facilities except for one which is currently under construction. Two of the nine middle school centers (20 percent) and 13 of 18 junior high school facilities, (72 percent) are identified as inadequate facilities.

The 1996 School Library Media Centers Annual Report gave the library books per pupil ratio for each school. The books per pupil ratio varies greatly in the early childhood centers and elementary schools. The lowest ratio was in the pre-kindergarten and kindergarten centers. Carver Early Childhood and Kindergarten Center had 3.9 books per pupil. The elementary ratios varied with Witter having 7.6 books per pupil and LaVoy at 32.4 books per pupil. The district average for elementary schools is 11.9 books per student.

At the middle school level the range of books per pupil is 6.5 to 15.6, with an average of 9.9. Junior high schools range from 5.0 to 13.3, with an average of 9.1. Senior high school comparative data were not provided.

FINDING

The books per pupil ratio varies greatly in the elementary schools, middle schools, and junior high schools. Two factors that influence this situation is the rapid growth of the district and the fact that the district is moving from a junior high school structure to middle school structure and physical moves are occurring during the process. Six grade centers, anticipating this physical move, conduct a weeding out process, eliminating old or damaged books. The schools are waiting to relocate before buying additional library books. In addition, on-site interviews indicated that site-based management was also responsible for some of the variation, as was the expanded use of the computer and the Internet.

RECOMMENDATIONS

Recommendation 5-26:

Determine the cause of the wide difference in library book to pupil ratios from school to school in the district.

The Hillsborough County School District should conduct a study to determine if there is any relationship between low test scores and book to pupil ratios at specific schools. The library/media center should be the hub of the instructional system, and a lack of library center materials could show that the school is not focused sufficiently on instruction and learning. The analysis should include the use of the computer to secure library reference and research materials.

This research should enable the district to determine if certain school populations are placed at a disadvantage due to a lack of appropriate library resources, or insufficient focus on instruction.

Recommendation 5-27:

Implement a plan to provide additional library books or other resource materials for students who attend schools that have extremely low book to pupil ratios.

Schools with extremely low book to pupil ratios should be provided with leadership from the central office staff to locate methods of increasing books or other instructed resources available to students.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|------------------------|
| 1. The Director of Media and Technology should conduct a study to determine the cause of the wide variance in library book to pupil ratios. | 1997-98
School Year |
| 2. If the determination is that some schools have insufficient ratios of books to pupils, the Director of Media and Technology in coordination with the Assistant Superintendent of Instruction, should develop a plan to provide additional library books for students who attend schools that have ineffective ratios. | June 1998 |
| 3. A plan to increase library books for students in schools with poor ratios should be implemented. | July 1998 |

FISCAL IMPACT

The fiscal impact is difficult to determine without the knowledge of why schools have such different ratios. For example, if the analysis indicates that funding is being provided for instructional materials other than books such as a CD ROM references, there may not be a problem. However, if it is determined that no books are being purchased because of management decisions or if the school is not receiving its share of the cost, the impact could be considerable.

5.7.3 Central Printing

The central printing function of the Hillsborough County School District is housed in the Department of Educational Media and Technology which reports to the Assistant Superintendent for Instruction and Curriculum. Under MGT's proposed reorganization, this Department would be moved to Educational Support Services (see Exhibit 4-21).

A common mission for a Central Printing operation is to provide schools and departments with the lowest competitive price and highest quality product in a timely response.

Typical services, similar to a commercial printer, include camera work, platemaking, printing, collating, numbering, artwork, desktop publishing, graphics, packaging, inserting and distribution. Examples of some work products include instructional materials, formal budgets, letterhead, posters, envelopes, newsletters, business cards, annual reports, directories, and manuals.

CURRENT SITUATION

Central Printing was established in 1982 as an enterprise operation by the Board. The original approved plan was based on the fact that the operation would be self-sufficient and all schools and departments would be required to use the services. The other key component of the enterprise operation was to establish a charge for services set at a level to make a profit for investment capital to improve the level of service.

As reflected in Exhibit 5-51, the Central Printing operation has been operating at a deficit over the past six years. In fact, the unit has been operating as a deficient since 1984.

The district operates the Central Printing operation as an enterprise fund. An enterprise fund operates similar to businesses in the private sector. Thus, Central Printing would compare to a commercial print shop. In practice, this fund is used routinely for activities that are fully financed through cost recovery user charges.

According to the Governmental Accounting Standards Board's (GASB) Codification of Governmental Accounting and Financial Reporting Standards (Codification), Section 1300.104, enterprise funds may be used for either of the following:

- *operations that are financed and operated in a manner similar to private business enterprises--where the intent of the governing body is that the costs (expenses, including depreciation) of providing goods or services to the public on a continuing basis be financed to recover primarily through user charges; or*
- *operations where the governing body has decided that periodic determination of revenues earned, expenses incurred, and/or net income is appropriate for capital maintenance, public policy, management control, accountability, or other purposes.*

As reflected in Exhibit 5-51 the district has had to support the Central Printing operation each year to cover the annual operating loss. The six-year average loss has amounted to about \$181,000 per year.

Based on data provided by the Central Printing operations, the current staffing at the department is reflected in Exhibit 5-52.

**EXHIBIT 5-51
CENTRAL PRINTING OPERATION
OPERATING PROFIT AND LOSS STATEMENTS
SIX-YEAR COMPARISON**

	FY 91	FY 92	FY 93	FY 94	FY 95	FY 96
Internal Sales	\$415,733.71	\$395,755.74	\$423,474.34	\$437,162.51	\$408,248.28	\$427,184.85
External Sales	148,071.08	171,332.42	263,639.68	291,890.71	387,668.89	279,132.97
Auxiliary	25,884.97	37,827.83	47,306.00	51,971.94	35,760.15	37,842.85
By Products	107.63		251.18	69.95	2498.30	236.95
A. TOTAL REVENUE	589,797.39	604,915.99	734,671.20	781,095.11	831,926.62	744,397.62
Salaries	271,891.15	265,201.37	270,694.73	304,613.38	325,406.37	298,448.71
Other Personnel Services					0.00	
Fringes	83,325.08	82,234.73	88,416.99	97,689.24	105,828.25	96,259.94
Professional & Technical					0.00	
Travel		140.94	43.70	17.72	0.00	7.95
Repairs & Maintenance	12,248.36	12,536.80	9,006.14	9,496.25	12,047.04	43,208.81
Rent	77,308.97	81,739.30	91,319.06	79,960.95	57,651.64	29,778.48
Telephone	2,268.00	2,268.00	2,823.77	2,826.72	1,200.00	1,440.00
Water Sewage, Garbage					0.00	
Other Purchased Services					470.00	28.00
Printing Binding & Reproduction	199,859.24	183,937.75	299,781.99	316,001.57	366,447.78	286,013.53
Electricity					0.00	
Office Supplies	87.99	331.76	177.41	321.31	282.32	134.38
Raw Materials	103,274.46	100,234.71	110,571.86	127,360.40	133,329.96	131,432.00
Production Supplies	21,330.38	16,958.69	25,856.48	26,315.53	30,317.93	21,153.60
Other Supplies		248.70	661.41	985.70	788.37	1,216.03
Equipment	35,221.80		133.88		1,961.25	3,067.81
Software		2,007.32	19.95	1,238.00	194.95	576.74
B. TOTAL EXPENSE	\$806,815.43	\$750,840.07	\$899,507.37	\$966,826.77	\$1,035,925.86	\$912,765.99
C. OPERATING PROFIT (LOSS)	(\$217,018.04)	(\$145,924.08)	(\$164,836.17)	(\$185,731.66)	(\$203,999.24)	(\$168,368.37)
D. BEGINNING FUND BALANCE	\$111,598.53	\$101,362.09	\$125,465.12	\$77,582.04	\$114,422.77	\$143,418.76
E. SCHOOL BOARD SUPPORT (NOTE 1)	\$206,781.60	\$170,027.11	\$116,953.09	\$222,572.39	\$232,995.23	\$137,905.03
F. ENDING FUND BALANCE (NOTE 2)	\$101,362.09	\$125,465.12	\$77,582.04	\$114,422.77	\$143,418.76	\$112,955.42
G. RESERVES (ENCUMBRANCES & WIP) (NOTE 2)	\$101,362.00	\$125,465.12	\$77,582.04	\$114,422.77	\$142,887.34	\$112,955.42

Source: Hillsborough County School District, Central Printing Office, 1997.

Operating Profit (loss) equals Revenue minus Expenditures (C = A -B)

Ending Fund Balance equals Revenue - Expenditures + Beginning Fund Balance + School Board Support (F = A - B + D + E)

Note 1 - School Board support varies due to Beginning Fund Balance, Encumbrances, WIP and the Operating Loss for the year. The amount of the School Board Encumbrances and WIP is equal to the Beginning Fund Balance minus outstanding Encumbrances and WIP, minus the Operating Loss. (D - G - C = E)

Note 2 - The required Ending Fund Balance must equal outstanding Encumbrances and Work in Process (WIP).

**EXHIBIT 5-52
OPERATIONAL STAFFING*
CENTRAL PRINTING OPERATION
1996-97**

CLASSIFICATION	NUMBER OF FTE	PAY GRADE	SALARY AND BENEFITS
Director	1	I-92	**\$72,000
Manager	1	29	\$53,828
Supervisor	1	25	\$38,775
Senior Printer	1	22	\$45,854
Printer II	5	19	\$187,427
Printer I	2	16	\$57,812
Secretary I	1	15	\$19,353
Graphic Artists	2	20	\$76,839
Clerk I	Vacant (temporary employee)	14	\$10,640

Source: Hillsborough County School District, Central Printing Office, 1997.

*including Graphics Art Staff

**The Director is also responsible for library, media, technology and instructional materials.

The Central Printing Unit operates with two shifts. The hours for the first shift are 6:15 a.m. - 3:00 p.m. and the second shift operates from 10:00 a.m. - 6:45 p.m. Each shift is composed of four employees and a supervisor.

In addition to the Central Printing operation, the school district maintains a Duplicating Center at the central office (ROSSAC) for administrative printing jobs. The central office has three additional employees beyond the Central Printing operation staff. The Duplication Center in the central office does not charge back for its services even though a November 1994 Central Printing analysis document recommended a cost-estimating system be established to at least provide for comparative cost analysis between the Central Printing and ROSSAC Duplication Center. Based on feedback provided by the Central Printing operation, no study has ever been done of the school district's overall costs for printing and duplicating.

Although the original approved enterprise concept was predicated on mandatory use of the Central Printing operation by all sites, many current printing jobs are also being contracted to outside private printers.

Currently, the Central Printing operation owns equipment valued at approximately \$352,000 and leases three Kodak cameras with obligations totaling approximately \$81,000. The district inventory list of equipment indicates that most of the major equipment items were purchased between 1979 and 1987. The Central Printing operation does not have equipment replacement process procedures in place.

The Central Printing operation maintains an active listing of at least 25 local competitive vendors who are used as a reference check for competitive price verifications and for outside contracted services, when appropriate.

In an attempt to review the printing operation and the systemwide use of duplication for efficiency and effectiveness, the Central Printing Department has used the Budget Reduction Task Force, Central Printing Review Committee, and the Document Duplication Task Force. The recently created Document Duplication Task Force of 30 members, two of whom are non-district employees, has reviewed both on-site and off-site impacts and how they relate to specific operational activities. The specific activities are identified in Exhibit 5-53.

**EXHIBIT 5-53
PRINTING ACTIVITIES REVIEWED BY
DOCUMENT DUPLICATION TASK FORCE**

- Policy
- People
- Planning
- Purchasing
- Product
- Procedure

Source: Hillsborough School District, Central Printing, 1997.

The on-site and off-site potential impacts which were identified are:

- more accountability
- equitable services
- next day turnaround
- what is available to us - modern technology
- electronic transfer of documents
- establish policy and procedures
- look at other districts
- examine service delivery
- get better data on users of copy machine
- reduce the number of copies
- cost of copying by site
- four-hour response time on repair
- copying on demand
- eliminate non-job related copies
- no copyright violations
- good quality copies
- schedule for replacement of equipment
- comprehensive plan and budget
- secure copying available
- examine available technology
- direct relationship between service and volume
- teachers spend less time copying
- more access to copy machines
- establish a formula for how many copiers

- replacement procedures
- provide teachers alternatives

FINDING

During the past several years, the Central Printing operation, in conjunction with the Budget Task Force and other internal groups, have reviewed alternative ways of delivering printing services throughout the district. Outsourcing of a central printing operation can be done either internally (through an internal service fund or enterprise fund) or externally by use of a private vendor. Outsourcing of the service has been considered, but based on current data supplied by the Office of Machine Repair and an analysis conducted by the Budget Task Force, the recommendation was made not to outsource the Central Printing operation at this time.

RECOMMENDATION

Recommendation 5-28:

Continue to review the cost benefits of outsourcing all or portions of the Central Printing operation.

The school district should analyze the feasibility of outsourcing the Central Printing operation. Prior recommendations provide identified reasons to maintain the in-house operation (e.g., the significant investment in fixed assets, employee positions, opportunities to use the operation for learning laboratories, capital investment of the site, service and accessibility to sites). However, if Recommendation 5-29 is implemented, the reasons identified may change.

Internal outsourcing of these services can continue to be provided by the enterprise fund concept by establishing better control of the total copiers and printing activities within the district.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Director of Educational Media and Technology should establish a formal process for comparing outsourcing options on an annual basis. The process should include the use of independent community members to avoid bias in making recommendations. September 1997
2. The Director of Educational Media and Technology should present an annual report each July to the Assistant Superintendent for Instruction and Curriculum. The report should provide an accurate cost benefit analysis of outsourcing the printing operation. July 1998
and annually
3. The Superintendent and senior staff should evaluate the report and provide direction to the Director of Educational Media and Technology. September 1998
and annually

FISCAL IMPACT

The school district can implement this recommendation at no cost.

FINDING

The Central Printing Office has utilized the Budget Reduction Task Force Central Printing Review Committee and the Document Duplication Task Force to review the operation and identify opportunities for cost savings and improvements in efficiency and effectiveness. Both of these groups have provided a valuable resource to the office and have identified opportunities for improvement.

COMMENDATION

The Central Printing Office is commended for taking the initiative to form collaborative groups to analyze and recommend improvements in the Central Printing Operation.

FINDING

The Central Printing Office worked with the Budget Reduction Task Force during 1996 to identify opportunities to improve the operational results. One committee recommendation was to develop and implement a marketing campaign to increase the demand for printing. The specific marketing ideas included:

- develop a brochure, video, manual describing Central Printing services;
- utilize Graphics Arts service to enhance Central Printing services;
- identify the types of outside printing services that are being utilized by schools that can be provided by Central Printing;
- obtain upper management support for the concept that all requests for printing services should be processed through Central Printing;
- explore pickup and delivery options for printing jobs;
- develop the capability for Central Printing to receive electronic document submission from schools;
- provide job jackets (special mailer) for customers to use for sending documents through school mail to Central Printing;
- disseminate information to schools (i.e., flyers, coupons, discount offers and sample price lists);
- market the services of Central Printing staff as a broker to assist schools in obtaining the best value, quality, and price for printing;

- educate customers on efficient procedures for developing documents and utilizing printing services;
- explore options through Purchasing Consortium for printing work from other government agencies;
- meet with a variety of groups of personnel such as Principals' Council, Supervisors' Council, HASA, CTA and PTA to promote Central Printing services;
- include a customer comment card with all completed printing jobs;
- provide tours of Central Printing for new employees and new administrators;
- educate program supervisors and administrators on the overall effect to the district budget when outside printing services are used in lieu of Central Printing;
- educate customers on the cost savings to the district for high volume duplication jobs run on presses versus copy machines; and
- enlist the assistance of the Departments of Finance, Purchasing, Data Processing, and Accounts Payable in order to automate the accounting process for Central Printing.

In addition to the need for marketing, it was proposed that the Central Printing Office increase print job prices by 20 percent (implemented in 1997); modify work schedules (completed); seek opportunities to provide printing services to other governmental agencies on a for-profit basis (in process); explore alternative uses of the Print Shop such as high-tech reproduction (in process); and encourage all sites to utilize Central Printing (being considered).

The establishment of the Print Shop operation by Board action required the use of the print shop by all sites - this has not been the practice. In fact, the existence of the ROSSAC Duplication Center is in direct violation of this original premise.

RECOMMENDATION

Recommendation 5-29:

Consolidate or eliminate the ROSSAC Duplication Center as part of the Central Printing operation and implement the marketing recommendations.

The services provided by the ROSSAC Duplication Center are in direct competition with the Central Printing operation and the ROSSAC Center maintains an unfair advantage because its services are free. Not only should the ROSSAC Duplication Center be consolidated, but more active support should be created to fully implement the marketing ideas developed by the Budget Task Force.

Further, support of this endeavor should require sites to utilize the Print Shop unless they can show their outsourced prices are more feasible than the internal Central Printing operation.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|---|---------------------|
| 1. The Superintendent and senior staff should decide on the level of support and commitment necessary for the Central Printing operation successful as an Enterprise fund. | Summer 1997 |
| 2. The Assistant Superintendent for Instruction should provide the necessary support and direction to the Central Printing staff in implementing the needed activities to enhance the effectiveness of the operation. | Ongoing |
| 3. The Superintendent and senior staff should establish the necessary effort and plan of action to eliminate the ROSSAC Duplication Center. | Fall 1997 |
| 4. The Central Printing operation should implement the identified marketing strategies. | Ongoing |
| 5. The Central Printing operation should be a consolidated enterprise operation with enhanced services. | 1997-98 school year |

FISCAL IMPACT

Consolidation of staff and equipment can be absorbed within the Central Printing operation. This process should provide additional space at the ROSSAC Center.

FINDING

Both the Budget Task Force and the current Document Duplication Task Force recognized the opportunity for the Central Printing operation to make better use of current technology. On-demand printing of instructional materials at individual school sites provides tremendous savings in warehouse storage, spoilage, waste and utilization of time. Electronic transmission of documents to Central Printing provides for efficient use of staff time, reductions in lost time, and document processing savings. Passive ordering implementation eliminates the need to generate unnecessary paperwork to order standard supplies and materials. High technology reproduction opportunities require a substantial upfront investment but are typically offset by savings in cost per copy, reduction in labor, improved response time, better communication opportunities, and opportunities to eliminate aged equipment.

RECOMMENDATION

Recommendation 5-30:

Utilize the existing Document Duplication Task Force to conduct a comprehensive study of the total printing services and related activities in the Hillsborough County School District.

Currently, the location and processes of the Central Printing operation and the districtwide control and use of copiers are at times in conflict with cost efficiencies and maximum utilization of the district resources. Although the Office Machine Repair Department has recently issued a report of copier and computer equipment and related maintenance costs, this analysis did not include Central Printing operation and its relation to the use of copiers throughout the district. The need to fully analyze district needs has been recognized and recommended in the past (also see Section 12.3 in Chapter 12.)

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|--|------------------------|
| 1. The Superintendent should initiate the necessary actions to have appropriate staff establish a plan of action and timeline to complete the study. | July 1997 |
| 2. The staff assigned the responsibility should enhance the Task Force by including additional community members who are knowledgeable of printing operations. | July - August 1997 |
| 3. The Task Force should meet, develop a plan of action, and complete the comprehensive study. | 1997-98
school year |
| 4. The Task Force should provide a report of recommendations, options, and cost benefit analysis. | June 1998 |

FISCAL IMPACT

There is no cost for utilizing the Task Force to conduct a comprehensive study of the districtwide printing needs and related processes. However, the Task Force goal should be to incorporate the several recommendations in this section and those made previously by the Task Force to make the printing operation operate as a profitable center (rather than as a deficit as it is now operating). By the year 1998-99, a conservative profit estimate of five percent of operating expense (\$45,000) should be achievable --- \$180,000 loss to a \$45,000 profit is a difference of \$225,000 with half of this profit projected for the first year. The five percent is based on best practices in other school districts.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Implement Central Printing Operation Improvements	\$112,500	\$225,000	\$225,000	\$225,000	\$225,000

FINDING

Currently, the Central Printing operation does not issue a publication throughout the school district explaining the operation and why its services should be preferred. As part of the process of improving the marketing of the Central Printing operation, it will be important to establish a more formal written publication to increase the awareness level of available printing services.

The current mode of operation for Central Printing is to expend efforts in an attempt to survive the internal competition of free services and unstructured use of outsourced services.

RECOMMENDATION

Recommendation 5-31:

Develop and distribute a formal Central Printing Services Guide throughout the district.

Recent Central Printing staff visits to other school districts have enhanced staff awareness of what other districts are providing to schools and departments. One such document from a neighboring school district outlined such materials as:

- how charges are made;
- copyright laws and rules;
- operational deadlines;
- how estimates of costs are calculated;
- delivery dates;
- methods of payment or chargeback;
- use of graphics;
- desktop publishing;
- other format requirements; and
- helpful hints.

In addition to these services, it is important that the Central Printing Unit establish specific standards and guidelines that should be incorporated in a formal operations guide or manual.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Director of Educational Media and Technology should establish a Committee of the Document Duplication Task Force to assist the department in developing the operational guide and standards. July 1997

2. The Committee should study other available resources and operational ideas as a basis for adoption or adaptation. August 1997

- 3. The Committee should develop the standards, guidelines, and operations publication format and content and submit a final recommendation. Fall 1997

- 4. The Director of Educational Media and Technology should complete the final document manual for approval by the Assistant Superintendent. January 1998

- 5. The guide should be distributed throughout the school district. March 1998

FISCAL IMPACT

The guide can be created using existing resources. The printing of the guide is projected at a one-time cost of \$1,500.

Recommendation	1997-98	1998-99	1999-2000	2000-2001	2001-2002
Create Central Printing Guide	(\$1,500)	---	---	---	---

6.0 PERSONNEL MANAGEMENT

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

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

6.1 Organization and Management

CURRENT SITUATION

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

- 650 administrators;
- 9,600 instructional;
- 7,350 non-instructional; and
- 5,400 temporary and substitutes.

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

- 12,500 applications for employment;
- 60,000 items placed in personnel files (e.g., contracts, evaluations);
- 2,000 non-instructional applicant testings;
- 2,500 applications for recertification;
- 2,500 new full-time annual employees processed;
- 1,200 appointments of part-time employees; and
- 3,800 appointments of teachers for the extended year program.

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

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

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

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

Source: Division of Human Resources, 1997.

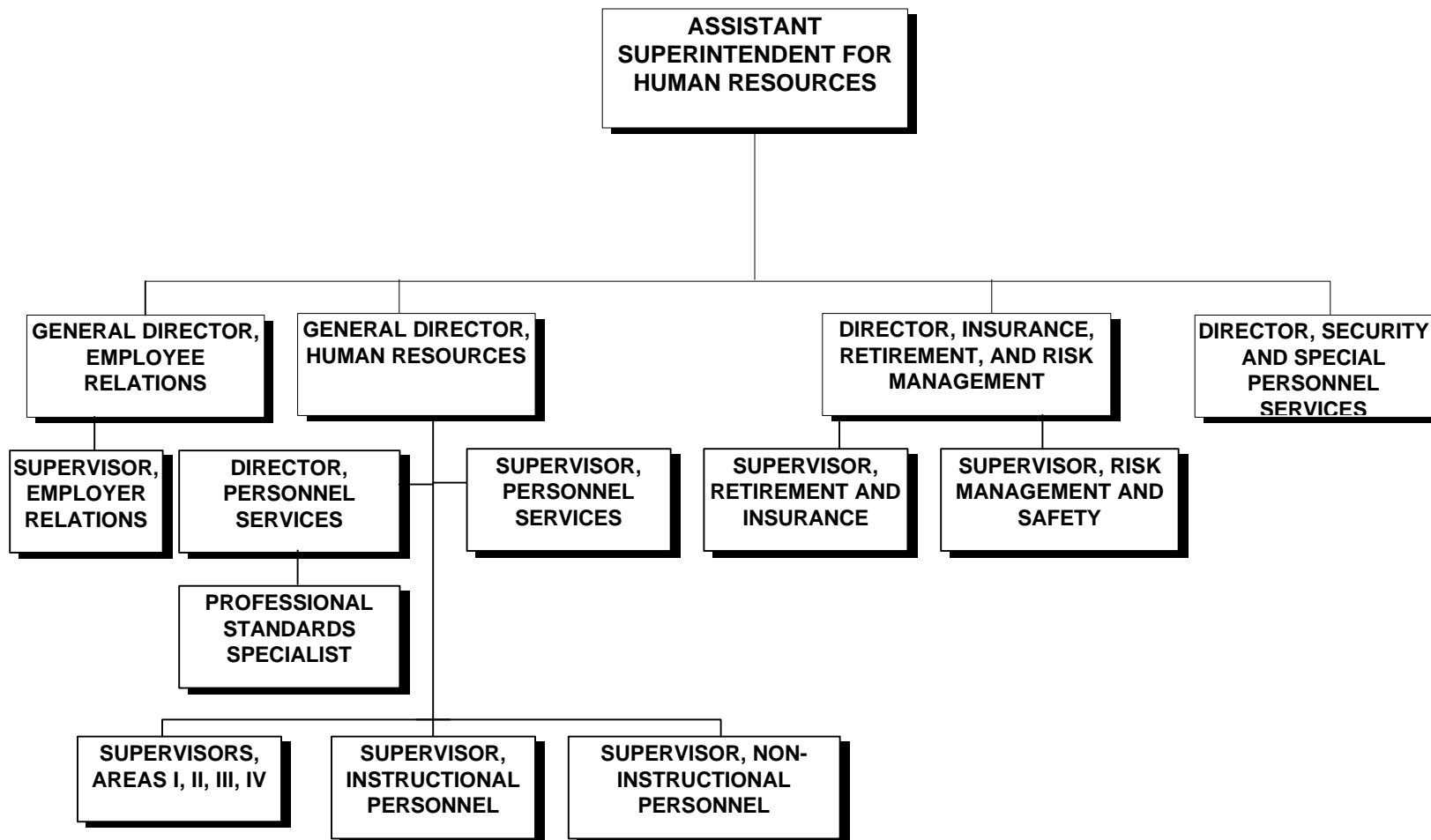
FINDING

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

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

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

EXHIBIT 6-2
DIVISION OF HUMAN RESOURCES
1996-1997



Source: Division of Human Resources, 1997.

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

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

- the Assistant Superintendent for Human Resources;
- two employee relations administrators;
- 56 employees in the Human Resources Department;
- seven employees in the retirement and insurance functions; and
- four employees in the investigations unit of the Department of Security and Special Personnel Services.

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

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

COMMENDATIONS

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

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

FINDING

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

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

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

Source: Division of Human Resources, 1997.

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

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

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

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

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

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

RECOMMENDATION

Recommendation 6-1:

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

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

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------|
| 1. The Board should eliminate the vacant position of Supervisor of Risk Management and Safety. | July 1997 |
| 2. The Director of Insurance, Retirement, and Risk Management should reassign former duties of the Supervisor of Risk Management and Safety to the Director and the Supervisor of Retirement and Insurance. | July 1997 |
| 3. Job descriptions and organizational charts should be revised to reflect the above changes. | July 1997 |

FISCAL IMPACT

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

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

FINDING

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

- coordination and analysis of position classification;

- participation in collective bargaining;
- assist with OCR, EEOC, and labor grievances; and
- assist with equity issues.

RECOMMENDATION

Recommendation 6-2:

Eliminate the position of Supervisor of Employee Relations.

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

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------|
| 1. The Board should eliminate the Supervisor of Employee Relations at the end of the 1997-98 year, after giving notice to the incumbent. | July 1998 |
| 2. Former duties of the Supervisor of Employee Relations should be reassigned to the General Director and Executive Secretary. | July 1998 |
| 3. Organizational charts and job descriptions should be revised to reflect the changes . | July 1998 |

FISCAL IMPACT

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

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

FINDING

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

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

RECOMMENDATION

Recommendation 6-3:

Eliminate the position of Supervisor of Instructional Personnel.

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

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|--|-----------|
| 1. The Board should eliminate the Supervisor of Personnel Position, after giving notice to the incumbent, at the end of the fiscal year. | July 1998 |
| 2. Former responsibilities of this position should be assigned to the Area Supervisors for Human Resources. | July 1998 |
| 3. Organizational charts and job descriptions should be revised to reflect the changes above. | July 1998 |

FISCAL IMPACT

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

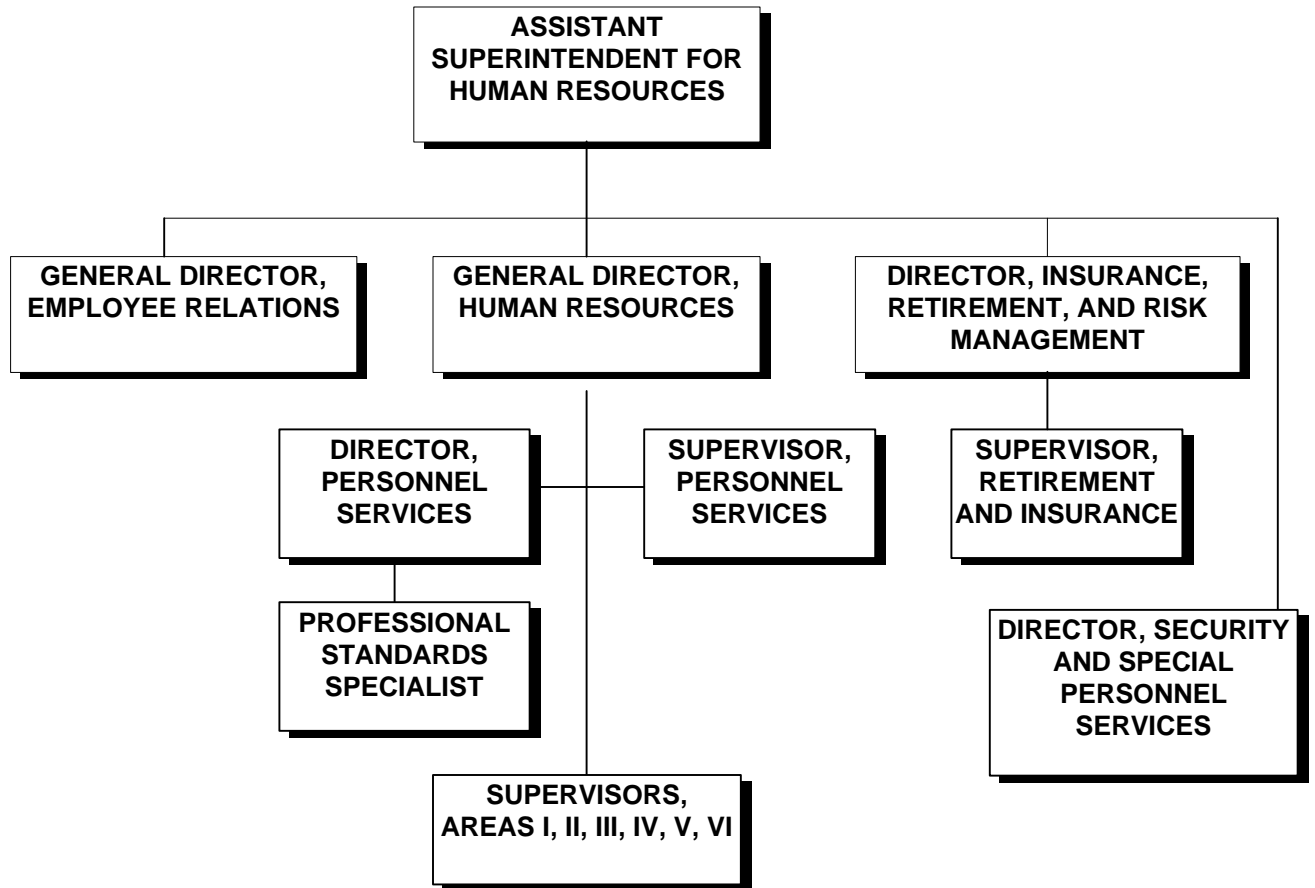
Recommendation	1997-98	1998-1999	1999-2000	2000-01	2001-02
Eliminate Supervisor of Instructional Personnel	----	\$85,600	\$85,600	\$85,600	\$85,600

FINDING

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

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

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



Source: MGT of America, 1997.

Recommendation 6-4:

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

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

IMPLEMENTATION STRATEGIES AND TIMELINE

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

FISCAL IMPACT

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

FINDING

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

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

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

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

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

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

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

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

RECOMMENDATION

Recommendation 6-5:

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

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

IMPLEMENTATION STRATEGIES AND TIMELINE

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

2. The position should be deleted.

July 1998

FISCAL IMPACT

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

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

FINDING

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

Recommendation 6-6:

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

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

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Assistant Superintendent for Human Resources should recommend the elimination of two secretary III positions currently assigned to the Area Supervisors. January 1998
2. Former responsibilities of these positions should be assigned to the remaining two area supervisor secretaries. July 1998
3. The Assistant Superintendent for Human Resources should develop and get Board approval for the establishment of two additional clerical positions. January 1998
4. The Assistant Superintendent for Human Resources should employ two additional clerical staff. July 1998

FISCAL IMPACT

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

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

FINDING

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

Recommendation 6-7:

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

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

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

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Assistant Superintendent for Human Resources should charge the Position Classification Committee, appointed as a result of Recommendation 6-4 above, to review all secretarial positions. | September 1997 |
| 2. The Committee should review all secretarial job descriptions, interview incumbents in secretarial positions and their supervisors, and review secretarial job descriptions in service organizations and businesses. | November 1997 |
| 3. The Committee should make its recommendations on classification and assignment of secretarial positions to the Assistant Superintendent for Human Resources, including cost savings that are expected. | December 1997 |

4. The Assistant Superintendent should submit the appropriate policy and procedure revisions to the Superintendent for his approval and submission to the Board. January 1998
5. The Assistant Superintendent for Human Resources should present his recommendations on secretarial position classifications to the Superintendent and Board January 1998
6. Following adoption of the changes in secretarial position classifications, the Assistant Superintendent for Human Resources should implement the new classification system. July 1998

FISCAL IMPACT

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

6.2 Personnel Policies and Procedures

CURRENT SITUATION

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

FINDING

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

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

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

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

- Substitutes
- Insurance/risk management
- Employment/recruitment
- Grievances
- Certification
- Evaluation

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

RECOMMENDATION

Recommendation 6-8:

Develop a Personnel Handbook for employees.

The Personnel Handbook should include the following:

- services performed by the department;
- timelines for processing all personnel transactions;
- procedures, models, and benchmarks for performance appraisal;
- requirements for submitting records for personnel files;
- legal requirements; and
- other important personnel data.

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

IMPLEMENTATION STRATEGIES AND TIMELINE

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

FISCAL IMPACT

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

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

6.3 Personnel Records

CURRENT SITUATION

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

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

FINDING

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

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

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

RECOMMENDATION

Recommendation 6-9:

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

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

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

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

- With a client-server system and infrastructure in place, what technology will be needed, how and from whom it should be obtained, and how will the project acquisition and implementation plan proceed?
- What would the district be trying to accomplish with imaging and how would it fit into the organization (e.g., application and resume scanning, student records, storage, scoring, retrieval)?
- How will imaging affect the district in terms of operations, equipment, software, staffing, and cost?
- How will the change affect the overall work environment, morale, and existing system?
- How will the district ensure managers, users, and technical staff are committed to and support electronic imaging?
- What advantages and disadvantages apply to the Hillsborough County School District? After considering options, does imaging represent a net advantage or disadvantage?

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

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

- *a typical four drawer file cabinet costs approximately \$25,000 and \$2,000 annually to maintain;*
- *optical costs \$0.02 for every \$1.00 invested in paper;*
- *25 percent of all filing time is spent walking;*
- *average document is photocopied 19 times;*
- *32 percent of company's documentation is in use, three percent is misfiled; three percent is lost; and*
- *it cost \$60-\$120 to locate a misfiled document (10-30 minutes).*

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

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

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

- provide better service to customers;
- eliminate duplicate operations in other areas; and
- lower risk, reducing the loss of documents.

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

- Duval County School District;
- Palm Beach County School District;
- Collier County School District;
- Volusia County School District;
- CSX Bill of Lading Imaging Processing System (Jacksonville, Florida); and

- Florida Department of Education, Bureau of Teacher Certification.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of Human Resources should assign this project to the Task Force that drafted the division technology goals. September 1997
2. The Task Force should conduct the feasibility study and research and develop options and recommendations. October 1997-
March 1998
3. The Assistant Superintendent, technology staff, and support staff should address the recommendations of the Task Force. April 1998
4. The Assistant Superintendent should make a recommendation to the Superintendent and Board based on the results of the Task Force analysis. May 1998

FISCAL IMPACT

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

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

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

FINDING

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

RECOMMENDATION

Recommendation 6-10:

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

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

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Assistant Superintendent for Human Resources should assign one current Administrative Secretary responsibility for maintaining all division forms in an automated database. July 1997
2. The assigned administrative secretary, in cooperation with other administrative secretaries in the Division, should purge and revise all current forms and enter them in an accessible database. October 1997

FISCAL IMPACT

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

6.4 Hiring and Assignment of Personnel

CURRENT SITUATION

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

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

FINDING

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

RECOMMENDATION

Recommendation 6-11:

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

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

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

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Assistant Superintendent for Human Resources should convene all managers and staff from the various divisions who are involved in the position control process to clearly define the process and objectives. | July 1997 |
| 2. Written procedures for position control should be developed holding the Human Resources Area Supervisors accountable. | September 1997 |
| 3. These procedures should be provided to every administrator and principal. | October 1997 |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

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

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

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

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

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

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

RECOMMENDATION

Recommendation 6-12:

Organize a systematic recruitment plan with goals and measurable objectives.

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

IMPLEMENTATION STRATEGIES AND TIMELINE

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

FISCAL IMPACT

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

6.5 Salaries and Benefits

CURRENT SITUATION

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

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

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

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

FINDING

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

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

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

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

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

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

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

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

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

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

- Assistant/Associate Superintendent of Human Resources or comparable position;
- Assistant/Associate Superintendent of Instruction or comparable position;
- Assistant/Associate Superintendent of Business or comparable position;
- Chief Finance Officer or comparable position;
- Director of Transportation or comparable position;
- Director of Data Processing or comparable position;
- Director of ESE or comparable position; and
- Director of Curriculum or comparable position.

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

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

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

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

Source: Telephone Survey conducted by MGT, April 1997.

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

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

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

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

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

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

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

Source: Profiles of Florida School Districts, 1995-96 Student and Staff Data, Florida Department of Education, December 1996.

*Salaries for 1996-97 reflect a four percent increase in the Hillsborough County School District.

RECOMMENDATION

Recommendation 6-13:

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

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

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

- To what extent are the salaries in the district comparable to salaries in the current and past years in both neighboring districts and large comparable districts in Florida?
- To what extent is the Hillsborough County School District losing teachers to these other districts and why?

- To what extent are teacher salaries in the Hillsborough County School District lower or higher because of a population of teachers with less or more experience than comparable districts (see Exhibit 2-16 in Chapter 2)?
- To what extent are teacher salary differences attributable to differences in the cost of living in comparable districts as measured by the District Cost Differential?
- To what extent do teacher benefits provided in the Hillsborough County School District offset any identified salary differentiation?

IMPLEMENTATION STRATEGIES AND TIMELINE

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

FISCAL IMPACT

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

6.6 Performance Assessment

CURRENT SITUATION

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

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

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

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

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

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

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

FINDING

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

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

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

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

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

Source: Division of Human Resources, 1997.

*15 of the 46 became Satisfactory in the second year. The remaining 31 ceased employment for various reasons.

FINDING

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

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

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

RECOMMENDATION

Recommendation 6-14:

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

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

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

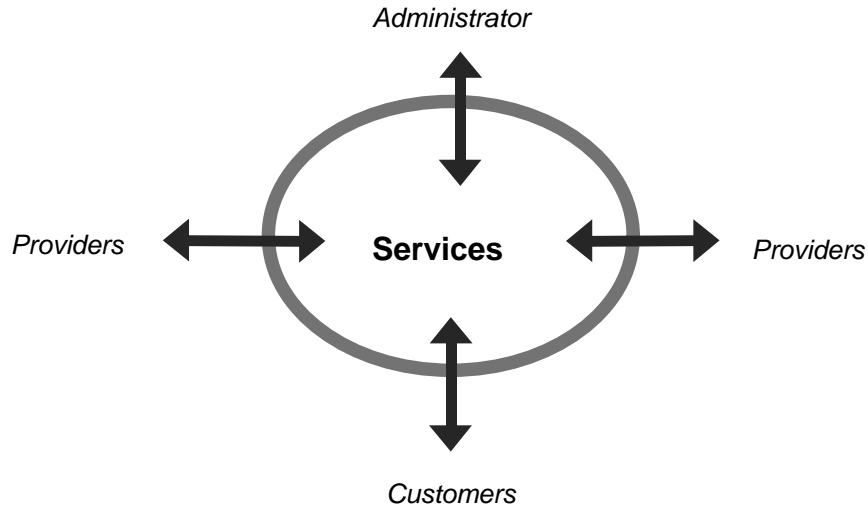
The literature on performance evaluation has expanded significantly in recent years. New terms such as benchmarking, pareto charts, subordinate appraisal, upward appraisal, and 360-degree feedback are being used. Persons responsible for evaluating administrators in the school district should review recent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

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

- All central office services must be clearly defined in performance terms and assigned to an accountable administrator.
- All providers of the service should be organized into a team with responsibility to provide the service according to performance standards.
- The job description of each provider of the service (including support staff) must reflect the contributions made to the service team.
- An evaluation instrument, specifying the services or products delivered and the performance standards expected, must be developed for each major service or function.
- The administrator of the service unit should analyze the results of the evaluation with the staff and target needed improvements.
- If the evaluation indicates that there are one or more weak links in the team of providers, the administrator of the unit should immediately initiate a performance evaluation of the service provider(s) in the unit using the administrator evaluation instrument.
- The performance evaluation instrument should continue to be keyed to the job description of the provider and should be designed to assist in decision-making on promotion, training, benefits, and dismissal (if necessary).

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

**EXHIBIT 6-10
360-DEGREE APPRAISAL MODEL**



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

IMPLEMENTATION STRATEGIES AND TIMELINES

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

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

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

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

RECOMMENDATION

Recommendation 6-15:

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

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

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Human Resources should utilize the same Task Force used for central office administrators to identify customers and providers that interact with principals. August 1997
2. The Task Force should determine how to best incorporate the 360-degree evaluation model into the current Florida Competency model and develop appropriate recommendations. September 1997
3. The Assistant Superintendent for Human Resources should prepare a recommendation of implementation for the Superintendent and senior staff. October 1997
4. The Superintendent should instruct staff to implement the changes and use the 1997-98 school year as a pilot year. 1997-98 school year
5. The Superintendent and staff should fully implement the 360-degree evaluation enhancements for principal evaluations. 1998-99 school year

FISCAL IMPACT

The recommendation can be implemented with existing resources.

6.7 Employee Relations and Affirmative Action

CURRENT SITUATION

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

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

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

FINDING

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

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

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

Source: Division of Human Resources, 1997.

COMMENDATION

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

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

6.8 Staff Development

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

CURRENT SITUATION

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

- training opportunities at the district, area, and school levels;
- for all district employees including teachers, aspiring principals, assistant principals, principals, interns, and intern supervisors; and
- through a variety of different organizational strategies such as direct instruction, train-the-trainer, and user-designed options.

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

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

FINDING

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

COMMENDATION

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

FINDING

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

COMMENDATION

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

FINDING

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

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

RECOMMENDATION

Recommendation 6-16:

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

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

IMPLEMENTATION STRATEGIES AND TIMELINES

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

FISCAL IMPACT

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

FINDING

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

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

RECOMMENDATION

Recommendation 6-17:

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

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

IMPLEMENTATION STRATEGIES AND TIMELINES

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

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

FISCAL IMPACT

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

FINDING

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

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

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

RECOMMENDATION

Recommendation 6-18:

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

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

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

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

- <http://www.cetsol.com>
- <http://www.epss.com>
- <http://www.cet.fsu.edu/TREE/default.html>

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

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|--|------------------------|
| 1. Senior district staff should familiarize themselves with the concept of performance support systems applications in the private sector. | Summer 1997 |
| 2. The Hillsborough County School District should enter into consortia with other school districts to develop specifications for the development of electronic support systems for classroom teachers and administrators. The electronic performance support systems should be developed in tandem with any computer-based curriculum delivery systems being developed for students. | Fall 1997 |
| 3. The Superintendent and senior staff should incorporate this staff development concept into its Technology Plan. | Spring 1997 |
| 4. The Superintendent and senior staff should select pilot sites to test and implement the computer-based curriculum delivery systems developed by the consortia. | 1998-99
school year |

FISCAL IMPACT

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

7.0 COMMUNITY INVOLVEMENT AND COMMUNICATIONS

As Florida schools move forward with the implementation of school improvement and accountability under the auspices of the Blueprint 2000 legislation, substantive involvement of the community is vital. Community resources that are applied efficiently and wisely can greatly strengthen the quality of education while at the same time enhance the significance and value of schools to their communities. The old model of neighborhood schools that had a loyal and constant base of support from well-established communities has given way to students who attend schools in areas where they do not reside, parents who work and cannot be involved in traditional classroom activities, large numbers of families who are ethnically disconnected from the prevailing cultures of the schools, and an economic base that demands a labor force skilled and ready to work. Extensive community involvement efforts are imperative if school districts are able to face the challenge to improve student outcomes within a scenario of high population growth and tight financial restraints.

Students who are prepared to work can also improve a community's economic quality of life, and business and industry involvement in schools of a community can align the labor force in order to shape tomorrow's workforce.

A school district must assume responsibility to find, recruit, and use the valuable resources available through parents, businesses, volunteers, organizations, and community members. A district must provide schools with the technical support necessary for them to seek, recruit, and train the different segments of a community in meaningful involvement while balancing the respect for each school's individuality, its management structure, and its relation within its own school community.

This chapter analyzes the efforts of the Hillsborough County School District to involve the Hillsborough County community and to communicate with various stakeholders in the community. The chapter is organized as follows:

7.1 Community Interaction

- Business Relations and the Hillsborough Education Foundation
- SERVE and Volunteers
- Collaborations with other Agencies

7.2 Parent and Family Involvement

- School Advisory Councils and PTA/PTSAs
- Parent Involvement Program and FOCUS
- Title I Parental Involvement Program
- Parent Education Centers

7.3 Communications

- Hillsborough Tomorrow Project
- Public Relations, Media Relations, and Publications
- Government Relations

7.1 Community Interaction

For a school system to receive the level of support from taxpayers that is necessary to sustain quality and ensure adequate growth, it must find effective ways to generate and receive input from different segments of the community. Of particular importance is the participation of parents, business and industry, and community members in the schools. Student outcomes can be improved by the effective use of businesses and industries, parent and community volunteers, school advisory councils, family involvement programs and Foundation resources.

BACKGROUND

School volunteer and business partnership programs have been promoted in Florida through legislation passed during several legislative sessions. This combined legislation has provided a strong impetus to school districts to implement school reform efforts through volunteer, business, and parent involvement programs. Specific sections of several statutes related to community involvement programs are summarized below.

A school volunteer is defined in Section 228.041, Florida Statutes, as “any nonpaid person who may be appointed by a school board or its designee [and may] include but not be limited to parents, senior citizens, students, and others who assist the teacher or other members of the school staff.” The volunteer legislation also addresses intergenerational school volunteer programs (Section 230.71, F.S.) and notes its legislative intent to “recognize and unite senior citizens and school children in order to enrich the lives of both” by creating “a mechanism for the development, expansion, and support of effective and innovative intergenerational school volunteer programs in the state.”

Florida legislation also addresses ties between public schools and the private sector. The “Florida Private Sector and Education Partnership Act” (Section 229.602, F.S.) recognizes the benefits to teachers, schools, and students from the support, recognition, and expertise provided by the business community as well as the benefits to the business community by enhancing its image and enlarging its pool of potential employees. The legislation states that “local communities with strong support from the business community have better educational systems, contributing to a better quality of life, greater community stability, and a healthier economic climate.”

The Legislature also created the Office of Business and Education Alliances (OBEA) within the Department of Education “to encourage and enhance partnerships between education and the private sector, to function as a clearinghouse for material dissemination, and to provide training and consultation to school districts as appropriate.”

Activities of the OBEA include serving as liaison with state and non-profit agencies to coordinate parent and community involvement statewide and to maximize the use of resources to meet the educational needs of students and educators. Major focus for these activities centers around coordinating intergenerational programs, school-to-work collaborations, parent involvement programs, school advisory councils, volunteer programs, and business partnerships.

The School Improvement and Accountability Law was created in 1991 (Section 229.59, F.S.) and established school advisory councils. This legislation reforms and restructures education, requiring community membership on the school advisory councils and community involvement in the process. The law states that each school advisory council should be composed of the principal and an “appropriately balanced number of teachers, education support employees, students, parents, and other business and community citizens who are representative of the ethnic, racial, and economic community served by the school.”

The School Reform and Accountability Act of 1991 also contained seven goals (Blueprint 2000) with an eighth added in 1996 that speaks directly to community and parental involvement as follows:

Goal 8: Communities, school boards, and schools provide opportunities for involving parents and guardians as active partners in achieving school improvement and education accountability.

In the Hillsborough County School District, community interaction has five main components: business relations, volunteer efforts, collaborative arrangements with governmental and non-governmental agencies and organizations, parent involvement efforts, and governmental relations. Each area is described below.

7.1.1 Business Relations

CURRENT SITUATION

Traditionally, business involvement in public schools has been financially limited to “adopting” a school and donating equipment and, to a lesser extent, involving tutors and volunteers. Under the adopt-a-school model, the number of partnerships rather than their quality has been the indicator of the success of a district’s business involvement program. Often, business partners have used the schools as “extended markets” to promote their products while benefiting from tax breaks. Business involvement in schools has sometimes been tied to marketing strategies for the business, for example, in the form of pizza coupons to students who excel in reading.

Nationally, the level of corporate giving to public schools has been a small fraction of what it has been to postsecondary institutions. Corporate giving to public schools in 1990 was less than \$250 million, equal to many single donations to a university or college. Most universities and colleges have a “development office” charged with raising and securing funds from alumni, businesses, private donors, and philanthropies.

Florida statutes allow public school and university boards the opportunity to create educational foundations as private non-profit, "direct support organizations" to raise funds for schools teaching grades kindergarten through high school, colleges, and universities. A direct support organization is defined in statute as an entity which "is organized and operated exclusively to receive, hold, invest, and administer property and to make expenditures to or for the benefit of public pre-kindergarten through 12th grade education and adult vocation and community educational programs in this state."

The function of these educational foundations is to increase the level of corporate giving and to leverage supplemental funding for the schools. In 1996, the Florida Department of Education allotted \$500,000 statewide in matching funds to 58 educational foundations, for an average of \$8,621 per district with a foundation (not all counties have one). The foundations leverage this small amount of money as developmental "seed money" to reach out and convince the private sector to give meaningful monetary donations to schools.

In 1988, the Hillsborough County School Board started the Hillsborough Education Foundation to secure private corporate giving in order to supplement dwindling federal and state funding. The arrangement between the Hillsborough County School District and the Hillsborough Education Foundation is basically a contractual outsourcing service for corporate giving, public relations, and fund raising which the Foundation does through aggressive outreach and a broad range of programs and events. Besides corporate and matching gift programs, the Foundation also conducts market research, has a volunteer cadre of 9,000, and provides the district with a promotional awards program for district employees, volunteers, and business partners. "Help It Happen for Students" is the Foundation's public education and awareness campaign focusing on active roles that the community can take to support education in Hillsborough County. The Foundation also has a payroll deduction program for school district employees.

The Hillsborough Education Foundation operates like a university development office with an internal board of directors comprised of some school board members, the Superintendent, and 23 business representatives. Under the state statute, members of the Foundation's Board of Directors are approved by the district school board, and the district auditor conducts an annual post-audit of the Foundation's financial accounts. All Foundation records and information are considered public record except for the identity of donors and all information identifying donors and prospective donors.

The Hillsborough Education Foundation has a staff of eight who, except for the Director of Development, are paid by Foundation funds. The district pays for the executive director and secretary salaries. The Foundation's total budget of \$4 million in 1995-96 includes the salary and bonuses of its director. For its approximate \$100,000 investment in 1995-96, the district received \$3.2 million in direct donations from the private sector to the schools.

According to the Foundation's 1996 *Annual Report to the Community*, the majority (60%) of the Foundation's revenue source came from local businesses and to a lesser extent from individual donors (11%). Allocation of donations was mainly for:

- Classroom enhancements and scholarships (37%); and
- Communities in Schools and At-Risk Programs (27%)

Exhibit 7-1 provides information on Foundation donations.

The Hillsborough Education Foundation uses several charitable vehicles for providing donations. Two examples are cited below.

- **Endowment funds** are a source of permanent funding for districtwide programs or individual schools. Endowment funds are mutually beneficial because they create income for school programs, preserve the fund principal, and typically provide the donor with income, gift, and estate tax benefits. The designated recipient for student scholarships, teacher grants, or other enhancement programs can use the earnings off the principal in the fund. By enabling donors to target specific projects or schools, the Foundation facilitates the formation of partnerships between donors and those projects or schools within a “pooled” funding vehicle. This collective approach offers all schools districtwide visibility and long-term gains.
- **Planned giving** involves gifts to the Foundation that are intended to benefit the Foundation at some future time, such as a gift in a will that the Foundation receives when the donor passes away. This form of giving offers individual donors the satisfaction of helping students succeed and typically offers income, gift, and estate tax benefits.

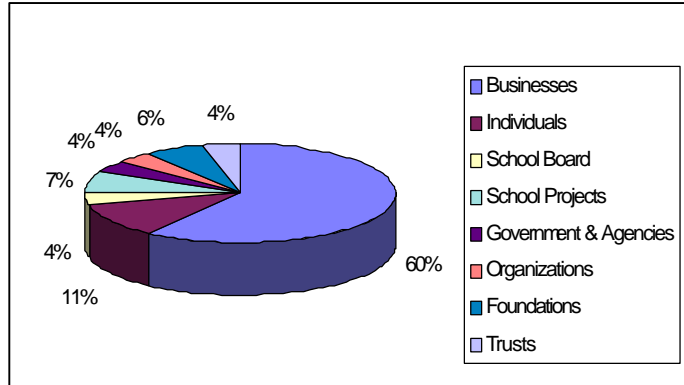
Key initiatives and programs of the Hillsborough Education Foundation include:

- Communities in Schools;
- Scholarships Program;
- “Presidents as Principals” and “Great American Teach-In” Programs;
- Grants program for teachers, principals, and students;
- Recognition Program for teachers and schools; and
- Payroll Deduction Program for district employees.

Communities in Schools (CIS) is the nation’s largest dropout prevention program and provides an alternative education program for at-risk students in Hillsborough County. The Florida Department of Education allots \$1.5 million to CIS statewide, with \$100,000 to CIS in Hillsborough County to pay for the CIS Development Director, an assistant, and some direct service programs. Several public events also raise funds for Hillsborough County’s CIS, including “Celebrate Safe” to usher in the New Year and an annual “Project: I Can” Golf Classic.

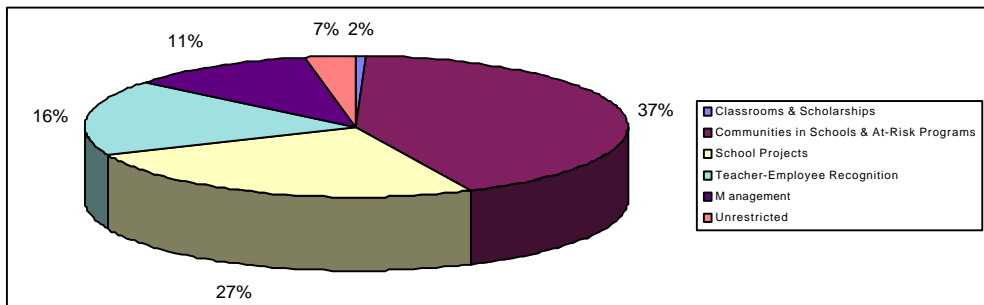
**EXHIBIT 7-1
HILLSBOROUGH EDUCATION FOUNDATION
ORIGIN OF DONATIONS BY PERCENTAGE
1995-1996**

Origin	Percentage
Businesses	60%
Individuals	11%
School Board	4%
School Projects	7%
Government & Agencies	4%
Organizations	4%
Foundations	6%
Trusts	4%



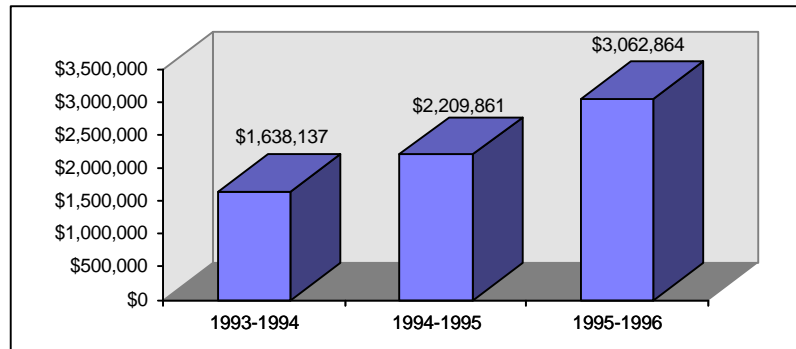
**ALLOCATION OF DONATIONS BY PERCENTAGE
AND BY PROGRAM AREA
1995-1996**

Program Area	Percentage of Total HEF Budget
Classrooms & Scholarships	37%
Communities in Schools & At-Risk Programs	27%
School Projects	16%
Teacher-Employee Recognition	11%
Management	7%
Unrestricted	2%



**TOTAL ANNUAL REVENUES, BY YEAR
1993-1996**

Year	Amount
1993-1994	\$1,638,137
1994-1995	\$2,209,861
1995-1996	\$3,062,864



Source: Hillsborough Education Foundation, *Annual Report to the Community*, 1996.

In 1996, the Florida Commission on Community Service awarded a \$215,000 grant to CIS to fund a tutoring and community outreach program at Cleveland Elementary School through the AmeriCorps Program, a domestic program modeled after the Peace Corps to give individuals an opportunity to earn an educational stipend while providing service to the community. The program has both tutoring and mentoring components. AmeriCorps members tutor Cleveland Elementary School students in reading, conflict resolution, social skills development, behavioral intervention strategies, and visit the homes of all students to share event information, recruit volunteer tutors, train parents in ways to assist the academic needs of children, and encourage school involvement.

CIS started in 1992 as a development committee of the Hillsborough Education Foundation. However, CIS exclusively targets at-risk students and dropout prevention programs with an emphasis on early intervention (pre-K through 2nd grade). Like the Hillsborough Education Foundation, CIS has its own separate development board that functions as a fund raising body but specifically for the district's at-risk and dropout prevention efforts. CIS operates at 27 sites serving 3,000 students; it operates as a "board within a board." CIS and the Hillsborough Education Foundation share some business partners, such as Nations Bank, which donates \$2,200 for pre-paid tuition to alternative students and \$6,000 for technology at the East Tampa Horizon Alternative School.

The Foundation's Scholarships Program is a main component of the Foundation's work. Through corporate and community sponsors, the Foundation awarded \$600,000 in scholarships in 1996 to deserving students. In 1995, over 600 Hillsborough County seniors were named Florida Academic Scholars, leading the state of Florida for the eleventh consecutive year. Hillsborough County also led the state and nation in the percentage of advanced placement students who earn college credit. The Horizons to Success Committee hosts several annual fund-raisers including the All-Star Education Gala to showcase both scholarship and EDDIE (Excellence, Dedication, Devotion in Education) recipients. In addition, the Scholarship Committee sponsors several limited-engagement special events to add momentum to the scholarship drive.

The "Presidents as Principals" Program is a Foundation program allowing 110 corporate executives the chance to be principals for a day in Hillsborough County schools. Results of a post-attitude survey of the executives show that, after their service, many executives changed their negative attitudes toward students, schools, teachers, and administrators. Significant attitudinal changes are shown in Exhibit 7-2.

The Hillsborough Education Foundation has its own volunteer program that centers around the Great American Teach-In and uses over 7,500 volunteers who make presentations in classrooms (including heart surgeons, plumbers, corporate CEOs, and community-minded grandparents). Teach-In volunteers talk with students about the skills and personal characteristics necessary to work in today's competitive marketplace.

**EXHIBIT 7-2
HILLSBOROUGH EDUCATION FOUNDATION
"PRESIDENTS AS PRINCIPALS" SURVEY
ATTITUDE CHANGES IN PERCENTAGE OF RESPONDENTS
BEFORE AND AFTER THEIR SERVICE
APRIL 1996**

Issue	Attitude Before	Attitude After	Difference*
Legislative support for education	18.5%	10.4%	(8.1%)
Crime & safety issues	18.7	62.5	43.8
Drug & alcohol use	15.6	41.3	25.7
Gang activity	16.9	50.0	33.1
Exterior appearance of schools	70.8	79.2	8.4
Interior appearance of schools	70.8	83.3	23.9
Adequacy of books and supplies	38.5	34.7	(3.8)
Adequacy of computers and related technology	29.2	24.5	(4.7)
Teacher : student ratio	20.0	47.0	27.0
Student discipline	23.5	77.1	53.6
Health needs of students	52.3	64.6	12.3
Teacher salaries	23.1	17.0	(6.1)
Effectiveness of school-based administration	42.9	78.7	35.8
Overall student behavior/demeanor	31.3	85.5	54.2
Scope and availability of extra-curricular activities	38.4	47.9	9.5
Overall quality of education to prepare students for the future	33.9	64.6	30.7

Source: Memorandum to Hillsborough Education Foundation from Hill & Associates, April 17, 1996.

*The difference is a measured change in respondents' attitude before and after their service as "Principals for a Day." For example, of the 110 respondents, 53.6% had more positive attitudes regarding student discipline after their service than they did before they were "Principals for a Day".

The Foundation offers grant awards available to over 8,000 Hillsborough County teachers who instruct and inspire students each day of the school year. Donor businesses choose their recipients based on award applications with technical assistance from the Foundation. Classroom winter, spring, and summer grants are available to regular teachers and parent/teacher organizations in schools to stimulate imagination and creativity in students. Another grant is available for special education teachers to create an innovative and exciting arts curriculum for special education

students. Business Partnership Challenge Grants, a matching grant program from the Florida Department of Education, made \$20,000 available based on a partnership match contribution valued at 60 percent of the total project. Incentive Planning Challenge Grants are three-year grants for Break-the-Mold schools with innovative and risk-taking programs that have the potential for statewide replication.

The Foundation manages a recognition program for Hillsborough County employees, volunteers, and business partners. Annually, more than 1,000 business and community leaders attend the Foundation's Annual Business Partnership Breakfast to recognize the collaborative efforts of school and business partnerships. The annual Teacher of the Year and Support Employee of the Year Awards dinner recognizes many full- and part-time teachers and support personnel. The Ida S. Baker Award is presented annually to recognize the significant contributions of a Hillsborough County minority educator who represents Hillsborough County at the state level.

The payroll deduction program managed through the Foundation allows school district employees to support the work of the Foundation. According to the Foundation's executive director, by 1996, the payroll deduction program raises approximately \$40,000 annually.

In addition to the work of the Hillsborough Education Foundation, business involvement in Hillsborough County School District also includes a series of informal discussions between the Superintendent and local business executives called the CEO Roundtable. This group of business leaders meets regularly and advises the Superintendent on business and industry concerns in education.

Business involvement at the district level also includes School-to-Work, a new program that places students as "externs" with participating local businesses. One of the goals of the School-to-Work model is "to make business and industry viable and important partners in the effective development and delivery of instruction." The School-to-Work Opportunities Act was signed by President Clinton in 1994 to provide seed money to state and local partnerships of business, labor, government, education, and community organizations to develop School-to-Work systems. The Hillsborough County School District's School-to-Work Program started in the fall of 1996.

FINDING

Hillsborough County businesses have been supportive of Hillsborough County schools and have made significant commitments and contributions to public education in the county. Businesses in Hillsborough County contribute significantly to classroom instruction, scholarships, at-risk prevention, and even staff morale. Some corporations donate resources tailored to their own interests, choosing to improve curriculum related to their industry. For example, GTE allocated \$10,000 for an updated computer and graphics program at Bloomingdale High School, funds a Center for Technology, and matches GTE employee volunteer time with grant dollars to the Hillsborough Education Foundation.

Other businesses contribute significant non-monetary assets, such as First Union Bank's policy to allow each of their employees four hours per month, with expenses

paid, to be involved in the schools. Many businesses donate matching funds (for example, Barnett Bank contributes \$70,000 in matching funds for a four-year college scholarship for students who consign to stay in school and stay drug-free). Solomon Brothers sponsors the Communities in Schools Program by offering grant money to fund projects which have helped at-risk students improve their reading level, develop small business skills, improve their self-esteem, and learn appropriate social behavior.

The high level of business involvement is directly tied to the successes of the Hillsborough Education Foundation which has raised the standards of public school development efforts to those more commonly found in colleges and universities. For its 1995-96 investment of \$100,000 in the Foundation, the school district received \$3.2 million in direct donations to the schools. This high rate of return is being used to enhance instructional and public relations functions in the district.

Of significant value is the Foundation's work to involve the business community in meaningful and often innovative ways that result in long-lasting effects. Scholarships for almost 400 students, classroom grants for students and teachers, public awareness campaigns, and direct engagement of business leaders in meaningful roles in the district lead to increased support for the schools. As shown in Exhibit 7-2, when business leaders change their attitudes and perceptions about public schools, businesses realize that public schools are, indeed, good places to learn. Positive messages about the schools lead to increased meaningful business involvement. Programs such as Presidents as Principals, as well as the new School-to-Work, demonstrate promise to close the barriers between schools and workplaces by establishing mutually-beneficial links for schools, students, and the community's pool of potential labor.

The Foundation's promotional awards program has recognized the Teacher of the Year and Support Employee of the Year. Staff also can feel that they "make a difference" for the schools by contributing through the payroll deduction program established through the Hillsborough Education Foundation. By 1995-96, district staff had contributed \$200,000 through the Foundation's Payroll Deduction Program.

Outsourcing for business involvement through the Foundation has minimized "token" involvement such as that commonly found in the traditional adopt-a-school model used by many school districts nationally. The Foundation's success in creating a development model for public schools has centered on giving and has fund raising resulted in less commercial infiltration of the school curriculum. The experience of the Foundation has been that businesses can be more meaningfully involved without programs that exploit schools as marketing venues, especially if they are attached to low expectations for students (for example, awarding prizes that promote buying a product in return for a minimal reading requirement).

The Foundation also supplements the district's publicity and public relations efforts. Since the Foundation does its own press releases, the district benefits because this venue results in direct promotional publicity for the schools. The more schools are highlighted in the media and the more positive publicity for the schools, the more all sectors of the community are stimulated to be involved in the schools. Positive publicity

is critical in a school district with 50 percent of its students on free and reduced lunch and a large portion of students in portables.

COMMENDATIONS

The Hillsborough Education Foundation is commended for its invaluable contributions to the Hillsborough County School District.

The Foundation leads the state in managing business involvement through innovative ways that have proven meaningful and significant for schools, students, teachers, and the community as a whole. The district's investment in the Foundation has showed a high rate of return (\$100,000 into \$3.2 million) and has provided the district with opportunities to supplement instruction and improve staff morale. The Foundation has benefited the district by providing important public relations and publicity assistance, helping to secure additional support for public schools by placing them in a positive public light. The Hillsborough Education Foundation is well recognized throughout the county and the state for its leadership role. Its business involvement efforts have provided the Foundation with the respect, trust, and support of the local business community, and has provided a model for other educational foundations across the state.

Businesses in Hillsborough County are commended for their commitment to public education and for their role in supporting schools.

The significant and consistent involvement of Hillsborough County businesses creates a greater quality of life for the citizens of Hillsborough County by helping to ensure that the community is better educated, understands how to be better involved corporate citizens, and has stronger links between education and earning power. The rate of return on significant business involvement is not only monetary: students years from now will remember the tutors, mentors, and volunteers who helped them, and in turn, will be more likely to become donors and supporters of the schools.

FINDING

A 23-member Board of Directors sets policy and serves as a development board for the Hillsborough Education Foundation. Bylaws for the Foundation require board membership to include a school board member, the Superintendent, two at-large members, legal counsel, and business representatives. An Executive Committee appoints Board members for two-year terms. No representation is found from parent/teacher organizations, the teachers' union, and central office divisions.

The Foundation's director is a district employee, and reports both to the Foundation board and to the Superintendent. Emphasizing the work of the Foundation at the school level are school staff who are assigned as business liaisons and who are members of the School-Business Partnership Committee. Each school in Hillsborough County has a business partner and business representatives are members of each School Advisory Council.

RECOMMENDATION

Recommendation 7-1:

Revise the bylaws of the Board of Directors of the Hillsborough Education Foundation to include some representatives from parent/teacher organizations, the teachers' union, and district administrators.

In order to keep its purpose and integrity, the Board of Directors of the Hillsborough Education Foundation should continue to be comprised mainly of business representatives. Extending seats on the Foundation Board to more members from the school district and parents will help link the Foundation with the district and its customers. It will also reduce barriers of communication between the Foundation and district administrators while preserving its integrity and purpose.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------------|
| 1. The Board of Directors of the Hillsborough Education Foundation should revise its bylaws to include board membership from the County Council of PTA/PTSAs, local PTA/PTSAs, the teachers' union, and central office divisions. | Fall 1997 |
| 2. The full Board of Directors of the Foundation should vote on the inclusion of members from the above groups as Board seats are vacated. | 1997-98
school year |
| 3. The Executive Committee of the Hillsborough Education Foundation should find representatives from the County Council of PTA/PTSAs, local PTA/PTSAs, the teachers' union, and central office administrators for the 1996-1998 term. | Ongoing |

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

FINDING

Fragmentation of efforts and duplicative solicitation of the business community occur when district administrators and principals compete with the work of the Hillsborough Education Foundation. Duplication and indirect requests and receipt of funds from donors undermines the work of the Foundation by decentralizing its accountability and weakening its development position within the business community. Major examples of this duplication and multiplicity of requests to and from businesses include the following:

- Businesses who wish to be involved in the schools may approach the Foundation but often they call on the district's staff who may not always refer them to the Foundation. The district should not be in a

position to lose valuable involvement from the business community because of a lack of communication and clarity of roles between district staff and the Foundation.

- Monetary donations from businesses, private individuals, and philanthropies are usually directed to the Foundation, but sometimes the district's Office of Finance, under the Assistant Superintendent for Business and Research, also receives donations. No explanation was provided for this duplicity, other than historically (i.e., this is the way it has always been done). However, accounting streams in the Foundation and the Office of Finance are different and the Office of Finance sometimes holds these funds for many months, classifying them as "interagency transactions."
- Principals and teachers often call the Office of Finance requesting matching funds, which are best managed by the Foundation. Some schools receive direct monetary gifts from corporations (e.g., scholarships). The school bookkeepers write a check from those funds to the Foundation.
- Some administrators ignore the role of the Foundation by contacting businesses themselves and requesting their support. Business leaders reported receiving multiple requests from different district staff asking for their support.

RECOMMENDATION

Recommendation 7-2:

Identify the Hillsborough Education Foundation as the central point for requesting and receiving business support and all monetary donations to the district.

The roles and responsibilities of the Foundation should be clearly understood by district staff. All businesses and donors calling the central office to contribute to the schools should be referred to the Foundation by any central or cluster administrator or principal who receives the request to donate. The Office of Finance should direct monetary donations to the Foundation.

While the Foundation should serve as the districtwide vehicle for development, the efforts of individual schools to involve their own business partners should be respected and the Foundation should provide principals with technical assistance on how to recruit and apply business partners in meaningful ways.

It is in the district's best interest for administrators to consolidate efforts to solicit from businesses for their support because many businesses do not appreciate multiple solicitations from one organization. This developmental role appropriately belongs to the Foundation and is respected by the business community as evidenced by their significant contributions.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|------------------------|
| 1. The Superintendent should ensure that all staff understand the role and responsibilities of the Hillsborough Education Foundation. | July 1997 |
| 2. Central office administrators should refer all businesses or donors who wish to make a contribution to schools to the Hillsborough Education Foundation. | July 1997 |
| 3. The Director of the Office of Finance should direct all monetary donations to the Foundation. | July 1997 |
| 4. The Director of Development of the Hillsborough Education Foundation should serve as the districtwide coordinator for all development projects and efforts and should continue to provide technical assistance to schools in how to involve businesses in significant ways. | Ongoing |
| 5. The Director of Development of the Hillsborough Education Foundation should increase the number of presentations made to school principals detailing the work of the Foundation. The director should provide training to the principals and School Improvement Teams to expand the development message at the school level. | 1997-98
school year |

FISCAL IMPACT

There is no fiscal impact on the district associated with this recommendation.

FINDING

Business leaders interviewed for this performance review noted that Hillsborough County has a short supply of labor skilled in technology, impacting on the low presence of heavy industry and manufacturing in the county. There is an adequate supply of a labor force trained in clerical skills, however, ensuring a steady supply for the service industries. The district received an \$800,000 grant in September 1996 from the Florida Department of Education to develop a School-to-Work Program, called EducationWORKS, with an emphasis on developing technical skills through workplace experience. The School-to-Work Plan delineates methods to select and use community partners and to establish partnerships. EducationWORKS is currently piloting a construction academy at Tampa Bay Technical School.

COMMENDATION

The district's School-to-Work Plan to select and involve community partners and businesses shows great promise as a model for other school districts.

Hillsborough County schools could use the strategies from the School-to-Work Plan to select and apply their own business partners and establish community partnerships. The School-to-Work Program could also help to ensure that Hillsborough County students have the technical skills needed to draw manufacturing and other heavy industries to Hillsborough County.

7.1.2 Volunteer Program (SERVE)

School volunteers, whether they are parents, community or business partners, or citizens without children in the schools, are most effective when they are part of an organized school volunteer program designed and created to meet the needs of a particular school or school district. Organizing and coordinating a large pool of volunteers requires an organized approach to find the volunteers and recruit them; train volunteers and school staff in their best use; and retain volunteers to promote continued success of the students with whom they interact. Volunteers are best used when their service is continuous rather than sporadic, especially when they serve as tutors and mentors for students.

Most Florida counties have a school volunteer program. Exhibit 7-3 lists the number of volunteers and the ratio of volunteers to total population and to the population age 50 and over in Hillsborough, Palm Beach, and Broward Counties.

**EXHIBIT 7-3
NUMBER OF SCHOOL VOLUNTEERS BY COMPARABLE SCHOOL DISTRICTS FOR
TOTAL COUNTY POPULATION AND POPULATION AGE 50+
1995-1996**

County	Total Population	Population Age 50+	Total Number of Schools	Schools with Volunteer Programs	Total Number of Volunteers	Total Number of Volunteers Age 50+	Ratio of Volunteers To Total Population	Ratio of Volunteers To Population Age 50+
Hillsborough	834,054	284,233	164	155	24,487	1,584	1:34	1:148
Broward	1,255,488	476,773	235	235	23,887	1,722	1:53	1:277
Palm Beach	863,518	386,728	129	11	10,954	1,631	1:79	1:237

Sources: *Florida Almanac*, Economic & Demographic Information, 1995 and Interlock, 1997 Directory, Florida Department of Education, Office of Business and Education Alliances, 1996.

The Hillsborough County School District does not have a district-based central volunteer program. The district outsources for school volunteers through SERVE (School Enrichment Resource Volunteers in Education), a private non-profit agency. SERVE's goal is to provide educational supplements to the district through volunteers. The volunteer pool in 1995-1996 consisted of about 24,500 individuals who contributed over one million hours to Hillsborough County schools (see Exhibit 7-4). As can be seen, in nine years, the number of volunteers has increased by almost five times.

SERVE's mission is "to promote and facilitate the involvement of volunteers in Hillsborough County Schools by acting as a liaison among schools, the local community, the Hillsborough County School Board, and the Florida Department of

Education.” SERVE volunteers are used for tutoring, job shadowing, and speakers through its Speakers’ Bureau. A SERVE coordinator coordinates SERVE volunteers at most school sites.

**EXHIBIT 7-4
SERVE TOTAL VOLUNTEERS AND VOLUNTEERS HOURS
1987-88 through 1995-96**

Year	Total Volunteers	Total Volunteer Hours
1987-1988	5,047	151,705
1988-1989	8,113	239,540
1989-1990	11,284	290,026
1990-1991	13,560	485,457
1991-1992	20,120	688,823
1992-1993	21,150	877,786
1993-1994	22,795	906,547
1994-1995	21,594	952,179
1995-1996	24,447	1,069,666

Source: SERVE program data, 1995-1996.

SERVE has the following major programs:

- School-based Volunteer Program: Volunteers recruited from the community are referred to local schools. SERVE trains the volunteer coordinators at each school with handbooks, training videos, and technical support. Countywide recognition of speakers, tutors, and volunteers is celebrated at an annual awards event.
- Community Resource Volunteers: This is SERVE’s “Speakers’ Bureau” which makes presentations by individuals, community groups, businesses, colleges and government agencies available to students. SERVE recruits, schedules, and evaluates the presentations. Speakers act as role models to motivate, provide career information, assist in developing coping skills, and enhance the curriculum. Speakers are also provided for teacher workshops and parent meetings.
- Tutor Partners Program: This program is designed to recruit, train, place, and recognize volunteers from colleges, universities, community groups, businesses, PTA/PTSAs, and senior citizens groups to tutor elementary school students. Private and public school secondary students tutor in neighboring elementary schools as well.
- FAST (Florida Academic Scholar Tutors): FAST is a new after-school tutoring program that matches potential Florida Academic

Scholars with elementary or middle school students who need assistance in mathematics or language arts. FAST programs are to begin in Fall 1997 with 30 students tutoring at one of six school sites.

- **Business Partnerships:** This program coordinates partnerships, which develop at individual schools and through the Speakers' Bureau, Tutor Partners Program, and the Hillsborough Education Foundation.

- **Family Involvement Program:** Lutz Elementary won the state award for its Family Resources Center. The Center is housed at the school site and includes parenting discussion groups, material library, absentee call back program, hands-on-art, family reading night, and parenting classes.

- **Job Shadowing Program:** The Job Shadowing Program functions in conjunction with the district's new School-to-Work Program and SERVE coordinates a partnership with downtown businesses.

The school district provides from one-third to one-fourth of SERVE's total budget. SERVE has two school district employees -- a Secretary II and a Senior Public Relations Information Specialist. SERVE is funded by the school board, Full Service Schools Grant, local foundations and grants, corporate fund raising, individuals, schools, and PTA/PTSA's. Exhibit 7-5 provides SERVE's budget and school board contributions.

**EXHIBIT 7-5
SERVE TOTAL BUDGET AND SCHOOL BOARD CONTRIBUTIONS,
AS A PERCENTAGE OF TOTAL SERVE BUDGET
1988-89 through 1995-96**

Year	SERVE Budget	School Board Contribution	School Board Contribution as a Percentage of SERVE Budget
1988-1989	\$64,800	\$26,000	40.12%
1989-1990	75,200	28,900	38.43
1990-1991	80,243	28,900	36.02
1991-1992	88,879	28,900	32.51
1992-1993	109,900	28,900	26.30
1993-1994	100,320	44,320	44.17
1994-1995	126,785	48,700	38.41
1995-1996	109,445	38,900	35.54

Source: SERVE program data, 1996.

SERVE and the Hillsborough County School District have a written agreement to provide supportive services to Full Service Schools. This agreement includes recruiting

and training volunteers for tutorial services; a variety of services as defined by the school advisory councils; a career awareness program through the Speakers' Bureau; and role models for drug education, self esteem, behavior, and motivation to students in the Full Service Schools.

SERVE sponsors the Five-Star Schools Program for the district. Twenty-one (21) district elementary schools won a Five Star Award in 1995-1996, seven of them for the second consecutive year. The Five Star School Award is presented annually to those schools that have shown evidence of exemplary community involvement. Schools that achieve this designation receive a Florida Department of Education's award for community involvement. In order to qualify, a school must achieve 100 percent of established criteria in the categories of business partnerships, family involvement, volunteers, student community service, and school advisory councils. For the volunteer criteria, for example, a school must:

- have a staff training program in which a minimum of 80 percent of the school staff have participated during the school year;
- designate a volunteer coordinator to provide leadership for the school volunteer program through recruitment, placement, training, and supervision of participants; and
- have a total number of hours in volunteer service which is equivalent to twice the number of students enrolled in the school.

Five Star Schools also use their own students as volunteers. The criteria for student volunteers include:

- the school must provide opportunities to students for service learning that focus on an identified community need (i.e., renovating a park, feeding the homeless, working at election polls); and
- 50 percent of the students must be involved in community activities such as pen pals to shut-ins, food drives, cross-school tutoring activities, etc.

FINDING

Hillsborough County volunteers donated 1,069,666 hours of time for students and schools in 1995-1996. At an entry-level, part-time hourly rate for a teacher aide (Group A, 10 months, Schedule PG-13, equivalent to \$7.50 per hour), the 1995-96 dollar amount donated by volunteers to the district is equivalent to \$8,022,495.

The district outsources for its volunteer services through SERVE. SERVE administers a tutoring program for all schools in the district and coordinates a number of school-based recognition programs as well as a Speakers' Bureau.

In 1996-97, the district allotted over \$100,000 for SERVE including \$38,900 for program support and over \$65,000 for personnel.

For its investment, the district received over \$8 million in volunteer hour services for instructional and non-instructional support.

More residents of Hillsborough County are volunteers in the schools than in the comparable counties of Palm Beach and Broward (see Exhibit 7-3). SERVE has been able to increase the level of volunteer services to schools and students from 21,594 volunteers in 1994-1995 to 24,447 in 1995-1996 through grants, awards, and philanthropic donations.

COMMENDATION

SERVE is commended for its outreach and training models and for the coordination of services for a large number of school volunteers.

Hillsborough County's volunteers have contributed over one million hours to Hillsborough County students and schools in 1995-1996. The support of these volunteers has been invaluable in the areas of tutoring, job shadowing, behavior modification, and role modeling.

The arrangement with SERVE to outsource volunteer training and coordination has provided the school district with cost-efficient supplementary instructional and non-instructional services, and has helped to integrate the school system with the community through the use of volunteers.

FINDING

Hillsborough County has a substantial number of older persons (about one-fourth of the total population is over 50), who provide an invaluable pool of potential volunteers. Harnessing the support base of older persons is critical for the school district because Hillsborough County's projected growth and proposed construction of new schools will require a strong base of taxpayer support. Using older volunteers and making schools important to them is one method to secure the support base of older taxpayers.

Over 284,000 residents in the county are 50 and older, and many of them are retired. Numerous citizens serve as volunteers for Hillsborough County schools and students, surpassing the ratios of older volunteers in both Broward and Palm Beach Counties.

The Intergenerational Coalition, established by the Florida Departments of Education and Elder Affairs, is an independent statewide organization which meets twice a year at the Florida Aging Network Conference sponsored by the Florida Council on Aging and the Florida Association for Partners in Education. Regional meetings are held to share information on a regular basis.

The national Adopt-a-Grandparent Program brings students into nursing homes, adult congregate living facilities (ACLFs), and senior citizen centers in order to build caring relationships through the sharing of activities and time. The district had a Foster Grandparents Program, but eliminated its \$60,000 contribution to the program in 1994-95.

RECOMMENDATION

Recommendation 7-3:

Intensify intergenerational efforts by recruiting and training additional volunteers from the older population in Hillsborough County.

Older citizens are often the most vocal opponents of school-related tax increases. Lobbying for their support by integrating older volunteers into the schools is one way to harness this important support base, especially as the district continues to grow and the need to construct schools increases. By making older persons an important part of public education and recognizing their services as valuable assets, the district will help to secure their support.

SERVE has many options available to join state or national intergenerational programs linking older residents with the schools. SERVE can join associations such as The Intergenerational Coalition and the national Adopt-a-Grandparent Program. SERVE can also explore the possibilities of securing grants from both the Florida Departments of Education and Elder Affairs to assist in outreach recruiting efforts for older volunteers.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Executive Director of SERVE should explore the possibility of joining statewide and national intergenerational programs that perform outreach to older citizens in order to increase the volunteer pool for Hillsborough County schools. Summer 1997
2. The Executive Director of SERVE should help each school volunteer coordinator identify senior groups and organizations such as RSVP, AARP, Foster Grandparents, nursing homes, church groups, local senior centers, and other senior organizations in each school's cluster community. Volunteers should be recruited from these groups. Fall 1997
3. The Executive Director of SERVE should explore the possibility of securing a grant from the State Departments of Education or Elder Affairs for intensifying the recruitment of older volunteers. The grant could be used to revive the Foster Grandparent Program which the district previously eliminated. 1997-1998 School Year

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

FINDING

The Executive Director of SERVE is a SERVE employee who reports to the Executive Committee of SERVE. SERVE provides Full Service School sites with tutorial services, career awareness programs, and assists in recruiting and training volunteers for these schools. Full Service School sites include four elementary schools and one junior high school, the exceptional education center, the pregnant teen program, and two inner-city community centers. There is a formal contractual agreement, (dated September 24, 1996), between SERVE and the school district for the Full Service Schools Program with a reimbursable amount of \$22,045 in state funds from the district to SERVE for the supportive services at the Full Service Schools sites.

There is minimal coordination between SERVE and either the Office of Communications or the Office of Community Coordination. Except for Full Service Schools, no formal means of coordination is evident between SERVE and district initiatives that deal with community or parent involvement. Although SERVE and the Hillsborough Education Foundation both have volunteers and business partnerships, the roles and responsibilities between the two agencies is unclear. SERVE has 5,000 business and community volunteers and the Foundation has 9,000 volunteers from the business community who donate services to schools.

Like the Hillsborough Education Foundation and the Communities in Schools organization which resides under the Foundation umbrella, SERVE has its own board of directors. Also like the Foundation, the executive director is a district employee who reports to the district administration.

No formal evaluation of the impact of SERVE volunteers has been conducted to assess their value in terms of student performance.

RECOMMENDATION

Recommendation 7-4:

Clarify the lines of command and roles and responsibilities between SERVE, the Foundation, and the district, and evaluate services provided by SERVE volunteers.

SERVE's executive director should administratively report to the Administrative Assistant to the Superintendent under the proposed reorganization found in Recommendation 7-13.

A Task Force should be appointed by the Superintendent to explore greater collaboration and coordination between SERVE, the Foundation, and the district. The Task Force should also explore the possibility of SERVE being placed under the auspices of the Foundation, much as the Communities in Schools Program is now. As a part of Foundation, SERVE could have access to a larger base of support for its programs and would avoid duplication or competition with the Foundation for the same pool of community resources, particularly volunteers from the business community.

SERVE's excellent record of recruiting and coordinating volunteers could also help the Foundation in expanding its total volunteer pool.

Because of their stringent reporting requirements, Full Service School sites offer an opportunity to evaluate the impact of SERVE volunteers. Program evaluation should include changes in test scores of students who are tutored by SERVE volunteers and changes in at-risk indicators for students served by volunteer mentors.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should appoint a Task Force to explore greater collaboration between the Foundation and SERVE, and the possibility of SERVE being placed under the auspices of the Foundation, much as the Communities in Schools Program is now. Members of the Task Force should include board members from both organizations, the Superintendent, Deputy Superintendent, and the Assistant Superintendent for Instruction. July 1997
2. The Assistant Superintendent for Instruction, with assistance from the Office of Assessment, Accountability and Evaluation, should evaluate the impact of SERVE volunteers on test scores and at-risk indicators for students tutored by SERVE volunteers in Full Service Schools. The evaluation should be conducted annually. Commencing in
1997-98
School Year

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

Ninety-five (95) percent of Hillsborough County Schools have a school volunteer program. All high schools have a program, but one elementary, two middle, three adult/vocational and three exceptional centers do not have a school-based volunteer program in place, as shown in Exhibit 7-6.

According to SERVE's executive director, many teachers, especially those at schools with no volunteer coordinator, are unaware of SERVE's role in recruiting and training volunteers as tutors and speakers. Many teachers and some principals are unaware of the potential benefits to their schools and students from the meaningful use of SERVE volunteers.

Although the volunteer coordinators who are appointed by the principal at each school that has a volunteer program are trained by SERVE, the organization does not monitor their performance.

EXHIBIT 7-6 STATUS OF SCHOOLS WITH SCHOOL VOLUNTEER PROGRAMS

1995-1996

Type of School	Number in District	Number with School Volunteer Programs
Elementary Schools	106	105
Middle Schools	27	25
High Schools	16	16
Adult/Vocational Schools	5	2
Exceptional Centers	10	7
TOTAL	164	155

Source: "Status Report of School Volunteer Programs" to the Department of Education, Office of Business and Education Alliances, 1995-1996.

RECOMMENDATION

Recommendation 7-5:

Fully implement a school volunteer program at each school in Hillsborough County.

All schools should have a school volunteer program with an assigned volunteer coordinator who is both trained and monitored by SERVE to recruit and train volunteers with assistance from the principal and the School Advisory Council. Students and teachers at all schools should have access to volunteers for instructional and non-instructional support services. Principals at those schools with no volunteer program should assign a staff member as the volunteer coordinator. Each volunteer program should be monitored and evaluated annually by the SERVE executive director in conjunction with the school principal and the School Advisory Council.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------------------|
| 1. SERVE's Executive Director should contact those principals at the schools without a volunteer program. The principal should assign a staff member as the volunteer coordinator for the school. SERVE should provide the training for these new coordinators in outreach strategies and meaningful use of volunteers. | September 1997 |
| 2. The SERVE Executive Director should develop a monitoring instrument useful to assess the work of the volunteer coordinators at all schools. | December 1997 and annually |
| 3. The director should also visit schools regularly and conduct an annual evaluation of the school volunteer programs in conjunction with the principal and the school advisory council. | Ongoing |

FISCAL IMPACT

There is no fiscal impact for the implementation of this recommendation.

7.1.3 Collaborations With Other Agencies

CURRENT SITUATION

Collaborations with governmental and non-governmental agencies are important to a school district, particularly the Hillsborough County School District with a large number of at-risk students who need non-instructional support services to retain students in school and prepared to learn. Educators are often held responsible for the non-education problems of students. It is debatable whether this is the job of educators, as the reality is that most students who drop out of school do so because of non-educational problems. Community-based initiatives that can bring together agencies and individuals with related concerns and shared goals to improve and expand services for at-risk children and families maximize limited resources and can help to keep students in school and ready to learn.

In Hillsborough County, many agencies -- both governmental such as the Department of Family and Children (formerly DHRS) and non-governmental such as the Children's Board -- provide health and human services to youth and families. These agencies assist the district by supporting families and students, either directly as in Full Service Schools or indirectly as in multiple collaborations with local community agencies. As the district's student enrollment continues to grow, and as the efforts of the Foundation and volunteer program continue to showcase the schools, the integration of services between the district and other providers in the community is essential in order to complement the instructional program.

In 1991, Hillsborough County School District was chosen by the Florida Department of Education to pilot a community collaboration project called the Shared Services Network. The goals of the Network are to place the district in a more visible position within the realm of service providers in the county, and to coordinate services between the district and governmental and non-governmental agencies. Frameworks have been built upon the premise that the base of the Network's infrastructure is an alliance of policy makers and top-level administrators in public and private organizations. The CEO Roundtable, comprised of officers and chief executives of the major community agencies, was established as a forum for dialogue and community problem solving.

State funding for the Network was deleted two years ago, but the district continued the initiative and created the Office of Community Coordination, under the Administrative Assistant to the Superintendent. The Office of Community Coordination is directed by a Supervisor who participates in and manages collaborative activities at various phases of development, including:

- start-up and establishment of relationships;
- implementation of collaborative activities;
- maintenance of collaborative relationships; and
- enhancement of activities.

In order to continue the function of the Shared Services Network, the Office of Community Coordination has established priority linkages and has made the district a

full partner with initiatives involving governmental and non-governmental organizations dealing with children's issues in Hillsborough County (see Exhibit 7-7).

In addition to the priority collaborations noted above, the Office of Community Coordination is also involved with the following community and government agencies, committees, and work groups. Due to the nature of human service delivery and the judicial system, stakeholders may be involved in more than one collaboration as shown in Exhibit 7-8.

The job description for the Supervisor of the Office for Community Coordination contains the following responsibilities:

- serve as staff to CEO Roundtable;
- act as a community liaison at the policy level between the Hillsborough County School District, the Children's Board, the Florida DHRS (now Department of Children & Families), and other participating community agencies;
- establish and maintain internal linkages within the Hillsborough County School District, DHRS, and the Children's Board; and
- provide technical assistance and consultation to governmental and community agencies.

FINDING

There are multiple collaborations in place between the district and local organizations and government agencies. Six major current initiatives are considered priority collaborations by the district (see Exhibit 7-7) and other relationships are in place (see Exhibit 7-8). There are hundreds of stakeholders and individuals involved in committees or work groups related to the collaboration activities, most of which are staffed and coordinated by the Supervisor of the Office of Community Coordination.

The concept of collaborating with other organizations that deal with children and families is appropriate and leads to improved relationships for the district in the community. Also, using the resources of other agencies to expand the district's resources certainly is cost-efficient, especially in efforts related to at-risk early intervention and prevention.

**EXHIBIT 7-7
CURRENT COLLABORATION ACTIVITIES OF THE OFFICE OF
COMMUNITY COORDINATION, STAKEHOLDERS, EXPECTED OUTCOMES, AND
BENEFITS TO THE HILLSBOROUGH COUNTY SCHOOL DISTRICT AND
AFFILIATED COMMITTEES 1995-1996**

Name of Collaborative Activity and Role of District	School District & Community Stakeholders	Expected Outcomes and Benefits to the Hillsborough County School District	Affiliated Committees
<p>Countywide Pro-Family Integrated Services Initiative</p> <p>Office of Community Coordination provides staff support and coordination</p>	<ul style="list-style-type: none"> ■ Hillsborough County School District Division of Instruction ■ Children's Board ■ Florida Department of Children & Families ■ Agency for Health Care Administration ■ Community Providers of Mental Health and Family Support Services 	<p>Leverage over \$1.5 million in community funds to:</p> <ul style="list-style-type: none"> ■ Implement a county-wide system of school linked, neighborhood based family support services which improve linkages between home, family, and school; ■ Improve student performance; <p>Coordinate programs between the school district and the community, which share a common service delivery approach but which are unevenly dispersed throughout the county and do not have a stable funding base.</p>	<ul style="list-style-type: none"> ■ Department of Children & Families Children's Committee ■ Children's Board Joint Venture Steering Committee ■ Pro-Family Steering Committee
<p>Juvenile Assessment Center</p> <p>Office of Community Coordination provides staff support and coordination</p>	<ul style="list-style-type: none"> ■ Hillsborough County School District Divisions of Instruction and Administration ■ Hillsborough County Sheriff's Department ■ Department of Children's Services ■ Department of Juvenile Justice ■ University of South Florida ■ Agency for Community Treatment Services 	<ul style="list-style-type: none"> ■ Maximize service coordination and share information, direct intervention and triage to over 100 truant and 1,000 delinquent youth monthly. ■ Two district staff are located at the Juvenile Assessment Center and account for approximately seven percent of total resources of the JAC. These staff maintain communication with school security officers and site administrators on an as-needed basis for delinquent and truant youth. 	<ul style="list-style-type: none"> ■ CEO Work Group ■ Juvenile Justice Council

**EXHIBIT 7-7 (Continued)
CURRENT COLLABORATION ACTIVITIES OF THE OFFICE OF
COMMUNITY COORDINATION, STAKEHOLDERS, EXPECTED OUTCOMES, AND
BENEFITS TO THE HILLSBOROUGH COUNTY SCHOOL DISTRICT AND
AFFILIATED COMMITTEES 1995-1996**

Name of Collaborative Activity and Role of District	School District & Community Stakeholders	Expected Outcomes and Benefits to Hillsborough County School District	Affiliated Committees
<p>Child Health Investment Program</p> <p>Office of Community Coordination provides staff support and coordination</p>	<ul style="list-style-type: none"> ■ Hillsborough County School District Division of Instruction ■ Healthy Start Coalition of Hillsborough County 	<ul style="list-style-type: none"> ■ Leverage children's health and mental health dollars to school health, Healthy Start, Hillsborough County Department of Health & Human Services, county health unit, and other funders. ■ Implement countywide children's health initiative in the middle and high schools. ■ The proposed budget offers the existing school health dollars as a match for \$10,000,000 in new funds. 	<ul style="list-style-type: none"> ■ Human Services Council ■ Health Care Advisory Board
<p>Comprehensive Truancy Intervention Project</p> <p>Office of Community Coordination provides staff support and coordination</p>	<ul style="list-style-type: none"> ■ Hillsborough County School District Divisions of Instruction and Administration ■ County Sheriff's Office ■ Tampa Police Department ■ State Attorney's Office ■ Florida Department of Juvenile Justice ■ County Department of Children's Services ■ County judicial system 	<ul style="list-style-type: none"> ■ Comprehensive, coordinated approach to truancy intervention (zero tolerance) by strengthening the multi-agency response. ■ Use a prevention approach. ■ Institute a system for accountability tied to school and community indicators. ■ Sheriff's Office has dedicated two staff part-time and other resources to match the commitment of Hillsborough County School District staffing and coordination. 	<ul style="list-style-type: none"> ■ CEO Work Group ■ Juvenile Justice Council

**EXHIBIT 7-7 (Continued)
CURRENT COLLABORATION ACTIVITIES OF THE OFFICE OF
COMMUNITY COORDINATION, STAKEHOLDERS, EXPECTED OUTCOMES AND
BENEFITS TO THE HILLSBOROUGH COUNTY SCHOOL DISTRICT AND
AFFILIATED COMMITTEES 1995-1996**

Name of Collaborative Activity and Role of District	School District & Community Stakeholders	Expected Outcomes and Benefits to Hillsborough County School District	Affiliated Committees
<p>CEO Work Group</p> <p>Office of Community Coordination provides staff support and coordination</p>	<ul style="list-style-type: none"> ■ Superintendent ■ Chief Judge ■ Sheriff ■ State Attorney ■ County Administrator ■ Public Defender ■ Chief of Police ■ District Managers of Departments of Children & Families and Juvenile Justice 	<ul style="list-style-type: none"> ■ Identify and resolve issues and outcomes which require policy and administrative changes across and through the community's education and governmental institutions. 	<p>N/A</p>
<p>Human Services Council (Staffing & Coordination)</p>	<ul style="list-style-type: none"> ■ community funding agencies such as United Way, Community Foundation, Funder's Forum, Hillsborough Education Foundation ■ local education and human service agencies 	<ul style="list-style-type: none"> ■ Maximize use of private and public funds around issues of primary importance to education and human services providers. ■ Target available public and private resources more collaboratively and efficiently. 	<p>N/A</p>

Source: Office of Community Coordination internal data, 1995-1996.

**EXHIBIT 7-8
ORGANIZATIONS, COMMUNITY AND GOVERNMENT AGENCIES THAT
NETWORK WITH HILLSBOROUGH COUNTY SCHOOL DISTRICT
1995-1996**

District 6 Department of Children and Families
District 6 Department of Juvenile Justice
Hillsborough County Sheriff's Office
The Children's Board of Hillsborough County
Hillsborough Tomorrow
Hillsborough County
United Way
City of Tampa
DACCO
ACTS
Child Abuse Council
MHC, Inc.
Northside Mental Health Center
Healthy Start
Urban League
CDC of Tampa
Louis de la Parte Florida Mental Health Institute at University of South Florida
Children's Home

Source: Office of Community Coordination internal data, 1996.

However, making the district a full partner in all efforts related to children and families in Hillsborough County is a challenging task, the outcomes are not always clear and the success of the collaborative efforts is not easily measured. An example of a mutually beneficial collaboration can be seen in the Comprehensive Truancy Intervention Project created to reduce truancy. In 1996, a collaborative work group was formed between the major stakeholders, including the county sheriff, the school superintendent, and the chief judge, to leverage problem solving methods in truancy reduction and juvenile justice. Technical assistance, staffing, and coordination is provided by the Supervisor of the Office of Community Coordination. The expected result of the work group is a comprehensive community plan to reduce truancy, using public service announcements contributed by the sheriff's office.

Although all six priority collaborations (see Exhibit 7-7) have established expected outcomes and benefits to the district, not all existing collaborations are assessed fully for benefits to the Hillsborough County School District. It is difficult to determine the quantitative value of each collaboration to the district and to its students.

The district did attempt to assess the benefit of some collaborations when it was faced with a budget shortfall of 15 percent in the spring of 1996. In March 1996, the School Board and Superintendent requested a review of all contracts with outside agencies on the premise that budget cuts might affect those contracts rather than classroom services. The recommendations for the 1996-1997 budget from the Committee to Review Contracts with Outside Organizations, chaired by the Deputy Superintendent, were accepted by the Board and resulted in a 43 percent savings of the amount budgeted for the previous year (1994-1995). The plan eliminated some of the contracts

and reduced others by varying amounts. The committee made its recommendations based upon the services delivered and the district's ability to provide similar services through other means. Eliminated completely were district allocations to the Science Fair, the Math Expo, the Foster Grandparents Program, and Full Service Schools. Reduced were district budgets for the Mendez Foundation (a drug prevention education program), Florida Concerts and Artists in the Schools (fine arts supplementary programs), and a Joint Venture with The Children's Board (therapeutic mental health services to students and their families). The total amount of savings to the district was \$169,620 through these budget cuts in contracts with outside organizations.

According to the Deputy Superintendent, most of the areas affected by the budget cuts have now been able to secure supplementary funds through grants or donations, and continue their collaboration status with the district.

There is no evident criteria, direction or guidance for choosing which collaborations the district should prioritize and which collaborations are outdated or of minor benefit to Hillsborough County students and schools. Interviews with district staff and stakeholders (parents and community leaders) for the performance review indicated that some confusion exists regarding the district's many collaborative efforts. Although several stakeholders praised the multiple efforts of the Supervisor of Community Coordination, many others noted that the district was involved in too many relationships with outside agencies, were not aware of what their purpose or benefit to the district was, and did not know the district's role in the collaborations.

COMMENDATIONS

The district's approach to developing collaborations with local organizations and government agencies that serve children and families is exemplary and can serve as a model for other school districts across the state.

The district is commended for its initiative in establishing collaborations which make it possible to offer enriched programs to Hillsborough County students and in providing greater service at a reduced cost.

The collaborations have helped to put the district in the limelight of service providers in Hillsborough County and have integrated the district with other agencies in the community and the state. The district's experiences, strategies and methods are being used to train other school districts in the state in how they can develop mutually-beneficial collaborations.

RECOMMENDATION

Recommendation 7-6:

Review the multiple collaborations with outside organizations annually to assess their expected outcome and benefit to students, teachers, parents, and schools.

Outcomes expected from each collaborative effort should be clear. The exercise for reducing the 1995-1996 budget is an appropriate method to assess the benefit and expected outcomes of each collaboration. The district can use the methods of the ad hoc Committee to Review Contracts with Outside Organizations and establish a standing committee, comprised of major stakeholders that meet annually to review contracts with outside organizations. The standing committee should also develop a monitoring instrument that measures the value of each collaboration including student performance, at-risk indicators, and measurements commonly used in social services to assess program performance.

Continuous monitoring of the relationships with outside organizations should ensure accountability for the collaborations, specific outcomes for Hillsborough County students and families, and confirm that the district is benefiting from each one.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Board should establish a standing committee to annually assess the benefits to the district from each collaboration with an outside organization. The standing committee should be composed of major community stakeholders, district administrative staff, and staff from the Full Service Schools Program. The committee should be coordinated by the Supervisor of Community Coordination. August 1997
2. The standing Committee to Review Contracts with Outside Organizations should develop an instrument to measure the impact of each collaboration on Hillsborough County School District students and schools, to include test scores and at-risk indicators as well as social service indicators. Staff from Full Service Schools can assist with the social services indicators. Fall 1997
3. The Supervisor of Community Coordination should provide the staff support and technical assistance and the Deputy Superintendent should provide consulting support to the standing committee to Review Contracts with Outside Organizations. Ongoing
4. The Committee to Review Contracts with Outside Organizations should review and assess each of the collaborations using the instrument to determine which ones are priority for the district. Spring 1998
5. The Supervisor of Community Coordination should seek the approval of the standing committee before embarking on any new contractual collaborations. Ongoing 1998
6. The Committee to Review Contracts with Outside 1997-98

Organizations should develop a long-range plan that contains clear goals and measurable objectives for all collaborations and for the district's involvement in each collaboration.

School Year

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

FINDING

The Office of Community Coordination is administratively located under the Administrative Assistant to the Superintendent, and the Supervisor of the Office of Community Coordination reports directly to the Superintendent's Administrative Assistant. Many district priority collaborations also involve the Division of Instructional Services, Full Service Schools Project, as a primary stakeholder (see Exhibit 7-7).

No coordination is evident between the Office of Community Coordination and other community involvement efforts such as the arrangements with SERVE for volunteers and FOCUS for parent involvement. One of the priority collaborations denotes the Hillsborough Education Foundation as a stakeholder, but there is also no evidence of formal coordination between the Office of Community Coordination and the Foundation. Likewise, there is no formal coordination in place between the Office of Community Coordination and the Office of Communications.

The job duties noted in the position description for Supervisor of Community Coordination are more in line with those of a coordinator rather than a supervisor of an office.

RECOMMENDATION

Recommendation 7-7:

Change the Office of Community Coordination to the Office of Community Relations.

The Supervisor of Community Coordination should be realigned to a Coordinator for Community Relations. This office will be housed in the Department of Community Affairs (also see Recommendation 7-13).

Mechanisms should be established to coordinate and provide accountability for the contractual relationships between the district, FOCUS, and SERVE through the Office of Community Relations under the Administrative Assistant to the Superintendent. Centralizing all collaborative efforts and community contractual relationships in one central administrative location should ensure coordination and should allow the proposed Coordinator to pursue those relationships of greatest interest to the district. Priority collaborations should include the contractual arrangements between the district and FOCUS and SERVE.

Accountability for all collaborations and contractual arrangements is strengthened by this recommendation, which places the Administrative Assistant to the Superintendent in a position to monitor the relationships with outside organizations to ensure benefits to Hillsborough County students and schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should change the name of the Office of Community Coordination to the Office of Community Relations and the Supervisor of Community Coordination position to that of Coordinator for Community Relations. July 1998

2. The Administrative Assistant to the Superintendent should establish formal working linkages between the Offices of Community Relations and the Office of Communications (see Recommendation 7-13). July 1998

FISCAL IMPACT

The reclassification of a Supervisor position to a Coordinator position will save the district about \$10,300 per year, using the actual Supervisor salary and the salary for a mid-level coordinator (Step 12) plus 32 percent benefits.

Recommendation	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Reclassify a Supervisor as a Coordinator	---	\$10,300	\$10,300	\$10,300	\$10,300

7.2 Parent And Family Involvement

CURRENT SITUATION

Most educators believe that active involvement of a student's family in his or her education can make the difference between a student who succeeds and one who fails. Parent involvement has often been limited to membership in a school's parent-teacher organization or visiting the child's teacher during an annual open house. However, more and more, the success of a student is determined by the extent to which his parents and family support his or her education and commit to tutoring, mentoring, as well as assisting the student in all academic and extra-curricular endeavors. Schools, too, are changing the ways they utilize parents.

Educational studies, particularly in the last ten years, are proving that students with involved parents have:

- higher grades and test scores;

- long-term academic achievement;
- more successful programs; and
- more effective schools.

The studies also show that children from low-income and minority families have the most to gain when schools involve their parents.

Parent-teacher organizations have provided a venue for parental participation for many years. PTAs/PTOs have had great successes in supplementing funds for individual schools. However, they have often been remiss at including all parents in a school and extending membership to other family members such as grandparents.

The advance of site-based decision making has offered another opportunity for parents to become meaningfully involved in the schools and has promoted schools to actively involve parents. School advisory councils provide a vehicle for parental input into school improvement plans and for assisting the school staff and administrators in making school-related decisions.

Many federal and state programs mandate parent involvement. For example, the federal Title I program has a strong parent involvement component. Several state mandates related to school reform and accountability also involve parents, as do criteria for the receipt of public and private grants to schools.

7.2.1 School Advisory Councils

CURRENT SITUATION

In Florida, School Advisory Councils (called “School Improvement Teams,” or SIT teams, in Hillsborough County) are mandated by law found in the state’s School Improvement and Accountability legislation (Blueprint 2000). The mandate calls for the representation of three parents on each school SIT team for the planning and implementation of school improvement.

Prior to this legislation, the Hillsborough County School District had implemented site-based decision making using a process which was designed in part by parents and community members as well as teachers and administrators. The site-based decision-making Task Force developed the policies and procedures which were eventually incorporated into the reforms associated with Florida’s Blueprint 2000 and were adopted and used across the state.

Blueprint 2000 legislation requires that the school board annually review SIT teams to ensure that they are appropriately constituted. The legislation also requires that SIT members representing each stakeholder group be elected by their respective peer groups at the school (with the exception of business representatives who can be appointed by other members of the team).

Many program evaluations that the district conducts through the Department of Assessment, Accountability, and Evaluation include components that measure the

perception of parents about the schools. The evaluation of SIT teams at all Hillsborough County schools for 1995-1996 shows that parents comprise over one-fourth of the membership on all SIT teams. Exhibit 7-9 shows the percentage of stakeholders required by the law, including parents, by type of school.

**EXHIBIT 7-9
COMPOSITION OF SCHOOL ADVISORY COUNCILS (SIT TEAMS) BY
PERCENTAGE OF REQUIRED STAKEHOLDER GROUPS BY SCHOOL TYPE
1995-1996**

School Type	School-Based Administrators	Teachers	Educational Support Personnel	Parents	Business and Community Members	Students *
Elementary	8%	37%	13%	29%	10%	3%
Middle	8	40	12	25	9	6
Senior High	6	36	9	21	8	20
Adult Centers	11	42	15	0	19	13
Special Education	8	32	25	23	10	2
Total	8%	37%	14%	26%	10%	5%

Source: *School Improvement Teams, 1995-1996: A New Spirit*, Office of Assessment, Accountability and Evaluation, 1996

* Student membership is required only at the adult centers and high schools.

The Superintendent set a 1995-1996 target for racial and ethnic balance on all SIT teams to within 15 percentage points of each school's ethnic composition; the State Auditor General set a lower standard of 20 percentage points. The ethnic composition of the SIT teams, as compared to the student population in Hillsborough County for 1995-1996 is provided in Exhibit 7-10.

**EXHIBIT 7-10
RACIAL AND ETHNIC COMPOSITION OF SCHOOL IMPROVEMENT TEAMS AS
COMPARED TO THE ETHNIC COMPOSITION OF HILLSBOROUGH COUNTY
STUDENTS BY PERCENTAGE 1995-1996**

	Asian	Black	Hispanic	Native American	White	Other
Total SIT Membership Across the District	1%	24%	14%	1.0%	60%	1.0%
District Student Population	2%	24%	17%	0.3%	57%	0.1%

Source: *School Improvement Teams, 1995-1996: A New Spirit*, Office of Assessment, Accountability and Evaluation, 1996.

PTAs are present at most schools, and the County Council of PTAs coordinates activities, collects information, and shares successful ventures among the individual school PTAs within the Hillsborough County School District. The County Council of

PTAs also serves as an advisory group to the Superintendent, meeting with him monthly.

FINDING

For the last three years and in accordance with Blueprint 2000 legislation, SIT teams in Hillsborough County School District have been evaluated to ensure appropriate member composition and progress towards school goals. The evaluations show that SIT teams are well established within Hillsborough County schools and include teachers, parents, school administrators, and business representatives (see Exhibits 7-9 and 7-10).

The evaluations show a constantly increasing number of parents who belong to SIT teams. During the 1992-1993 school year, 614 parents, business, and community members served on SIT teams. In 1994-1995, the number had increased 132 percent, to 1,426 parents, business, and community representatives on SIT teams. Total parent representation was 26 percent of all SIT team membership in 1995-1996.

The SIT team evaluations further show that:

- 87 percent of SIT team members were able to attend all or most of the School Improvement Team meetings;
- 80 percent of the members reported that their input was valued and the time and effort spent on the team was worthwhile; and
- 84 percent of the members stated they felt comfortable sharing their ideas at the School Improvement Team meetings.

This finding is supported by the large proportion of SIT members, (over 75 percent), who reported they were responsible for or involved in the various activities in the school improvement process.

The district evaluations are generally consistent with MGT's Survey Responses (survey of administrators, principals and teachers) which show that 72 percent of principals and 48 percent of teachers agree with the statement that "Parents play an active role in decision-making in my school."

COMMENDATION

Hillsborough County schools have made an effort to increase the participation of parents and community members in school improvement initiatives and to balance their School Improvement Teams with a diverse group of individuals.

All schools should continue to strengthen efforts to further involve parents, business, and community members on School Improvement Teams. The 1997 Legislature recently enacted legislation to require that the majority of the members of School Improvement Teams be persons not employed by the district. The Hillsborough County School District must now meet this requirement, which became effective July 1997.

7.2.2 FOCUS and Parent Involvement Program

CURRENT SITUATION

In addition to the SIT teams and PTAs in Hillsborough County schools, the district has three other important components for parent and family involvement: FOCUS, the Title I Parental Involvement Program, and the Parent Resource Center.

The district outsources for parent involvement publicity to a private non-profit organization called FOCUS (“Friends Offering Children Unlimited Success”). FOCUS was started in February 1995 as a community-based group established to increase public awareness of effective parenting skills. FOCUS also serves as an impartial coordinator of information on accessing the many parenting and mental health services available to all parents and families in Hillsborough County.

An ongoing media campaign is the major thrust behind the FOCUS initiative. The goals of FOCUS are to involve the entire community through a public awareness campaign and to emphasize the importance of every person’s role in promoting and practicing appropriate parenting skills. The services of FOCUS are available to parents of students in private schools as well as the district schools, and include:

- a 24-hour hotline for anyone with questions about parenting or other family issues. This service provides a direct linkage to the many community support agencies;
- the publication of a comprehensive “Guide to Parenting Services,” listing over 140 agencies, both for profit and nonprofit, that serve families or individuals. Services range from child development, counseling or home management to parenting classes, nutrition, and problem solving;
- a Speakers’ Bureau of experts in parenting skills which is available at no cost to groups or organizations interested in parenting topics;
- a parenting Checklist, printed in Spanish and English, for parents or individuals to self-evaluate their skills quickly and easily and as a starting place for promoting interest in effective parenting skills; and
- public service announcements on radio and television, billboards and print ads, to communicate messages and stimulate parent and family involvement.

In 1994, the Board directed a one-time Florida Department of Education Parent Involvement grant to FOCUS, and has since continued its support in-kind by providing office space and telephone for the FOCUS Project Manager. There is an Interlocal Agreement (dated January 18, 1997), between the district and FOCUS that formalizes roles and responsibilities. The Interlocal Agreement was coordinated by the Administrative Assistant to the Superintendent and the Assistant Superintendent for Business and Research.

From the sale of its "Teacher Barbie Doll," the Mattel Toy Corporation created the Hand-in-Hand Program nationwide. Hand-in-Hand, coordinated by the Institute for Educational Leadership (a Washington-based nonprofit educational organization), began its second year in 1996 with a \$1 million renewal grant from the Mattel Foundation. Hand-in-Hand selected eight cities around the country to support local school reformers with opportunities to showcase and strengthen local efforts to involve parent participation in education. Tampa was selected as one of the cities nationwide and FOCUS was chosen as the local recipient of the \$60,000 Hand-in-Hand Grant to develop public awareness campaigns for family involvement in Hillsborough County.

The Family Learning Centers are sponsored by FOCUS and Hand-to-Hand, and are designed to provide parents with information and resources to assist them with parenting skills, provide information on becoming involved at school, and stimulate ideas for helping their child's education. At this time, there are only a few centers open at various schools. FOCUS has submitted a proposal to develop a model Family Learning Center at the Hillsborough County School District Parent Education Center. A committee of teachers, parents, and school specialists are designing the center, and lead teachers or Title I parent involvement specialists will coordinate the site.

FINDING

Although operational for only two years, FOCUS has been able to increase parent involvement in the schools through an active and aggressive public awareness campaign for families.

Other examples can also be provided of FOCUS accomplishments. Over 15,000 "Guide to Parenting Services" directories have been distributed free to schools and the community; the Guide is distributed to all school social workers and principals. The Parent's Checklist, brochures and posters are also distributed free to all schools and to the community at various events. Billboards, print ads, and public service announcements (PSAs) on local television and radio help to market the concept of parent involvement. FOCUS co-sponsors a weekly television show, "Parenting with Dr. Bob," which offers help to families with the challenges of parenting. FOCUS also helps to sponsor a \$15,000 grant, "Parents Actively Involved in Children's Education," through Communities in Schools. Free parenting classes are offered once a week, morning and night, at a centrally-located community center in Tampa.

FOCUS and the Title I Parental Involvement Program coordinate a variety of activities to promote parental involvement. For example, FOCUS has offered \$20,000 in matching Hand-to-Hand funds for a Parent Involvement Bus, coordinated with the Title I Parent Involvement Program. The bus will be used to present parent workshops,

provide information on community services, make available a library for parents to checkout videos and books, and provide trained staff to assist with special needs or services. The Parent Involvement Bus will visit community centers, neighborhoods, health clinics, family centers, elementary, middle, and secondary schools, as well as malls and shopping centers. The bus will be coordinated by the Title I Parent Involvement Supervisor and will be driven by an existing bus driver from the Division of Supportive Services.

COMMENDATION

FOCUS is commended as an exemplary and cost-efficient program which serves the district as an effective vehicle to promote family and parent involvement.

FOCUS is an exemplary model of a public-private partnership to benefit the schools. The district's relationship with FOCUS, through outsourcing for parent involvement, ensures that the use of private funds directly promote active parent and family involvement in education.

As FOCUS becomes more established, the district's outreach capacity to parents and families will grow, resulting in increased parental involvement which should in turn increase the performance of Hillsborough County students.

7.2.3 Title I Parental Involvement Program

CURRENT SITUATION

The Title I federal program was revised in 1996 and, under the new legislation, now extends services to all students enrolled in Title I schools. Schools are eligible for Title I funds if 60 percent or more of their students are in the free and reduced lunch program. The new Title I legislation mandates that all schools receiving Title I funds of at least \$5,000, spend one percent of those funds on parental involvement and no longer mandates an advisory council for parental involvement. Hillsborough County School District has 58 schools receiving Title I funds; the total number of students in Hillsborough County School District Title I schools was 30,000 students in 1995-1996.

Each school that receives Title I funds must:

- reserve at least one percent of its allocation for Parent Involvement activities (if the Title I allocation to the school is over \$5,000). Decisions regarding the use of the funds are to be made with the involvement of the parents;
- have a written plan which involved parents in its development and implementation. The plan must be incorporated into the Lead Educational Agency's (school district's) plan and must be distributed to all Title I parents. The school must submit to the state any comments from parents dissatisfied with the policy;

- hold an annual meeting to inform parents of their child's participation in the program and explanation of the Title I program;
- offer a flexible number of meetings and times, such as morning and evening meetings. Title I funds may be used for transportation, child care, and home visits;
- involve parents in the development, planning, review, and improvement of the programs;
- provide performance profiles that show the school's progress toward meeting the state's performance standards;
- provide individual student assessment results, individual student data, and an interpretation of those results to each student's parents;
- provide opportunities for parents to meet regularly to discuss their child's education and timely responses to a parent's questions or suggestions; and
- share responsibility with parents for achieving high student performance and work together to develop a Parent-Student-Teacher Compact. The Compact describes the school's responsibility to provide high-quality curriculum and instruction in a supportive and effective learning environment, specifies ways in which parents are responsible for supporting the child's learning (such as monitoring school attendance, homework, and television), and denotes the student's responsibilities and what is expected of him or her.

The recent the federal legislative changes also cut funds for administering the Title I program. At the Hillsborough County School District, budget cuts impacted the program, which was reduced from a staff of eight to a Supervisor of Parent Involvement and a secretarial position.

The Supervisor of Parent Involvement reports to the Assistant Superintendent for Supportive Services. A lead teacher at each Title I school is assigned by the principal to be a parental involvement liaison.

FINDING

New changes to the federal legislation deleted the mandate for a Title I Parent Advisory Council. However, the district has opted to keep its Title I Parent Advisory Council to ensure a cross-section of knowledgeable participants who represent the entire community and who have experience in planning and designing the district Parent Involvement Plan, the needs assessment, the parent survey, and staff development training.

In spite of reductions in federal funds resulting in a major loss of staff, the Parent Involvement Program has been able to keep up with the growth of the extended Title I program. The involvement of parents at all Hillsborough County schools, including Title I schools, has increased over the last two school years.

The federal legislation kept the requirement for annually evaluating the content and effectiveness of the district's Title I parental policy. The 1995-1996 evaluation was conducted through a mail survey compiled from existing surveys used by the Florida Department of Education and other school districts in the state, with input from parents, staff, and school administrators. The response rate of 11.5 percent was very low. Five schools had no parents responding. This low response rate does not permit analysis that is representative of the Title I population. However, the district opted to treat the data as a pilot study to identify, modify and eliminate confusing questions. Because of the low response rate, the district will conduct future surveys by telephone.

The Title I program is administratively housed within the Office of Supportive Services; the Title I Parent Involvement Supervisor reports to the Assistant Superintendent for Supportive Services. As stated in the Title I law, the Supervisor serves as a liaison to other programs and committees that deal with parent involvement, such as Hillsborough County Children's Services, FOCUS, and the Parent Education Center.

There is effective coordination between the Title I Parent Involvement Program and FOCUS because many Title I schools are also Full Service Schools and there is an agreement between the district and FOCUS for the Full Service Schools. FOCUS also functions as a public information venue for the Title I Parent Involvement Program, and is helping to supplement the procurement of a Parent Resource Bus for the Title I program.

COMMENDATION

The Title I Parent Involvement Program is commended for its effective leadership and innovative practices to involve parents of students in Title I schools.

In spite of federal budget cuts, the Title I Parent Involvement Program has managed to maintain its integrity and has been part of the effort to increase the number of parents involved at the schools.

7.2.4 Parent Education Centers

CURRENT SITUATION

In addition to PTAs, SIT teams, FOCUS, and the Title I Parent Involvement Program, the school district also has a Parent Education Center which serves as a central clearinghouse of information for Hillsborough County school parents and community members. The Parent Education Center originated from the 1991 mandated Consent Order allowing the Hillsborough County School District to implement its Middle School Cluster Plan. As a result, the planning and operation of the Parent Education Center is a part of the district's effort to maintain compliance with the new court-ordered

desegregation guidelines. The intent of the Consent Order in relation to parent education was: "To serve the needs of parents in better understanding the public school system, their children in that system, the teachers who impact their children, and themselves."

The Parent Education Center is a component of the Full Service School complex between Stewart Middle and Just Elementary Schools. The Stewart/Just Community, in west Tampa, is designated as an Enterprise Zone and consists of densely populated public housing and low income homes. The area is 99 percent minority and has a median household income of \$5,000 per year of those living in public housing. Ninety-eight percent of the students within the area receive federal lunch assistance. As a result of the school district's desegregation order, students living in this area are bused to 15 elementary, five middle, and three separate high schools. Although the students are attending schools in Clusters Two and Four, they are still being bused for desegregation. Students living in one block can actually attend several different elementary schools. The economic conditions make it difficult for parents to own cars or telephones. Additionally, many parents residing in the area report that they had less than satisfying experiences when they were in school or have not completed 12th grade. These issues have resulted in parents being underrepresented in the school life of their children within this geographic area.

The county is faced not only with the high cost of transporting students to maintain desegregation, but also with the social and community issues of intrusion and disruption of neighborhoods and families by busing. The middle school cluster plan was designed to help reduce minority student group isolation without overly disrupting the naturally occurring demographic dynamics of the community. In this light, the Parent Education Center is one part of the county's efforts to maintain compliance with new court-ordered desegregation guidelines. Given that the county's population is in a constant state of flux, the center was developed to help address the needs of these changing dynamics by assisting families in the acquisition, access, and utilization of the school system's resources.

School administrators and teachers find it challenging to establish contact with parents who live in one area but whose children attend school in another area. In these satellite areas, parental involvement is a challenge due to several reasons: differences in perceptions between teachers and families, lack of home-school communication skills, changes in family structure and lifestyles, lack of transportation or telephone, low self-esteem, and sometimes an unwelcoming climate on behalf of the schools.

The overall function of the Parent Education Center is to provide a friendly, non-threatening setting where parents can call or visit for the purpose of acquiring information about the processes, procedures, or services related to the educational experiences of their children and the school system. The center is managed by the Parent Education Center Facilitator, a 12-month teacher-on-special-assignment position, appointed to fulfill the position as prescribed in the Consent Order. The center operates Monday through Friday from 8:15 a.m. to 5:00 p.m. In addition, a 24-hour telephone hotline is available.

FINDING

Fragmentation and possible duplication exist between FOCUS, the Title I Parent Involvement Program, the Parent Education Center, and SERVE. These programs all recruit and train parents for involvement in the schools. They all perform outreach, public relations, publicity campaigns, and training for parents, who are often school volunteers. Both FOCUS and the Title I Parent Involvement Program target parents, but FOCUS serves all parents and families, including those from private schools in the county, and the Title I program serves only parents with children in the Title I schools. Title I federal law states that only students and parents in Title I schools can benefit from Title I funds; the program's resources cannot be extended to non-Title I schools.

The Title I Parental Involvement Program is a centrally based, district-administered initiative to involve parents. However, it can only involve parents of the 30,000 students enrolled in the 58 Title I schools. Title I parents constitute only about 23 percent of all parents in the district that have a centrally organized parent involvement program available to them. The remaining 77 percent of district parents must use other available parent involvement venues, such as individual staff and principals who may involve them, school-based PTA/PTSA's, SIT teams, or FOCUS.

Because the new Title I legislation extends services to all students in Title I schools, the same extension applies to parents: since the new legislation came into effect, all parents in Title I schools can participate in and receive the benefits of the Title I Parental Involvement Program. Over 30,000 students and their parents are now eligible to receive the benefits associated with the Parent Involvement Program in the 58 Title I schools, such as parenting skills workshops and seminars, remedial instructional assistance, parent literacy training, frequent contact with each student's teacher, and homework help.

For public awareness about parent involvement and parenting resources, the district contracts out to FOCUS and offers parenting resources and information through the Parent Education Center. The coordination of parent volunteers is outsourced to SERVE. However, there is no comprehensive district initiative to involve all parents at all schools in the district.

In 1996, a board member requested a review of FOCUS and Title I to ensure that duplication of services did not exist. The review was inconclusive and amounted to a description of the job duties of the Title I Supervisor and the Executive Director of FOCUS.

RECOMMENDATION

Recommendation 7-8:

Establish a districtwide central parent involvement program that is comprehensive and targets all parents of all students at all schools.

The proposed districtwide parent involvement program can be developed using the existing and available resources of the district, such as its arrangements with FOCUS

and SERVE. Consultation can be provided by the Full Service Schools project and the Title I Parent Involvement Program.

The proposed comprehensive districtwide parent involvement program should be administratively housed in the proposed Office of Community Affairs (see Recommendation 7-13) under the Administrative Assistant to the Superintendent. The proposed Coordinator for Community Relations should coordinate the district's parental involvement program through the proposed Office of Community Relations.

The formation of a new districtwide, centrally coordinated parent involvement program should help to clarify the relationships between FOCUS, SERVE, the Parent Education Center, and the Title I Parent Involvement Program. Each existing program can contribute its own "specialized" resource to the districtwide program, as follows:

- FOCUS can contribute public awareness and publicity,
- SERVE can locate, train, and contribute parent volunteers,
- Full Service Schools can offer increased parent involvement activities at its sites,
- the Coordinator for Community Relations can contribute coordination and staff support; and
- the Administrative Assistant to the Superintendent can contribute organizational structure and accountability to the proposed districtwide parent involvement program, including the clarification of reporting lines for the executive directors of FOCUS and SERVE.

For the proposed districtwide parent involvement program, each non-Title I school should assign a parent involvement liaison, who should be trained to recruit parents using the methods from the Parent Involvement Program and the Parent Involvement Resource Manual (which is not proprietary to Title I). Every school should have an assigned parent involvement liaison who works with the PTA and the SIT team to develop strategies to involve parents and families in the school lives of their children. The role of the Coordinator for Community Relations should be expanded to include training and monitoring of all parent involvement liaisons at the schools, with the assistance of principals and existing supervisors at the cluster levels.

The proposed districtwide parent involvement program should help to delineate roles and responsibilities for parent involvement throughout the district. The proposed program should have a written strategic plan that specifies what the district expects from each program participant in terms of outcomes related to student performance, as well as the roles and responsibilities of each participant in the proposed parent involvement program. The plan should also frame the mechanisms of coordinating the proposed parent involvement program within clusters and district divisions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should expand the duties of the proposed Office of Community Relations to include the development of a districtwide parent involvement program. August 1998
2. The Coordinator for Community Relations should coordinate the district's parent involvement program. Duties related to this charge include coordinating and monitoring the contractual arrangements with FOCUS and SERVE as they relate to parent involvement. September 1998
3. The Coordinator for Community Relations should develop a strategic plan to use the resources of FOCUS and SERVE as well as the district's own resources through the Title I Parent Involvement Program and Full Service Schools-Parent Education Center. The plan should include goals, objectives expected outcomes and strategies for increasing parent involvement at all Hillsborough County schools. The plan should also delineate the roles and responsibilities of the participants in the program, such as FOCUS, SERVE, Title I, and Full Service Schools. The plan should also frame the mechanisms of coordinating the proposed parent involvement program within clusters and district divisions. September 1998
4. The Supervisor for Title I Parent Involvement Program should offer technical advice and consultation to the development of the districtwide (non-Title I) parent involvement program. September-October 1998
5. The Coordinator for Community Relations should ensure that the principal of each non-Title I school assigns a parent involvement liaison. September-October 1998
6. The Coordinator for Community Relations should train all non-Title I parent involvement liaisons in proven methods to recruit and involve parents, using the Parent Involvement Resource Manual. The school's assigned parent involvement liaison should work with the PTA/PTSA and the SIT team to develop strategies to involve parents and families in the school lives of their children. November 1998
7. Principals and existing supervisors at the clusters should help monitor the performance of the parent involvement liaisons and should assist the Coordinator for Community Relations in coordinating their efforts. Ongoing

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

7.3 Communications

Open, two-way communication with the public is essential if a school system is to maintain and increase its support base in the community. As various services vie for tax dollars, messages about the education that the public pays for must be placed constantly before residents, a large number of whom have no direct relationship with the schools since they do not have school-age children. A school system must also find effective ways to publicize its accountability to the taxpayers and to generate and receive input from the different segments of its community. An informed public, and one which is heard, provides the added support needed to maintain district excellence.

Communications functions at a school district include all venues used to transfer information to and receive input from parents and other segments of the community. Often, a school district's communications office serves as the central locale for district-wide community involvement. By transferring information between the district and the schools, linking schools with the community, and serving to broker the many aspects of involving the different segments of a community in its schools, a district's central communications office integrates efforts to link schools with the community.

Communications at a central office level usually include public relations and public information, media relations, government relations, and publications. The central communications operation at the district level is often a referral site for parents and the public who call for information about individual schools or general educational questions.

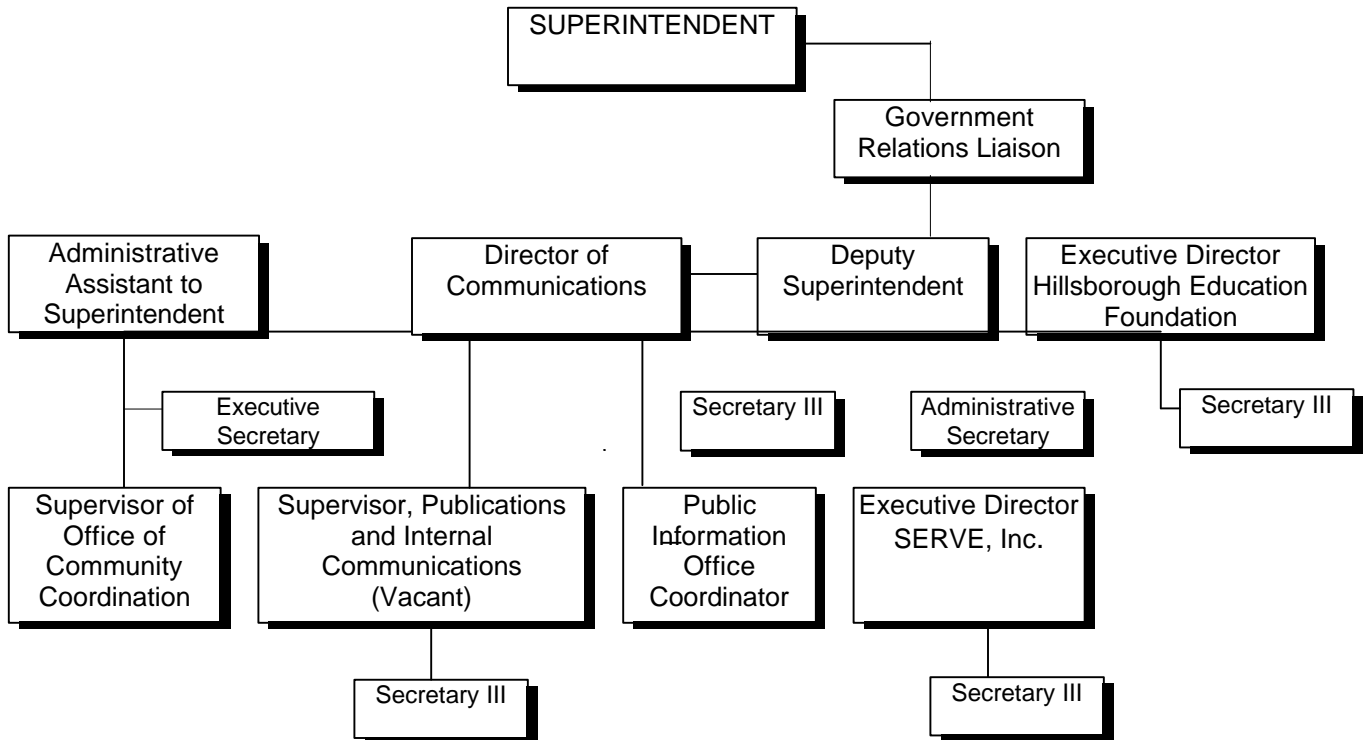
The role of the district-based communications function is to promote the schools in the community, to inform the public about school events and educational concerns, to support and assist individual schools in their efforts to communicate with their parents and communities, and to keep district staff and personnel informed.

The Superintendent's "District Reorganization Proposal," approved by the school board in January 1997, notes that his reorganization goals include "to improve parental and community confidence in district schools and improve communication with school personnel and community." The Superintendent proposes to bring the district-level administration closer to students, parents, schools, and the community it serves, hoping that closer proximity will strengthen communications and public relations.

In the Hillsborough County School District, the central districtwide communications and public relations functions are administratively housed within the Office of the Superintendent. The Office of Communications handles media relations, including press releases and publications for the district. The Administrative Assistant to the Superintendent is involved in major community involvement initiatives such as the Minister's Roundtable, the Vision and Goals Task Force, and Hillsborough Tomorrow, and also supervises the Supervisor of Community Coordination (see Section 7.1, Collaborations).

The administrative units and the district employees that are involved with the community at varying levels and that are housed within the Office of the Superintendent are currently organized as seen in Exhibit 7-11.

**EXHIBIT 7-11 *
OFFICE OF THE SUPERINTENDENT,
ADMINISTRATIVE UNITS INVOLVED WITH THE COMMUNITY
1997**



Source: Hillsborough County School District, January 1997.
* The exhibit shows district employees only.

7.3.1 The Hillsborough Tomorrow Project

CURRENT SITUATION

In early December 1996, a citizen's group calling itself *Hillsborough Tomorrow* held its first public assembly in the Tampa Museum of Science and Industry and at the Sun Dome at the University of South Florida. The Assembly was the first major public activity of the group and was planned for months leading up to it by over 60 different individuals from throughout Hillsborough County, varied both by the geography of their residences as well as the backgrounds and experiences that brought them together.

Hillsborough Tomorrow describes itself as "a grass-roots movement of civic-minded residents who have come together to forge a new vision for our community." The aim of the group was to assess the community's strengths and weaknesses, develop some consensus on a vision for the future, determine necessary steps to achieving that vision, and create performance measurements to gauge the success of the group and the community at achieving their goals.

The Assembly activities included open discussion sessions held at varied times over two days, as well as a written survey that Assembly participants were asked to complete. At the end of the three-day Assembly, participants reviewed and generally agreed to a draft "Policy Statement" created to convey the consensus that was arrived at over the three-day event.

Leaders of *Hillsborough Tomorrow* are insistent that the group continue to meet and work on issues brought forward by the Assembly. Subcommittees have been formed in major policy areas to continue working on issues and initiatives that were identified, and to generate performance measurements regarding their specific areas of concern. In addition, small community forums to be held throughout the county have been suggested to continue soliciting input from the Hillsborough County community.

In the policy statement issued as a result of the Assembly, strengths and weaknesses of Hillsborough County were identified. The strengths included:

- climate, rivers, lakes, and the bay
- geographic location and transportation
- higher education
- the people
- the arts, museums, and attractions.

Weaknesses identified included:

- elementary and secondary education
- weak leadership
- crime
- a cynical electorate
- the economy.

The Assembly's policy statement said that the public education in Hillsborough County is "at best a mixed bag." The statement connected a "moral decline in the larger society" with the conditions in public schools. In addition to disciplinary problems, other problems listed included overcrowding, lack of adequate resources, overloaded teachers, inefficiency, and a lack of accountability.

School Board members were listed along with other local government officials as part of a problem of "weak leadership" in the community, which included perceptions that public entities were not cooperating with each other to solve problems, that politicians were out of touch with their constituents, and "more debate and consensus-building" are needed.

The leadership of the Hillsborough County School District is obviously concerned about the perception of this group that elementary and secondary education is listed as a weakness for the community, and in fact, listed by this group as the most serious weakness of the community.

In fact, district leaders admit that their very first reactions to the conclusions of the *Hillsborough Tomorrow* policy statement were ones of disappointment and confusion. They could not understand the group's feelings, given that:

- ACT and SAT scores for college-bound juniors and seniors are above the state and national averages;
- the district ranks first among the ten largest districts in the state in scores by eleventh graders for the High School Competency Test;
- the district leads the state, for the 12th year, in the number of seniors named Florida Academic Scholars and Florida Undergraduate Fund Scholars; and
- the National Merit Scholarship Program identified 69 seniors as finalists in 1996, including six named by the National Achievement Program for Outstanding Negro Students and 12 named as National Hispanic Scholar Program finalists.

However, after the initial feelings of anger, the district responded by encouraging many of its employees to get more involved in the *Hillsborough Tomorrow* process. In addition, the district has accepted the fact that even if it feels it is doing a better job than the *Hillsborough Tomorrow* statement seems to say, the fact is that "perception is reality" in many ways. Hillsborough County administrators have said they must do a better job of communicating with "customers," be they the students and their parents, the employees of the district, or those taxpayers who help to fund the district activities even though they have no direct interaction with the schools.

FINDING

Based on the *Hillsborough Tomorrow* policy statement and subsequent work with members of the group, district staff have identified what they consider to be the seven major areas of improvement they need to make, or areas where they need to make the community more aware of current activities that are attempts at improving problem areas identified by *Hillsborough Tomorrow*:

- a need to improve opportunity for all students, regardless of economic class, ethnicity, or race;
- equal treatment for all students regardless of economic class, ethnicity, or race;
- less time spent by teachers dealing with crowd control;

- increased cooperation among area local governments with regard to selection of school sites;
- more aggressive attempts to take advantage of federal and state support;
- use of school facilities as community centers and after school activities; and
- greater accountability of school district officials.

The district is aware of the need to take concrete steps aimed at accomplishing greater community buy-in regarding the accomplishments and goals of the Hillsborough County School District, and this list of improvements is an attempt to turn the concerns of the community, picked up through the *Hillsborough Tomorrow* process, into concrete steps for improvement.

The district has recently hired a new Director of Communications, and that office, as well as the Office of the Superintendent, is well aware of the advantages and need for pro-active communications and outreach with the community. To that end, a number of initiatives have been started by the district, and attempts to make the details of initiatives, both new ones as well as those that have been around before, available to the media and general public. These have included a reorganization plan for the district, creation of a “Stakeholders Coalition,” “Presidents as Principals,” “The Great American Teach-In,” the voluntary request for a state-sponsored audit which led to this report, and the organization of an education summit aimed at bringing together community leaders to discuss and analyze education trends, needs, and goals in Hillsborough County.

COMMENDATIONS

The Hillsborough County School District has recognized the need for a more pro-active approach towards its communications with its constituents and customers.

Pro-active communications about the services offered by a public organization, as well as information regarding the goals and accomplishments of the organization, help constituents become aware of the activities their tax dollars are paying for, as well as allow them to hold their public officials more accountable. The district has begun, or will continue, to conduct outreach and consensus building activities aimed at its varied stakeholders, including district employees, the Hillsborough County business community, parents, and district taxpayers. The *Hillsborough Tomorrow* project has helped the district understand the need to listen to its constituents, and then communicate with them in order to build support and consensus for school district activities, and to target their activities to better address the needs and expectations of their customers.

The district should be recognized for requesting the state-sponsored performance evaluation of the district’s operations that led to the production of this report, both because it should be useful in helping the district perform more efficiently and

effectively, and because it is a concrete step in showing the Hillsborough community that it is willing to be held accountable for its operations and performance.

RECOMMENDATIONS

Recommendation 7-9:

Continue working with the *Hillsborough Tomorrow* project to disseminate information about the district to these committed civic activists and to listen to complaints, ideas, and feedback regarding the district's operations.

Hillsborough Tomorrow is meant to be a citizens' committee, and therefore, the district should not try and "stack" members on subcommittees and working groups. However, this is a unique opportunity for the district to hear from constituencies that it may not have the chance to interact with on a regular basis. The district should continue to encourage its employees to become involved with the project and communicate information both to the other activists involved with *Hillsborough Tomorrow*, as well as funnel constructive information back to district officials.

Recommendation 7-10:

Develop a proactive communications plan for the Hillsborough County School District.

A public sector organization like a school district, that has diverse constituencies and is an integral part of a community, should go through the process of creating a communications plan to help it better serve the community. The point of such a plan is not for the sake of marketing, but rather to coordinate and maximize outreach.

An external communications plan should accomplish a number of objectives:

- First, various audiences (stakeholders) of the district should be identified.
- Second, the district should determine the type of information that each of those audiences wants to hear about, and in addition, determine the messages that the district wants the various audiences to receive.
- Finally, the district should determine the most effective and efficient ways to reach each of these varied audiences and identify those methods that overlap and those that are wholly distinct, and seek the most efficient mix of methods to deliver messages.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Communications and Assistant to the Superintendent, as well as other senior staff, should Ongoing

continue working with the Hillsborough Tomorrow Project.

2. The Superintendent should assign the Director of Communications the task of developing a draft communications plan. July 1997

3. The Director of Communications should work with administrators of the district, the Executive Director of the Hillsborough Education Foundation, and leaders of constituency groups to identify both internal and external stakeholders and audiences of the district. Summer 1997

4. The Director of Communications should identify all feasible methods of communication at the disposal of the district, including but not limited to, newsletters, speakers bureaus, Internet, cable TV, and “brown bag” type forums. Summer 1997

5. The Board should approve an external communications plan that is tied to accomplishing the mission and goals of the district, and agree to formally review the plan on an annual basis. October 1997

FISCAL IMPACT

The development of a communications plan can be achieved using existing resources. Since employee involvement with this citizens groups would be strictly voluntary, there should be no cost related to carrying out this recommendation.

Recommendation 7-11:

Board meetings of the district should be conducted at sites throughout the community (also see Section 4.1, Recommendation 1).

The findings reflected in the *Hillsborough Tomorrow* policy statement in many ways reflect a distance between important constituencies and the district itself. In interviews conducted with participants of *Hillsborough Tomorrow* there was some sentiment that the school district is part of the “downtown Tampa crowd.”

Board meetings held at locations throughout the county would send a message that the district is sensitive to the needs and concerns of all its stakeholders and not just those who regularly participate in functions held at the main administrative building. It would be a pro-active step to encourage more communication with the district, and perhaps allow for more information to be distributed to a larger number of people throughout the county who pay school taxes. In addition, the whole board may hear a wider variety of opinions and concerns than they are able to hear at their regular downtown meetings.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Board should formally agree to hold one meeting per month at a location off-site from the main administrative building, in a pattern that reflects an understanding of the varied communities and constituencies within Hillsborough County. July 1997
2. District staff should prepare a list of suitable locations for Board meetings at sites for the next 12 months. Summer 1997
3. The Director of Communications should include in the first annual district communications plan a list of the approved sites for off-site Board meetings, and suggested steps to be taken in advance of each meeting to inform the area communities of those meetings. Summer 1997

FISCAL IMPACT

Off-site locations selected for Board meetings should be at other public facilities, or at locations where costs can be limited to utility reimbursements and minimal maintenance costs. While there may be some additional costs to move necessary equipment to off-site locations for Board meetings, many of these costs are already accounted for in staff requirements for Board meetings at the main administrative building. Therefore, it is anticipated that this recommendation can be accomplished within existing resources.

Recommendation 7-12:

Survey Hillsborough County businesses to assess the image of the Hillsborough County School District, the graduates it sends into the local workforce, and the district's responsiveness to area business needs.

The impression that district graduates give to the employers who hire them can have a great impact on the overall community's impression of the "products" being put out by the school district. In addition, a perception by the business community that the district is interested in their needs and takes steps to match those needs with the needs of students can help the district develop significant sustainability.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. A random sample of area businesses, perhaps as many as 5,000, should be mailed a survey that seeks information on the recent experience of business, if any, in hiring district graduates, the quality of those workers, and the district's ability to teach skills and knowledge needed by area businesses. September 1997
2. The results from the mail survey should be tabulated and analyzed by an objective third party. October 1997

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|---|---------------|
| 3. A minimum of two focus groups, comprised of a selection of business owners and managers from the Hillsborough County area, should be conducted to validate the findings of the mail survey results. | November 1997 |
| 4. The results of the mail survey and validation focus groups should be presented to the Superintendent so that areas of poor perception can be addressed in terms of curriculum and business community outreach efforts. | December 1997 |
| 5. The Superintendent should present the findings of the survey and focus groups, along with any appropriate recommendations to improve the district's service, to the local business community with regards to preparing quality workforce participants. | January 1998 |

FISCAL IMPACT

A survey process such as this should be conducted by an outside, third-party source to assure confidence in the results and objective, innovative analysis. The costs for a mail survey will include production of the questionnaire and mailing (\$1 X 5,000 = \$5,000), reply postage paid to increase the response rate, and tabulation and analysis costs for returned surveys (\$2 X 500 = \$1,000). Focus groups, including the recruitment of participants, normally costs in the range of \$2,000 per group. Using a figure of \$2,000 per group for four groups, validation costs would be \$8,000. The entire cost for the survey project described above would be a one-time cost of \$14,000.

Recommendation	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Conduct Business Survey	(\$14,000)	0	0	0	0

7.3.2 Public Relations, Media Relations, and Publications

Public relations, media relations, and publications fall under the Hillsborough County School District Office of Communications. The Office is headed by a Director of Communications who formally reports to the Superintendent and who supervises two professional positions: the Supervisor for District Publications/Internal Communications and the Public Information Coordinator.

The position summary for the Director of Communications (revised August 1996) includes the following charges:

- to develop and implement a comprehensive internal and external communications plan for Hillsborough County Public Schools, including publications, media relations, governmental relations, community relations, and video production; and
- to encourage and maintain two-way communication between the district and its various publics by providing information and

resources that contribute to the public's understanding and support of Hillsborough County School District within the community.

Further primary responsibilities related to these charges include:

- the development of communications programs which promote positive reactions to and support of the Hillsborough County School District;
- work with community organizations, businesses, and chambers of commerce to promote public schools and maintain lines of communication;
- function as liaison with PTA/PTSA, Friends of Public Education, the Hillsborough County Education Foundation, and other support organizations;
- provide media relations management, requested information and additional information through news tips, releases, interviews, news conferences, and special events;
- coordinate and distribute regular publications; and
- assist schools and district offices with communications and community relations activities.

The Public Information Coordinator reports to the Director of Communications and is responsible for most of the district's media relations and campaigns to promote the schools as well as assisting in the preparation of publications. The Supervisor for District Publications/Internal Communications position has primary responsibility for regular publications for the district.

The district regularly publishes a monthly newsletter for employees and staff called *The Intercom*. Printing costs for *The Intercom* are \$1,535 for 20,000 copies. "Fast Facts" are one-page informational flyers for parents and the community about specific topics such as how to enroll in adult education or summaries of school social work services. Ten thousand copies of "Fast Facts" are printed annually at a cost of \$550. The Office of Communications also has developed maps, calendars, and brochures for community distribution. Twenty thousand school-locator maps and 20,000 calendars are printed annually at a cost of \$5,930 and \$10,000 respectively. The *Tampa Tribune* donates matching funds of \$10,000 for printing of the school-locator maps.

FINDING

There are too many units coordinating different community involvement initiatives at the district. There is no central unit that reports to the Superintendent and is accountable for community involvement, whether it be parent involvement, business involvement, volunteers, publications, or public relations.

Five separate units within the Office of the Superintendent are doing community involvement functions. All five units report to the Superintendent.

Of the 14 total administrative employees within the Office of the Superintendent (the 14 include administrators not seen in Exhibit 7-11 such as the Director of Reform Initiatives), nine are involved in community involvement initiatives. Of the nine secretarial positions in the Office, five serve those nine administrators involved in different community involvement activities.

As shown in Exhibit 7-11, the administrative positions heading the five units active in community involvement include:

- the Administrative Assistant to the Superintendent, who is involved in representing the district in community initiative activities such as the Vision and Goals Task Force, Hillsborough Tomorrow Task Force, and the Ministers' Roundtable. The Administrative Assistant to the Superintendent is listed in the Florida Department of Education-Office of Business and Education Alliances as the Business Partnership Coordinator/Contact for the School Volunteer Program Annual Survey, (1995-1996). The position also supervises the Supervisor of the Office of Community Coordination, which is heavily involved in representing the district in multiple collaborations (see Section 7.1);
- the Deputy Superintendent, who has reporting authority over the executive director of SERVE (the district's outsourced volunteer program). The Deputy Superintendent was also involved as the chairperson of the Committee to Review Contracts with Outside Organizations for the 1996 budget cuts;
- the Executive Director of the Hillsborough Education Foundation, who reports to the Superintendent and an internal Board of Directors and directs development efforts for the district;
- the Director of the Office of Communications, who is responsible for the district's major public relations efforts as well as media relations and publications; and
- the Government Relations Liaison who links the district's needs with state legislative initiatives regarding education policy and funding.

Duplication of efforts and a lack of accountability result from many administrators who are active in community involvement. The lack of a central point of contact also makes it difficult for the public and the stakeholders of the collaborations to know who to call with questions, concerns, or even donations.

The lines of command for the Director of the Office of Communications are unclear. Formally, the position reports to the Superintendent, but informally also reports to the Deputy Superintendent and the Administrative Assistant to the Superintendent. The Supervisor for District Publications/Internal Communications position has been vacant for over one year due to retirement, and the Public Information Coordinator has absorbed the duties related to the position. Two Secretary III positions are assigned to the Office of Communications, which currently has two professional positions (the Director and the Public Information Coordinator).

The Administrative Assistant to the Superintendent coordinates the “Vision and Goals for Quality Education Task Force” that created a plan for the district to meet the goals of Florida’s Blueprint 2000. The task force worked on the seven goals found in Blueprint 2000; the eighth goal related to community and parent involvement was not yet developed when the task force produced its “Vision and Goals for Quality Education” report. The Administrative Assistant to the Superintendent also serves as staff support to the Minister’s Roundtable, a volunteer mentoring program for minority at-risk students to reduce expulsions and suspensions.

The Interlocal Agreement between FOCUS and the district, approved by the school board in early 1997, was coordinated by the Administrative Assistant to the Superintendent and the Assistant Superintendent for Business and Research.

It should be noted that other district administrators are also involved in public relations for the district. The confusing structure currently in place is no reflection of the capacity of administrators to manage, to promote the district, and to involve the community as much as possible.

RECOMMENDATION

Recommendation 7-13:

Create the Office of Community Affairs in the Hillsborough County School District.

The recommendation serves to streamline and centralize many community involvement functions and to ensure accountability to the public.

The following initiatives should take place:

- Move all community involvement functions within the Superintendent’s Office to the new Office of Community Affairs.
- Place the “Administrative Assistant to the Superintendent” in charge of the Division of Community Affairs. The Coordinator for Community Relations should report to the “Assistant to the Superintendent”.
- Move the Office of Communications within the Office of Community Affairs.
- Eliminate the Supervisor for District Publications and Internal Communications position.
- Strengthen the linkage between the Hillsborough Education Foundation, Government Relations Liaison, and the Division of Community Affairs by more effective coordination and resource-sharing.

- Align the Executive Director of SERVE under the Assistant to the Superintendent.

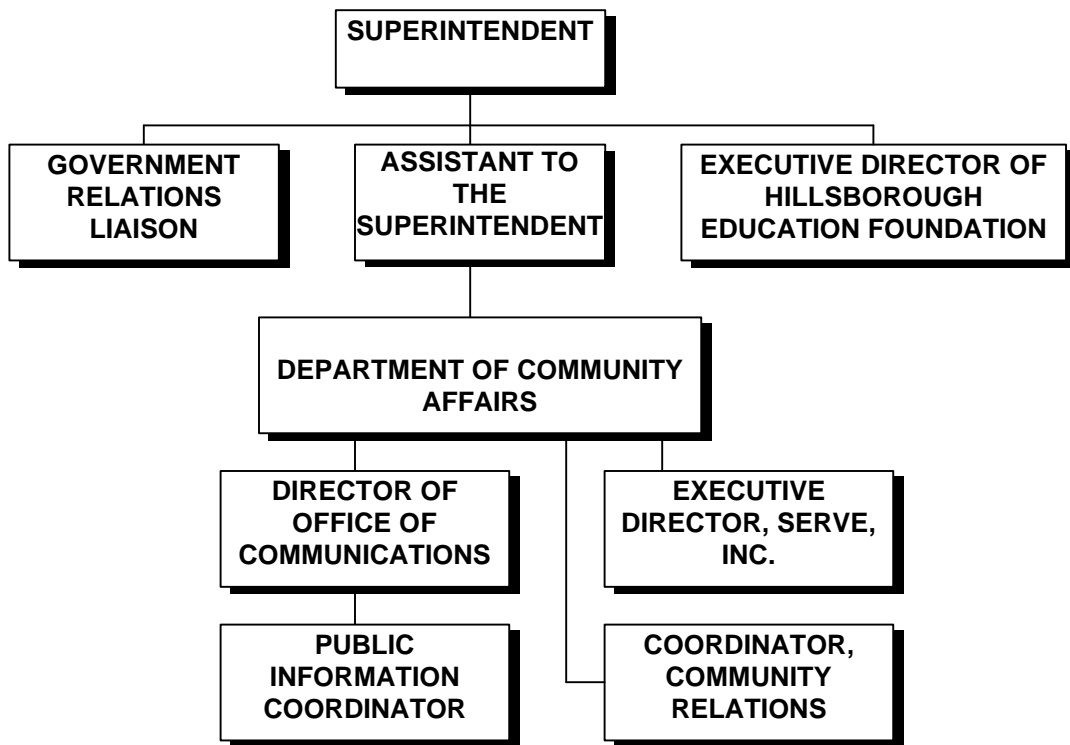
Exhibit 7-12 reflects the proposed reorganization of the district's community involvement functions.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should create the Department of Community Affairs by consolidating the various community involvement initiatives from the Office of the Superintendent and centralizing them within the new office under the Administrative Assistant to the Superintendent. July 1998
2. The Superintendent should transfer most community involvement efforts currently within the Superintendent's Office to the new Office of Community Affairs. July 1998
3. The Superintendent should transfer the Office of Communications under the Office of Community Affairs. The Director of Communications should report directly to the Administrative Assistant to the Superintendent. July 1998
4. The executive director of SERVE should be included in the new office and report to the Administrative Assistant. July 1998
5. The Board should eliminate the Supervisor for District Publications and Internal Communications position which is currently vacant. July 1997

6. The Administrative Assistant to the Superintendent and the Executive Director of the Hillsborough Education Foundation should coordinate activities which can share resources of both units, such as providing mutual support for the employee recognition programs and should complement their individual resources such as public relations, media and business contacts. Beginning in 1997-98
School Year

**EXHIBIT 7-12
PROPOSED ORGANIZATIONAL STRUCTURE FOR COMMUNITY INVOLVEMENT
FUNCTIONS IN THE HILLSBOROUGH COUNTY SCHOOL DISTRICT**



FISCAL IMPACT

The recommendation will save the district \$65,000 including salary and benefits for eliminating the Supervisor for District Publications and Internal Communications position.

Recommendation	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Eliminate Supervisor for District Publications/Internal Communications	\$65,000	\$65,000	\$65,000	\$65,000	\$65,000

FINDING

The Office of Communications is not performing the level of public relations needed by Hillsborough County School District and its schools.

Too few opportunities are sought to portray the district in a positive public light because the Director of the Office of Communications spends a great deal of time reacting to and managing immediate crises, many of which result from negative press about the district, its schools, teachers, and students. The Director of Communications reports spending approximately 75 percent of the time reacting to the negative publicity about the district and its schools and managing related issues, such as preparing the Superintendent's responses or speeches to the media.

The current Director of Communications has been in the position for less than one year; the former director is now on the staff of the *Tampa Tribune*, the newspaper with largest circulation in the county. The Tribune donates \$10,000 in matching funds to the Office of Communications to print the school calendars.

The district must strengthen public relations opportunities because it does not have the base of taxpayer support needed to construct future schools as projected by dramatic population increases in Hillsborough County. The district experienced a public relations issue when the half-cent sales tax referendum for school construction failed to pass in a special election held in September 1995. The proposed half-cent sales tax was projected to raise between \$55 million to \$62 million annually for 10 years. Consistent with the authorizing state statute, the district planned to spend the new dollars on school construction and computer technology improvements.

The half-cent sales tax proposal was defeated by a margin of 60 percent to 40 percent. Voter turnout was 22 percent, slightly higher than projected. Community stakeholders and staff interviewed for the Performance Review noted that the district failed to communicate its needs adequately and could not rally the public support necessary to pass the sales tax for the schools.

The Department of Government and International Affairs at the University of South Florida, Tampa Campus, conducted an exit survey as Hillsborough County voters left the polls in September 1995 to ascertain who was voting for or against the half-cent sales tax and the reasons why they cast their ballots. The results show that the strongest support for the sales tax came from African Americans and voters with children in the public schools. The strongest opposition came from older voters, lower income voters, conservatives, and those with no grandchildren in the schools (see Exhibit 7-13).

The University of South Florida report notes that opponents to the school tax were repudiated by the process used to "sell" the tax to the public. Just under 60 percent noted they "resented school officials campaigning for the tax increase at taxpayers' expense." Opponents also had "serious doubts about the credibility, truthfulness, and motives of school officials."

**EXHIBIT 7-13
 VOTER PATTERNS RELATED TO THE SPECIAL ELECTION TO PASS A
 HALF-CENT SALES TAX FOR SCHOOL CONSTRUCTION AND TECHNOLOGY
 BY PROPONENTS AND OPPONENTS
 SEPTEMBER 1995**

Who Voted	Who Voted in Favor (Proponents)	Who Voted Against (Opponents)
The electorate was: <ul style="list-style-type: none"> • older and more Anglo (93%) than Hillsborough County voters overall; • fifty-four percent of those who voted were 50 years of age or over; and • sixty-eight percent had no children in school. 	The strongest support came from: <ul style="list-style-type: none"> • voters with children in public school (70%); • newcomers to Florida who have lived here 1-5 years (62%); • African Americans (100%); • liberals (68%); and • Democrats (52%). 	The strongest opposition came from: <ul style="list-style-type: none"> • older voters (73% of those 65 years of age and older); • lower-income voters (78% of those earning less than \$20,000 annually); • longer-term residents (70% of those living in Florida more than 10 years); • those with no children (68%) or grandchildren (80%) in school; • persons widowed (74%) or divorced (64%); • Hispanics (68%); • Republicans (68%); and • conservatives (79%). <p>A majority of the voters who had someone in their family who is an employee of the school district also voted against the tax, although by a slim margin.</p>

Source: *Hillsborough County Voters Reject Earmarked Sales Taxes for Public Schools and Public Safety, Exit Survey Results*, University of South Florida, Office of Governmental and International Affairs, October 1995.

The report sheds some light on how ineffectively the district has handled public relations and communication with the public, especially the older population in Hillsborough County. In 1996, another half-cent sales tax proposal was brought to the voters. A private firm performed the public relations and communications functions for this new proposal which passed. The 1996 proposal included a new stadium for the Tampa Buccaneers.

Reacting to the *Hillsborough Tomorrow* identification of the district's "image problem" in the community, and as a result of the lack of passage of the half-cent sales tax in 1995, the district recently developed a plan to address public relations more effectively. The district's new public relations plan, developed by the Administrative Assistant to the Superintendent and using a Stakeholders Coalition, starts with changing the

community's image of district staff. This Internal Communications Plan attempts to train staff to change attitudes and behaviors internally in order to provide better "customer relations."

An Internal Communications Plan was developed by the Stakeholders Coalition comprised of:

- Hillsborough Association of School Administrators;
- Hillsborough School Employees Federation;
- Phi Delta Kappa;
- Hillsborough Alliance of Black School Educators;
- Classroom Teachers Association; and
- County Council of PTA/PTSA.

The premise for this "Internal Communications Plan" is the competition that the district faces with private schools and home education, charter schools under district contract with certified teachers, a state-mandated choice program that may offer more options in education, and the possibility of private school vouchers. These options place the district in a disadvantage, as they would drain students and financial resources from Hillsborough County School District. The premise is bolstered by the perception of some public who believe that the school district is overly bureaucratic, not "user-friendly" and does not use its resources wisely. In addition, school-based personnel often report that they feel disenfranchised from employees at the central office.

The Internal Communications Plan includes objectives, strategies, key messages, and tactics to improve customer service. The plan conveys a sense of urgency about the new competitive environment facing the district and extols district personnel to improve communications and public relations with their customers and with themselves. A video is to be developed about the importance of a customer-service orientation within the district, featuring the Superintendent and other opinion leaders. The plan recommends evaluation of programs, job training, and self-improvement programs in the areas of telephone etiquette, interpersonal communications, and leadership skills, as well as in total quality improvement, benchmarking performance to the best known practices of comparable organizations, computerization and technology, and professional ethics. No timeframe or fiscal impact is provided in the plan.

The Hillsborough County School District is the 12th largest district in the country, yet only two press releases per week are submitted to the local newspapers from the Office of Communications. Local reporters noted that the district does not submit sufficient press releases and they must either call the school directly or search the community looking for information about the schools.

RECOMMENDATION

Recommendation 7-14:

Increase press releases as part of an ongoing and aggressive external public relations campaign to harness the confidence of the public, particularly those disenchanted with public education.

As an integral part of the external public relations campaign, the district should significantly increase the number of press releases it disseminates. The Public Relations Campaign should target the following segments of the community who voted against the proposed sales tax for school construction and technology:

- older voters (65 years of age and older);
- lower-income voters (those earning less than \$20,000 annually);
- longer-term residents (those living in Florida more than 10 years);
- residents with no children or grandchildren in schools;
- persons widowed or divorced; and
- Hispanics, Republicans, and conservatives.

These groups may not be those traditionally associated with public schools and reaching out to them may be challenging. However, the district can use the credibility and respect provided by the Hillsborough Education Foundation as well as SERVE's skills in finding and applying volunteers. Using the resources of the Office of Communications, the Foundation, SERVE and FOCUS, the district can increase its base of support in the community. All avenues and resources available to the district, indirectly or directly, should be used to promote the external public relations campaign.

The pivot of the public relations campaign should include a dramatic increase in press releases. This can be accomplished through a network of media liaisons at each school who supply the Public Information Coordinator with one press release per month per school (equal to 148 per month). School press releases should highlight activities, events, and special students and staff at the schools. The Public Information Coordinator should collect all press releases through the established electronic modem between the district and the schools, add two press releases per week for the central office, and could submit at least 150 press releases per month to the local media outlets. This significant increase in press releases should ensure greater positive media coverage for the Hillsborough County School District, which should result in greater visibility and subsequent community support for the schools.

The district should use its relationship with its collaboratives and partners to maximum advantage to get the word out to the public regarding positive messages about Hillsborough County schools. Using these established vehicles in a new way to promote the schools in a unified campaign is cost-efficient because many of the resources available to the district, such as FOCUS and the Hillsborough Education Foundation, do their own public relations and publications.

Special Fact Sheets should be developed for the older population in the county to inform them of how important the schools are to the future, how valuable their support is, current events in the schools, invitations to participate in the schools, and strategies for becoming involved in the schools. These Fact Sheets could be used as flyers and distributed to organizations and associations of older citizens through SERVE.

Many of the tactics and strategies from the Internal Communications Plan can also be used to develop the external public relations campaign for the community.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Administrative Assistant to the Superintendent, with assistance from the Director of Communications and the Coordinator for Community Relations, should identify the major organizations which represent the public who voted against the school half-cent sales tax; (for example, the Republican Party of Hillsborough County and the AARP). July 1998

2. The Administrative Assistant and Director of Communications should develop a public relations plan for the community which targets those groups who voted against the half-cent sales tax. July 1998

3. The Administrative Assistant should use available and existing resources with the Division of Community Affairs such as the Office of Communication's capacity to produce press releases and its contacts with the media, as well as the Office of Community Coordination's many contacts in the community. The resources of the Foundation can be tapped to supplement publicity and to do press releases. The resources of SERVE to find, train, and involve volunteers can be used to market the campaign. August 1998

4. The Public Information Coordinator should develop and print special Fact Sheets for the older population in the county to inform them of how important the schools are to the future, how valuable their support is, current events in the schools, invitations to participate in the schools, and strategies for becoming involved in the schools. These Fact Sheets could be used as flyers and distributed to organizations and associations of older citizens through SERVE. August 1998

5. The Public Information Coordinator should use a network of media liaisons, assigned by the principal at each school, to increase the number of press releases about school events, activities, and special students and staff that is submitted to the local and state media outlets. The target rate for press releases should be one per school per month, plus two from the central office per week, for a total of over 150 press releases submitted per month to the local media. This is not a daunting task with the use of FIRN, the electronic link September 1998

between the district and the schools, and the Coordinator's own electronic link with the media outlets.

FISCAL IMPACT

There is no fiscal impact associated with this recommendation using resources already available to the district.

FINDING

There is no unifying visual theme for the Hillsborough County School District such as a logo which is easily recognizable by the public and the district's many collaborative partners. This is problematic when the district appears to be fragmented to its internal staff and to the external public. It also impinges upon the district's capacity to develop an effective public relations marketing campaign to increase its support in the community.

The Hillsborough Education Foundation did an informal survey within the administration center to count the number of different logos used on staff business cards and district letterhead. A total of 92 different logos was counted. This does not count the logos from individual schools and centers.

The district's lack of a logo may seem insignificant, but not having a symbolic and unifying visual theme -- easily recognizable by the community and students alike -- impinges upon its public relations capacity and impedes advances in publicity for the district and its schools. Also, central office and school staff may feel disconnected from each other and from the "larger organization" due to the lack of a simple, yet effective visual symbol that links all offices, schools, and programs together. Having multiple logos and themes in place further fragments the district and its many relationships with outside organizations.

RECOMMENDATION

Recommendation 7-15:

Create a logo for the Hillsborough County School District to be used in all district business, letterhead stationery, business cards, and publications.

A contest among Hillsborough County students should be held to develop and choose the best logo for the Hillsborough County School District. The logo should be designed so that individual school names or their own logos can be superimposed upon the Hillsborough County School District logo.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Public Information Coordinator and the Office of Communications should sponsor a contest among the Hillsborough County School District students, K-12, to design the best logo for the Hillsborough County School Fall 1997

District. The logo should be designed so that each school can superimpose their own name, theme, or logo on top of the district's logo.

2. The Public Information Coordinator and the Office of Communications should establish a promotional campaign to promote the logo contest. Fall 1997
3. The Administrative Assistant should establish a committee of staff from the central office, the clusters, HEF, SERVE, and FOCUS to choose the best logo. Fall 1997
4. The Superintendent should direct that all district offices, divisions, schools centers, and other organizational or programmatic units use the new logo on business cards and stationery. January 1998

FISCAL IMPACT

There is no fiscal impact associated with this recommendation.

7.3.3 Government Relations

CURRENT SITUATION

Until recently, the Office of Communications also included the Government Relations Liaison, a position created in 1991 to support the district in state education funding reforms. The Government Relations Liaison position was originally created to employ a resource teacher as "lobbyist" for the district with the intent of securing funding from the state legislature. The position originally reported to the Assistant Superintendent for Finance.

The position summary from the position description for the Governmental Relations Liaison notes that the primary charges are to assist in the planning, development, implementation, and evaluation of the district's efforts in governmental relations. The position also is to assist in the day-to-day lobbying and other liaison activities at local, state, and federal levels. The Governmental Liaison represents the district during the legislative session annually and informs the district of changes in laws, rules, and regulations which could impact school policy and procedures.

FINDING

The duties related to the position of Government Relations Liaison are often sensitive and diverse and have the potential to affect all teachers, staff, support employees, and students. The district continues in the forefront of statewide reforms in education finance, ensuring that equity is established in the financing for school districts across the state.

The Government Relations Liaison works closely with the Superintendent, the Assistant Superintendent for Business and Research, and the General Director of Finance. There is minimal coordination with the Office of Communication. The Government Relations Liaison has no clerical support.

The Superintendent has established changes in the reporting structure for the Government Relations Liaison, and in July 1997, the position will be reporting to the Superintendent instead of to the Director of Communications. The new reporting structure for the Government Relations Liaison is appropriate and will ensure that both the Superintendent as well as the Assistant Superintendents for Business and Research and General Director of Finance receive timely information regarding education laws and regulations that could impact the district. The new location should ensure that the Government Relations Liaison receives access to the Superintendent's four clerical staff.

COMMENDATION

The Government Relations Liaison is recognized for defending and promoting the Hillsborough County School District in legislation related to equity in state school-finance reforms.

8.0 FACILITIES USE AND MANAGEMENT

This chapter presents the results of the review of Hillsborough County School District's facilities use and management. The functions reviewed are:

- 8.1 Organizational Structure
- 8.2 Facility Planning
- 8.3 Facility Use
- 8.4 Design and Construction
- 8.5 Maintenance
- 8.6 Custodial Services
- 8.7 Energy Management

A comprehensive facilities use and management program will centralize and coordinate all the planning, use, and maintenance of all the facilities in a school district. The administrators of the program will effectively integrate facilities planning with the other aspects of institutional planning to ensure that the facilities are reinforcing the educational goals of the district.

An effective program will ensure that facilities are fully utilized by the educational program and the community, whenever possible. Full utilization requires an accurate facilities inventory and clear management policies. Underutilized school facilities represent a waste of a valuable public resource.

An effective maintenance program will maintain the facilities at a level which reinforces the educational program and does not detract from the learning environment. The life of the facilities will be extended as far as possible thereby protecting the community's financial investment. A preventative maintenance program is a vital part of a facilities management program.

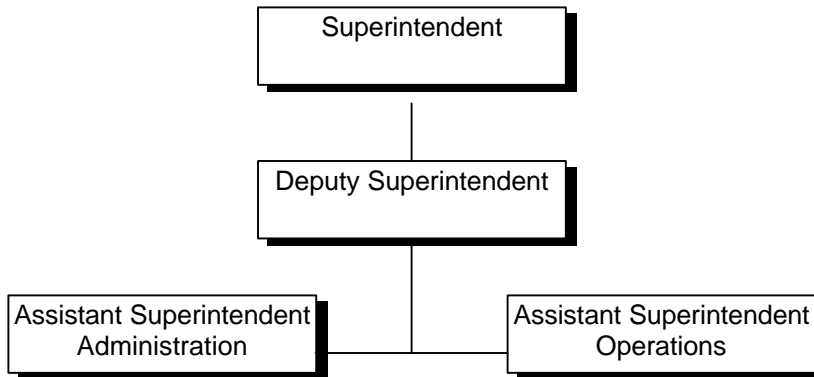
8.1 Organizational Structure

CURRENT SITUATION

The Division of Operations in the Hillsborough County School District is charged with ensuring that all students are provided instructional spaces and supporting facilities that are clean, safe, comfortable, and conducive to efficient and effective educational activities. Division staff plan, design, and build new school facilities and remodel existing facilities; build temporary classrooms; and maintain schools, associated building systems, and equipment. Other functions commonly associated with facilities services (custodial operations, site acquisition, furniture repair, and enrollment projections) are housed in the Division of Administration.

The Division of Operations is under the supervision of the Assistant Superintendent for Operations who reports to the Deputy Superintendent. This organizational structure is presented in Exhibit 8-1.

**EXHIBIT 8-1
ORGANIZATIONAL STRUCTURE OF FACILITIES
IN THE HILLSBOROUGH COUNTY SCHOOL DISTRICT
1996-97**



Source: Hillsborough County School District Division of Operations, 1997.

The Planning and Construction, Maintenance, and Special Projects functions are under the responsibility of the Assistant Superintendent of Operations as shown in Exhibit 8-2. The division has proposed a change in the organizational chart which adds a Director for a new Technology Department. This is scheduled to be effective in the 1997-98 school year.

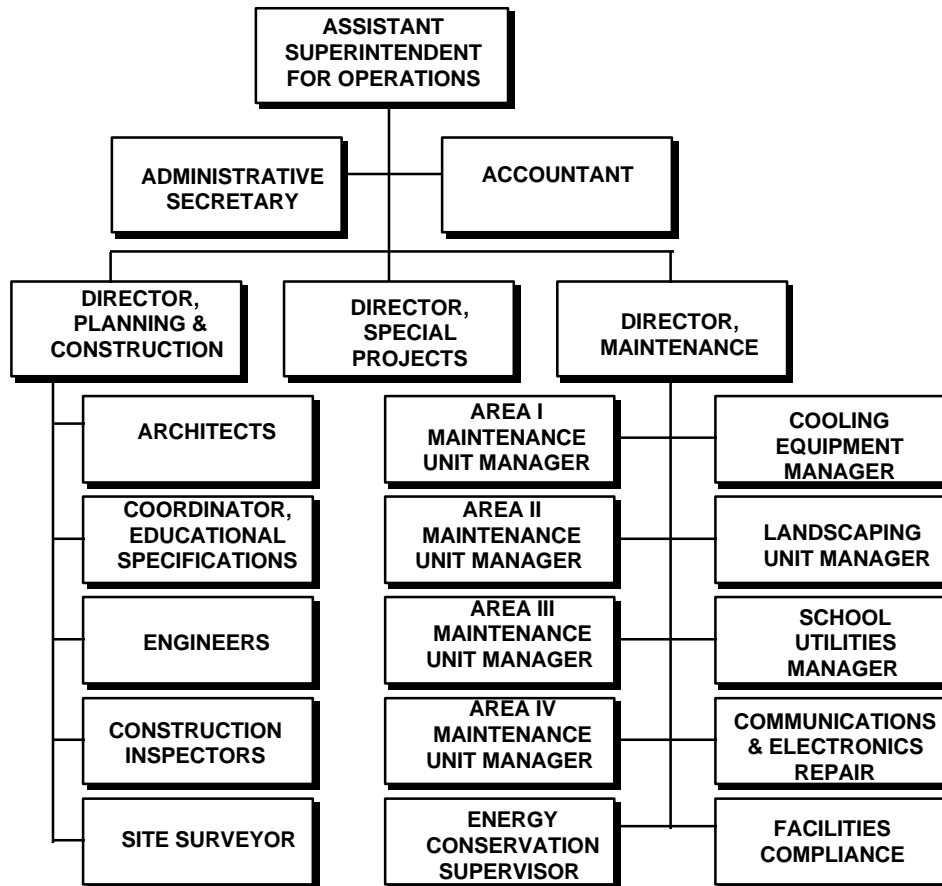
The Custodial and Furniture Repair functions are under the responsibility of the Director of Administrative Services as shown in Exhibit 8-3.

FINDING

The present organizational chart does not accurately reflect the way the department is functioning. The Planning and Construction Unit primarily performs a design and construction function. The personnel composition of this unit includes five architects, four engineers, four construction inspectors, a site survey technician, and a coordinator of educational specifications. With the exception of the Coordinator for Educational Specifications, all positions in the division are related to the design and construction process rather than the planning process. The Coordinator for Educational Specifications provides a link between the planning phase, which is done in the Division of Administration, and the design phase. The communication between the Division of Administration and the Division of Operations is effective.

The Special Projects Unit performs primarily a portable classroom construction function. The director works in conjunction with the Department of Planning and Construction to meet the needs for classroom space as required.

**EXHIBIT 8-2
DIVISION OF OPERATIONS ORGANIZATIONAL CHART
1996-97**



Source: Hillsborough County School District, 1997.

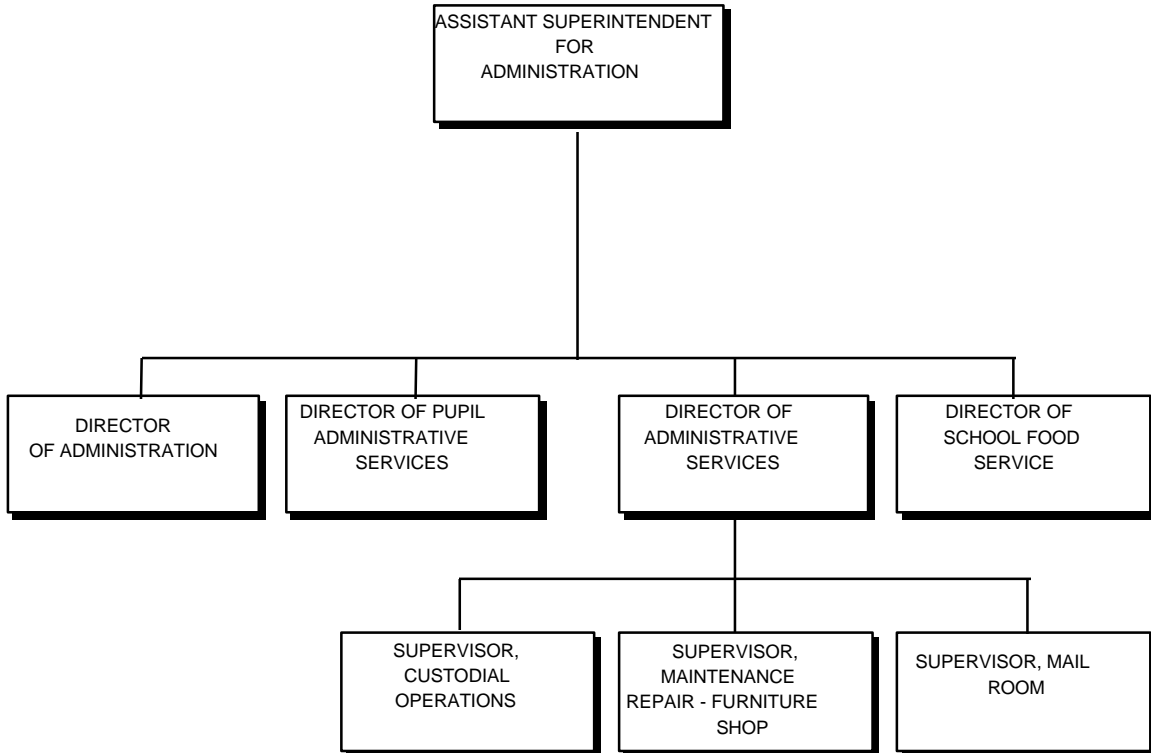
RECOMMENDATION

Recommendation 8-1:

Reorganize the Division of Operations as follows:

- change the Department of Planning and Construction to the Department of Design and Construction;
- eliminate the Department of Special Projects and include this function within the Department of Design and Construction under the direction of a coordinator;
- move the Furniture Repair from the Division of Administration to the Maintenance Division of the Division of Operations; and
- move custodial services to the Division of Operations.

**EXHIBIT 8-3
ADMINISTRATIVE SERVICES ORGANIZATIONAL CHART
1996-97**



Source: Hillsborough County School District, 1997.

The proposed organizational chart for the Division of Operations is shown in Exhibit 8-4.

The effect of the proposed reorganization will be to clearly represent the manner in which the organization functions, as well as put the responsibility for all design and construction activities under one director. Furniture repair is a maintenance function and should be located within that division. The planning function should remain within the Division of Administration because of the added planning function recommended in Chapter 4.

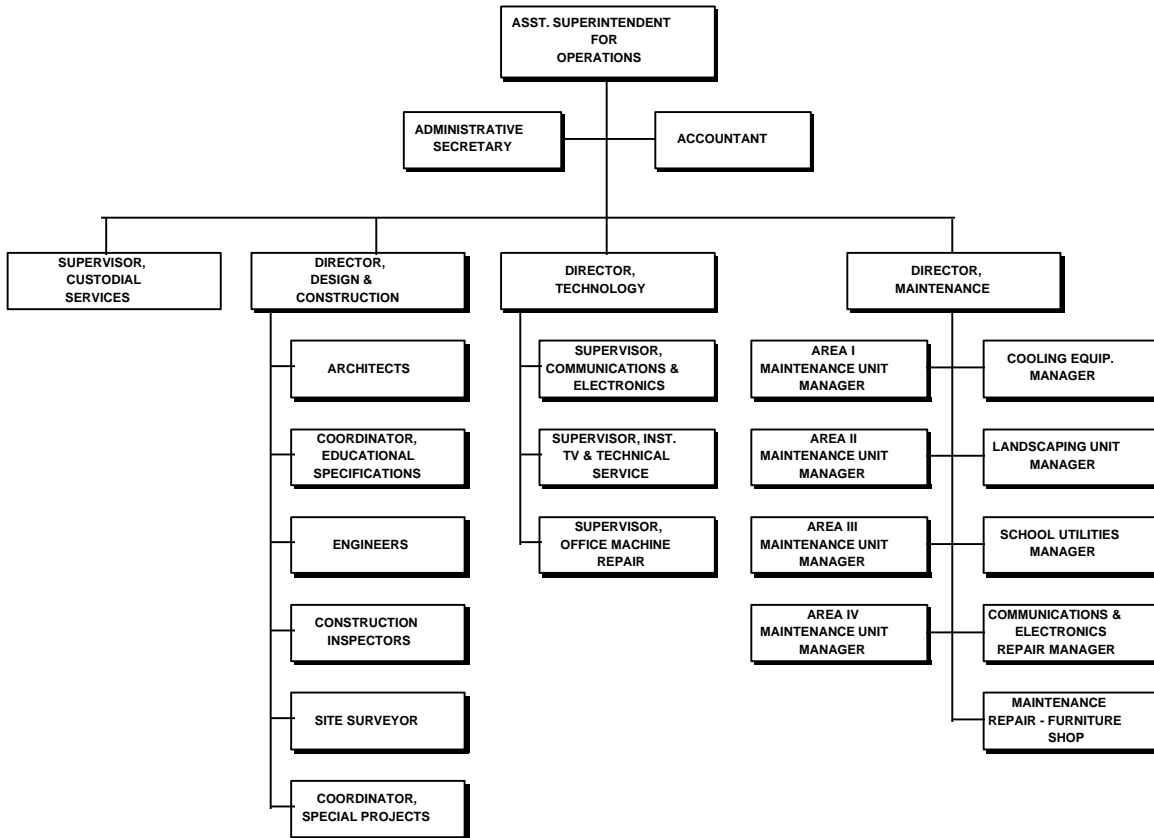
IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------|
| 1. The Assistant Superintendent for Operations will propose the reorganizational changes. | Fall 1997 |
| 2. The Special Projects Department will begin operations as a section within the Design and Construction Department. | July 1998 |
| 3. The Furniture Repair Section will begin operations within the Maintenance Department. | July 1998 |

4. The Custodial Operations Unit will be transferred to the Division of Operations.

July 1998

**EXHIBIT 8-4
PROPOSED ORGANIZATIONAL CHART FOR THE
DIVISION OF OPERATIONS**



Source: Created by MGT of America, 1997.

FISCAL IMPACT

The fiscal impact of this recommendation is to reclassify the Director of Special Projects as a Coordinator of Special Projects under the Director of Design and Construction. The recommendation will result in a savings of approximately \$33,000 per year based on the salary level difference between a director position and coordinator position within the Division of Operations.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Reorganize Operations Division	-----	\$33,000	\$33,000	\$33,000	\$33,000

FINDING

The responsibility for performing safety and code compliance inspections of school facilities is currently under the Director of Maintenance with the Facilities Compliance Section (See Exhibit 8-2). Safety and code compliance issues represent a financial risk to the district especially when viewed in the context of lawsuits from building users. The Director of Maintenance is responsible for maintaining the facilities and not managing risk.

The prioritization of possible risk-related projects should be the responsibility of someone who can effectively ascertain the level of risk to the district as an entity. The facilities compliance function would be more appropriately located in the Risk Management Department where a more focused responsibility will ensure the appropriate priority for projects which are designed to eliminate safety issues.

Recommendation 8-2:

Relocate the Facilities Compliance function under the responsibility of the Director of Risk Management.

By placing the responsibility for Facilities Compliance under the Department of Risk Management, the Director of Risk Management can assure that the inspections are done correctly and the resulting corrective projects receive the proper priority for funding.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Assistant Superintendent for Operations should recommend to the Board that the responsibility for Facilities Compliance be moved to the Risk Management Department. | August 1997 |
| 2. The Board should review and approve the relocation of the Facilities Compliance function. | September 1997 |

FISCAL IMPACT

The relocation of the Facilities Compliance function to the Risk Management Department can be accomplished within the existing resources of the district.

8.2 Facility Planning

Effectively managing a school district's facilities requires the district to have a sound facilities planning process which includes each of the following items:

1. An appropriate organizational structure to coordinate and control the planning process.
2. An accurate needs assessment process to identify both current and future requirements which includes each of the following components:
 - valid demographic statistics including reliable estimates of future enrollments and geographic trends;
 - an up-to-date inventory of existing space by type of space;
 - established facility use rate and space guidelines;
 - established facility capacities;
 - educational program needs as related to current facilities;
 - comparisons of future space needs with current inventories by type of space to identify areas of space shortages and overages;
 - school boundary analysis; and
 - transportation analysis.
3. An accurate definition of the scope of improvements necessary to meet the identified need which will include each of the following components:
 - facility needs programming;
 - accurate cost estimating;
 - scheduling to match needs with planned improvements; and
 - specific improvement plans for each school.
4. Effective strategies planned to ensure the scope of needs will be addressed.
5. A plan for public approval of the facilities improvement needs.

CURRENT SITUATION

The facility planning function is provided primarily through the Office of the Director for Planning and Construction which operates as a section within the Division of

Operations. Exhibit 8-5 provides the current organizational chart for this section of the Division of Operations.

Some of the programs commonly associated with facility planning are housed in other divisions. Exhibit 8-6 shows the functions of effective facility planning and the division or department where they are housed in the Hillsborough County School District.

The process of facility planning in the Hillsborough County School District starts with the development of the School Plant Survey and an analysis of the data by the Division of Operations and the Division of Administration. These data are compared with enrollment projections from which a list of "overcrowded schools" is developed. The district has formed an Overcrowded Schools Task Force which has reviewed the data and made recommendations for improvements. The recommendations have been prioritized and improvements (additions/new facilities) made based on the funding available.

Priorities for facility renovations have been established by area directors and completed, as funding has been available, primarily through the use of state PECO funds.

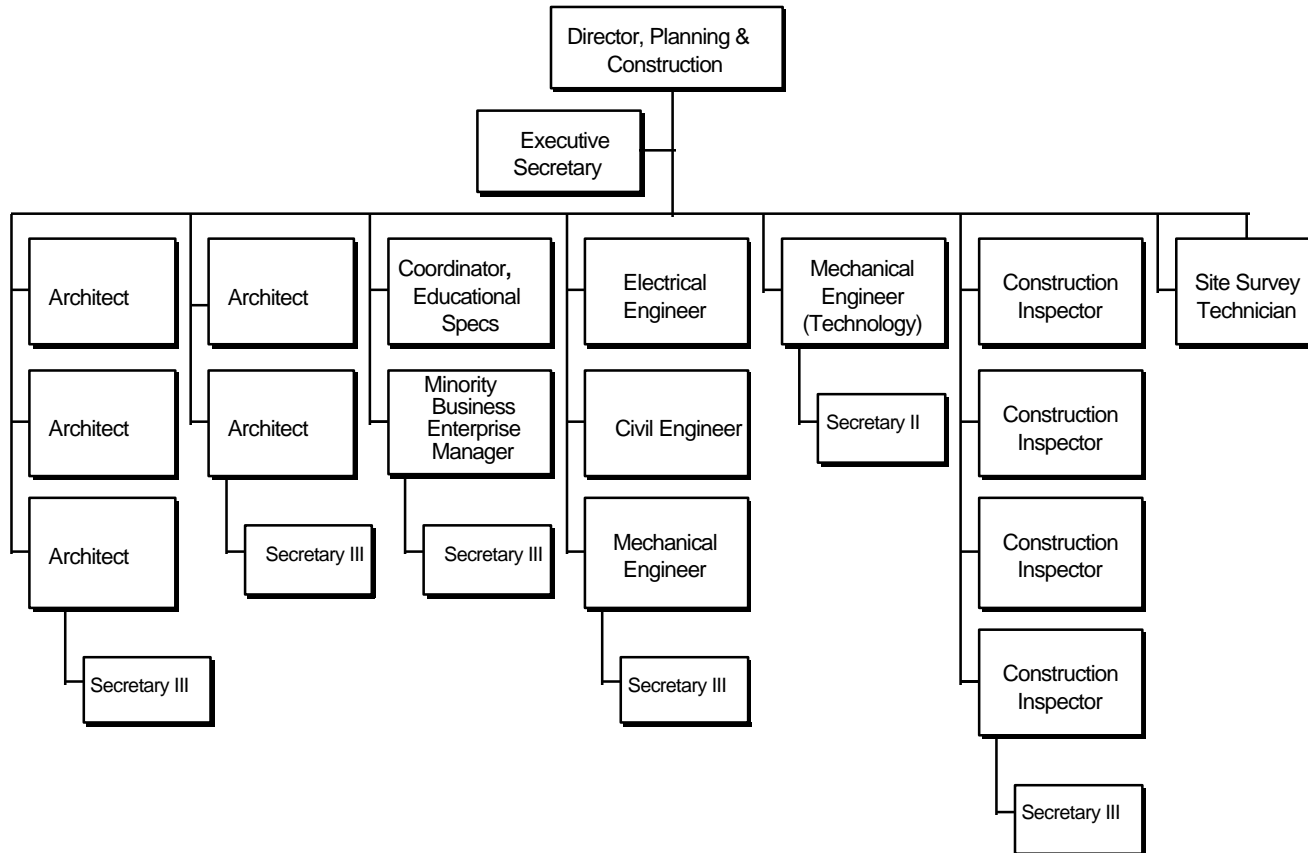
The development of specific projects is assigned to a staff architect who meets with administration and staff involved with the project to determine the program needs. Project development is coordinated with the educational specifications for the level of school being considered (elementary, middle, high). The educational specifications for each level of building have been developed centrally within the Planning and Construction Unit of the Division of Operations.

The planning process resulted in the development of a five-year capital outlay plan for 1994-99. A major portion of the plan included over \$270 million in expenditures funded through Certificates of Participation. The remaining funding comes from PECO and the voter approved millage. The total estimated revenue from these sources is \$143.5 million. The five-year plan was updated in January 1996 to reflect the anticipated revenue from PECO and millage and the projected projects to be funded.

Exhibit 8-7 describes the school construction projects funded through the Certificates of Participation Program. Exhibit 8-8 provides the detail for the five-year plan for the remaining funding with revenue generated by the millage and PECO sources.

When the total amount of funds committed is subtracted from the anticipated revenue of \$143.5 million there remains approximately \$59 million for additional capital projects. Division staff have recommended the projects shown in Exhibit 8-9 as the highest priority for use of these revenues.

**EXHIBIT 8-5
PLANNING & CONSTRUCTION
ORGANIZATIONAL CHART**



Source: Hillsborough County School District, Division of Operations, 1997.

**EXHIBIT 8-6
FACILITY PLANNING COMPONENTS IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

Function	Current Organizational Placement
Educational Specification Development	Division of Operations, Planning & Construction
Enrollment Projections	Division of Administration
Site Selection	Division of Administration
School Plant Survey	Division of Administration
Boundary Analysis	Pupil Administrative Services
Design & Construction	Division of Operations, Planning & Construction
Temporary Classrooms	Division of Operations, Special Projects

Source: Hillsborough County School District, 1997.

**EXHIBIT 8-7
COPS FUNDED PROJECTS**

School	Projected Cost
Burnett Middle School	\$ 17,558,100
Durant High School	35,746,200
Lockhart Elementary School	8,709,120
"A" South Brandon Elementary School	9,954,000
Valrico Elementary School	9,698,220
Twin Lakes Elementary School	9,644,040
"AA" Hunter's Green Middle School	16,182,180
"BB" North Mobley Middle School	17,529,120
"EE" Williams Middle School	13,195,980
"AAA" Citrus Park High School	35,771,400
"BBB" Tampa Palms High School	34,268,220
Blake High School	49,725,900
"B" Tampa Palms Elementary School	9,954,000
"F" USF Elementary School	11,574,679
Total	\$279,511,159

Source: Hillsborough County School District, Department of Facility Planning & Construction, 1997.

**EXHIBIT 8-8
FIVE-YEAR CAPITAL OUTLAY PLAN
MILLAGE AND PECO FUNDING
1994-99**

YEAR	PROJECTS	AMOUNT
1994-95	District Maintenance	\$9,510,000
	Progress Village	\$13,731,480
	Shore	\$4,510,800
1995-96	District Maintenance	\$9,510,000
	Hillsborough	\$7,013,160
	Lee	\$1,081,080
	Lincoln	\$1,500,282
	Mann (Phase 1)	\$130,914
	Marshall	\$7,876,764
	Tomlin (Phase 1)	\$1,074,780
1996-97 through 1998-99	District Maintenance	\$28,530,000
TOTAL		\$84,469,260

Source: Hillsborough County School District, Department of Facility Planning & Construction, 1997.

**EXHIBIT 8-9
PRIORITY PROJECTS**

Project	Scope of Work	Budget
Coleman	New Construction: Multipurpose room and stage, exploration of manufacturing occupations lab, media center, five ESE resource rooms, one supplementary instruction room; expand music suite	\$3,900,000
Dunbar	Remodeling: Remodel eight intermediate classrooms to primary	\$80,000
Marshall 2	New Construction: Multipurpose room w/stage, technology lab, graphics lab, two music classrooms, four 7/8 th grade general classrooms, custodial suite Remodeling: Convert Building 06 to 6 th grade general classrooms and 6 th grade math/science classrooms, Building 02 to art classroom and two reading resource rooms, Building 03 room A-302 to two 7/8 th grade general classrooms Renovations: Buildings 03, 04	\$4,410,000
McLane I	Renovations: Science rooms 116, 121, 122, 125, 127	\$1,462,000

**EXHIBIT 8-9 (Continued)
PRIORITY PROJECTS**

Project	Scope of Work	Budget
McLane II	<p>New Construction: New 20 classroom facilities</p> <p>Demolition: Demolish old classroom buildings</p>	\$1,306,000
Oak Grove	<p>Remodeling: Building 08 to administration and student services</p> <p>Renovations: Minor renovation of all classrooms</p> <p>New Construction: Graphics communication lab, exploration of manufacturing lab; expand administration and student services</p> <p>Site Work: Reconfigure bus loop, and staff and visitor parking</p>	\$4,475,000
Orange Grove	<p>Remodeling: To be remodeled for use as a performing arts magnet school</p>	\$65,000
Turkey Creek	<p>New Construction: New 10 classroom building</p> <p>Remodeling: Building 05, room 404 to technology lab</p> <p>Renovations: Buildings 03 and 17</p> <p>Demolition: Building 11</p>	\$4,125,000
Witter	<p>New Construction: Two preschool classrooms, two kindergarten classrooms, and seven primary classrooms; food service, faculty dining/lounge/restrooms; four regular resource rooms, four ESE resource rooms, one ESE itinerant; custodial suite, music suite, PE suite, and multipurpose stage</p> <p>Remodeling: Building 06 to media center, Building 07 to administration/student services.</p>	\$4,710,875
Young	<p>New Construction: Add student restrooms to Building 02; elevator to Building 01; faculty dining/ lounge/restrooms; expand administration/personnel services</p> <p>Remodeling: Convert Building 01 to five 7/8th grade science labs, twelve general 7/8th grade classrooms, and two general 6th grade classrooms; Building 02 to five 6th grade math/science classrooms, three storage/prep rooms, three general 6th grade classrooms, art room, foreign language lab, computer lab, agricultural storage</p>	\$6,275,000

**EXHIBIT 8-9 (Continued)
PRIORITY PROJECTS**

Project	Scope of Work	Budget
Young (Cont'd)	room, two math project resource rooms, two math resource rooms, one elective space, and teacher planning room; reconfigure Building 06 media center for better utilization; Building 03, rooms 0209-030E as explore graphics lab, explore manufacturing occupations (technology) lab Renovate: Building 02, rooms 010-021B; Building 04, physical education; Building 05, administration; Building 03, rooms 027 and 028, band and chorus	
Subtotal		\$30,808,875
Funds available for priority distribution		\$59,030,605
Projected balance available to address modular/cost containment construction per priority.		\$21,786,730

Source: Hillsborough County School District, Department of Facility Planning & Construction, 1997.

FINDING

Educational specifications for all building types have been developed and are up to date. The most recent revisions were completed in Fall 1996 and include the following basic components for educational specifications:

- Philosophy and Goals
- Design Guidelines
- Area Analysis (schedule of spaces)
- Description of Activity Areas

COMMENDATION

The Hillsborough County School District is commended for producing educational specifications at the district level that provide the framework for facility planning.

Sound facility planning requires that the framework with which to program individual facilities is provided for at the district level.

FINDING

While quality educational specifications exist at the district level, no formal process exists for adapting the districtwide guidelines to specific projects. The process depends on the staff architect assigned and the desires of the specific school administrators. In many cases, staff committees are formed and their input is solicited. The process varies from project to project. Therefore, the level of local involvement in the process varies greatly among projects.

Recommendation 8-3:

Develop a formal process that calls for staff and community participants to use and adapt the educational specifications as a part of the basis for planning and designing specific projects.

District-level educational specifications provide a sound framework for projects at each school. However, the process also should include the methodology for adapting these district guidelines to the specific program needs for each project. This process should formalize the needs for staff and community input on each project.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------------------------------|
| 1. The Coordinator for Educational Specifications should develop guidelines for project adaptation of the district-level educational specifications. | July 1997 |
| 2. Site administrators should form educational specification committees for each new construction and/or renovation project. | Beginning in the 1997-98 school year |
| 3. Site committee should prepare specific educational specifications for each project based on the district-level guidelines. | Beginning in the 1997-98 school year |

FISCAL IMPACT

This recommendation can be accomplished within existing district resources.

FINDING

Due to rapid growth in the district, long-range facility planning in the Hillsborough County School District favors new construction over the modernization of aging facilities. This results in disparities between newer rapidly growing areas and older established areas of the district. The projects recently completed and those that are proposed, while clearly addressing a need, have not been based on a clear process of prioritization that is defensible to both staff and district patrons. Prioritization of projects has been based on individual criteria rather than a district standard evaluation format.

Recommendation 8-4:

Implement a formal prioritization process for determining the highest need whether they are new projects, renovations, and/or additions.

Once this process is in place the district should conduct a complete evaluation of facility needs which should be updated every three years. Any new projects funded through either existing revenue sources and/or future voter approved funds should be based on the results of the implementation of the process. This recommendation does not duplicate the inventory required through the Florida Plant Survey; rather, the recommendation augments the survey required by the state.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|---------------------------|
| 1. The Division of Operations should prepare a districtwide facility evaluation process including current utilization, enrollment projections, space needs, physical condition analysis, and educational suitability analysis. | Fall 1997 |
| 2. The Division of Operations should conduct a formal facility needs assessment. | Spring 1997 |
| 3. Facility improvements should be based on established criteria. | Beginning in 1997-98 year |

FISCAL IMPACT

This recommendation can be accomplished within existing district resources.

8.3 Facility Use

The effective and efficient use of facilities is a primary responsibility of all public institutions and especially so for public school districts that face constrained budgets and higher user expectations. Proper facility use requires insightful planning (as discussed in Section 8.2) as well as:

- a detailed facilities inventory;
- an assessment of facility needs for repair and renovation;
- effective utilization of existing resources;
- effective utilization of temporary buildings; and
- clear and effective policies and procedures governing the use of facilities, boundary changes, and consolidations.

CURRENT SITUATION

The Hillsborough County School District has calculated the current utilization of all facilities based primarily on:

- the 1993 Educational Plant Survey;
- the Florida Inventory of School Houses (FISH);
- Capital Outlay FTE (COFTE) Enrollment Projections;
- capacity as determined by the FISH report; and
- capacity as determined by district-adopted program requirements.

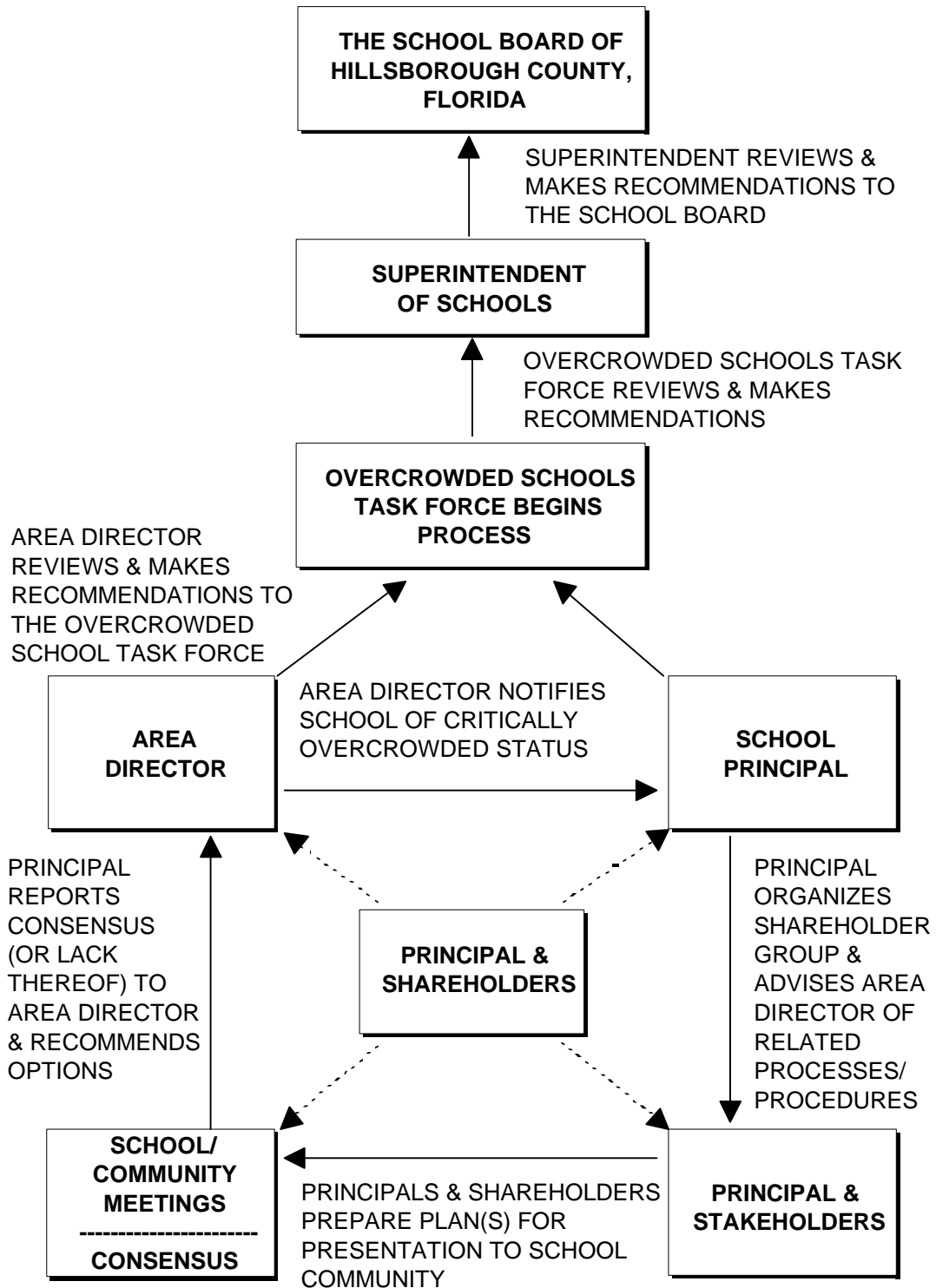
Due to the fact that the district is experiencing severe overcrowded conditions (as determined by the FISH report), the Hillsborough County School District in July 1996, formed an "Overcrowded Schools Task Force" to address the following issues:

- develop a definition of an overcrowded school;
- develop a standard process for determining the level of overcrowding;
- examine the specific buildings that are determined to be the most severely overcrowded;
- examine alternatives to deal with the overcrowding;
- receive plans for correcting the problem at the identified schools; and
- make recommendations to the Board of Education.

The process for implementing these goals is shown in Exhibit 8-10.

To address the definition of overcrowded schools and the development of a standard process, the Task Force adopted a formula that assigned points for the amount a school is overcapacity, the number of portables on site, and the amount of acres that are below district standards. From these data, a utilization score for each facility was calculated. Exhibit 8-11 shows the results of this calculation for the 32 elementary schools, 13 middle/junior high schools, and seven high schools with the highest point totals as these were determined to be critically overcrowded.

**EXHIBIT 8-10
CRITICALLY OVERCROWDED SCHOOLS PROCESS**



Source: Overcrowded Schools Task Force, 1997.

Each school listed in Exhibit 8-11 prepared recommendations for addressing the problem which were submitted to the Task Force and subsequently to the Board. Exhibit 8-12 provides a summary of those recommendations.

FINDING

The Overcrowded Schools Task Force has had a significant impact in dealing with the problem of overcrowded school facilities. They have created a districtwide awareness of the issue, have provided input from a wide range of interests both districtwide and at the individual school level, have developed a video presentation regarding the issue, and have provided specific recommendations for the district to consider.

COMMENDATION

The Hillsborough County School District is commended for the creation of the Overcrowded Schools Task Force and for providing the district with the direction and information necessary to make meaningful information available.

The recommendations of the task force, presented to the Board in February 1997, will become a basis for a much improved future long-range planning process in the district.

FINDING

Portable classrooms are a significant part of facility utilization in the Hillsborough County School District. In fact, portables currently account for approximately nine percent of the total square footage in the district and, at some schools, the square footage in portables exceeds 50 percent. In order to provide portables as economically as possible, the Special Projects Unit has been created with a primary purpose of constructing portable classrooms in-house. The cost for in-house production of portable classrooms is:

Materials and Supplies per Portable Classroom	\$11,764
Teaching Aids per Portable Classroom (whiteboards, bulletin boards, etc.)	\$756
Personnel Costs per Portable Classroom	\$10,019
<u>Overhead Costs per Portable Classroom (10 percent)</u>	<u>\$2,254</u>
Total Cost per Portable Classroom	\$24,793

This cost is significantly less than the purchase price of a portable building at over \$35,000.

**EXHIBIT 8-11
CRITICALLY OVERCROWDED SCHOOLS**

School	FISH Capacity*	Program Capacity*	Projected Enrollment 1997-88	% of Capacity 1997-98	No. of Portables 1996-97	No. of Acres	Area	One Point for Each % Over Capacity	Points at One per Portable	One Point for each Area Under Standard	Total Points
Elementary											
Edison	401	401	837	209%	27	10	1	109	27	5	141
Wilson	207	207	409	198%	18	3	4	98	18	12	128
Egypt Lake	544	544	978	180%	29	13	2	80	29	2	111
Witter	666	666	1120	168%	24	10	1	68	24	5	97
DeSoto	216	216	359	166%	9	2	3	66	9	13	88
Tampa Bay Blvd.	394	394	628	159%	22	10	1	59	22	5	86
Shaw	900	900	1365	152%	22	10	1	52	22	5	79
Broward	483	483	726	150%	23	10	1	50	23	5	78
Crestwood	630	630	945	150%	16	15	2	50	16	0	66
Cleveland	384	384	570	148%	12	4	1	48	12	11	71
Lowry	857	857	1260	147%	17	15	2	47	17	0	64
Hunter's Green	1025	1025	1497	146%	23	15	3	46	23	0	69
Riverhills	562	562	817	145%	19	11	3	45	19	4	68
Sulphur Springs	616	616	885	144%	22	7	1	44	22	8	74
Lake Magdalene	723	723	1005	139%	10	15	1	39	20	0	59
Bay Crest	620	620	848	137%	7	15	2	37	7	0	44
Springhead	542	542	733	135%	13	16	4	35	13	0	48
Alexander	592	592	782	132%	15	16	2	32	15	0	47
West Shore	348	348	459	132%	15	8	2	32	15	7	54
Mort	751	751	959	128%	21	20	1	28	21	0	49
Temple Terrace	754	754	962	128%	11	20	3	28	11	0	39
Lithia Springs	831	831	1053	127%	12	23	4	27	12	0	39
Seffner	754	754	993	132%	10	15	4	27	10	0	37
Yates	785	785	988	126%	13	15	4	26	13	0	39
Limona	764	764	957	125%	22	17	4	25	22	0	47
Gibsonton	737	737	923	125%	16	12	3	25	16	3	44
Robinson	663	663	822	124%	21	16	4	24	1	0	25
Tampa Palms	928	928	1130	122%	18	15	3	22	18	0	40
Woodbridge	635	635	773	122%	9	15	2	22	9	0	31

*Does not include portable capacity

**EXHIBIT 8-11 (Continued)
CRITICALLY OVERCROWDED SCHOOLS**

School	FISH Capacity*	Program Capacity*	Projected Enrollment 1997-88	% of Capacity 1997-98	No. of Portables 1996-97	No. of Acres	Area	One Point for Each % Over Capacity	Points at One per Portable	One Point for each Area Under Standard	Total Points
Schwarzkopf	874	874	1057	121%	21	15	1	21	21	0	42
Forest Hills	732	732	881	120%	2	12	1	20	2	3	25
Roosevelt	437	437	523	120%	5	6	2	20	5	9	34
Middle/Junior											
Sligh JHS	813	732	1289	176%	3	30	1	76	3	0	79
Franklin MS	724	652	1056	162%	15	14	3	62	15	11	88
Burnett MS	1010	909	1442	159%	12	28	3	59	12	0	71
Buchanan JHS	988	889	1406	158%	15	21	1	58	15	4	77
Wilson MS	470	423	629	149%	2	4	2	49	2	21	72
Young Magnet	824	742	1075	145%	8	12	3	45	8	13	66
Adams MS	1030	927	1330	143%	17	15	1	43	17	10	70
Turkey Creek MS	1257	1131	1562	138%	22	21	4	38	22	4	64
Pierce JHS	962	866	1110	128%	5	24	2	28	5	1	34
Tomlin MS	1275	1148	1456	127%	19	20	4	27	19	5	51
Roland Park MS	976	878	1092	124%	10	12	2	24	10	13	47
Stewart (Blake) MS	941	847	1047	124%	0	16	1	24	0	9	33
Marshall MS	850	765	945	124%	17	30	4	24	17	0	41
High											
Bloomingtondale	2069	1966	2909	148%	0	80	4	48	0	0	48
Chamberlain	1853	1760	2435	138%	26	28	1	38	26	22	86
Gaither	2255	2142	2877	134%	5	51	1	34	5	0	39
Brandon	2031	1929	2521	131%	23	108	4	31	23	0	54
Tampa Bay Tech	1397	1327	1717	129%	20	30	3	29	20	20	69
Plant City	2080	1976	2509	127%	35	80	4	27	35	0	62
King	1838	1746	2195	126%	18	51	3	26	18	0	44

Source: Overcrowded Schools Task Force, 1997. *Does not include portable capacity

**EXHIBIT 8-12
SUMMARY OF RECOMMENDATIONS FOR
CRITICALLY OVERCROWDED SCHOOLS**

School Level	Most Common Recommendations
Elementary	<ol style="list-style-type: none"> 1. Add portables <i>-32 percent of all recommendations</i> 2. Restrict enrollment (primarily through capping special assignments) <i>-21 percent of all recommendations</i> 3. Make Facility additions <i>-13 percent of all recommendations</i>
Middle/Junior High	<ol style="list-style-type: none"> 1. Add portables <i>-36 percent of all recommendations</i> 2. Restrict enrollment (primarily through capping special assignments) <i>-27 percent of all recommendations</i>
High School	<ol style="list-style-type: none"> 1. Restrict enrollment (by capping special assignments) 2. Add portables 3. Adjust schedules (primarily through double shifting). <p align="center"><i>-31 percent of all recommendations for each of the above.</i></p>

Source: Overcrowded Schools Task Force, 1997.

COMMENDATION

The Hillsborough County School District is commended for producing portable classrooms in-house in a productive and efficient manner.

The Special Projects Unit produces approximately 125 portable classrooms per year at a cost that is significantly less than they could be purchased elsewhere. In 1995 (the last year the district purchased any portable classrooms), the cost of purchasing was over \$35,000 per unit. The in-house cost, one year later, is at least 40 percent less.

FINDING

While the district cost for producing portable classrooms is low, the fact that some schools house over 50 percent of their students in portables is significant. While portable classrooms are a common feature of American schools, they are usually erected to meet enrollment fluctuations or to house temporary programs. The total amount of portable classrooms in the Hillsborough County School District is nearing the generally recognized maximum of 10 percent and is increasing annually.

The negative effect of overusing temporary buildings for classrooms is the impact on common facilities such as special classrooms and labs for enrichment, auditoriums, cafeterias, and physical education facilities. As the enrollment of a school is allowed to grow beyond the planned capacity, these common facilities become overtaxed and the educational program begins to suffer.

Recommendation 8-5:

Establish a policy on the use of temporary facilities that will provide the criteria for need and establish limits on the total amount of temporary space at a particular facility.

With an inventory of over 1,800 portable classrooms and many recommendations from the Overcrowded Schools Task Force calling for more, the district is in danger of exceeding reasonable limits and, therefore, suffering the negative impacts described above. A clear policy regarding what constitutes need and when a portable will be placed at or removed from a site should be developed immediately.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. Division of Operations staff should meet with district administrative personnel and prepare a policy on use of portables. | September 1997 |
| 2. The Superintendent should recommend the draft policy to the School Board. | November 1997 |
| 3. The Superintendent and staff should implement the policy and guidelines. | January 1998 |

FISCAL IMPACT

This recommendation can be accomplished with existing district resources.

FINDING

While the Overcrowded Schools Task Force reviewed alternatives to new construction in order to solve the issue of overcrowded schools, most recommendations dealt with restricting enrollment and adding portables. Very little mention was made regarding the possibilities of altering the school schedule as a means of adding capacity. It is clear that in some parts of the district the overcrowding is so severe that attendance boundary adjustments and adding portable classrooms will not solve the problem and new construction cannot be completed quickly enough. In these cases, altering the school calendar can be effective.

School Districts such as San Diego Unified in California, Cherry Creek in Colorado, and Buena Vista in Virginia have shown that multi-track, year round calendars can reduce facility needs by as much as 25 percent. A school built for 750 students can handle an attendance of 1,000 since at any one time a quarter of the students will be on vacation. The reduction in need for additional facilities reduces maintenance and operation costs per student and pressure for new buildings.

The multi-track, year round calendar also can benefit the educational program. This type of calendar reduces the time between school terms and provides breaks at regular intervals throughout the year. Some studies have indicated that the year round

calendar increases the student's retention of skills and knowledge from one term to the next.

A major drawback to the year round calendar is the perceived effect it has on family schedules due to a perceived lack of support services such as day care and summer programs. However, in large metropolitan areas, like Hillsborough County, the resources are typically numerous enough to absorb this effect.

Other districts report additional drawbacks to a year round calendar. Teachers often say they are being deprived of an important vacation benefit. Scheduling classes and rooms, especially at the high school level, can be challenging. Teachers will not always have their own classroom. Student participation in sports and other seasonal activities may have to be accomplished during vacation periods. Intercession or vacation programs will require additional planning. This is also true for parents who have children at different schools on different schedules. The San Diego County Office of Education, which has successfully converted the majority of its schools to the year round calendar, has published a planning guide which speaks to these and other issues.

The MGT review team acknowledges that some school districts have not successfully implemented a year round calendar. The year round approach is a major change that affects all participants, administrators, teachers, staff, parents, and students. For any major change in a system to be successful, careful planning must clearly state the priorities, goals, and processes for changes. The planning must include all participants and must be well communicated to the community at large. When these items are addressed, and attendance at a year round facility is voluntary, the results can be successful.

Recommendation 8-6:

Implement a multi-track, year round calendar at 10 percent of the identified severely crowded elementary schools.

With 32 elementary schools identified, this would require that three schools adopt such a calendar. If these are in strategic locations, the option can be offered on a voluntary basis and will significantly reduce the need for additional classrooms at those schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------------------|
| 1. The Task Force should appoint a School Calendar Committee comprised of administrators, teachers, parents, and community members. | September 1997 |
| 2. The School Calendar Committee should study alternative school calendars including a multi-track, year round schedule and make recommendations to the Task Force based on the efficient use of school facilities. | 1997 - 1998
school year |
| 3. The Division of Administration should develop a process for educating teachers and parents about the | Spring 1998 |

benefits and planning procedures of a year round calendar.

4. The Board should approve a school calendar that optimizes the use of school facilities and authorizes the administration to identify schools that will implement the new calendar. 1998-99 school year

FISCAL IMPACT

The implementation of a multi-track, year round calendar will have savings as well as some additional operational costs. The costs and cost savings will tend to neutralize each other, but can not be quantified at this time.

By implementing a year round calendar, the district can realize a substantial cost avoidance primarily through the avoidance of capital construction dollars. In a common year round schedule, students are divided into four schedule tracks where one track is always on break. Therefore the district can construct 25 percent less space while achieving 100 percent capacity. Savings are also realized through lower operational costs due to less total square footage.

It is important to also point out, however, that some program costs will increase due to the year round operations. These include transportation, food service, and non-certified personnel.

8.4 Design and Construction

The mission of the typical design and construction department is to provide new and modernized facilities that meet the needs of students at the lowest possible cost. The specific goals of a design and construction department include:

- establish a policy and framework for long range facility planning;
- utilize valid enrollment projections on which to base estimates of future needs for sites and facilities;
- select and acquire proper school sites and to time their acquisition to precede actual need while trying to avoid wasting space;
- determine the student capacity and educational adequacy of existing facilities and to evaluate alternatives to new construction;
- develop educational specifications that describe the educational program and from which the architect can design a functional facility that matches the needs of the curriculum with the potential to enhance and reinforce the education the district desires for its students;

- secure architectural services to assist in planning and constructing facilities;
- develop a capital planning budget that balances facility needs, expenditures necessary to meet those needs, and how expenditures will be financed;
- translate satisfactorily the architectural plans into a quality school building and to do so within the budget and time scheduled; and
- establish and carry out an orientation program so that users of the facility can better understand the design rationale and become familiar with the way the building is supposed to work.

CURRENT SITUATION

As described in the previous sections of this chapter, the typical facility planning functions are spread over two departments within Hillsborough County School District. Of the specific goals outlined above, enrollment projections, site selection, and capacity analysis are functions of the Division of Administration while the development of educational specifications, architectural services, and facility construction are functions of the Division of Operations. Specific recommendations for change to this structure are included in Section 8.1.

Following the planning stages of the facility development process, the responsibility for design and construction for new and/or remodeled schools lies with the Planning and Construction Department within the Division of Operations. The staff includes a director, five architects, four engineers, and four inspectors. As of February 1997, each architect and inspector is responsible for six to nine projects depending on the scope and current status. The in-house architects are given the responsibility for the coordination of a specific project from the design stages through project completion and post occupancy evaluation. Outside architects are appointed for all major projects, but work through the assigned in-house architect. District inspectors are responsible for all plan inspections, building inspections, and testing.

An analysis of construction costs for all new elementary schools constructed 1990 - 1995 is shown in Exhibit 8-13.

FINDING

Change orders for elementary school construction projects during the five-year period shown in Exhibit 8-13 average just over two percent.

COMMENDATION

The Hillsborough County School District is commended for keeping change orders at or near an average of two percent of construction costs.

This percentage of change orders reflects good control during the design phase and a high level of construction supervision. The Council of School Facility Planners, International recommends a budget for changes in the range of three to four percent.

FINDING

The cost per square foot for elementary schools over the five-year period shown in Exhibit 8-13 reflects an average of \$66 per square foot. The average cost for projects bid in 1995 was \$83.50. Since 1942, the R.S. Means Company has annually published square foot costs for all building types in North America. The Means Cost Index for Tampa in 1995 estimates the construction costs for elementary school construction to be \$63.50 per square foot.

**EXHIBIT 8-13
ELEMENTARY SCHOOL CONSTRUCTION
1990-1995**

SCHOOL & BID DATE	BUDGET	TOTAL CONST. COST	% CHANGE ORDERS	TOTAL S.F.	COST PER S.F.
Lithia Springs 1990	\$5,600,000	\$5,528,803	2.8%	83,907	\$66
Boyette 1990	\$5,500,000	\$5,147,206	5.3%	89,240	\$58
Bing 1990	\$5,684,335	\$6,356,588	1.0%	96,058	\$66
Mintz 1990	\$5,500,000	\$6,666,445	6.5%	91,006	\$73
Schwarzkopf 1991	\$5,965,500	\$4,649,598	2.3%	87,899	\$53
Lowry 1991	\$5,000,000	\$4,878,948	0.6%	89,244	\$55
Hunter's Green 1991	\$5,500,000	\$5,639,683	0.4%	91,006	\$62
Folsom 1991	\$5,500,000	\$5,714,348	0.3%	82,880	\$69
Cannella 1991	\$5,700,000	\$5,006,157	1.2%	91,637	\$55
Colson 1991	\$5,700,000	\$4,910,702	2.7%	86,535	\$57
Lockhart 1993	\$6,000,000	\$7,175,289	3.8%	97,654	\$73
Twin Lakes 1995	\$4,000,000	\$7,654,000	0.0%	86,535	\$88
Valrico 1995	\$6,000,000	\$7,697,000	0.0%	98,017	\$79
AVERAGE FOR ALL PROJECTS	\$5,511,526	\$5,924,982	2.1%	90,124	\$66

Source: Hillsborough County School District, Department of Facilities Planning & Construction, 1997.

Recommendation 8-7:

Implement the following cost saving measures with a goal of providing quality facilities at a cost reflecting the average construction costs for buildings in the Tampa area.

New school facilities in Hillsborough County reflect the use of quality materials and a design that meets the educational program. The costs, however, are increasing at a

rate higher than would be expected. The following design components have proven to lower costs without reducing the quality of materials or workmanship.

- Develop a value engineering process consisting of a complete review following the schematic design phase for the purpose of identifying possible cost saving measures for the district's consideration. The process should be conducted by an independent consulting team comprised of architects, mechanical and electrical engineers, landscape engineers, educational specialists, cost estimators, and any other necessary professionals. The value engineering process should be conducted early in design development at the completion of the schematic design when enough design information is available to determine cost accurately, but changes can be made without affecting construction documents.
- Streamline the district design manual and emphasize consistency or standardization. The district design manual, where practical, should allow either one or two models of products for each item. (i.e. lockers, toilet accessories, plumbing fixtures, mechanical units, bleachers, food service equipment). This standardization will save costs over time because excessive parts stocking will not be required, and training on the repair of multiple types of equipment will not be necessary.
- Provide pre-determined specifications to the degree possible. The specifications for whiteboards and chalkboards, for example, should be standardized to a single specification section and given to all of the architect/engineering firms. If there are five projects and five architectural firms working on projects simultaneously, this would eliminate recreating the same specification five times with five different interpretations and five different possibilities for error.
- Utilize prototypical building plans to the highest degree possible. In a district the size of the Hillsborough County School District, with the number of on-going projects underway at any given time, it is possible to provide school committees with prototypical designs that still allow for the flexibility to provide spaces that are program specific. A standard design with options for different district approved programs and aesthetic options can be site adapted and utilized effectively. While the costs shown in Exhibit 8-13 above do not include architectural fees, they commonly add six to eight percent to the cost which can be significantly reduced with the use of prototypical designs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Design and Construction Department should develop a standardized design manual. Summer 1997

- | | |
|--|----------------------------|
| 2. The Design and Construction Department should develop a value engineering process. | Summer 1997 |
| 3. The Design and Construction Department should work with selected architectural firms to develop prototypical plans. | 1997 - 1998
Fiscal Year |
| 4. The Superintendent and staff should implement a design manual and value engineering. | September 1997 |
| 5. The Assistant Superintendent of Operations should implement use of a prototypical design with building committees. | 1998-1999
Fiscal Year |

FISCAL IMPACT

The fiscal impact of this recommendation will be realized when future projects are bid. Experience has demonstrated that value engineering will reduce construction cost by .5 percent and the use of prototypical plans will reduce the design costs by three percent. Using a conservative estimate of \$15 million of construction costs annually, the savings would total \$525,000 annually, with an estimated \$100,000 projected savings in 1997-98 because many of the projects for that year are already beyond the design phase where the majority of savings occurs.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Implement Construction Cost Saving Measures	\$100,000	\$525,000	\$525,000	\$525,000	\$525,000

8.5 Maintenance

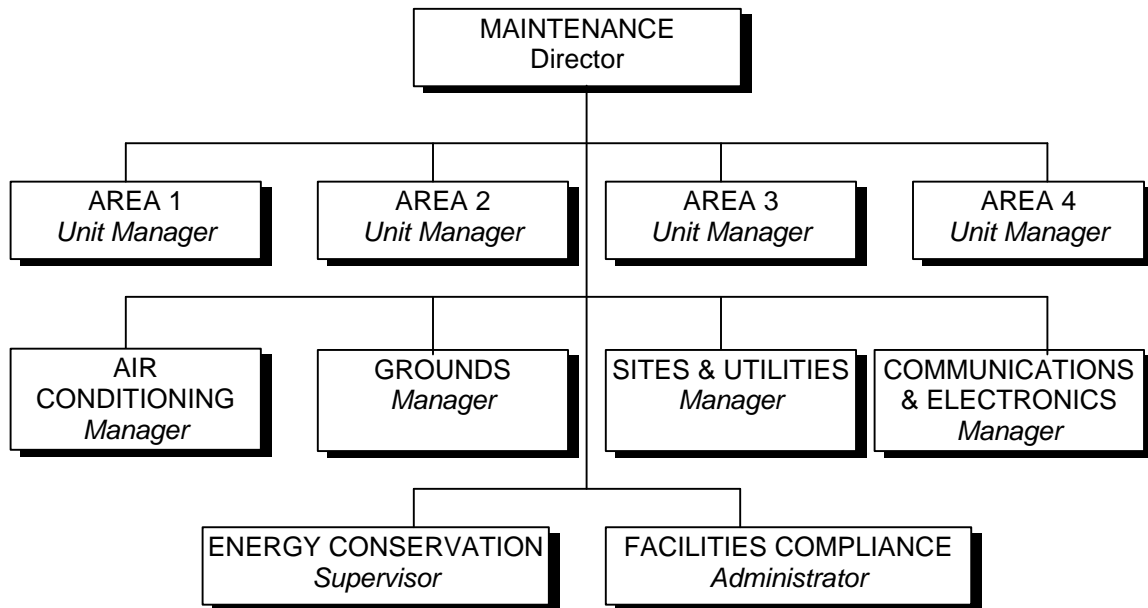
Efficient and effective maintenance of the school system’s facilities and grounds requires well-defined structures and processes which:

- are staffed with the appropriate levels and mix of skilled tradespersons, helpers, supervisors, and support staff;
- are organizationally structured to operate effectively and efficiently;
- have adequate information to plan and manage daily operations; and
- are responsive to work order requests from schools.

CURRENT SITUATION

The Maintenance Department of the Hillsborough County School District maintains approximately 149 schools and 1,800 portable classrooms with about 280 staff positions. The district is divided into four maintenance areas with four corresponding maintenance service centers. The air conditioning, grounds, sites and utilities, and the communications and electronics repair trades maintain one service center each which services the whole district. The Maintenance Department is organized as shown in Exhibit 8-14.

**EXHIBIT 8-14
ORGANIZATIONAL CHART OF
MAINTENANCE DEPARTMENT**



Source: Hillsborough County School District, Maintenance Department, 1997.

The four area service centers operate somewhat autonomously, receiving their work order requests directly from the schools in their respective areas. This is also true of the air conditioning, grounds, sites and utilities, communications, and electronics repair units. Areas I and II Service Centers are located together on the west side of the district, Area IV is located in Plant City on the east, and Area III Service Center is located at the main maintenance facility in the center of the district along with grounds, sites and utilities, air conditioning, communications, and electronics.

The Sites and Utilities Unit oversees and maintains 14 waste water plants, 14 wells, and 100 lift stations. The two six-person construction crews perform site work, small paving jobs, grading, and the location of up to 200 portable buildings each summer. Attempts to outsource portable moving in the past have not been satisfactory due to the unreliability of private contractors in meeting tight schedules. The Sites and Utilities Unit also oversees the solid waste removal for the district's facilities. Hillsborough County staff pick up all solid waste in areas outside Tampa city limits while the city contracts for the work within the city limits.

The Grounds Unit oversees and maintains athletic fields, fencing, landscaping, and irrigation systems. Major problems with the irrigation systems are contracted out. School grounds are mowed by contractors who have from seven to eight schools each. Grounds hires and monitors the mowers who are paid by the schools.

The Facilities Compliance Unit performs annual facility safety inspections which include ADA compliance issues, hazardous waste disposal and radon abatement and

remediation. The responsibility for facility safety is shared with Risk Management which has responsibility for fire extinguishers, personnel safety, and equipment safety.

The Air Conditioning Unit repairs and services the heating, ventilating, and air conditioning (HVAC) units for the entire district. The district is divided into five areas and a separate team of technicians is responsible for each area. The Air Conditioning Unit contracts with 18 private contractors to provide minor preventative maintenance.

The Energy Conservation Unit will be dealt with in a separate section of this chapter.

All work orders are recorded in a central system which uses sophisticated software and is capable of producing standardized and custom reports. The full capability of this work order tracking system is not being used at the present time because the system has not been fully operational until recently. As work orders are received at each service center, they are prioritized and assigned to the appropriate foreperson. The work order priority system is shown in Exhibit 8-15.

**EXHIBIT 8-15
WORK ORDER PRIORITY SYSTEM**

Priority	Target Response Time
1. Emergency safety, health, utilities, athletic event support, security alarms	24 hours
2. Routine health, life, safety, comfort, ADA, indoor air quality, air conditioning/heat, hazardous materials disposal	5 days
3. Vandalism: graffiti, broken windows, and doors	5 days
4. Deteriorating repairs: water damage (roofing), repetitious use.	15 days
5. Routine structure or facility repairs and preventative maintenance	30 days
6. Renovations, beautification, painting, carpeting, irrigation, landscaping	60 days

Source: Hillsborough County School District, Maintenance Department, 1997.

Exhibits 8-16 through 8-21 show the distribution of personhours on work orders for the period from July 1, 1996 to February 11, 1997 by the Maintenance Department. The person hours shown include travel time to the job site and a category for work done by private contractors.

**EXHIBIT 8-16
PERSON HOURS BY TRADE
MAINTENANCE AREA I
JULY 1, 1996 - FEBRUARY 11, 1997**

Trade	Total Requests	Hours	Overtime	Compensatory Time	Total Hours
Boilers	436	1,910.80	4.00	0.00	1,914.80
Carpenter	742	7,078.00	24.50	5.00	7,107.50
Contractor	140	318.50	0.00	0.00	318.50
Electrician	826	2,600.70	12.00	4.00	2,616.70
Glazier	301	1,382.00	31.00	1.50	1,414.50
Locksmith	535	1,366.00	23.00	0.00	1,389.00
Mason	74	521.50	0.00	0.00	521.50
Maintenance Leader	23	59.00	0.00	0.00	59.00
Plumber	1,024	3,727.70	47.00	7.20	3,781.90
Painter	146	1,213.50	0.00	0.00	1,213.50
Roofer	79	454.50	7.00	9.00	470.50
Truck Driver	202	2,342.20	88.00	0.00	2,430.20
Tradeshelper	1	4.00	0.00	0.00	4.00
Various	153	4,729.75	3.00	0.00	4,732.75
Total	4,682	27,708.15	239.50	26.70	27,974.35

Source: Hillsborough County School District, Maintenance Department, 1997.

**EXHIBIT 8-17
PERSON HOURS BY TRADE
MAINTENANCE AREA II
JULY 1, 1996 - FEB. 11, 1997**

Trade	Total Requests	Hours	Overtime	Compensatory Time	Total Hours
Boilers	459	1,755.00	18.00	49.00	1,822.00
Carpenter	664	5,695.00	8.00	35.00	5,738.00
Contractor	237	113.50	-	19.50	133.00
Electrician	872	4,142.00	-	42.50	4,184.50
Glazier	191	986.50	19.00	4.00	1,009.50
Locksmith	524	2,342.00	17.00	25.50	2,384.50
Mason	86	1,513.50	-	9.00	1,522.50
Maintenance Leader	131	152.00	12.00	2.50	166.50
Plumber	1,007	3,306.00	22.00	84.50	3,412.50
Painter	142	1,521.00	4.00	12.00	1,537.00
Truck Driver	304	1,492.00	-	-	1,492.00
Tradeshelper	1	1.00	-	-	1.00
Various	50	3,063.00	108.00	109.00	3,280.00
Total	4,668	26,082.50	208.00	392.50	26,683.00

Source: Hillsborough County School District, Maintenance Department, 1997.

**EXHIBIT 8-18
PERSON HOURS BY TRADE
MAINTENANCE AREA III
JULY 1, 1996 - FEB. 11, 1997**

Trade	Total Requests	Hours	Overtime	Compensatory Time	Total Hours
All Trades	13	749.00	0.00	0.00	749.00
Boilerman	475	1,230.00	85.00	0.00	1,315.00
Carpenter	928	6,467.50	39.00	1.00	6,507.50
Contractor	58	69.00	0.00	0.00	69.00
Electrician	958	3,100.00	29.00	0.00	3,129.00
Glazier	208	598.50	7.00	0.00	605.50
Laborer	13	82.00	0.00	0.00	82.00
Locksmith	475	881.00	21.00	0.00	902.00
Mason	125	583.00	0.00	0.00	583.00
Maintenance Leader	4	4.00	0.00	0.00	4.00
Multitrades	11	26.50	0.00	0.00	26.50
Plumber	433	1,137.80	20.00	0.00	1,157.80
PL	1	1.00	0.00	0.00	1.00
Plumber	626	1,274.10	23.00	0.00	1,297.10
Painter	86	442.00	0.00	0.00	442.00
Truck Driver	210	1,338.00	0.00	0.00	1,338.00
Tradeshelper	2	6.00	3.00	0.00	9.00
Various	7	53.00	0.00	0.00	53.00
Total	4,633	18,042.40	227.00	1.00	18,270.40

Source: Hillsborough County School District, Maintenance Department, 1997.

**EXHIBIT 8-19
PERSON HOURS BY TRADE
MAINTENANCE AREA IV
JULY 1, 1996 - FEB. 11, 1997**

Trade	Total Requests	Hours	Overtime	Compensatory Time	Total Hours
Boilers	259	1,999.50	2.00	0.00	2,001.50
Carpenter	633	7,268.85	6.00	0.00	7,274.85
Contractor	68	56.50	3.00	0.00	59.50
Electrician	691	3,399.00	50.00	2.00	3,451.00
Glazier	224	736.60	15.00	0.00	751.60
Locksmith	390	1,094.60	3.50	0.00	1,098.10
Mason	145	1,533.70	0.00	0.00	1,533.70
Plumber	635	3,371.40	14.50	0.00	3,385.90
Painter	134	1,233.00	0.00	0.00	1,233.00
Roofer	193	1,269.20	1.00	0.00	1,270.20
Truck Driver	180	1,516.60	1.00	0.00	1,517.60
Various	68	4,146.80	332.00	0.00	4,478.80
Total	3,620	27,625.75	428.00	2.00	28,055.75

Source: Hillsborough County School District, Maintenance Department, 1997.

**EXHIBIT 8-20
PERSON HOURS BY TRADE
GROUNDS JULY 1, 1996 - FEB. 11, 1997**

Trade	Total Requests	Hours	Overtime	Compensatory Time	Total Hours
Athletics	746	5,463.00	2.00	1.00	5,466.00
Courts and Tracks	25	272.00	0.00	0.00	272.00
Drivers Ed. Range	6	206.00	0.00	0.00	206.00
Fence	480	5,072.10	0.00	0.00	5,072.10
Grading	118	661.00	0.00	0.00	661.00
Irrigation	71	23.00	0.00	0.00	23.00
Landscaping	166	2,837.00	0.00	0.00	2,837.00
Mowing	405	1,795.00	0.00	0.00	1,795.00
Playground and Equipment	52	504.50	0.00	0.00	504.50
Parking Lots	50	547.00	0.00	13.50	560.50
Site Development	3	179.00	0.00	0.00	179.00
Traffic Signs	110	439.50	0.00	0.00	439.50
Tree Trimming	201	2,410.60	0.00	0.00	2,410.60
Various	21	268.50	0.00	0.00	268.50
Total	2,454	20,678.20	2.00	14.50	20,694.70

Source: Hillsborough County School District, Maintenance Department, 1997.

**EXHIBIT 8-21
PERSON HOURS BY TRADE
AIR CONDITIONING AND REFRIGERATION
JULY 1, 1996 - FEB. 11, 1997**

Trade	Total Requests	Hours	Overtime	Compensatory Time	Total Hours
A/C Repair	3,770	12,733.60	204.80	8.30	12,946.70
A/H Repair	427	1,198.60	17.20	0.00	1,215.80
AQ	1	0.00	0.00	0.00	0.00
Chiller Repair	639	2,049.24	74.30	0.00	2,123.54
Dish Machine Repair	31	120.60	0.00	0.00	120.60
Duct Repair	4	17.50	0.00	0.00	17.50
F/S Equipment Repair	203	875.20	0.00	0.00	875.20
Ice Cream Box Repair	8	26.00	0.00	0.00	26.00
Ice Machine Repair	313	878.90	0.00	0.00	878.90
Inspection	24	70.80	0.00	0.00	70.80
Ice Plant Repair	161	659.60	23.40	0.00	683.00
I.A.Q. (Indoor Air Quality)	52	237.80	0.00	0.00	237.80
Milk Box Repair	108	289.90	0.00	0.00	289.90
A/C Unit Cleaning	727	7,592.20	0.00	0.00	7,592.20
Salad Box Repair	3	3.30	0.00	0.00	3.30
Slicer Repair	55	155.30	0.00	0.00	155.30
Steamtable Repair	25	111.00	0.00	0.00	111.00
Transfer Equipment	73	377.00	0.00	0.00	377.00
U/R Freezer Repair	126	494.90	7.00	0.00	501.90
U/R Refrig. Repair	153	438.15	1.00	0.00	439.15
Various	15	60.40	0.00	0.00	60.40
Warmer Repair	100	198.30	0.00	0.00	198.30
Water Cooler Repair	364	967.90	0.00	0.00	967.90
W/I Freezer Repair	202	526.70	17.80	0.00	544.50
W/I Cooler Repair	185	433.70	5.00	0.00	438.70
Water Leak Repair	362	696.20	18.30	0.00	714.50
Warranty Repair	1	1.00	0.00	0.00	1.00
Total	8,132	31,213.79	368.80	8.30	31,590.89

Source: Hillsborough County School District, Maintenance Department, 1997.

Exhibit 8-22 provides an analysis of the response time to work order requests by the maintenance areas.

**EXHIBIT 8-22
MAINTENANCE REQUEST RESPONSE TIME
BY MAINTENANCE AREA
JULY 1, 1996 - FEBRUARY 11, 1997**

Days to Complete	Area I		Area II		Area III		Area IV	
	No. of Requests	Percent*	No. of Requests	Percent	No. of Requests	Percent	No. of Requests	Percent
0-9	1,147	40%	1,599	43%	1,185	45%	1,023	43%
10-29	784	27%	695	19%	754	28%	576	24%
30-60	386	13%	414	11%	355	13%	389	16%
60-69	553	19%	1,013	27%	360	14%	379	16%
Total	2,870	100%	3,721	100%	2,654	100%	2,367	100%

*percentage calculated by total / no. of requests

Source: Hillsborough County School District, Maintenance Department, 1997.

Exhibit 8-23 presents an analysis of the person hours recorded as compared to the available hours for the period from July 1, 1996 to February 11, 1997. The hours for private contractors have been eliminated from the analysis. Four of the six groups are showing a productivity rate of approximately 84 percent. Maintenance Area III shows a productivity rate of 54 percent, while the Air Conditioning and Refrigeration group shows a productivity of 134 percent. Tracking is not currently taking place to determine if the work order priority system, shown in Exhibit 8-15, is being implemented and stated goals are being achieved.

**EXHIBIT 8-23
HOURS RECORDED AND HOURS AVAILABLE BY GROUP
JULY 1, 1996 THROUGH FEBRUARY 11, 1997**

GROUP	TOTAL HOURS	AVAILABLE HOURS	PERCENT
Maintenance Area I	27,656	32,240	86%
Maintenance Area II	26,550	33,480	79%
Maintenance Area III	18,201	33,480	54%
Maintenance Area IV	27,996	33,480	84%
Grounds	20,694	23,560	88%
Air Conditioning and Refrigeration	31,590	23,560	134%

Source: Hillsborough County School District, Maintenance Department, 1997.

FINDING

The Hillsborough County School District has a sophisticated work order tracking system which is capable of producing a variety of detailed reports. Exhibits 8-15 through 8-21 are a product of this software program.

COMMENDATION

The district is commended for utilizing a sophisticated work order tracking system which can increase resource management capability.

FINDING

The Maintenance Department is not utilizing the work order tracking software to its maximum potential for management activities. The analysis in Exhibit 8-23 shows that one Maintenance Area has a significantly lower productivity rate than the other areas. This analysis also shows that the Air Conditioning and Refrigeration group has a higher productivity than is possible.

In addition to not monitoring the hours recorded by each group on work orders, the Maintenance Department has not developed and implemented performance standards for tasks which are commonly repeated such as replacing the glass in a window, repairing a door lock, or servicing a motor. Using performance tasks will give management a tool to evaluate staff performance and increase efficiency.

Recommendation 8-8:

Develop performance work standards for commonly repeated work tasks and increase staff efficiency.

Utilizing the existing work order tracking software, the Maintenance Department can track the number of hours spent on typical tasks. By analyzing these records and comparing with standards developed nationally, the Maintenance Department can develop performance standards specific to the district.

Performance standards, such as the length of time required to paint a door or replace a door lock, can be used to schedule work activities. Performance standards have been shown to greatly improve employee productivity by providing clear work expectations. By implementing standards, the school district will also create a tool for monitoring employee performance.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Supervisors of all maintenance areas should work with foreperson and crew leaders to establish performance standards. July 1997
2. The Computer Programmer should enter the standards into the work order tracking system. January 1998
3. The supervisors of all maintenance areas should use the established standards for performance evaluations. February 1998

FISCAL IMPACT

The productivity of crew members should increase by five percent through more effective management and monitoring of work orders. A five percent increase in productivity is the equivalent of hiring approximately 14 new staff. With proper staffing, this efficiency can be used to implement a preventive maintenance program beyond the minimal one now in effect.

Based on best practice seen in other districts, it is estimated that preventive maintenance measures will save up to 10 percent in long-term costs of emergency repairs or more than \$1.3 million per year when fully implemented. Savings will be phased in beginning in 1998-99.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Implement a Preventive Maintenance Program	---	\$334,000	\$667,000	\$1,000,000	\$1,300,000

FINDING

The Maintenance Department does not keep track of response time to work order requests and, therefore, cannot evaluate the level of service being provided. Given the level of autonomy which each service area has, the centralized monitoring of service levels is critical to maintaining high quality performance.

Exhibit 8-22 indicates that only 43 percent, on the average, of work order requests are being responded to in 0-9 days, and nearly 20 percent of work order requests are not responded to for 60 days or more.

Recommendation 8-9:

Use the present work order tracking software to track response time to work order requests by all service areas.

The present work order tracking software system will enable the tracking of response time as shown in Exhibit 8-22. However, at the time of MGT's on-site visit, it was not being used to its full potential. The system should track response time by priority level of the work orders to effectively measure performance.

The Director of Maintenance should discuss the results of the tracking with all service area managers on a weekly basis and work to improve the level of service. Goals should be set to meet the service levels set forth in the Work Order Priority System.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Computer Programmer should begin tracking response time to all work order requests on a weekly basis. July 1997

2. The Director of Maintenance should review the response times for each service area with the manager and set goals for improving performance. August 1997
3. The Director should report the improvement rates to administrators and the Board. February 1997

FISCAL IMPACT

The improvements in service performance realized by tracking work order response time can be accomplished within existing district resources. The implementation of this recommendation will greatly improve overall efficiency.

8.6 Custodial Services

Custodial services are essential to keep schools clean, maintain a safe facilities environment, provide minor maintenance services, and both monitor and report facility repair needs to appropriate authorities.

CURRENT SITUATION

School custodial staff in the Hillsborough County School District are under the supervision of the school principal who is responsible for hiring, firing, and evaluating. The district maintains a division of Custodial Operations which oversees the training of custodial staff and helps to supervise their work standards and resolve problems.

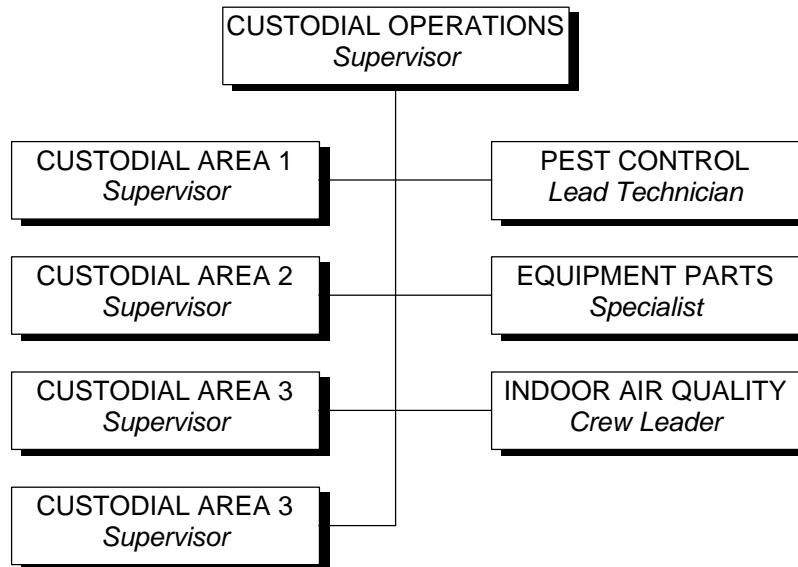
Exhibit 8-24 shows the organizational chart for Custodial Operations.

The Custodial Operations Supervisor oversees the Custodial Area Supervisors, the Pest Control Services, the Maintenance Repair Shop, and the Indoor Air Quality service. The Supervisor talks with sales people and evaluates new products.

The Custodial Area Supervisors visit schools and support the Principals and Head Custodians in supervising the custodial staff. In addition, they offer training to the Head Custodians on a voluntary basis. The areas of training include:

- use of equipment;
- proper use of chemicals;
- proper cleaning methods;
- safety practices; and
- Master Custodial Training Program (20-week course).

**EXHIBIT 8-24
CUSTODIAL OPERATIONS
ORGANIZATIONAL CHART
1996-1997**



Source: Hillsborough County School District, 1997.

The supervisors also help to fill gaps in staffing due to absences since there are no substitute custodians.

The Pest Control Area administers all pest control services and pre-treatment of new construction. Tent fumigation is contracted to private contractors.

The Maintenance Shop maintains all the custodial equipment, approximately 8,000 pieces of equipment, with a staff of one. He receives training from equipment vendors on equipment maintenance and safety.

The Indoor Air Quality Unit was formed five years ago when indoor air quality problems required the initiation of an internal program. The Unit also completes cleaning of gym floors and special cleaning projects. The Unit has completed 200 projects without any law suits to date.

Custodial supplies are ordered by the head custodian at each school and are subject to approval by the principal. While Custodial Operations tests new products, there is no central supervision of the amount of supplies used by each facility.

FINDING

The responsibility for the performance of custodial staff is solely that of the principals who are not professionally trained in efficient cleaning methods or the proper use of cleaning materials. While principals may request the help of the area supervisors, they are not required to do so. Interviews with the area supervisors indicated that this

situation has prevented them from performing their duties to the best of their abilities and limited the performance of some custodial staff.

Random visits to school sites and interviews with principals indicated that they were satisfied with their responsibility for custodial staff. Principals stated that they needed to be able to control the staff who were an integral part of the "school family." They appreciated the support of the area supervisors, but did not want to give up their authority over site staff.

Recommendation 8-10:

Develop districtwide performance standards for custodians by which area supervisors can evaluate the condition of schools and principals can evaluate the performance of custodians.

The development of performance standards should create a common language by which area supervisors and principals can communicate toward the goal of clean, safe schools. Principals will be able to maintain their authority over site staff and area supervisors will be responsible for the performance of that staff.

Schools not meeting the performance standards should be targeted for additional training and supervision by the area supervisors. After a two-month period, a re-evaluation should take place, and schools still not meeting performance standards should be referred to the Administrative Area Supervisor and the Supervisor of Custodial Operations.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Area Supervisors should develop cleaning performance standards for school facilities. | July 1997 |
| 2. These standards should be reviewed and approved by the Supervisor of Custodial Operations and the Administrative Area Supervisors. | September 1997 |
| 3. The standards should be disseminated to all Principals and Head Custodians. | October 1997 |
| 4. Area Supervisors should begin a six-month period of training and support to establish that all custodial staff are fully aware of the standards. | November 1997 |
| 5. Area Supervisors and Principals should begin evaluations based on the performance standards. | May 1998 |

FISCAL IMPACT

The establishment of performance standards can be accomplished within existing district resources.

FINDING

While Custodial Operations does offer training for Head Custodians, this training is not required. In fact, no standardized training is required of custodial staff. The lack of standardized training by professionals promotes inefficiency and unsafe practices for handling cleaning materials which can include harmful chemicals.

Recommendation 8-11:

Establish a mandatory, standardized training program for all custodial staff which is based on performance standards.

The Area Supervisors have already developed training programs which cover the necessary subject areas for custodial staff. These training programs should, in time, be improved and expanded into a comprehensive program based on performance standards.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Area Supervisors should first train all head custodians. | July 1997 |
| 2. All new hires should be required to attend a training session prior to beginning work at a site. | September 1997 |
| 3. The training of existing staff should be done by head custodians under the supervision of the Area Supervisors. | September 1997 |

FISCAL IMPACT

While it will not be possible for all custodial staff to be trained initially, the training program can be accomplished within existing district resources provided through staff development funds.

FINDING

Custodial services are essential to keeping schools clean and safe. A clean school is an important factor in maintaining a positive learning environment. In previous performance reviews, the review team has seen districts assign an average of between 12,600 gross square feet per custodian and 21,500 gross square feet. Using these averages, it has been determined that the best practice for custodial staffing is approximately 19,000 gross square feet per custodian. With the implementation of performance standards and mandatory training, this best practice is readily achievable.

The Hillsborough County School District uses a custodial staffing model which takes into account five factors: number of teachers, number of pupils, number of rooms, the amount of space, and the site factor. This formula resulted in an average allocation of one custodian for every 17,546 gross square feet. Exhibits 8-25 through 8-27 compares the Hillsborough County School District model with the best practice of one custodian for every 19,000 gross square feet.

**EXHIBIT 8-25
COMPARISON OF HILLSBOROUGH COUNTY PUBLIC SCHOOLS
CUSTODIAN ALLOCATIONS BY ELEMENTARY SCHOOL 1996-1997**

School Name	Total* Gross S.F.	Current Custodial Positions	S.F. per Cust.	Best Practice (GSF/19,000)	Over (Under) Best Practice
Alafia Elem	102,170	6.0	17,028	5.50	0.50
Alexander Elem	66,278	4.5	14,728	3.50	1.00
Anderson Elem	44,946	3.5	12,842	2.50	1.00
Apollo Beach Elem	89,935	4.0	22,484	4.50	(0.50)
Ballast Point Elem	55,546	3.0	18,515	3.00	0.00
Bay Crest Elem	74,523	4.5	16,561	4.00	0.50
Bellamy Elem	84,186	5.5	15,307	4.50	1.00
Bing Elem	98,743	5.0	19,749	5.00	0.00
Boyette Springs Elem	97,536	5.0	19,507	5.00	0.00
Brooker Elem	73,281	4.0	18,320	4.00	0.00
Broward Elem	73,015	4.5	16,226	4.00	0.50
Bryan Elem, Plant City	81,869	5.5	14,885	4.50	1.00
Bryan Elem, Tampa	40,030	3.0	13,343	2.00	1.00
Buckhorn Elem	95,305	5.0	19,061	5.00	0.00
Cahoon Elem	62,852	4.5	13,967	3.50	1.00
Cannella Elem	116,109	5.5	21,111	6.00	(0.50)
Carrollwood Elem	70,966	4.5	15,770	3.50	1.00
Carver Early Childhood	31,437	3.5	8,982	1.50	2.00
Chiaromonte Elem	57,094	4.0	14,274	3.00	1.00
Citrus Park Elem	73,846	4.0	18,462	4.00	0.00
Clair Mel Elem	74,335	5.0	14,867	4.00	1.00
Claywell Elem	96,694	5.5	17,581	5.00	0.50
Cleveland Elem	42,385	3.5	12,110	2.00	1.50
Colson Elem	91,577	5.5	16,650	5.00	0.50
Cork Elem	85,427	5.0	17,085	4.50	0.50
Crestwood Elem	60,800	5.0	12,160	3.00	2.00
Cypress Creek Elem	104,812	5.5	19,057	5.50	0.00
Desoto Elem	32,513	2.5	13,005	4.50	(2.00)
Dickenson Elem	80,682	5.0	16,136	4.50	0.50
Dover Elem	122,373	7.0	17,482	6.50	0.50
Dunbar Elem	39,295	3.0	13,098	2.00	1.00
Edison Elem	65,076	4.5	14,461	3.50	1.00
Egypt Lake Elem	72,776	5.0	14,555	4.00	1.00
Essrig Elem	96,933	6.5	14,913	5.00	1.50
Folsom Elem	108,059	6.0	18,010	5.50	0.50
Forest Hills Elem	95,166	5.0	19,033	5.00	0.00

**EXHIBIT 8-25 (Continued)
COMPARISON OF HILLSBOROUGH COUNTY SCHOOL DISTRICT
CUSTODIAN ALLOCATIONS BY ELEMENTARY SCHOOL 1996-1997**

School Name	Total* Gross S.F.	Current Custodial Positions	S.F. per Cust.	Best Practice (GSF/19,000)	Over (Under) Best Practice
Foster Elem	92,500	6.0	15,417	5.00	1.00
Gibsonston Elem	84,619	5.5	15,385	4.50	1.00
Gorrie Elem	46,368	3.5	13,248	2.50	1.00
Grady Elem	59,416	4.0	14,854	3.00	1.00
Graham Elem	39,222	3.0	13,074	2.00	1.00
Hunter's Green Elem	129,753	7.0	18,536	7.00	0.00
Jackson Elem	40,971	3.0	13,657	2.00	1.00
Just Elem	33,874	3.5	9,678	2.00	1.50
Kenly Elem	58,836	4.5	13,075	3.00	1.50
Kingswood Elem	63,456	3.5	18,130	3.50	0.00
Knights Elem	82,197	5.0	16,439	4.50	0.50
Lake Magdalene Elem	94,139	6.0	15,690	5.00	1.00
Lanier Elem/Monroe MS	229,254	8.5	26,971	12.00	(3.50)
Lee Magnet	43,775	3.0	14,592	2.50	0.50
Lewis Elem	83,032	5.5	15,097	4.50	1.00
Limona Elem	78,139	5.0	15,628	4.00	1.00
Lincoln Elem	54,026	3.5	15,436	3.00	0.50
Lithia Springs Elem	107,536	6.0	17,923	5.50	0.50
Lockhart Elem	97,654	5.0	19,531	5.00	0.00
Lomax Elem	31,105	2.5	12,442	1.50	1.00
Lopez Elem	96,977	6.0	16,163	5.00	1.00
Lowry Elem	94,540	6.5	14,545	5.00	1.50
Lutz Elem	73,427	4.5	16,317	4.00	0.50
Mabry Elem	77,096	4.0	19,274	4.00	0.00
Mango Elem	98,173	5.0	19,635	5.00	0.00
Maniscalco Elem	85,356	5.5	15,519	4.50	1.00
McDonald Elem	82,506	4.5	18,335	4.50	0.00
Meacham Early Childhood	31,979	4.0	7,995	1.50	2.50
Mendenhall Elem	81,382	5.0	16,276	4.50	0.50
Miles Elem	71,625	4.0	17,906	4.00	0.00
Mintz Elem	111,716	6.0	18,619	6.00	0.00
Mitchell Elem	42,652	3.5	12,186	2.00	1.50
Morgan Woods Elem	69,787	4.0	17,447	3.50	0.50
Mort Elem	82,456	6.5	12,686	4.50	2.00
Northwest Elem	87,176	5.0	17,435	4.50	0.50
Oak Park Elem	85,400	5.5	15,527	4.50	1.00

**EXHIBIT 8-25 (Continued)
COMPARISON OF HILLSBOROUGH COUNTY SCHOOL DISTRICT
CUSTODIAN ALLOCATIONS BY ELEMENTARY SCHOOL
1996-1997**

School Name	Total* Gross S.F.	Current Custodial Positions	S.F. per Cust.	Best Practice (GSF/19,000)	Over (Under) Best Practice
Orange Grove Elem	36,986	4.5	8,219	2.00	2.50
Palm River Elem	82,806	5.0	16,561	4.50	0.50
Pinecrest Elem	91,706	5.5	16,674	4.50	1.00
Potter Elem	45,661	3.0	15,220	2.50	0.50
Riverhills Elem	63,383	4.5	14,085	3.50	1.00
Riverview Elem	72,094	4.0	18,024	4.00	0.00
Robinson Elem	84,773	5.0	16,955	4.50	0.50
Robles Elem	83,308	5.5	15,147	4.50	1.00
Roosevelt Elem	57,552	3.0	19,184	3.00	0.00
Ruskin Elem	89,096	5.0	17,819	4.50	0.50
Schwarzkopf Elem	103,251	6.5	15,885	5.50	1.00
Seffner Elem	86,186	5.5	15,670	4.50	1.00
Seminole Elem	77,942	4.5	17,320	4.00	0.50
Shaw Elem	104,076	7.5	13,877	5.50	2.00
Shore Magnet School	34,603	3.5	9,887	2.00	1.50
Springhead Elem	63,593	5.0	12,719	3.50	1.50
Sulphur Springs Elem	94,451	6.0	15,742	5.00	1.00
Summerfield Elem	101,546	5.5	18,463	5.50	0.00
Tampa Bay Blvd Elem	53,093	5.0	10,619	3.00	2.00
Tampa Palms Elem	113,526	6.0	18,921	6.00	0.00
Temple Terrace Elem	95,831	5.0	19,166	5.00	0.00
Thonotosassa Elem	60,552	4.0	15,138	3.00	1.00
Tinker Elem	74,117	5.0	14,823	4.00	1.00
Town & Country Elem	70,216	5.0	14,043	3.50	1.50
Trapnell Elem	71,609	4.5	15,913	4.00	0.50
Twin Lakes Elem	102,473	5.0	20,495	5.50	(0.50)
Walden Lake Elem	101,569	5.0	20,314	5.50	(0.50)
West Shore Elem	43,859	3.0	14,620	2.50	0.50
West Tampa Elem	86,047	5.0	17,209	4.50	0.50
Williams Elem	85,000	4.0	21,250	4.50	(0.50)
Wilson Elem	32,737	2.5	13,095	2.00	0.50
Wimauma Elem	76,013	5.5	13,821	4.00	1.50
Witter Elem	72,660	5.5	13,211	4.00	1.50
Woodbridge Elem	69,512	5.0	13,902	3.50	1.50
Yates Elem	114,156	5.5	20,756	6.00	(0.50)
Total Elementary:	8,276,673	511.0	15,951	440.50	70.50

Source: Hillsborough County School District Administrative Services & MGT, 1997.

*includes permanent and temporary space

**EXHIBIT 8-26
COMPARISON OF HILLSBOROUGH COUNTY SCHOOL DISTRICT
CUSTODIAN ALLOCATIONS BY MIDDLE/JUNIOR HIGH SCHOOL
1996-1997**

School Name	Total* Gross S.F.	Current Custodial Positions	S.F. per Cust.	Best Practice (GSF/19,000)	Over (Under) Best Practice
Adams MS	120,452	6.5	18,531	6.50	0.00
Buchanan JH	120,908	6.5	18,601	6.50	0.00
Burnett MS	167,677	6.5	25,796	9.00	(2.50)
Burns MS	189,535	9.0	21,059	10.00	(1.00)
Coleman MS	81,296	4.5	18,066	4.50	0.00
Dowdell MS	124,339	6.5	19,129	6.50	0.00
Eisenhower MS	173,460	9.5	18,259	9.00	0.50
Franklin MS	100,515	6.0	16,753	5.50	0.50
Greco JH	135,786	7.0	19,398	7.00	0.00
Hill JH	161,957	9.5	17,048	8.50	1.00
Madison MS	94,109	5.0	18,822	5.00	0.00
Mann MS	126,666	6.0	21,111	6.50	(0.50)
Marshall MS	106,096	6.5	16,322	5.50	1.00
McLane MS	116,125	6.0	19,354	6.00	0.00
Middleton Magnet	104,621	6.5	16,096	5.50	1.00
Oak Grove JH	112,610	5.5	20,475	6.00	(0.50)
Pierce MS	132,368	6.0	22,061	7.00	(1.00)
Progress Village MS	152,906	6.0	25,484	8.00	(2.00)
Roland Park MS	122,306	7.5	16,307	6.50	1.00
Sligh JH	105,412	6.0	17,569	5.50	0.50
Stewart MS	112,463	7.0	16,066	6.00	1.00
Tomlin MS	151,257	7.5	20,168	8.00	(0.50)
Turkey Creek MS	159,240	8.5	18,734	8.50	0.00
Van Buren JH	112,310	5.5	20,420	6.00	(0.50)
Webb MS	115,020	6.0	19,170	6.00	0.00
Williams MS	139,368	6.0	23,228	7.50	(1.50)
Wilson MS	62,388	4.0	15,597	3.50	0.50
Young JH	114,511	6.0	19,085	6.00	0.00
Total Middle School:	3,515,701	183	18,576	186.00	(3.00)

Source: Hillsborough County School District Administrative Services and MGT, 1997.

*includes permanent and temporary space

**EXHIBIT 8-27
COMPARISON OF HILLSBOROUGH COUNTY SCHOOL DISTRICT
CUSTODIAN ALLOCATIONS BY HIGH SCHOOL
1996-1997**

School Name	Total* Gross S.F.	Current Custodial Positions	S.F. per Cust.	Best Practice (GSF/19,000)	Over (Under) Best Practice
Armwood HS	279,967	15.0	18,664	14.50	0.50
Bloomington HS	296,790	15.0	19,786	15.50	(0.50)
Brandon SH	384,013	17.0	22,589	20.00	(3.00)
Chamberlain SH	283,109	17.0	16,653	15.00	2.00
Durant SH	295,444	13.0	22,726	15.50	(2.50)
East Bay SH	285,054	14.5	19,659	15.00	(0.50)
Gaither HS	312,021	17.5	17,830	16.50	1.00
Hillsborough SH	284,847	15.5	18,377	15.00	0.50
Jefferson SH	239,683	13.0	18,437	12.50	0.50
King SH	266,017	13.0	20,463	14.00	(1.00)
Leto SH	304,284	16.5	18,441	16.00	0.50
Plant City SH	308,935	17.5	17,653	16.00	1.50
Plant SH	221,960	10.5	21,139	11.50	(1.00)
Robinson SH	221,694	11.5	19,278	11.50	0.00
Tampa Bay Tech HS	269,775	14.0	19,270	14.00	0.00
Total High School:	4,253,593	220.5	19,398	222.50	(2.00)

Source: Hillsborough County School District Administrative Services and MGT, 1997.

*includes permanent and temporary space

Recommendation 8-12:

Adjust the Hillsborough County Public Schools custodial staffing model so that the overall average is approximately one custodian per 19,000 gross square feet of space.

Of the 149 school facilities in Hillsborough County Public Schools, 38 are already operating with one custodian per 19,000 gross square feet or higher. The school district's formula which uses five factors should be continued but adjusted. Position elimination should occur through attrition and reassignments; therefore, an immediate hiring freeze should be imposed until the lower staffing levels are achieved.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Supervisor of Custodial Operations should adjust the custodial formula. July 1997
2. The Area Supervisors should adjust staff as necessary. Fall 1997

- | | |
|---|----------------|
| 3. The Superintendent should adopt a policy that vacated custodial positions will not be filled until smaller allocation goals of the adjusted formula are met. | July 1997 |
| 4. The Superintendent should implement the policy in the budget. | September 1997 |

FISCAL IMPACT

The recommended allocation formula for custodians will, through attrition, reduce the number of custodians needed from 914.5 to 849, saving the school district approximately \$1,440,000 (65.5 custodians multiplied by \$21,955 = \$1,438,053, including benefits). Vacancies are based on a five percent annual turnover.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Reduce Custodians	\$720,000	\$1,440,000	\$1,440,000	\$1,440,000	\$1,440,000

FINDING

Currently, the Hillsborough County School District allows each school to order their own custodial supplies from the central warehouse. While the Custodial Operations Unit tests and approves all new materials, they do not regulate the amount of materials which should be used. This system creates a range in the amounts of materials used from one school to the next.

Exhibits 8-28 through 8-30 show the amount of money spent on custodial supplies by each school on a square foot basis. The amount per square foot varies from \$0.02 to \$0.11. Using the average for high schools of \$0.04 per square feet, a best practice can be established and a significant savings realized at the elementary and middle school levels.

Recommendation 8-13:

Create a passive order system for custodial supplies and standardize the type and amount of custodial supplies used by each school.

A passive order system should be created by the Area Supervisors developing standards for the amounts and types of custodial materials to be used at schools and developing guidelines for exceptions to the standards. These standards should be implemented by the central warehouse which will deliver the appropriate amounts of materials to each school site each month.

**EXHIBIT 8-28
COST PER GROSS SQUARE FEET OF
ELEMENTARY SCHOOL CUSTODIAL SUPPLIES
1995-96**

School Name	Total* Gross S.F.	Maint. Supplies \$	\$ per S.F.	Best Practice .04 per S.F.	Cost Avoidance
Alafia Elem	102,170	4,948.29	\$0.05	4,086.80	861.49
Alexander Elem	66,278	3,821.24	0.06	2,651.12	1,170.12
Anderson Elem	44,946	2,425.53	0.05	1,797.84	627.69
Apollo Beach Elem	89,935	2,593.81	0.03	3,597.40	(1,003.59)
Ballast Point Elem	55,546	1,876.33	0.03	2,221.84	(345.51)
Bay Crest Elem	74,523	3,815.39	0.05	2,980.92	834.47
Bellamy Elem	84,186	5,648.35	0.07	3,367.44	2,280.91
Bing Elem	98,743	4,930.53	0.05	3,949.72	980.81
Boyette Springs Elem	97,536	5,934.09	0.06	3,901.44	2,032.65
Brooker Elem	73,281	3,988.70	0.05	2,931.24	1,057.46
Broward Elem	73,015	4,193.76	0.06	2,920.60	1,273.16
Bryan Elem, Plant City	81,869	4,034.40	0.05	3,274.76	759.64
Bryan Elem, Tampa	40,030	2,603.21	0.07	1,601.20	1,002.01
Buckhorn Elem	95,305	4,472.18	0.05	3,812.20	659.98
Cahoon Elem	62,852	4,526.26	0.07	2,514.08	2,012.18
Cannella Elem	116,109	5,328.53	0.05	4,644.36	684.17
Carrollwood Elem	70,966	3,717.26	0.05	2,838.64	878.62
Carver Early Childhood	31,437	2,099.88	0.07	1,257.48	842.40
Chiaramonte Elem	57,094	2,737.45	0.05	2,283.76	453.69
Citrus Park Elem	73,846	3,472.36	0.05	2,953.84	518.52
Clair Mel Elem	74,335	4,002.37	0.05	2,973.40	1,028.97
Claywell Elem	96,694	4,393.41	0.05	3,867.76	525.65
Cleveland Elem	42,385	2,488.93	0.06	1,695.40	793.53
Colson Elem	91,577	4,344.57	0.05	3,663.08	681.49
Cork Elem	85,427	3,827.86	0.04	3,417.08	410.78
Crestwood Elem	60,800	4,189.13	0.07	2,432.00	1,757.13
Cypress Creek Elem	104,812	5,250.92	0.05	4,192.48	1,058.44
Desoto Elem	32,513	2,129.41	0.07	1,300.52	828.89
Dickenson Elem	80,682	4,763.82	0.06	3,227.28	1,536.54
Dover Elem	122,373	5,443.64	0.04	4,894.92	548.72
Dunbar Elem	39,295	2,497.31	0.06	1,571.80	925.51
Edison Elem	65,076	3,416.36	0.05	2,603.04	813.32
Egypt Lake Elem	72,776	5,306.80	0.07	2,911.04	2,395.76
Essrig Elem	96,933	4,574.91	0.05	3,877.32	697.59
Folsom Elem	108,059	6,638.57	0.06	4,322.36	2,316.21
Forest Hills Elem	95,166	4,265.04	0.04	3,806.64	458.40

**EXHIBIT 8-28 (Continued)
COST PER GROSS SQUARE FEET OF
ELEMENTARY SCHOOL CUSTODIAL SUPPLIES
1995-1996**

School Name	Total* Gross S.F.	Maint. Supplies \$	\$ per S.F.	Best Practice .04 per S.F.	Cost Avoidance
Foster Elem	92,500	4,975.14	0.05	3,700.00	1,275.14
Gibsonston Elem	84,619	3,957.67	0.05	3,384.76	572.91
Gorrie Elem	46,368	2,651.32	0.06	1,854.72	796.60
Grady Elem	59,416	3,472.53	0.06	2,376.64	1,095.89
Graham Elem	39,222	2,793.39	0.07	1,568.88	1,224.51
Hunter's Green Elem	129,753	5,183.48	0.04	5,190.12	(6.64)
Jackson Elem	40,971	2,257.24	0.06	1,638.84	618.40
Just Elem	33,874	2,682.66	0.08	1,354.96	1,327.70
Kenly Elem	58,836	3,070.50	0.05	2,353.44	717.06
Kingswood Elem	63,456	2,827.48	0.04	2,538.24	289.24
Knights Elem	82,197	4,328.75	0.05	3,287.88	1,040.87
Lake Magdalene Elem	94,139	5,132.18	0.05	3,765.56	1,366.62
Lanier Elem/Monroe MS	229,254	8,043.58	0.04	9,170.16	(1,126.58)
Lee Magnet	43,775	2,107.93	0.05	1,751.00	356.93
Lewis Elem	83,032	4,821.87	0.06	3,321.28	1,500.59
Limona Elem	78,139	4,474.25	0.06	3,125.56	1,348.69
Lincoln Elem	54,026	3,335.00	0.06	2,161.04	1,173.96
Lithia Springs Elem	107,536	5,159.76	0.05	4,301.44	858.32
Lockhart Elem	97,654	5,000.85	0.05	3,906.16	1,094.69
Lomax Elem	31,105	2,308.98	0.07	1,244.20	1,064.78
Lopez Elem	96,977	5,232.25	0.05	3,879.08	1,353.17
Lowry Elem	94,540	6,788.68	0.07	3,781.60	3,007.08
Lutz Elem	73,427	4,172.41	0.06	2,937.08	1,235.33
Mabry Elem	77,096	3,403.06	0.04	3,083.84	319.22
Mango Elem	98,173	4,003.99	0.04	3,926.92	77.07
Maniscalco Elem	85,356	4,612.80	0.05	3,414.24	1,198.56
McDonald Elem	82,506	4,238.46	0.05	3,300.24	938.22
Meacham Early Childhood	31,979	3,209.16	0.10	1,279.16	1,930.00
Mendenhall Elem	81,382	4,667.11	0.06	3,255.28	1,411.83
Miles Elem	71,625	3,470.41	0.05	2,865.00	605.41
Mintz Elem	111,716	6,471.56	0.06	4,468.64	2,002.92
Mitchell Elem	42,652	3,167.26	0.07	1,706.08	1,461.18
Morgan Woods Elem	69,787	3,700.42	0.05	2,791.48	908.94
Mort Elem	82,456	5,983.00	0.07	3,298.24	2,684.76
Northwest Elem	87,176	4,581.30	0.05	3,487.04	1,094.26
Oak Park Elem	85,400	4,618.11	0.05	3,416.00	1,202.11

**EXHIBIT 8-28 (Continued)
COST PER GROSS SQUARE FEET OF
ELEMENTARY SCHOOL CUSTODIAL SUPPLIES
1995-96**

School Name	Total* Gross S.F.	Maint. Supplies \$	\$ per S.F.	Best Practice .04 per S.F.	Cost Avoidance
Orange Grove Elem	36,986	4,013.41	0.11	1,479.44	2,533.97
Palm River Elem	82,806	4,270.97	0.05	3,312.24	958.73
Pinecrest Elem	91,706	3,493.51	0.04	3,668.24	(174.73)
Potter Elem	45,661	2,781.53	0.06	1,826.44	955.09
Riverhills Elem	63,383	4,422.13	0.07	2,535.32	1,886.81
Riverview Elem	72,094	3,775.11	0.05	2,883.76	891.35
Robinson Elem	84,773	3,901.64	0.05	3,390.92	510.72
Robles Elem	83,308	4,408.07	0.05	3,332.32	1,075.75
Roosevelt Elem	57,552	2,284.55	0.04	2,302.08	(17.53)
Ruskin Elem	89,096	4,469.79	0.05	3,563.84	905.95
Schwarzkopf Elem	103,251	5,973.92	0.06	4,130.04	1,843.88
Seffner Elem	86,186	3,812.50	0.04	3,447.44	365.06
Seminole Elem	77,942	2,744.38	0.04	3,117.68	(373.30)
Shaw Elem	104,076	9,615.40	0.09	4,163.04	5,452.36
Shore Magnet School	34,603	2,271.81	0.07	1,384.12	887.69
Springhead Elem	63,593	3,961.90	0.06	2,543.72	1,418.18
Sulphur Springs Elem	94,451	7,001.37	0.07	3,778.04	3,223.33
Summerfield Elem	101,546	4,213.74	0.04	4,061.84	151.90
Tampa Bay Blvd Elem	53,093	3,858.78	0.07	2,123.72	1,735.06
Tampa Palms Elem	113,526	5,687.49	0.05	4,541.04	1,146.45
Temple Terrace Elem	95,831	5,344.86	0.06	3,833.24	1,511.62
Thonotosassa Elem	60,552	2,960.90	0.05	2,422.08	538.82
Tinker Elem	74,117	3,334.57	0.04	2,964.68	369.89
Town & Country Elem	70,216	3,632.48	0.05	2,808.64	823.84
Trapnell Elem	71,609	2,922.19	0.04	2,864.36	57.83
Twin Lakes Elem	102,473	5,161.89	0.05	4,098.92	1,062.97
Walden Lake Elem	101,569	4,908.28	0.05	4,062.76	845.52
West Shore Elem	43,859	2,130.44	0.05	1,754.36	376.08
West Tampa Elem	86,047	4,334.83	0.05	3,441.88	892.95
Wilson Elem	32,737	2,325.77	0.07	1,309.48	1,016.29
Wimauma Elem	76,013	4,522.42	0.06	3,040.52	1,481.90
Witter Elem	72,660	5,246.66	0.07	2,906.40	2,340.26
Woodbridge Elem	69,512	3,446.43	0.05	2,780.48	665.95
Yates Elem	114,156	4,720.60	0.04	4,566.24	154.36
Total Elementary:	8,191,673	437,559.46	\$0.06	327,666.92	\$109,892.54

Source: Hillsborough County School District Budget Department & MGT, 1997.

*includes permanent and temporary space

**EXHIBIT 8-29
COST PER GROSS SQUARE FEET OF
MIDDLE SCHOOL CUSTODIAL SUPPLIES
1995-96**

School Name	Total* Gross S.F.	Maint. Supplies \$	\$ per S.F.	Best Practice .04 per S.F.	Cost Avoidance
Adams MS	120,452	6,127.21	\$0.05	4,818.08	\$1,309.13
Buchanan JH	120,908	6,993.77	0.06	4,836.32	2,157.45
Burns MS	189,535	6,024.03	0.03	7,581.40	(1,557.37)
Coleman MS	81,296	3,188.89	0.04	3,251.84	(62.95)
Dowdell MS	124,339	5,728.51	0.05	4,973.56	754.95
Eisenhower MS	173,460	9,175.38	0.05	6,938.40	2,236.98
Franklin MS	100,515	4,078.66	0.04	4,020.60	58.06
Greco JH	135,786	7,643.77	0.06	5,431.44	2,212.33
Hill JH	161,957	7,446.20	0.05	6,478.28	967.92
Madison MS	94,109	3,347.48	0.04	3,764.36	(416.88)
Mann MS	126,666	5,718.46	0.05	5,066.64	651.82
Marshall MS	106,096	4,586.35	0.04	4,243.84	342.51
McLane MS	116,125	5,471.94	0.05	4,645.00	826.94
Middleton Magnet	104,621	3,893.52	0.04	4,184.84	(291.32)
Oak Grove JH	112,610	5,506.16	0.05	4,504.40	1,001.76
Pierce MS	132,368	4,355.77	0.03	5,294.72	(938.95)
Sligh JH	105,412	6,482.73	0.06	4,216.48	2,266.25
Tomlin MS	151,257	7,085.18	0.05	6,050.28	1,034.90
Turkey Creek MS	159,240	7,070.70	0.04	6,369.60	701.10
Van Buren JH	112,310	4,853.69	0.04	4,492.40	361.29
Webb MS	115,020	3,814.79	0.03	4,600.80	(786.01)
Wilson MS	62,388	3,386.59	0.05	2,495.52	891.07
Young JH	114,511	5,706.90	0.05	4,580.44	1,126.46
Total Middle School:	2,820,981	127,686.68	\$0.05	112,839.24	\$14,847.44

Source: Hillsborough County School District Administrative Services & MGT, 1997.

*includes permanent and temporary space

**EXHIBIT 8-30
COST PER GROSS SQUARE FEET OF
HIGH SCHOOL CUSTODIAL SUPPLIES
1995-96**

School Name	Total* Gross S.F.	Maint. Supplies \$	\$ per S.F.	Best Practice .04 per S.F.	Cost Avoidance
Armwood HS	279,967	6,105.41	\$0.02	11,198.68	(5,093.27)
Bloomington HS	296,790	12,783.16	0.04	11,871.60	911.56
Brandon SH	384,013	8,922.04	0.02	15,360.52	(6,438.48)
Chamberlain SH	283,109	10,131.72	0.04	11,324.36	(1,192.64)
Durant SH	295,444	23,117.27	0.08	11,817.76	11,299.51
East Bay SH	285,054	9,636.07	0.03	11,402.16	(1,766.09)
Gaither HS	312,021	11,581.27	0.04	12,480.84	(899.57)
Hillsborough SH	284,847	11,542.32	0.04	11,393.88	148.44
Jefferson SH	239,683	8,004.40	0.03	9,587.32	(1,582.92)
King SH	266,017	10,435.00	0.04	10,640.68	(205.68)
Leto SH	304,284	8,889.74	0.03	12,171.36	(3,281.62)
Plant City SH	308,935	16,273.44	0.05	12,357.40	3,916.04
Plant SH	221,960	8,535.86	0.04	8,878.40	(342.54)
Robinson SH	221,694	11,255.99	0.05	8,867.76	2,388.23
Tampa Bay Tech HS	269,775	9,779.58	0.04	10,791.00	(1,011.42)
Total High School:	4,253,593	166,993.27	\$0.04	170,143.72	(3,150.45)

Source: Hillsborough County School District Budget Department & MGT, 1997.

*includes permanent and temporary space

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Area Supervisors should develop a passive order system by setting custodial materials standards used by each school. Fall 1997
2. The passive order system should be implemented by the central warehouse. January 1998
3. The standards set through the passive order system should be evaluated by the Supervisor of Custodial Operations and the Administrative Area Supervisors. July 1998

FISCAL IMPACT

The utilization of a passive ordering system and implementation of material standards, based on a best practice of \$0.04 per square feet, will produce an approximate annual savings of \$124,700 (that is, cost avoidance at both the elementary and middle school levels).

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Create Passive Order System	\$62,350	\$124,700	\$124,700	\$124,700	\$124,700

8.7 Energy Management

Proper energy management is a vital tool for the efficient distribution of the school system's utilities. Energy audits and other sources of data are essential to control energy costs. Such data are used by management to determine priorities and to monitor and evaluate the success of a program. While the purpose of the energy management program is to minimize waste, the program should also ensure comfort in occupied spaces and encourage energy awareness across the school system.

CURRENT SITUATION

The present Energy Management Program in the Hillsborough County School District has a staff of 1.5 FTE -- the supervisor, who was hired two and a half years ago, and a shared secretary. In addition, the Maintenance Department monitors and controls the heating and cooling in school facilities with a computer controlled management system (CCMS). The CCMS is installed in 70 of the 170 facilities and two technicians are responsible for monitoring the system.

The Energy Management Program Supervisor visits all 149 regular schools each year to educate the staff in energy conservation. The supervisor speaks with the administrators and staff teaching behaviors which will conserve energy. The energy management program has no budget for educational materials; however, the Director of Maintenance does maintain a \$100,000 budget for energy projects.

The conservation education effort has established an incentive program for the schools. By monitoring energy use, a baseline was established in 1994-95. Schools which reduce their energy use by at least 10 percent over the baseline year, receive half the savings for the school's general fund. Six schools received incentive awards in 1995-96 and saved the district \$92,786. In addition, 30 other schools did not reach the 10 percent goal, but did achieve energy savings amounting to \$88,489.

In addition to the incentive program, the Energy Management Program Supervisor is beginning or investigating several other programs including:

- **Low energy lighting retrofit:** The electric utility will offer a \$1,800 rebate for each facility outfitted with low energy lighting. Calculations completed by the supervisor indicate this program could have a cost savings of \$1,000,000 per year with a seven year payback.
- **Water conservation program:** The Energy Management Program Supervisor has just recently performed an analysis of water consumption in order to develop cost saving measures.

- **Thermal storage:** The goal of the thermal storage program is to move schools off of peak-energy-use times by producing ice at night and using the stored ice for cooling the facility during the day. The utility company pays the district an incentive for each kilowatt moved off peak-use time and the district pays a lower energy rate. Thermal storage systems have been installed at several facilities; however, the savings for these installations did not meet expectations. When the systems break down and have to revert to peak-use times, the district has had to pay the higher peak-use rates and the savings are diminished.
- **Trash compactors:** The Hillsborough County School District pays for garbage removal by the pound in the city limits and by the cubic yard in the county limits. In both cases the district must rent dumpsters to hold the garbage until it is collected. By installing trash compactors, the district can reduce the number of dumpsters it must rent and save on its county garbage removal bill.
- **Exit light relamping:** The Hillsborough County School District has approximately 4,000 exit lights which are illuminated 24 hours a day, 365 days a year. If the typical incandescent lamps were replaced with LED lamps the district could save money in labor replacement costs and energy costs.

FINDING

In 1994-95, the Hillsborough County School District spent \$13 million on energy utilities in the school facilities. The Energy Management Program reduced this amount by \$181,275 in 1995-96. The savings was the product of the conservation education and incentive programs.

COMMENDATION

The Hillsborough County School District is commended for implementing a conservation education and incentive program and attaining a cost avoidance of \$181,275 in 1995-96.

FINDING

The district employs a computer controlled monitoring system to monitor and control the heating and cooling functions in 70 of its 170 facilities. The district also uses a sophisticated software system (FASER) to track and document energy use.

COMMENDATION

The Hillsborough County School District is commended for employing sophisticated software and hardware systems in its energy management program.

FINDING

The Energy Management Program Supervisor is presently responsible for working with all the schools in the conservation program, completing analysis of energy consumption data, and designing and initiating new energy savings programs. This wide area of responsibility is limiting the results of all the programs and delaying the initiation of new programs previously discussed.

Recommendation 8-14:

Employ a technical assistant to the Supervisor of the Energy Management Program who will provide analysis of current data being collected and for new programs being proposed.

A technical assistant should be able to analyze the energy consumption data the program is currently collecting and provide direction for additional cost savings. The assistant will also provide analysis of programs being proposed so that the merit of these programs can be clearly understood by the School Board.

By freeing the Energy Management Program Supervisor of these analysis duties, he will be able to more effectively coordinate the initiation of energy conservation programs. He will also be able to identify the funding necessary to implement new programs (e.g. grants, rebates, etc.) and, consequently, realize additional savings for the district.

The following data show the potential savings from two sample projects.

I. Exit Light Relamping

Based on information provided by Tampa Electric Company, the district has between 3,600 and 4,000 exit light fixtures. Exit lights, by design, are illuminated 24 hours a day, 365 days per year. They are generally equipped with two 20 watt incandescent light bulbs. Typically, incandescent light bulbs have a six-month life expectancy. Normally, the custodian is responsible for the replacement of burned out bulbs. Exhibit 8-31 shows the associated costs with exit light fixtures and the costs associated with relamping with LED bulbs. Exhibit 8-31 indicates that by relamping the exit light fixtures with LED bulbs, the district could realize an annual cost savings of \$56,122 (the difference between Plan 1 and Plan 3).

II. Trash Compactors

The installation of trash compactors at each school would minimize the volume of trash that will have to be removed from the facility. Minimizing the volume will decrease the need for trash containers and decrease the county charges for trash disposal. Exhibit 8-32 shows the projected cost avoidance this program will provide.

**EXHIBIT 8-31
EXIT LIGHT FIXTURE COSTS**

ITEM	PLAN 1	PLAN 2	PLAN 3
No. of Fixtures	4,000	4,000	4,000
Energy Cost	\$112,1128	\$ 98,112	\$ 5,606
Labor	\$ 35,200	\$ 35,200	\$ 17,600
Materials	\$ 12,000	\$ 12,000	\$ 80,000
Total Cost	\$ 159,328	\$145,312	\$103,206

Source: Hillsborough County School District, Energy Management Department, 1997.

Plan 1 - based on fixtures with 2-20 watt incandescent bulbs in each fixture

Plan 2 - based on 2,000 fixtures with 2-20 watt bulbs and 2000 fixtures with 2-15 watt incandescent bulbs.

Plan 3 - based on retrofitting 4,000 fixtures with 2 (2 total watt) LED bulbs.

The utilization of trash compactors will produce an annual cost savings of \$288,413 after an initial investment of \$300,625 for the first year of the program.

These two sample programs document the cost savings that will be realized by an appropriately staffed, and, consequently, more productive, energy management program.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------|
| 1. The Supervisor of Energy Management should prepare a job description for a technical assistant and submit it to the Director of Maintenance. | Fall 1997 |
| 2. The Director of Maintenance should review the job description and submit a request for funding to the Board. | January 1998 |
| 3. The Board should approve and fund the position of technical assistant. | July 1998 |

FISCAL IMPACT

Funding the position at a salary level of \$30,000 will create a cost of \$39,600 annually to the district. This cost will be offset by the savings produced by implementing programs like the Exit Relamping and Trash Compacting Programs. Those two programs will accomplish a cost savings of approximately \$340,000 annually. However, these programs have not been planned nor implemented to date.

An aggressive energy management program should be able to find similar programs and savings for at least the first five years of being fully staffed and implemented. (\$340,000 - \$39,600 = \$300,400). Therefore, the cost estimate is conservative.

**EXHIBIT 8-32
SOLID WASTE REDUCTION PROPOSAL**

School Name	Current Container Service			Proposed Container Service			Annual Reduction	Compactor Cost	1 st Year Savings
	Qty.	Vol. Yards	Annual Rate	Qty.	Vol. Yards	Annual Rate			
Hillsborough	4	160	\$37,950.00	2	48	\$11,498.00	\$26,452.00	\$ 13,705.00	\$12,747.00
Jefferson	3	144	\$34,070.00	2	36	\$ 8,654.00	\$25,416.00	\$ 13,705.00	\$11,711.00
Shaw	3	120	\$28,463.00	2	36	\$ 8,654.00	\$19,809.00	\$ 11,705.00	\$ 8,104.00
Chamberlain	3	90	\$21,393.00	2	36	\$ 8,654.00	\$12,739.00	\$ 13,705.00	(\$ 966.00)
Robinson	3	90	\$21,393.00	2	36	\$ 8,654.00	\$12,739.00	\$ 13,705.00	(\$ 966.00)
Witter	2	80	\$18,975.00	1	24	\$ 5,749.00	\$13,226.00	\$ 11,705.00	\$ 1,521.00
Lockhart	2	80	\$18,975.00	1	24	\$ 5,749.00	\$13,226.00	\$ 11,705.00	\$ 1,521.00
Mendenhall	2	80	\$18,975.00	1	24	\$ 5,749.00	\$13,226.00	\$ 11,705.00	\$ 1,521.00
Plant	2	80	\$18,975.00	1	24	\$ 5,749.00	\$13,226.00	\$ 11,705.00	\$ 1,521.00
Adams	2	60	\$14,262.00	1	18	\$ 4,327.00	\$ 9,935.00	\$ 11,705.00	(\$1,770.00)
Stewart	2	60	\$14,262.00	1	18	\$ 4,327.00	\$ 9,935.00	\$ 11,705.00	(\$1,770.00)
Broward	2	60	\$14,262.00	1	18	\$ 4,327.00	\$ 9,935.00	\$ 11,705.00	(\$1,770.00)
Coleman	2	60	\$14,262.00	1	18	\$ 4,327.00	\$ 9,935.00	\$ 11,705.00	(\$1,770.00)
Middleton	2	60	\$14,262.00	1	18	\$ 4,327.00	\$ 9,935.00	\$ 11,705.00	(\$1,770.00)
Monroe	2	60	\$14,262.00	1	18	\$ 4,327.00	\$ 9,935.00	\$ 11,705.00	(\$1,770.00)
Oak Grove	2	60	\$14,262.00	1	18	\$ 4,327.00	\$ 9,935.00	\$ 11,705.00	(\$1,770.00)
Van Buren	2	60	\$14,262.00	1	18	\$ 4,327.00	\$ 9,935.00	\$ 11,705.00	(\$1,770.00)
Shore	2	60	\$14,262.00	1	18	\$ 4,327.00	\$ 9,935.00	\$ 11,705.00	(\$1,770.00)
Young	2	60	\$14,262.00	1	18	\$ 4,327.00	\$ 9,935.00	\$ 11,705.00	(\$1,770.00)
Foster	2	48	\$11,498.00	1	18	\$ 4,327.00	\$ 7,171.00	\$ 11,705.00	(\$4,534.00)
Franklin	2	48	\$11,498.00	1	18	\$ 4,327.00	\$ 7,171.00	\$ 11,705.00	(\$4,534.00)
Grady	2	48	\$11,498.00	1	18	\$ 4,327.00	\$ 7,171.00	\$ 11,705.00	(\$4,534.00)
Oak Park	2	48	\$11,498.00	1	18	\$ 4,327.00	\$ 7,171.00	\$ 11,705.00	(\$4,534.00)
Cahoon	1	40	\$ 9,487.00	1	18	\$ 4,327.00	\$ 5,160.00	\$ 11,705.00	(\$6,545.00)
Cleveland	1	40	\$ 9,487.00	1	18	\$ 4,327.00	\$ 5,160.00	\$ 11,705.00	(\$6,545.00)
TOTALS:		1,796	\$426,755.00		576	\$138,342.00	\$288,413.00	\$300,625.00	(\$12,212.00)

Source: Hillsborough County School District, Energy Management, 1997.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Employ Technical Assistant	----	\$300,000	\$300,000	\$300,000	\$300,000

An alternative to the district employing a technical assistant would be to take advantage of the services offered by the local electric company. Tampa Electric has staff available to perform many of the duties that would be accomplished by a technical assistant and has offered these services to the district at no cost.

FINDING

The cash award incentives which are being distributed to schools for good energy performance are a positive and effective tool for encouraging the conservation of energy. The success of programs like this are dependent on the participation of the building users, which is dependent on their awareness of energy conserving behaviors. An awareness of effective conservation practices can be developed from an intensive educational process.

Presently, the Conservation Education Program is taught by the Energy Management Program Supervisor who has other duties which limit his educational efforts. The results of another similarly sized school system (i.e., Houston Independent School District), with comparable utility costs per student, found an intensive educational program could produce an annual cost avoidance of \$375,000.

Recommendation 8-15:

Employ a full-time conservation educator to conduct an intensive education program throughout the school district.

The goal of the program should be to educate and train building users in energy conservation practices. The conservation educator should develop a curriculum, or use an existing one, and work with faculty, students, and community groups to meet the goals of the program. The program should be site based and require that the educator work closely with building users at each site.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The Supervisor of Energy Management should prepare a job description for a conservation educator and submit the job description to the Director of Maintenance. | Fall 1997 |
| 2. The Director of Maintenance should review the job description and submit it to the Board for approval. | January 1998 |
| 3. The Board should approve the request for a conservation educator and fund the position. | July 1998 |

FISCAL IMPACT

Funding the position of conservation educator at a salary of \$40,000 and benefits will create a cost of \$52,800 to the district. This overhead will be offset by a projected savings in energy use amounting to \$350,000 per year. This savings is based on a best practice established from prior studies which determined that an energy education program will reduce energy conservation from two to three percent (.25 x \$13,867,715 = \$350,000) -- \$350,000 - \$52,000 = \$297,200).

Alternatively, the district could utilize the services of Tampa Electric's energy educator. While these services are offered to the district at no cost, they would be more limited than a full-time staff person and the savings may be reduced as well.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Employ Conservation Educator	----	\$297,200	\$297,200	\$297,200	\$297,200

9.0 ASSET AND RISK MANAGEMENT

This chapter of the report focuses on the management and protection of the Hillsborough County School District's assets. Five functions involving asset and risk management were reviewed and include the following:

- 9.1 Cash and Investments
- 9.2 Tax Collections
- 9.3 Bond Issuance and Indebtedness
- 9.4 Risk Management
- 9.5 Fixed Asset Management

9.1 Cash and Investments

An effective cash and investment management program ensures that the district will have sufficient cash to meet daily and on-going operating requirements. The objectives of a well-managed cash and investment management program are:

- to have sufficient cash on hand for payrolls, payments to vendors and other financial obligations;
- to invest surplus cash in safe, profitable securities;
- to have extra cash in reserve for unexpected cash requirements (fund balance); and
- to maintain sound, cost-effective relationships with financial institutions.

CURRENT SITUATION

The General Director of Finance has the overall responsibility for cash and investment management functions. Management of the daily operational activities for cash and investment management and maintaining adequate fund balance is delegated to the Supervisor of Budget and Cash Management. The Supervisor of Budget and Cash Management is supported by a Cash Management Accountant and three cash management clerical positions.

The Hillsborough County School District manages nearly \$300 million in accounts payable, \$680 million in payroll accounts and maintains an investment portfolio that has reached \$200 million during the year. The district maintains its cash for operations in 33 bank accounts at First Union Bank, Tampa, Florida. First Union Bank provides basic and special services (e.g., controlled disbursement and reconciliation services on four major bank accounts). The district competitively bids its depository contract for banking services every five years and renegotiates bank service fees annually. The district's current depository contract is effective through December 2001. Investment funds are maintained in the State Board of Administration (SBA) Local Government Trust Fund.

9.1.1 Operating Accounts

FINDING

Exhibit 9-1 presents the 33 operating accounts maintained by the district at First Union. The large number of accounts are used by the district to segregate financial transactions by fund source. Of the 33 bank accounts, one has the controlled disbursement feature, which is a cash management tool that enables entities to know the exact amount of check clearings early in the day. Four of the 33 bank accounts are inactive. The remaining accounts are a combination of interest and non-interest bearing accounts. Because of the large volume of financial transactions in the district's operating accounts, cash management personnel must often move funds from one account to another to ensure the proper balances are in the appropriate accounts when checks are presented for payment. Exhibit 9-2 provides an example of fund transfers made by Cash Management staff.

**EXHIBIT 9-1
OPERATING ACCOUNTS
FIRST UNION BANK 1995-96**

District Account	Type of Account	Account Description
Insurance/Controlled Disbursement	Controlled Disbursement	Workers' Comp & Liability Ins.
Certificate of Participation	Non-Interest Bearing	COPs Projects - '94,'95 & '96
Capital Outlay Bonds Series 1988A	Non-Interest Bearing	Inactive Account
Self Insurance Liability Reserve Fund	Non-Interest Bearing	Workers' Comp & Liability Ins.
General Fund	Interest Bearing	General Operating Fund
Food Service	Interest Bearing	Food Service Monies
Health Insurance	Non-Interest Bearing	Health Insurance
School Internal investment Account	Non-Interest Bearing	SBA School Investment Acct.
Trust and Agency Account	Non-Interest Bearing	Trust Fund Monies
General Obligation Bonds Debt Service	Non-Interest Bearing	Debt Service Active on GO Bonds
Revenue Bonds Debt Service	Non-Interest Bearing	Debt Service Active on Rev. Bonds
Debt Service - Local	Non-Interest Bearing	Debt Service Active on COPs Iss.
Payroll	Interest Bearing	Payroll Activity
General Disbursement	Interest Bearing	Accounts Payable Activity
Non-Expendable Trust Fund	Non-Interest Bearing	Inactive Account
District Loans Section 237.161	Non-Interest Bearing	Capital Outlay Activity
Capital CO and DS Construction	Non-Interest Bearing	CO/DS - State Funds
PECO	Non-Interest Bearing	PECO Activity 92/93 - 96/97
Not Active	Non-Interest Bearing	Inactive Account
Payroll Taxes Due IRS	Non-Interest Bearing	IRS Payroll Taxes
PECO Maintenance Account	Non-Interest Bearing	PECO Maint Activity 92/93 - 96/97
Local Capital Improvement	Non-Interest Bearing	Local Capital Improve 90/91 - 96/97
Not Active	Non-Interest Bearing	Inactive Account

**EXHIBIT 9-1 (Continued)
OPERATING ACCOUNTS AT
FIRST UNION BANK 1995-96**

District Account	Type of Account	Account Description
Land Proceeds	Non-Interest Bearing	Land Proceeds & Impact Fee Act.
Federal Direct Funds Part IV	Non-Interest Bearing	Federal Direct Funds Activity
Doe Cash Advance Part IV	Non-Interest Bearing	Federal thru State - Grants
Local Sources Part IV	Non-Interest Bearing	Local Sources - Grants
Learning Centers Part IV	Non-Interest Bearing	Early Childhood Program Activity
State Direct Funds Part IV	Non-Interest Bearing	State Direct Funds Activity - Grants
PECO Miscellaneous	Non-Interest Bearing	Miscellaneous PECO Activity
County Museum Account	Non-Interest Bearing	Museum of Science Industry Proj.
Community Investment Tax	Non-Interest Bearing	Community Investment Tax Activity
Investment Account	Non-Interest Bearing	Control Acct for Tran To/From SBA

Source: Budget and Cash Management Department, 1997.

**EXHIBIT 9-2
EXAMPLE OF GENERAL FUND CASH ANALYSIS FOR NOVEMBER 1996**

Date	Description	Est./Actual Deposits	Est./Actual Drawdowns	Balance w/SBA
11/01/96	Beginning Balance			\$15,260,943.48
11/01/96	P,R,T,V Payroll		(6,663,492.50)	8,597,450.98
11/06/96	Bills list #18		(1,495,029.00)	7,102,421.98
11/08/96	Invest excess dollars	1,241,254.00		8,343,675.98
11/08/96	FEFP monies Invest	16,916,227.00		25,259,902.98
11/08/96	A Payroll		(14,559,144.10)	10,700,758.88
11/12/96	Bills List #19		(6,326,415.00)	4,374,343.88
11/14/96	Invest loan repay	3,672,845.00		8,047,188.88
11/15/96	P,R,T,V Payroll		(7,119,411.50)	927,777.38
11/15/96	Transfer from Food Service	1,000,000.00		1,927,777.38
11/18/96	Bills List #20		(695,905.99)	1,231,871.39
11/19/96	Tax Collector Distribution	6,260,000.00		7,491,871.39
11/19/96	Transfer from fund 377	1,500,000.00		8,991,871.39
11/22/96	A Payroll		(10,639,700.98)	(1,647,829.59)
11/22/96	Transfer from fund 741	1,648,700.00		870.41
11/25/96	Bills List #21		(1,623,609.00)	(1,622,738.59)
11/25/96	Transfer from fund 741	1,623,609.00		870.41
11/26/96	FEFP monies	20,476,493.00		20,477,363.41
11/25/96	Tax Collector Distribution	12,218,101.57		32,695,464.98
11/25/96	P,R,T,V Payroll/ Bills List #22		(18,991,733.86)	13,703,731.12
11/27/96	Oct. BPI Ins./ W/C		(3,759,187.21)	9,944,543.91
11/30/96	Interest Earnings	39,262.70		9,983,806.61

Source: Budget and Cash Management Department, 1997.

Note:

- Bills list amounts were derived by using the data from 1995-96 for the same period.
- Payroll amounts were derived by using the October 96 pay dates which were a full pay cycle (9 days for "A", 10 days for "P,R,T,V") and had the step/cost-of-living increases in place.
- FEFP amounts were determined by multiplying the total 1996-97 anticipated dollars by the percentage received at the same time in 1995-96.
- Tax collector dollars were determined by using the same amounts and dates as 1995-96.

RECOMMENDATION

Recommendation 9-1:

Close inactive bank accounts, consolidate the number of active bank accounts, and explore the use of zero balance accounts to maximize interest income.

The Hillsborough County School District should close inactive accounts and consolidate active bank accounts in order to lower management fees and facilitate more efficient reconciliation and administration of bank accounts. Most large school districts, such as the Hillsborough County School District, have a significant amount of grant or funding sources for which financial transactions must be separately accounted. For example, Houston Independent School District (HISD) underwent a management and performance review in 1996; and, at the time of the review had 63 bank accounts. Since the review, HISD has been able to eliminate 17 bank accounts and has plans to eliminate another 29 accounts by the beginning of 1997-98.

Additionally, the Hillsborough County School District should analyze its bank accounts, especially those that are non-interest bearing and investigate the use of master accounts to facilitate use of zero balance accounts. Establishing zero balance accounts may enable the transfer of account balances to a higher interest yielding account at the end of each business day, leaving only the proper amount of funds to cover checks to be presented to the bank for payment.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The Supervisor of Budget and Cash Management should obtain authorization to close inactive bank accounts and develop an account structure to consolidate the number of existing bank accounts to 15 or 20. | December 1997 |
| 2. The Supervisor of Budget and Cash Management should work with the existing bank (First Union) and perform detailed account analysis to determine if the bank account structure can be changed to implement zero balance accounts in order to maximize interest income. | December 1997 |

FISCAL IMPACT

Consolidation of the district's bank accounts, closing inactive accounts, and implementation of zero balance accounts (if account analysis bears out) will result cost savings generated from lowered account maintenance charges and administration fees and possible additional interest income. While an exact estimate is not available, the district may be able to conservatively realize an additional \$25,000 to \$30,000 annually in cost savings and additional interest income through the implementation of this recommendation.

9.1.2 Cash Flow Management

FINDING

The Hillsborough County School District uses a variety of techniques to manage cash flow. For example, as shown in Exhibit 9-2, the district performs a daily cash analysis of general fund accounts. Additionally, the district monitors prior year expenditures for a given business day for the previous five years in order to better gauge daily and monthly cash requirements. October and November of each year are the district's most critical months for monitoring cash flow because these are the months just before the majority of taxes are collected.

However, the district does not prepare an annual consolidated cash flow statement. Although the information that would be contained in a consolidated cash flow statement is accessible by reviewing a number of management reports, cash flow forecasting and planning activities could be made easier if consolidated cash flow information was available on a single document.

RECOMMENDATION

Recommendation 9-2:

Develop annual consolidated cash flow statements as a means of enhancing cash flow forecasting and planning activities.

Exhibit 9-3 provides an example of an annual cash flow statement that could be used by the district.

**EXHIBIT 9-3
EXAMPLE OF AN ANNUAL CASH FLOW STATEMENT
JULY - JUNE FISCAL YEAR**

	July	August thru May is not displayed	June	Total
Beginning Balance	\$200,000,000	...	\$280,000,000	\$300,000,000
Federal	3,000,000	...	2,000,000	50,000,000
SESP	100,000,000	...	8,000,000	245,000,000
Categorical Grants	1,200,000	...	1,100,000	15,500,000
Other State Funds	1,000,000	...	1,000,000	16,000,000
Tax	2,500,000	...	3,000,000	350,000,000
Interest	1,500,000	...	1,500,000	15,400,000
Other Local	12,000,000	...	-----	18,500,000
Total Receipts	\$121,200,000	...	\$16,600,000	\$710,400,000
Payroll	32,000,000	...	37,000,000	440,000,000
Non-Salary Items	17,000,000	...	40,000,000	200,000,000
Total Disbursements	\$49,000,000	...	\$77,000,000	\$640,000,000
SBA Account	15,000,000	...	11,000,000	16,000,000
Ending Balance	\$287,200,000	...	\$230,600,000	\$386,400,000

Source: Created by MGT, 1997.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Supervisor of Budget and Cash Management should develop annual consolidated cash flow statements. July 1997
2. The Supervisor of Budget and Cash Management should use annual cash flow statements as a means of improving cash flow forecasting and planning activities. July 1997

FISCAL IMPACT

This recommendation can be implemented within existing resources.

9.1.3 Investment Management

FINDING

In response to media reports of investment losses by local government units, the Florida Legislature passed committee substitute for Senate Bill 2090 which applies to all units of local government, including school boards. The new law, which became effective on October 1, 1995, requires school districts to adopt a written investment policy that specifies investment must be limited to the following:

- SBA Local Government Surplus Funds, trust funds, or any intergovernmental investment pool authorized pursuant to the Florida Interlocal Cooperation Act;
- Securities and Exchange Commission registered money market funds with the highest credit rating from a nationally-recognized rating agency;
- savings accounts in state-certified qualified public depositories;
- certificates of deposit in state-certified qualified public depositories;
- direct obligations of the U.S. Treasury; and
- federal agencies and instrumentalities.

The investment policy of the Hillsborough County School District is to:

. . . invest public funds in a manner which will provide the highest investment return with the maximum security, while meeting the cash flow needs of the district and conforming to all Florida statutes governing the investment of public funds...

The district invests all idle funds (e.g., funds not needed for district operations on a given day) in the SBA Local Government Surplus Trust Fund. Investments outside of the SBA fund or local bank are presented to the board for approval.

Exhibit 9-4 presents an example of an investment statement prepared by the Hillsborough County School District on a daily basis. The investment statement is used to monitor the balances of each fund on a daily basis and calculate the interest allocation for each of the funds.

**EXHIBIT 9-4
EXAMPLE OF HCPS INVESTMENT BALANCES BY FUND
(STATE BOARD OF ADMINISTRATION TRUST FUND)
AS OF FEBRUARY 28, 1997**

Days in month	General Fund	Special Revenue	General & Auto Liability	Teachers Summer Prog. Trust Acct.	General Trust Fund
1	\$ 108,252,548.05	\$ 2,324,215.67	\$ 3,160,299.48	\$ 1,881,833.56	\$ 24,311.35
2	108,252,548.05	2,324,215.67	3,160,299.48	1,881,833.56	24,311.35
3	106,233,493.05	2,107,945.67	3,160,025.48	1,881,833.56	24,311.35
4	106,233,493.05	2,107,945.67	3,160,025.48	1,881,833.56	24,311.35
5	106,233,493.05	2,107,945.67	3,160,025.48	1,881,833.56	24,311.35
6	107,966,312.05	2,107,945.67	3,160,025.48	1,881,833.56	24,311.35
7	100,757,778.05	1,607,016.67	3,160,025.48	1,892,746.56	24,311.35
8	100,757,778.05	1,607,016.67	3,160,025.48	1,892,746.56	24,311.35
9	100,757,778.05	1,607,016.67	3,160,025.48	1,892,746.56	24,311.35
10	124,555,079.05	1,441,021.67	3,155,733.48	1,892,746.56	24,311.35
11	124,555,079.05	1,441,021.67	3,155,733.48	1,892,746.56	24,311.35
12	124,555,079.05	1,441,021.67	3,155,733.48	1,892,746.56	24,311.35
13	115,079,456.82	543,482.67	3,155,733.48	2,033,065.79	24,311.35
14	115,079,456.82	1,961,897.67	3,155,733.48	2,033,065.79	24,311.35
15	115,079,456.82	1,961,897.67	3,155,733.48	2,033,065.79	24,311.35
16	115,079,456.82	1,961,897.67	3,155,733.48	2,033,065.79	24,311.35
17	115,079,456.82	1,961,897.67	3,155,733.48	2,033,065.79	24,311.35
18	112,605,472.82	1,798,653.67	3,156,518.48	2,033,065.79	26,886.35
19	112,605,472.82	1,798,653.67	3,156,518.48	2,033,065.79	26,886.35
20	112,605,472.82	1,798,653.67	3,156,518.48	2,033,065.79	26,886.35
21	95,832,053.82	1,299,519.67	3,156,518.48	2,045,358.79	26,886.35
22	95,832,053.82	1,299,519.67	3,156,518.48	2,045,358.79	26,886.35
23	95,832,053.82	1,299,519.67	3,156,518.48	2,045,358.79	26,886.35
24	94,330,353.82	1,071,152.67	3,140,017.48	2,045,358.79	26,886.35
25	94,330,353.82	1,071,152.67	3,140,017.48	2,045,358.79	26,886.35
26	119,030,353.82	1,071,152.67	3,140,017.48	2,045,358.79	26,886.35
27	115,684,971.82	1,071,152.67	3,140,017.48	2,045,358.79	26,886.35
28	100,989,405.59	2,066,749.67	3,140,017.48	2,184,443.02	26,886.35
Total	\$ 3,044,185,761.49	\$ 46,261,282.76	\$ 88,325,843.44	\$ 55,413,961.59	\$ 709,042.80

Source: Budget and Cash Management Department, 1997.

COMMENDATION

The Hillsborough County School District is commended for adhering to state investment policy statutes and monitoring investment balances daily.

9.1.4 Fund Balance

FINDING

Fund balances or reserve balances are established by school districts to function similarly to a savings account. Fund balances can serve as a source of funds in case of an emergency, a source of cash to pay bills in case the outflow of expenditures temporarily occurs faster than the inflow of revenue, or a place to build up savings to make large purchases not affordable within a single year (e.g., a new computer system). Over the last 10 years, the fund balance in the Hillsborough County School District has ranged from a high of \$22,610,839 to a low of \$890,926 according to a board agenda item, dated March 4, 1997.

The school board recently approved a policy outlining its goal to attain an unreserved/undesignated fund balance of three percent of anticipated revenue. The fund balance is being established to avoid creating a fund deficit and to strengthen and stabilize the district's financial position. The proposed policy is to phase in the three percent unreserved/undesignated fund balance by the 2001-02 fiscal year budget.

COMMENDATION

The district is commended for establishing a policy to attain a three percent unreserved/undesignated fund balance by the 2001-02 fiscal year budget.

9.2 Tax Collections

Local property taxes provide a significant source of revenue for school districts. An efficient tax collection system typically produces a high collection rate and is essential to generating the financial resources critical to the management and operation of school districts. Hillsborough County collects and remits local property taxes to the school district as part of the district's annual appropriation.

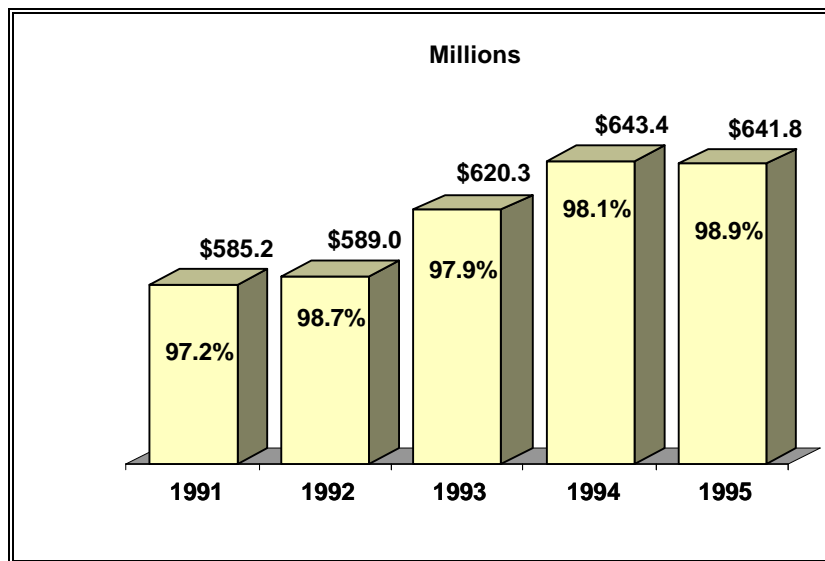
CURRENT SITUATION

Collection of local property taxes results in about \$192 million or 28 percent of revenue based on the district's 1997 budget. Therefore, a high tax collection rate and an efficient tax collection system are essential to generating sufficient resources to cover district operations.

FINDING

School district taxes are collected by the Hillsborough County tax collector. School districts must coordinate efforts with the tax collector’s office to monitor and manage the timely distribution of tax collections. Exhibit 9-5 shows the district’s tax collection rate for 1990-91 through 1994-95. The average tax collection rate for the five-year period is 98.2 percent and the tax collection rate for the last full year for which taxes have been collected (1994-95), is 98.9 percent.

**EXHIBIT 9-5
TAX COLLECTION RATE FOR THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1990-91 THROUGH 1994-95**



Source: Hillsborough County Tax Collector, 1997.

COMMENDATION

The Hillsborough County School District, and the Tax Collector’s Office, are commended for its five-year tax collection rate which averages 98.2 percent.

9.3 Bond Issuance and Indebtedness

A school district policy on the use of borrowed funds to fund capital projects significantly effects the capital budget. Borrowings in the form of bonds are typically used to fund long-term capital projects necessary to construct schools and other district facilities. A school district policy for issuing and retiring bonds should establish: (1) circumstances under which the district will issue additional bonds; and (2) criteria for determining the appropriate level of financing needs. These criteria are essential to obtaining public support for bond issuances and critical to developing capital budgets and debt service schedules.

CURRENT SITUATION

Interviews with district administrators found and school board agenda items show that the district has had capital facility financing problems for a number of years. In past years, student growth has consistently exceeded the district's ability to build new schools.

In August 1993, the school district approved the solicitation of proposals for a Financial Advisor and Bond Counsel to prepare a feasibility study for the issuance of between \$150 to \$170 million of Certificates of Participation (COPs) or alternative tax exempt debt to fund the construction of four middle schools, four high schools, one or more elementary schools and possibly a warehouse facility (outlined in the district's initial project list). The board selected SunTrust Banks, Inc. to serve as Financial Advisor and Nabors, Giblin & Nickerson to serve as Bond Counsel for the feasibility study.

Although the feasibility study showed that the district had a \$295 million debt capacity, the issuance of approximately \$216 million was projected and approved based on a revised project list and an anticipated three-year construction period. The revised project list included four high schools, three middle schools, and one elementary school along with landscaping, furniture and equipment, technology, audio-visual equipment and library books.

The issuance of a second series of COPs was approved for \$72 million to construct five elementary schools and one middle school. The issuance of a third series of COPs was approved for \$28 million to construct one middle school and one elementary school. Short-term financing (variable rate demand bonds) to be repaid from half-cents sales tax revenue was approved for \$70 million to construct the high schools. Exhibit 9-6 summarizes the district bond issues and refundings since 1974 and presents the district's outstanding debt as of December 31, 1996.

**EXHIBIT 9-6
OUTSTANDING DEBT AS OF DECEMBER 31, 1996
IN THE HILLSBOROUGH COUNTY SCHOOL DISTRICT**

Description	Amount of Original Issue	Interest Rates	Amount Outstanding at Dec. 31, 1996
SBE Capital Outlay Bonds 1974-A, 1975-A, 1976-A, 1977-A, 1988-A 201 Fund	\$35,945,000	5.0 - 7.5	\$1,890,000
G.O. Refunding Bonds, Series 1978 - 207 Fund	16,650,000	3.0 - 5.5	1,400,000
Revenue Ref. Bonds, Series 1985 - 210 Fund	3,020,000	8.4 - 9.2	1,645,000
G.O. Refunding Bonds, Series 1990 - 255 Fund	98,465,000	6.65 - 7.0	25,330,000
G.O. Refunding Bonds, Series 1994 - 256 Fund	46,875,000	2.9 - 7.0	45,495,000
Sales Tax Revenue Bonds 1996 - 292 Fund	70,000,000	4.0 - 5.0	70,000,000
1994 Certificates of Participation - 294 Fund	216,370,000	4.0 - 6.0	203,160,000
1995 Certificates of Participation - 295 Fund	72,000,000	3.8 - 5.625	70,625,000
1996 Certificates of Participation - 296 Fund	28,000,000	5.25	28,000,000
Total			\$447,545,000

Source: Budget and Cash Management Department, 1997.

FINDING

At the November 1993 Board meeting, the district's finance staff was authorized to refund the district's 1990 bonds if present value savings (today's dollars) of at least \$1 million could be achieved.

The original 1985 General Obligation Bonds were first refunded in 1990, which generated a savings to taxpayers of \$3,177,832 or \$2,688,965 in present value terms. The 1990 refunding coupled with the 1994 refunding has yielded a total savings to the taxpayers of \$4,718,965 or \$3,854,072 in present value terms.

COMMENDATION

The district is commended for refunding its 1985 General Obligation Bonds in 1990 and again in 1994 which saved Hillsborough County taxpayers nearly \$3.9 million in present value dollars.

9.4 Risk Management

An effective risk management program provides cost-effective insurance and loss-control techniques that minimize financial liability for the district and its employees. Increasing costs for health, property, and liability insurance coverage have demanded that school district administrators develop risk management programs that focus on cost containment. Sound risk management involves:

- identifying operational areas where hazardous situations may occur or opportunities for physical property loss may exist in order to minimize exposure for potential financial loss; and
- analyzing the cost-effectiveness of health, workers' compensation and property insurance, as well as alternative insurance coverage such as self-insurance and other current industry trends.

CURRENT SITUATION

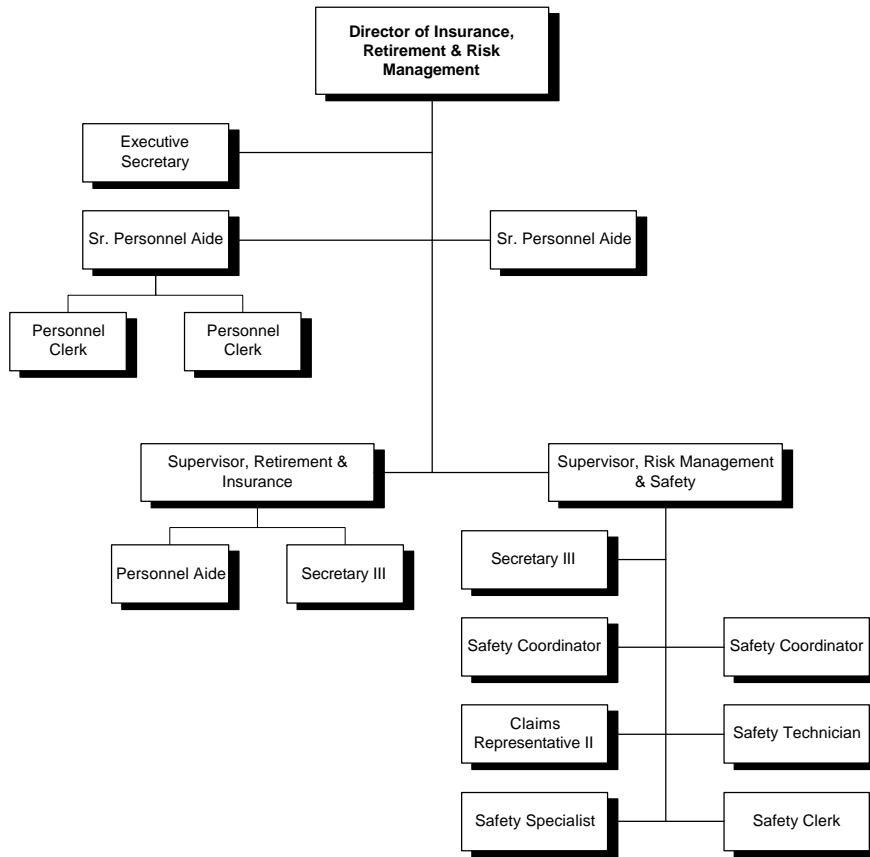
The Director of Insurance Retirement and Risk Management has the overall responsibility for risk management functions in the Hillsborough County School District. The Insurance, Retirement and Risk Management Department (Risk Management Department) is currently staffed with 14 employees including the Director and has three vacant positions.

The Superintendent has proposed a reorganization of the Risk Management Department that would involve the reclassification of the Secretary III and Personnel Clerk positions to Personnel Aide and reclassification of the Safety Coordinator position to Safety Specialist. Reclassification of these positions result in an annual net savings of \$2,500. Additionally, the proposed reorganization of the Risk Management Department involves a hiring freeze on the Supervisor of Risk Management positions

which will result in an annual net savings of \$71,255. Total proposed cost savings that will be generated from the Superintendent's reorganization plan is \$73,755. The Superintendent's reorganization plan also recommends that the name of the department be changed to the Department of Employee Benefits and Risk Management.

Exhibit 9-7 presents the department's existing organizational chart.

**EXHIBIT 9-7
CURRENT INSURANCE, RETIREMENT AND RISK MANAGEMENT DEPARTMENT
ORGANIZATIONAL STRUCTURE**



Source: Insurance, Retirement and Risk Management Department , 1997.

Risk management programs administered by the department cost the district about \$57 million in 1995-96. The largest risk management program expenditures are for the district's health and workers' compensation insurance plans, which cost \$42 million and \$7 million, respectively. Of the \$57 million, \$8 million was used for risk management departmental expenditures such as salaries and benefits for staff, expenditures for insurance and professional consultants, early retirement and leave plans, unemployment compensation, safety programs, and travel, supplies and materials.

Exhibit 9-8 presents the Risk Management Department's budget.

**EXHIBIT 9-8
RISK MANAGEMENT DEPARTMENTAL BUDGET
1996-97**

Budget Item	Amount
Salaries and Benefits	\$ 722,107
Insurance/Professional Consultants	191,200
Insurance Premiums	3,792,260
Bonds	13,250
Early Retirement/Leave Plan(s)	1,430,400
Unemployment Compensation	500,000
Safety Programs	945,700
Fire Extinguishers	225,000
Other/Burglary & Vandalism, Vehicle Damage, Athletics Basic Supplement	280,000
Supplies and Materials	55,550
Travel	6,750
Total Budget	\$8,162,217

Source: Risk Management Department, 1997.

The Risk Management Department competitively bids health and property insurance and is self-insured for its general liability, automobile liability, and workers' compensation programs. A third-party administrator, Alexis, is used to process claims for self-funded lines of insurance.

The Risk Management Department uses insurance consultants to prepare bid specifications, review quotes, and assist with making insurance carrier recommendations to the board. A minimum of three quotes for each line of insurance is required. Coopers & Lybrand L.L.P. was selected, through the competitive bid process conducted by the Purchasing Department, as the district's insurance consultant in 1994. The contract commenced in March 1994 and is annually renewable for five years.

In the MGT survey phase of the review, 61 percent of central office administrators indicated that they feel the district's risk management function is adequate.

9.4.1 Risk Management Staff

FINDING

The Director of Risk Management Department is an attorney and has more than 20 years experience in employee benefits and risk management. The Supervisor of Retirement and Insurance has more than 10 years of experience as a National Risk Manager and is a Chartered Property Casualty Underwriter (CPCU) and an Associate in Risk Management (ARM).

COMMENDATION

The Hillsborough County School District is commended for employing a professional, highly qualified management team to operate the district's Risk Management Department.

9.4.2 Districtwide Risk Management Initiatives

FINDING

The Risk Management Department has developed a comprehensive Occupational Safety and Health Program (Safety Program) to govern the safety aspects of the district's risk management initiatives. Safety and health requirements for district employees and students are incorporated in the Safety Program manual and are based on guidelines provided by various state and federal agencies such as the Florida Occupational Safety and Health Act (FOSHA), Florida Department of Labor and Employment Security (FDLES), Department of Education (DOE), Environmental Protection Agency (EPA), Health and Rehabilitative Services (HRS), and the Occupational Safety and Health Administration (OSHA).

The Safety Program manual was last revised in February 1996 and includes the following:

- policy statement and purpose;
- safety organization and attendant responsibilities;
- safety and health training offerings;
- accident reporting and investigation requirements
- inspection and audit requirements;
- safety committee responsibilities;
- first aid guidelines;
- hazard identification and control techniques;
- personal protection equipment;
- hazardous material control techniques;
- recordkeeping requirements; and
- safety rules, policies and procedures.

The Risk Management Department requires that all district employee groups be involved with the Safety Program, and the department provides regularly scheduled activities to promote safety awareness, co-worker participation, and safety education and training.

COMMENDATION

The Hillsborough County School District is commended for developing a comprehensive, districtwide Safety Program for district employees and students, and maintaining up-to-date written program guidelines.

FINDING

The Risk Management Department is required to perform site safety and audit inspections annually at 25 percent (approximately 60) of the district's facilities. The Facilities Compliance Unit, which is assigned to the Maintenance Department, is concurrently responsible for performing fire safety, sanitation, and casualty inspections annually at each school district facility (approximately 230 schools and worksites). Facilities Compliance also hires the Fire Marshall in some areas of the school district to perform fire and safety inspections. Use of the Fire Marshall has been a cost-effective means of supplementing Facilities Compliance Inspection staff.

In some instances, parts of the audit inspections performed by Risk Management and Facilities Compliance personnel are duplicated. For example, Risk Management staff are responsible for inspecting dry chemical fire suppression systems, while Facilities Compliance is responsible for inspecting water operated fire suppression systems. Indoor air quality is another area where Risk Management and Facilities Compliance inspection functions are duplicated. Facilities Compliance is responsible for asbestos, radon, and lead paint abatement, while Risk Management is responsible for mold, mildew, or inadequate ventilation. Often times, consultants from Risk Management and Facilities Compliance are performing work at the same site at the same time, but have differing solutions for solving the same problem.

Risk Management has been short-staffed for more than a year and had to suspend site safety and audit inspections for the 1996-97 school year because of lack of manpower. The inspection functions performed by Risk Management and Facilities Compliance could be performed more efficiently if conducted by the same organizational unit.

Risk Management safety personnel are currently located at the D. W. Waters Building (old Jefferson High School), and the Facilities Compliance safety inspectors are located at the Maintenance Facility on Martin Luther King Drive.

RECOMMENDATION

Recommendation 9-3:

Consolidate Risk Management and Facilities Compliance inspection functions.

All inspection functions should be assigned to Facilities Compliance and report to the Maintenance Department. These functions should include indoor air quality inspections and responses; OSHA inspections; and fire safety, sanitation and radon inspections. By assigning all inspection functions to Facilities Compliance, one Risk Management position and a vacant Safety Coordinator can be eliminated (Note: The vacant Safety

Coordinator position is being downgraded to a Safety Technician position, effective July 1, 1997).

Risk Management should be responsible for establishing safety policy, safety-related training, and liability issues evolving from safety-related incidents. Specific technical training such as asbestos abatement, radon, and hazardous spill disposal should be scheduled by Risk Management and supported by Facilities Maintenance personnel with the appropriate technical expertise. Once inspection functions are consolidated, all safety inspectors should be housed at the D. W. Waters Building where there is sufficient space.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Superintendent should direct the Assistant Superintendent for Operations to reorganize the Facilities Compliance unit within the Maintenance Department. | July 1998 |
| 2. The Assistant Superintendent for Operations should prepare the new organizational structure, eliminating the vacant Safety Coordinator positions in the Risk Management Department. | July 1998 |
| 3. The Assistant Superintendent for Operations should present the new organizational structure to the Board for approval. | August 1998 |
| 4. The Board should approve the new organizational structure. | September 1998 |
| 5. The Assistant Superintendent for Operations should notify the Assistant Superintendent for Human Resources and the Risk Management Director of the organizational changes. | September 1998 |
| 6. The Assistant Superintendent for Operations should implement the new structure and relocate the inspection function at the D. W. Waters Building. | September 1998 |
| 7. The Assistant Superintendent for Operations should implement the new structure. | September 1998 |

FISCAL IMPACT

The elimination of the vacant Safety Coordinator position will result in an annual cost savings of \$42,240. The cost savings associated with the elimination of this position is shown below.

Annual salary for the vacant Safety Coordinator position (downgraded to Safety Technician) is \$32,000 x a benefit rate of 32 percent = \$42,240.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Consolidate Risk Management and Facilities Compliance Inspection	\$0	\$42,240	\$42,240	\$42,240	\$42,240

9.4.3 Employee Health Insurance

FINDINGS

For the most part, the Hillsborough County School District has used fully insured plans to provide district employees with health insurance. Exhibit 9-9 presents the health insurance providers and the type of health insurance programs provided to the district since 1987.

**EXHIBIT 9-9
HEALTH PLAN HISTORY IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1987 THROUGH 1998**

Year	Health Insurance Provider/ Type of Insurance Program
1987	Aetna Indemnity and 5 different HMO's
1988	Humana - HMO PPO, Indemnity
1989	Humana - HMO PPO, Indemnity
1990	Humana - HMO, PPO
1991	Humana - HMO, PPO
1992	CIGNA - HMO, POS, PPO
1993	CIGNA - HMO Staff, HMO, POS, PPO
1994	CIGNA - HMO Staff, HMO, POS, PPO
1995	Humana - HMO Staff, HMO, POS, PPO Prudential- HMO Group, HMO
1996	Humana - HMO Staff, HMO, POS, PPO Prudential- HMO Group, HMO
1997	Humana - HMO Staff, HMO, POS, PPO Prudential- HMO Group, HMO
1998*	Humana - HMO Staff, HMO, POS, PPO Prudential- HMO Group, HMO

Source: Risk Management Department, 1997.

* Humana and Prudential were awarded the health insurance contract that will commence in October 1997 and will cover the 1997-98 school year.

In 1987, the district had a modified self-insured health program with Aetna in the form of a minimum premium arrangement. Aetna canceled the district's health insurance program with 30 days notice because of high losses. Humana provided the district with health insurance coverage between 1988 and 1991. CIGNA Insurance Company provided HCPS health care insurance from 1992 until 1995, but lost the business to Humana and Prudential due to lower bids.

Humana and Prudential insurance companies have provided health care insurance to district employees since October 1995. Humana offers a choice of four plan, options [two health maintenance organization (HMO) plans, a point-of-service (POS) plan and a preferred provider organization (PPO) plan]. Two Prudential health plans are offered and both are HMOs.

Exhibit 9-10 summarizes the health care plan Humana provides to the Hillsborough County School District.

**EXHIBIT 9-10
HUMANA HEALTH CARE OPTION HIGHLIGHTS
EFFECTIVE OCTOBER 1, 1995 - SEPTEMBER 30, 1997**

CATEGORY	HMO STAFF	HMO	POINT-OF-SERVICE (POS)		PREFERRED PROVIDER ORGANIZATION (PPO)	
			IN-NETWORK	OUT-OF-NETWORK	IN-NETWORK	OUT-OF-NETWORK
Calendar Year Deductible	None	None	None	\$400 Individual \$800 Family	\$200 Individual Combined \$400 Family Combined	
Preventive Care Annual Physical	\$5	\$10	\$15	Not Covered	Not Covered	Not Covered
Well-Child Care	\$5	\$10	\$15	30% ⁽³⁾	\$20	30% ⁽³⁾
Well-Woman Exam	\$5	\$10	\$15	Not Covered	Not Covered	Not Covered
Mammogram	\$5	\$10	\$15	30% ⁽¹⁾	100% after deductible	30% ⁽¹⁾
Physician Office Visits	\$5	\$10	\$15	30% ⁽¹⁾	\$20	30% ⁽¹⁾
Allergy Injection/Immun.	\$5	\$10	\$15	30% ⁽¹⁾	\$20	30% ⁽¹⁾
Outpatient Surgery Facility	None	None	\$75	30% ⁽²⁾	10% ⁽²⁾	30% ⁽²⁾
Surgeon's Fees - Inpatient	None	None	None	30% ⁽¹⁾	10% ⁽⁴⁾	30% ⁽¹⁾
Inpatient Hospital Confinement	\$100 co-pay (waived for maternity)	\$150 copay (waived for maternity)	\$250 copay (waived for maternity)	30% ⁽²⁾	10% ⁽⁵⁾	\$500 hospital confinement deduct. then 30% ⁽²⁾
Prescription Drugs	\$5 ⁽⁶⁾	\$10 ⁽⁷⁾	\$15 ⁽⁷⁾	30% ⁽²⁾	After deduct. 0% Generic 20% Brand	After deduct. 0% Generic 20% Brand
Vision Care Exam	\$0	\$0	\$0	Not Covered	Not Covered	Not Covered
Individual Out-of-Pocket Max.	\$1,500	\$1,500	\$3,000	\$4,000	\$1,000	\$3,000
Pre-Existing Limitations	No	No	No	Yes	Yes	Yes

Source: Risk Management Department, 1997.

- (1) Subject to calendar year deductible and Medical Benefits Schedule (MBS). MBS sets the level of eligible expenses to which all coverage percentages apply for out-of-network expenses.
- (2) Subject to calendar year deductible and Reasonable and Customary (R&C).
- (3) Subject to MBS, but not deductible. MBS sets the level of eligible expenses to which all coverage percentages apply for out-of-network expenses.
- (4) Subject to deductible.
- (5) No deductible.
- (6) Prescription drug benefits are only available for prescriptions prescribed by a network physician and filled at a Humana Health Care Center.
- (7) In-Network prescription drug benefits are only available for prescriptions that are prescribed by network physicians and filled at a network pharmacy.

Exhibit 9-11 summarizes the health care plan Prudential provides to the Hillsborough County School District.

**EXHIBIT 9-11
PRUCARE HEALTH CARE OPTION HIGHLIGHTS
EFFECTIVE OCTOBER 1, 1995 - SEPTEMBER 30, 1997**

	HMO Group	HMO
Calendar Year Deductible	None	None
Preventive Care Annual Physical	\$5	\$10
Well-Child Care	\$5	\$10
Well-Woman Exam	\$5	\$10
Mammogram	\$5	\$10
Physician Office Visits	\$5	\$10
Allergy Injections/Immunizations	\$5	\$10
Outpatient Surgery Facility	None	None
Surgeon's Fees - Inpatient	None	None
Inpatient Hospital Confinement	\$100 co-pay (waived for maternity)	\$150 co-pay (waived for maternity)
Prescription Drugs	\$5 ⁽¹⁾ Coverage is for generic unless otherwise prescribed by physician	\$10 ⁽²⁾ Coverage is for generic unless otherwise prescribed by physician
Vision Care Exam	\$5	\$10
Individual Out-of-Pocket Max.	\$1,500	\$1,500
Pre-Existing Limitations	No	No

Source: Risk Management Department, 1997.

- (1) Prescription drug benefits are only available for prescriptions prescribed by a network physician and filled at a PruCare Health Care Center.
- (2) Network prescription drug benefits are only available for prescriptions that are prescribed by network physicians and filled at a network pharmacy.

Exhibit 9-12 includes the rates for Humana and Prudential health care plans.

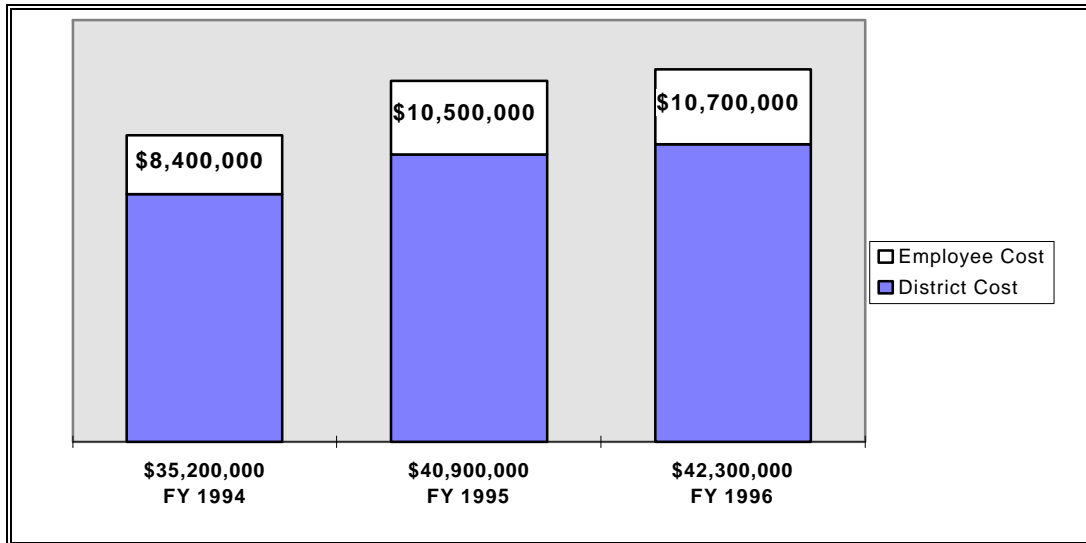
**EXHIBIT 9-12
RATE SUMMARY
OCTOBER 1, 1995 - SEPTEMBER 30, 1997**

	Humana				Prudential	
	Staff	HMO	POS	PPO	Group	HMO
Employee	\$137.18	\$137.18	\$152.25	\$222.45	\$137.18	\$137.18
Employee + 1 dependent	\$262.45	\$262.45	\$291.30	\$444.86	\$262.45	\$262.45
Employee + Family	\$314.95	\$314.95	\$349.92	\$533.81	\$428.43	\$428.43

Source: Risk Management Department, 1997.

Exhibit 9-13 shows total health insurance cost for the past three years broken down by district and employee cost.

**EXHIBIT 9-13
HEALTH INSURANCE COSTS IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1993-94 THROUGH 1995-96**



Source: Risk Management Department, 1997.

Exhibit 9-14 identifies the number of district employees covered by the district's health insurance plan(s).

**EXHIBIT 9-14
AVERAGE NUMBER OF EMPLOYEES*
COVERED UNDER HEALTH PLANS
1993-94 THROUGH 1995-96**

1993-94	1994-95	1995-96
17,753	18,820	18,500

Source: Risk Management Department, 1997.

*The number of employees excludes dependents, retirees and COBRA participants.

The Risk Management Department issued requests for proposals (RFPs) for its health insurance plans in November 1996, and received proposal responses in January 1997. Humana and Prudential were the low cost/responsive proposers; however, both carriers proposed a 20 percent rate increase for the upcoming contract period that will begin in October 1997 and run through September 1999. A 20 percent rate increase will raise the district's outlay for health insurance to about \$50 million, based on the number of individuals that are presently covered. The district's portion for health insurance costs (based on the 20 percent increase) will rise from \$31,600,000 to approximately \$37,920,000 based on current enrollment and Board contributions.

Since 1995, Humana and Prudential have realized a loss ratio in excess of 100 percent. Exhibit 9-15 shows the aggregate loss ratios for the district's current health coverage providers (Note: A loss ratio that is higher than 100 percent means that the insurance carrier paid out more in claims than was collected in premiums).

**EXHIBIT 9-15
HEALTH PLAN AGGREGATE LOSS RATIOS**

1993-94	1994-95	1995-96
140%	140%	103%

Source: Risk Management Department, 1997.

District administrators indicated that the Hillsborough County School District has not conducted an actuarial valuation to determine the most cost effective method of providing health coverage for the district because all insurance plans over the past 10 years have operated at a deficit (higher than 100 percent loss ratio). The district's position is that if losses were not absorbed by health insurance carriers, the losses would be passed on to the district.

Florida school districts considered to be peer districts of Hillsborough County were contacted by telephone in order to compare health plan offerings. The majority of the peer districts are fully insured, and provide a combination of HMO, POS, and PPO plans similar to the Hillsborough County School District.

Exhibit 9-16 presents survey results from team member telephone interviews.

**EXHIBIT 9-16
COMPARISON OF PEER DISTRICTS
HEALTH INSURANCE PLANS**

District	# of Employees	Fully Insured	Plan Options	Self-Insured	# of Years Self-Insured
Broward	21,900		2 HMOs 2 PPOs 2 POSs 1 Healthy Kids		N/A
Duval	13,000		3 HMOs 2 POSs		N/A
Hillsborough	18,500		4 HMOs 1 POS 1 PPO		N/A
Orange	15,200		2 HMOs 1 PPO		8
Palm Beach	15,800		1 HMO 1 POSs		N/A
Pinellas	12,900		4 HMOs		N/A

Source: Health Plan Telephone Survey - Hillsborough County School District and peer districts, March 1997.

Because of the 20 percent premium increase from the recent health insurance procurement process, the district will realize about an \$8 million premium increase in the upcoming health plan year. The district's health insurance premium rate increase is much higher than projected rate increases nationally and in the Tampa market.

According to a survey of 3,290 employers released in January 1997 (by benefits consultant A. Foster Higgins & Co. Inc.), health plan rates and costs this year (1997) are expected to increase an average of four percent (*Business Insurance, January 20, 1997*), after remaining stable for the three preceding years. At the end of 1996, health maintenance organization executives said they would impose rate hikes of one to six percent in 1997, the first increases since 1994 (*Business Insurance, December 9, 1996*).

The Employers Health Coalition, Inc. of Tampa, Florida was formed in 1983 and has over 35 employer members. The organization was formed to improve methods and economies-of-scale in the procurement of health care benefits and related professional services. Participants in the Tampa-based health coalition experienced the following rate increases over the past three years:

- 1995 - 0% rate increase
- 1996 - 0-4% rate increase
- 1997 - 0-4% rate increase

The Tampa-based coalition reported an exception to this trend; one member received a 25 percent rate increase, but with claims analysis, plan design changes and modifications, the coalition was able to lower the rate increase to a .68 percent increase. The Hillsborough County School District was a member of the Employers Health Coalition, Inc. of Tampa several years ago, but discontinued membership.

Many large and small employers across the nation that have instituted managed health care programs to control health care costs are utilizing health care purchasing alliances/coalitions to further lower costs.

During the district's most recent health insurance procurement process, alternative health plan options were not readily explored (i.e., the same basic health plan design was requested that the district had under its previous health care contracts). Health plan research shows the most effective ways to lower costs include:

- adjusting plan design so that more cost-effective managed-care options are used (i.e., driving discounts through volume such as wider use of lower cost HMOs, rather than providing more plan options to employees or perhaps even a self-insured managed-care health plan);
- participating in purchasing alliances or coalitions;

- requesting breakdowns of administrative fees and negotiating lower administrative fees;
- increasing the use of utilization review;
- requiring employees to bear a greater share of health insurance premium costs; and
- offering incentives for healthy lifestyles and increasing coverage for prevention oriented benefits.

RECOMMENDATION

Recommendation 9-4:

Implement lower cost health plan alternatives as a means of containing health insurance costs.

During the district's most recent health insurance procurement process, alternative health plan options were not readily explored (i.e., the same basic health plan design was requested that the district had under its previous health care contracts). Health plan research shows that the most effective ways to lower costs include:

- adjusting plan design so that more cost-effective managed-care options are used (i.e., driving discounts through volume such as wider use of lower cost HMOs, rather than providing more plan options to employees or perhaps even a self-insured managed-care health plan);
- participating in purchasing alliances or coalitions;
- requesting breakdowns of administrative fees and negotiating lower administrative fees;
- increasing the use of utilization review;
- requiring employees to bear a greater share of health insurance premium costs; and
- offering incentives for health lifestyles and increasing coverage for prevention oriented benefits.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Risk Management Director should identify and implement lower cost health plan alternatives as a means of containing health insurance costs. The assistance of an actuary that specializes in health insurance programs should be used in this process. January 1998

2. The Risk Management Director should use data obtained from comparative analysis and make informed decisions regarding health plan changes that will ensure increased cost effectiveness.

January 1998

FISCAL IMPACT

Risk Management indicated that since the district already uses a health insurance actuary to assist with insurance plan proposal preparation and evaluation, the cost of additional services to assist with identifying lower cost plan alternatives would be reasonable. The amount estimated for these services is \$15,000.

In January 1997, the Hillsborough County School District negotiated a 20 percent health premium rate increase that will take effect in October 1997 for a two-year period. Health insurance premium rate increases in the Tampa market and nationally at the end of 1996 averaged four to six percent on the high end. Since the district's health insurance premium rate increase of 20 percent was much higher than premium rate increased nationally and in the Tampa market, the district should establish a goal of reducing health plan cost by at least five percent the next time the health plan is negotiated. (A conservative goal of five percent was used since there is no way to estimate what future insurance premium rates will be over the next two years. This estimate is based on best practices seen in other school districts).

Five percent of the district's portion of the projected health plan costs (\$37.9 million beginning in October 1997), would be \$1,896,000 annually. Because the district's health care rates have been established through September 1999, the five percent savings cannot be implemented until 1999-2000.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Explore Lower Cost Health Plan Alternatives	\$0	(\$15,000)	\$1,896,000	\$1,896,000	\$1,896,000

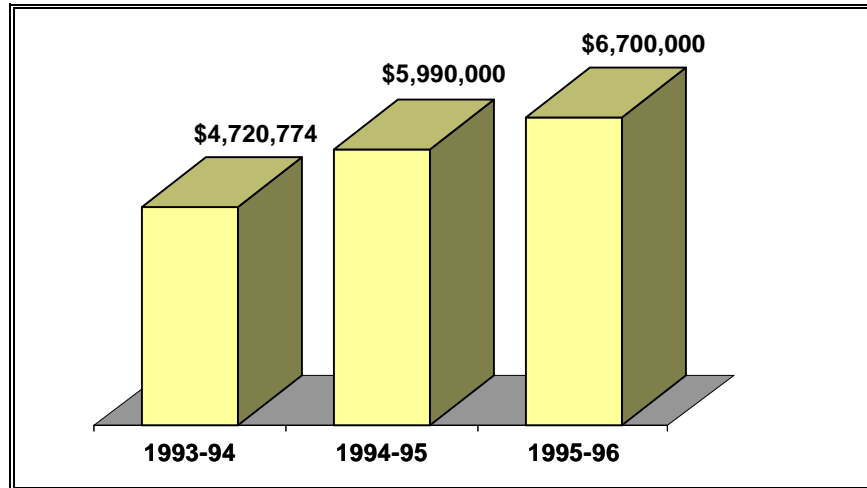
9.4.4 Workers' Compensation Insurance

FINDING

The Hillsborough County School District's workers' compensation program is self-insured. The district began purchasing excess workers' compensation insurance coverage in 1991 to limit exposure to specific individual claims and provide liability protection. The excess coverage goes into effect for workers' compensation claims that exceed \$400,000.

Exhibit 9-17 shows the Risk Management Department's estimated cost of workers' compensation claims for the past three years. The cost of workers' compensation claims includes current year actuals and estimates for prior year claims that have not been reported.

**EXHIBIT 9-17
COST OF WORKERS' COMPENSATION CLAIMS
1993-94 THROUGH 1995-96**



Source: Risk Management Department, 1997.

The district provides a wage continuation program that allows district employees up to 10 days per injury per year with full pay for any accident or illness in the line of duty. Teachers receive up to one year of full pay for assaults. After the first full day off the job, a doctor's statement must be submitted. Employees may work with physical restrictions (either temporary or permanent) if their jobs can be modified to accommodate the restrictions. Overall, wage continuation costs have declined by about eight percent over the past three years.

Exhibit 9-18 presents the district's three-year cost outlay for its wage continuation program.

**EXHIBIT 9-18
WORKERS' COMPENSATION WAGE CONTINUATION COST
1993-94 THROUGH 1995-96**

	1993-94	1994-95 ⁽²⁾	1995-96
Gross Amount	\$375,226	378,555	\$346,304
Benefits ⁽¹⁾	98,496	98,803	90,697
Percent	(26.25%)	(26.10%)	(26.19%)
Total	\$473,722	\$477,358	\$437,001

Source: Risk Management Department, 1997.

(1) Includes FICA, Medicare, Retirement, and Workers' Compensation Board Contributions

(2) Approximately 900 Claims

Exhibit 9-19 presents the total number of workers' compensation claims for 1992-93 though 1995-96. When actual workers' compensation claims are equalized for the increase in the number of employees, the four-year trend between 1992-93 and 1995-

96 shows that with the exception of 1995-96, the employee-workers' compensation claims ratio is declining. The four-year trend also shows that the number of district employees receiving medical attention resulting from workers' compensation claims is relatively constant, while the number of employees that lost time from work has declined significantly (by nearly 53 percent).

**EXHIBIT 9-19
NUMBER OF WORKERS' COMPENSATION CLAIMS
1992-93 THROUGH 1995-96**

Type	1992-93	1993-94	1994-95	1995-96
# of Employees	16,782	17,091	17,400	17,400
Emp./Claims Ratio	10.14	9.63	9.43	10.15
Medical Only*	1,353	1,495	1,559	1,508
(Frequency **)	8.06%	8.75%	8.96%	8.67%
Lost Time*	302	279	285	205
(Frequency**)	18.00%	16.32%	16.38%	11.78%
Total Claims	1,655	1,774	1,844	1,713

Source: Risk Management Department, 1997.

* These claims were through workers' compensation wage continuation program

** Claim Frequency = $\frac{\text{Number of Claims} \times 100}{\text{Number of Employees}}$

In summary, the workers' compensation trends show that the school district is spending less on a per year basis for wage continuation benefits and employees are losing less time from work.

COMMENDATION

The Hillsborough County School District is commended for improving the effectiveness of its workers' compensation program.

FINDING

The State of Florida Auditor General (Auditor General) report for 1994-95 shows that the workers' compensation reserve balance was underfunded by \$11,676,982 because the annual actuarial study was not received in a timely manner. Therefore, the district did not have the opportunity to make appropriate funding decisions for 1994-95, based on the actuarial report. Prior to 1994-95, Risk Management estimated outstanding claims liability without technical assistance from an actuary with workers' compensation expertise.

The Auditor General report for 1995-96 shows that the workers' compensation fund deficit is increasing. The deficit grew to \$16,124,456 or by nearly 60 percent; increasing because the district is not contributing sufficient funds to cover estimated losses that have been incurred, but have not yet been reported.

RECOMMENDATION

Recommendation 9-5:

Develop a plan to provide adequate funding to ensure the financial soundness of the self-insured workers' compensation internal fund.

Risk Management, along with a workers' compensation actuary, should develop a time-phased plan to eliminate the fund deficit over a three-to five-year period.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------|
| 1. The Risk Management Director should work with a workers' compensation actuary and the district's budget staff to develop a plan to provide adequate funding to eliminate the deficit in the internal fund. | July 1997 |
| 2. The Board should review and approve the budget plan. | July 1997 |
| 3. The General Director of Finance should direct district budget staff to incorporate the budget plan to phase-in adequate funding to eliminate the deficit in the internal fund over a three-to five-year period. | July 1997 |

FISCAL IMPACT

The Auditor General report recommended that the district provide adequate funding to actuarial soundness of the workers' compensation fund and the management review team supports this recommendation.

9.4.5 Property and Casualty Insurance

FINDING

The Hillsborough County School District purchases commercial property insurance and bond coverage for employees. Like many large school districts across the country, the Hillsborough County School District has found that it is more cost-effective to self-insure coverage for general and automobile liability, rather than purchase a commercial insurance policy. The district uses a third-party administrator, Alexis, to process general and automobile liability claims. Alexis is the same third-party administrator that provides claims processing services for the district's self-insured workers' compensation program.

Property insurance in Florida has been difficult to obtain since Hurricane Andrew and related disasters occurred in 1992, creating a difficult property insurance market. Most property coverage has been provided by "layering" (i.e., having several insurance companies provide assigned portions of the coverage). In most instances, one company will not insure the entire risk.

Arthur J. Gallagher & Co. was awarded the district's property insurance contract when the coverage was last bid. True competitive bidding is no longer feasible because of the limited capacity of commercial property insurance carriers and the necessity for layering to spread potential risk among several carriers. According to Risk Management staff, the district's property insurance agent conducted an aggressive search for the most cost-efficient coverage. At the beginning of the 1996-97 school year, the district's building and contents were reassessed and valued at \$1.4 billion.

Exhibit 9-20 presents the district's most recent property value summary.

**EXHIBIT 9-20
PROPERTY VALUE SUMMARY FOR THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1996-97**

School Sites	Building Values	Contents Values	Combined Values
Elementary Schools Including Exceptional & Childhood Centers	\$487,819,898	\$58,538,388	\$546,358,286
Middle/Junior High Schools	254,451,456	35,623,204	290,074,660
High Schools Including Adult Schools	344,087,532	48,172,254	392,259,786
Ancillary Facilities	46,552,210	23,509,428	70,061,638
Demolition/Debris Removal	600,000	600,000	1,200,000
Total	\$1,133,511,096	\$166,443,274	\$1,299,954,370
Leased Classrooms/Portables	2,950,000	Included Above	2,950,000
Portable Classrooms	44,253,000	Included Above	44,253,000
Vehicles	N/A	N/A	35,009,754
Combined Totals	\$1,180,714,096	\$166,443,274	\$1,382,167,124

Source: Risk Management Department, 1997.

Despite the difficult insurance market, Exhibit 9-21 shows the district's property agent was able to obtain a decreased premium rate (based on total insured value).

**EXHIBIT 9-21
SUMMARY OF PROPERTY VALUES
1996-97**

Term	Total Insured Values	Annual Premium	Rate
1996-97	\$1,382,167,124	\$1,958,180	.1417
1995-96	\$1,265,335,589	\$1,926,640	.1523
Difference	+\$116,831,535	+\$31,540	-.0106
Percentage	+9.23%	+1.64%	-7.48%

Source: Risk Management Department, 1997.

The State of Florida Auditor General periodically reviews all insurance coverage for compliance with minimum requirements. The district's last audit report (dated January 1997) indicates the district is in compliance with state standards. Exhibit 9-22 presents a summary of the district's property and related types of coverage.

**EXHIBIT 9-22
INSURANCE POLICY SUMMARY
OF PROPERTY AND LIABILITY RELATED COVERAGE
1996-97**

Type	Carrier	Date	Coverage Limits	Premium
1. Comprehensive General Liability Bodily Injury & Property Damage Liability Broad Form Comprehensive	Self-insured	11/01/87 - present	\$100,000/200,000 as per FS 768.28 and FS 285	Admin. Fee for Third-Party Claims Administrator - Alexis
2. Automobile Liability Bodily Injury and Property Damage Liability (driver, training, & buses) Comprehensive-ACV Collision Fire and Theft (all other) Hired and Non-owned vehicles Emergency Medical Payments	Self-insured	11/01/87 - present	\$100,000/200,000 as per FS 768.28 and FS 285	Admin. Fee for Third-Party Claims Administrator - Alexis Total Annual Fee Auto/General \$127,260.00
3. All Risks-Blanket Building and Contents	Four Layers Various Insurance Companies	05/01/96 - 07/01/97	Limit: per occurrence \$200,000,000 Sub Limit: flood/quake \$20M data proc. \$2M extra exp. \$1.5M Deductible: \$1,000,000 per occurrence windstorm & flood combined \$100,000 per occurrence/other perils	Annual Premium-\$1,959,362.15
4. Boiler and Machinery	Traveler's Insurance Co.	08/01/96 - 08/01/97	Limits of liability: \$25M Deductible: \$5,000	Annual Premium-\$32,221.00
5. Professional Liability School Leaders Errors and Omissions	National Union Fire Insurance Company of Pittsburgh, PA	09/22/95 - 09/22/96	Limits of liability: \$2M Deductible: \$25,00	Annual Premium - \$88,040.00
6. Excess Workers' Compensation	National Union Fire Ins. Co. of Pittsburgh, PA	07/01/95 - 08/30/96	Coverage A: Statutory Coverage B: \$1M Deductible: \$400,000	Annual Premium - \$140,000.00 (% of Payroll)
7. Workers' Compensation Service and Admin. Fee	Alexis Risk Management Svcs.	07/01/94 - 06/30/97		Admin. Fee for Third-Party Claims Admin. - Alexis \$296,940.00

**EXHIBIT 9-22 (Continued)
INSURANCE POLICY SUMMARY
OF PROPERTY AND LIABILITY RELATED COVERAGE
1996-97**

Type	Carrier	Date	Coverage Limits	Premium
8. Florida Storage Tank Third-Party Liability and Corrective Action Policy (underground storage tanks) Pollution Condition	FPLIPA, Inc. Commerce & Industry Ins. Co.	06/22/96 - 06/22/97	Limit: of insurance Each incident: \$1M Aggregate: \$1M Deductible: Eligible 3 rd party liability: \$100,000 Corrective Act: \$300,000	Ann. Premium - \$2,067.00
9. Accidental Death Policy for School Special Investigators & Security Guards	Life Ins. Co. of North America	01/01/96 - 01/01/97	Loss limit: \$50,000	Ann. Premium - \$960.00
10. Graduation Insurance (Sundome & Fairgrounds)	Poe & Brown Gresham & Assoc.	06/04/96 - 06/11/96	General Aggregate: \$1M Commercial General Liability	Ann. Premium - \$1,700.00
11. Law Enforcement Liability Ins.	Lloyds of London Arthur J. Gallagher	11/23/95 - 11/23/96	Limits of liability: \$500,000 ea. Claim \$1M aggregate	Ann. Premium - \$48,191.00

Source: Risk Management Department, 1997.

The school district provides a variety of bond coverage for various district employees. Exhibit 9-23 presents a summary of that coverage.

COMMENDATION

The Hillsborough County School District is commended for using innovative, cost-effective practices for securing appropriate property and casualty insurance in a difficult market.

9.5 Fixed Asset Management

Fixed asset management involves the manner in which assets are purchased and accounted for, and maximizing the disposal of surplus or obsolete equipment so that it is turned back into productive channels.

**EXHIBIT 9-23
BOND COVERAGE FOR EMPLOYEES
1996-97**

Type	Carrier	Bond #	Date	Coverage	Premium
1. License Bond Housemovers Bond	Fidelity & Deposit Poe & Brown	9911312 (1996)	01/07/93 - 01/07/96 3 yr. annual bond	\$10,000	\$250
2. License Bond Deputy Sheriff's Bond	Old Republic Surety Corp.	FLA-317443	06/11/96 - 06/10/97	\$1,000	\$100
3. Public Official Bond Superintendent Dr. Earl Lennard	Safeco Insurance Co.	5005215	07/01/95 - 06/30/98	\$15,000	\$270
4. Fidelity Bond Dorris Ross Reddick Chairman	Safeco Insurance Co.	5821487	11/22/95 - 11/21/96	\$12,000	\$100
5. Fidelity Bond Carol W. Kurdell Vice Chairman	Safeco Insurance Co.	5821488	11/22/95 - 11/21/96	\$12,000	\$100
6. Fidelity Bond Glen Barrington	Safeco Insurance Co.	5005212	11/17/92 - 11/17/96	\$2,000	\$355
7. Fidelity Bond Yvonne McKitrick	Safeco Insurance Co.	5005211	11/17/92 - 11/17/96	\$2,000	\$355
8. Fidelity Bond Carol W. Kurdell	Safeco Insurance Co.	5239842	11/17/92 - 11/17/96	\$2,000	\$355
9. Fidelity Bond Dorris Ross Reddick	Safeco Insurance Co.	5239841	11/17/92 - 11/17/96	\$2,000	\$355
10. Fidelity Bond Joe Newsome	Safeco Insurance Co.	2974298	11/22/94 - 11/22/98	\$2,000	\$355
11. Fidelity Bond Carolyn Brickleyer	Safeco Insurance Co.	5006772	11/22/94 - 11/22/98	\$2,000	\$355
12. Fidelity Bond Ann S. "Candy" Olson	Safeco Insurance Co.	5006773	11/22/94 - 11/22/98	\$2,000	\$355
13. Employee Honesty Blanket Bond Commercial Ins. Policy	CAN Surety Companies Poe & Brown	BNP 0020039 BIND 0020039	08/01/94 - 08/01/97	\$1,000,000 Deductible - \$ 5,000	\$11,548
14. Permit & Performance Bond MOSI	AmWest Surety Insurance Co. Arthur Gallagher	030000733	05/09/95 - 05/09/96	\$22,000	\$440
15. Warranty Bond	AmWest Surety Insurance Co. Arthur Gallagher	030001599	06/11/96 - 06/11/98	\$6,493	\$600

Source: Risk Management Department, 1997.

CURRENT SITUATION

The Hillsborough County School District's general fixed assets amounted to \$923,802,107 as of June 30, 1996. General fixed assets are defined as tangible items having a useful life one year or more and a unit cost of at least \$200. Contributed fixed assets are recorded at estimated fair market value at the time received. Items which cost \$100 or more and are considered to be at high risk for theft are placed under property control. High-risk items include amplifiers, binoculars, calculators, cameras, computer disk drives, computer monitors, gas blowers, gas edgers/trimmers, gas powered mowers, radios, television sets, video cassette players, video cassette recorders and power tools (drills, routers, sanders, saws, etc.).

The district uses a computerized system to maintain its detailed fixed assets subsidiary ledger. The Supervisor of Property Control has the overall responsibility for the district's fixed assets accounting. On a monthly basis, Property Control reconciles, by fund, the current month's activity as recorded in the accounts payable capital outlay reports to the subsidiary ledger.

Copies of all purchase orders are routed to Property Control to determine if items purchased should be included in property control. If an item is determined to meet the criteria for property control, the initial information regarding the asset is entered into the system and assigned an asset number (referred to as a BPI number). Property Control forwards a bar coded asset tag to the campus or department (site) where the item is to be used. When the asset is received by the ordering site, the site is responsible for affixing the tag, engraving or permanently marking the asset with the asset number, and completing the Asset Information Report. The Asset Information Report is forwarded to Property Control for inclusion in the database.

Physical inventory counts are performed for all items valued at \$200 or more at least annually by each site. In addition, Property Control conducts equipment audits of each site for all items valued at \$500 or more. Inventory procedures detailed steps necessary to conduct the physical inventory as required by board policy.

Employees and students may borrow district property, for a period not to exceed 30 days, by submitting an "Equipment Loan Contract and Hold Harmless Agreement," and obtaining approval from the property custodian for each site. Property may be transferred between sites by completing a "Property Transfer Between Sites" form and obtaining Area Director approval. Maintenance is responsible for moving the property.

Missing, stolen or damaged property must be reported to the school board using a "Property Loss/Damage Report." Property custodians at each site are responsible for completing the report upon notification or discovery of missing, stolen or damaged property. Property Control will complete a report if an item has been missing for two consecutive inventories. Upon school board approval, the missing item is removed from the property control records.

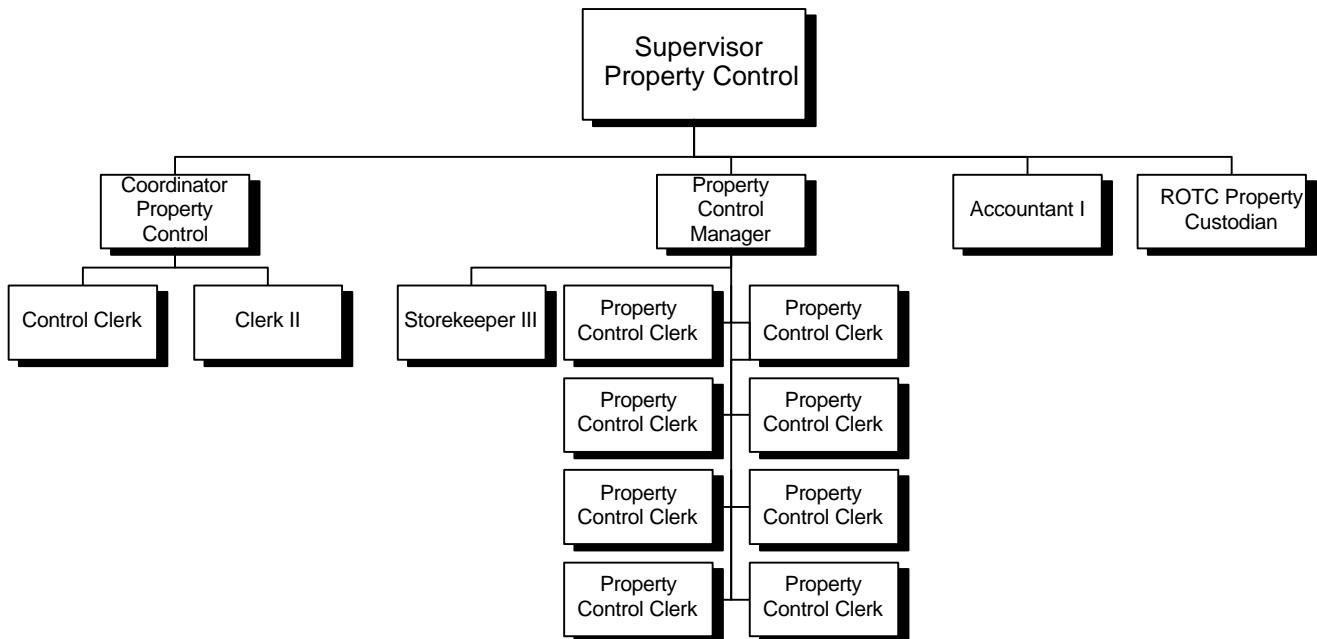
Surplus property is reported to the Area Director by property custodians at each site. The Area Director notifies other sites within the area of available surplus property. If no school within the area requires the property, Maintenance is notified and the surplus

property is picked up. If the property is damaged or does not function properly, Maintenance will remove parts and use them to repair other equipment. Surplus items are then transferred to Surplus Property where a list of surplus property is maintained. Every three months Surplus Property provides a list of items for auction for approval by the school board. Approved items are sold at a public auction on an as is basis. Items not sold during the auction are donated or disposed of. The final disposition of the item and sales price, if any, is recorded in the property control records.

FINDING

The Property Control Department is currently structured with three management positions and 14 staff positions, which is a management to staff ratio of 1:4.67. Exhibit 9-24 shows the current organizational structure of the department.

**EXHIBIT 9-24
CURRENT PROPERTY CONTROL ORGANIZATIONAL CHART**



Source: Property Control Department, 1997.

The accounting for property and reconciliation of subsidiary ledgers to the general fixed assets account group is performed by the Coordinator of Property Control and Accountant I, with clerical support from the Control Clerk and Clerk II. The Storekeeper III is responsible for surplus property storage and disposal.

Property inventories are performed by property control clerks. The Reserve Officers Training Corps (ROTC) Property Custodian is responsible for monitoring property provided for use in the ROTC programs.

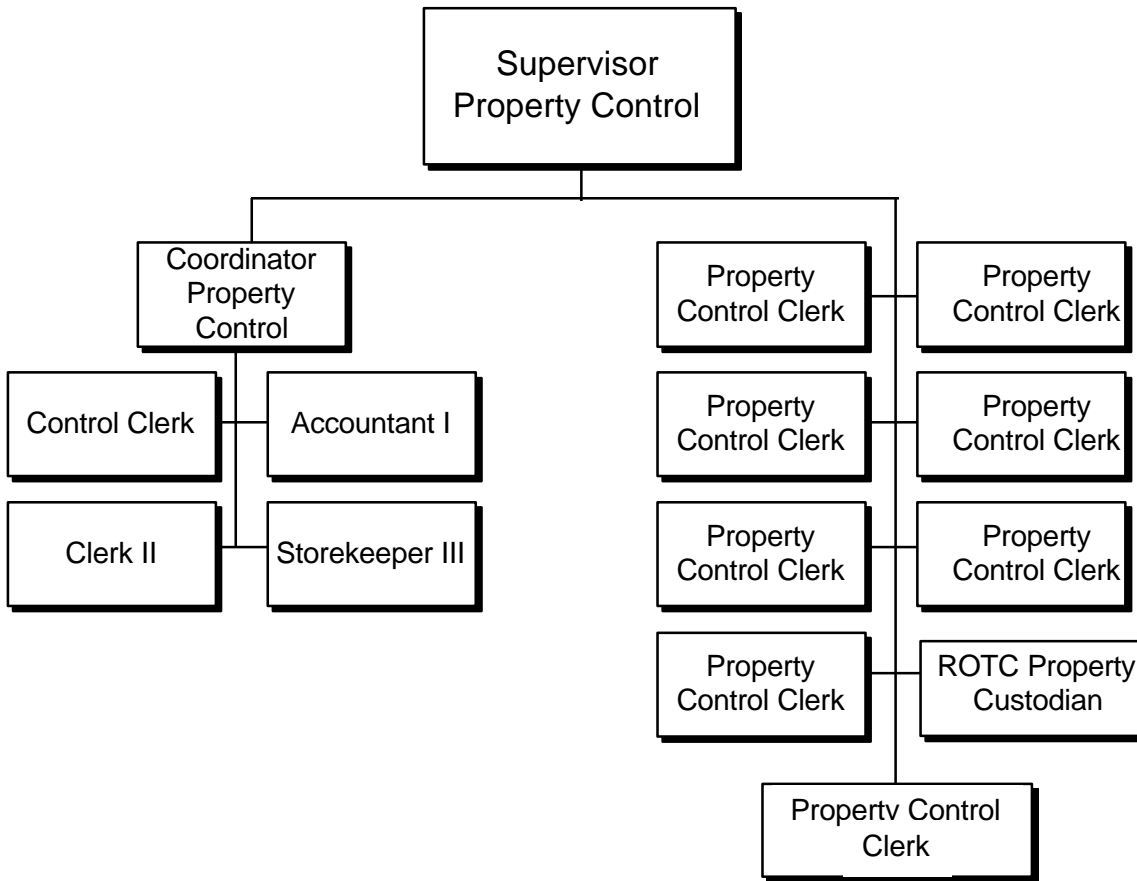
RECOMMENDATION

Recommendation 9-6:

Reorganize the department to reduce the management to staff ratio and combine similar functions.

The department should be organized into two groups. The “accounting” group would be supervised by the Accountant II and be responsible for reconciliations, capitalization, subsidiary ledger maintenance, and surplus property. The second group would be the “inventory” group reporting directly to the Supervisor of Property Control. Monitoring of the property would be performed by the “inventory” group. The proposed organizational structure is shown in Exhibit 9-25. The proposed structure would reduce management staff ratio to 1:6 and consolidate similar functions and is still well within nationally recognized benchmarks for span of control at 1:11.

**EXHIBIT 9-25
PROPOSED PROPERTY CONTROL ORGANIZATIONAL CHART**



Source: MGT of America, Inc. 1997.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Superintendent should direct the Assistant Superintendent of Business and Research to reorganize the Property Control Department. | July 1998 |
| 2. The Assistant Superintendent of Business and Research should prepare the new organizational structure, eliminating the Property Control Manager. | July 1998 |
| 3. The Superintendent should present the new organizational structure to the Board for approval. | August 1998 |
| 4. The Board should approve the new organizational structure. | September 1998 |
| 5. The Assistant Superintendent of Business and Research should notify the General Director of Finance and Supervisor of Property Control of the organizational changes. | September 1998 |
| 6. The Supervisor of Property Control should implement the new structure. | September 1998 |

FISCAL IMPACT

Savings in the amount of \$54,740 per year will be realized with the elimination of one management position (\$41,469 in salary and 32 percent in benefits).

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate Property Control Manager	\$-0-	\$54,740	\$54,740	\$54,740	\$54,740

FINDING

The district's policy for recording general fixed assets requires expenditures for tangible items having a useful life of one or more years and unit cost of at least \$200 to be classified in the general fixed assets group of accounts. Florida State regulations require expenditures for equipment and capital outlay items greater than \$750 with a useful life of more than one year to be recorded in the general fixed assets group. Capitalizing all expenditures of at least \$200 in the general fixed assets group is costly and unnecessary. During a sample audit of items it was determined that the \$200 - \$499 items are not maintained because of the amount of time required to track the items.

RECOMMENDATION

Recommendation 9-7:

Revise the district's property capitalization and monitoring policy to reference the state requirements for capitalizing equipment and capital outlay items and incorporate the revised policy into the *Guidebook of Policies and Procedures*.

Other districts within Florida have written their capitalization policy so that the threshold for recording capital outlay items in the general fixed assets group is equal to that of the state. A general policy, linked to state capitalization thresholds, would allow the district to automatically stay consistent with state regulations and reduce the time and money required to monitor the small dollar items. The policy should continue to require non-capitalized high theft items to be tagged and monitored.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of Business and Research, in cooperation with the General Director of Finance and Supervisor of Property Control, should develop the policy and procedures for recording and monitoring expenditures in the general fixed assets group and submit the policy for Board approval. July 1997
2. The Board should approve the policy. August 1997
3. The Assistant Superintendent of Business and Research should ensure the new policy is incorporated into the *Guidebook* and distributed throughout the district. August 1997

FISCAL IMPACT

This recommendation can be implemented at no cost to the district. Indirect savings will be realized from efficiency gains with the reduction in the number of items recorded and maintained.

FINDING

Property control records are maintained on the mainframe at the central office. The Property Control Department downloads a copy of the records onto its PC network, then imports the data into RBase. RBase is a computer file used to download inventory information into the scanner/wand system. After the inventory is conducted with the scanner, current data are uploaded to RBase, reports are printed, and the mainframe records are updated with current inventory information.

Changes to hardware and software supporting the PC network has created conflicts with the scanner system. Bar coding tags are not currently being used to inventory

property. Updates to the mainframe are being keypunched rather than uploaded to the mainframe.

RECOMMENDATION

Recommendation 9-8:

Make necessary changes to hardware and software to correct systems problems and resume the use of bar coding.

Bar coding is an effective technique for property control. The district has invested the resources to implement a scanning/bar coding system. Therefore, problems with the system must be corrected to achieve a return on the investment.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Supervisor of Property Control and General Director of Management Information Systems (MIS) should meet to discuss problems with bar coding and identify a corrective action plan. July 1997
2. The General Director of Management Information Systems should assign the corrective action plan to a staff member. July 1997
3. A Corrective Action Plan should be completed by MIS programmers. August 1997
4. The Supervisor of Property Control should test bar coding to ensure the problems have been corrected. August 1997
5. Bar coding should be utilized to conduct property inventory. September 1997 and ongoing
6. The Supervisor of Property Control should present the elimination of at least one property control clerk to the Superintendent. July 1998
7. The Superintendent should approve the elimination of at least one property control clerk. July 1998
8. The Board should approve eliminating the property control clerk position. August 1998

FISCAL IMPACT

Bar coding will require less time to complete property inventory. A fully functional system will result in a reduction of at least one property control clerk, for an annual savings of \$38,191 (\$28,932 in salary and 32 percent in benefits). The savings from

the reduction of the property control clerk will be offset by an investment to upgrade the 10 wands to state-of-the-art technology with two megabytes of memory. The additional investment will be \$1,537 per wand (\$15,370) and an additional \$1,500 for software upgrades, for a total of \$16,870.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate Property Control Clerk	\$-0-	\$38,191	\$38,191	\$38,191	\$38,191
Upgrade Bar Coding Wands and Purchase New Software	(\$16,870)	\$-0-	\$-0-	\$-0-	\$-0-
Total savings (cost)	(\$16,870)	\$38,191	\$38,191	\$38,191	\$38,191

FINDING

School district administrators expressed concerns about the attendance and productivity of property control clerks. Since the property control clerks are moving between locations and do not report into the office on a regular basis, it is nearly impossible to monitor their actions. Management cited different incidents where property control clerks were not in the proper locations during normal work hours.

The Property Control Department does not have benchmarks in place to use in evaluating the performance of property control clerks. Property control clerks complete an Internal Time Report (ITR) for each inventory performed. The ITR contains useful data for developing benchmarks and standards for completing inventories.

RECOMMENDATION

Recommendation 9-9:

Develop benchmarks and standards for evaluating the performance of property control clerks.

Performance evaluations of property control clerks should be completed using benchmarks and standards. Employees who consistently perform below the standards should be disciplined or terminated. Benchmarks and standards can also be used by management to better evaluate the required level of staffing and perform planning and scheduling.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Supervisor of Property Control should develop a system which will track the data contained on the ITR. | September 1997 |
| 2. Data from the previous three years, if available, should be entered into the system by property control clerks. | October 1997 |
| 3. The Supervisor of Property Control should develop benchmarks and standards based on three-year history. | October 1997 |

- | | |
|--|--------------------------|
| 4. The Supervisor of Property Control and General Director of Human Resources should incorporate benchmarks and standards into the current employee evaluation instrument. | November 1997 |
| 5. The Supervisor of Property Control should notify property control clerks of benchmarks and standards against which they will be evaluated. | November 1997 |
| 6. The Supervisor of Property Control should perform evaluations of all property control clerks and take disciplinary action, if required. | June 1998 and
Ongoing |

FISCAL IMPACT

This recommendation can be implemented at no cost to the district. The recommendation will result in greater efficiencies, but will not result in a cost savings from the current budget.

FINDING

A sample audit of the property inventory was performed by members of the review team. The Supervisor of Property Control randomly selected three schools located in the same geographic area. The schools selected were Plant High School, Madison Middle School and Anderson Elementary School.

Five items in excess of \$500 were selected and traced from the property inventory list to the assigned location. Five additional items found in the schools were traced from the location to the property inventory list (See Exhibits 9-26, 9-27, and 9-28 for detailed results of the test).

Twenty-seven (27) percent of the total items tested for all three schools were not in the location recorded on the property listing. At Madison Middle School, 90 percent of the property was located. Madison is a pilot site for on-line access to the assets records. As property is moved or received, Madison's property control custodian is able to update the information on a real-time basis. In mid-February 1997, on-line access to fixed assets records was fully implemented for all schools throughout the district.

Fifty (50) percent of the items reviewed during our sample audit complied with policies and procedures. Reports provided to the sites do not include statistics on the number of items which are improperly tagged, not engraved, or in the wrong location. Sites should be held accountable for failure to comply with policies and procedures. There are currently no benchmarks or standards against which the sites performance can be measured.

COMMENDATION

The Hillsborough County School District is commended for the implementation of site on-line access to allow real-time reporting of property information.

**EXHIBIT 9-26
PLANT HIGH SCHOOL
LIST TO ASSET**

Asset #	Description	Location	Comments
D00059	Vacuum Cleaner	Football	Item was found. The item was engraved but tag was missing.
B45164	Pitching Machine	Softball	No items were found which had the asset number engraved or tagged.
D56395	Icemaker	Boys Physical Education	Item was found. Both tag and engraving were present.
D61380	Computer	Boys Physical Education	Item was found. Both tag and engraving were present. The asset was prepared for disposal and awaiting pick-up.
D61381	Computer	Boys Physical Education	Item was found. Both tag and engraving were present. The asset was prepared for disposal and awaiting pick-up.

ASSET TO LIST

Asset #	Description	Location	Comments
B32272	Television	Room 132	Item was not found in the proper location. Item was tagged and engraved.
E22920	Laser Disk Player	Room 11A	Item was not found in the proper location. Item was tagged and engraved.
E50774	Printer	Superintendent's Office	Item was not found in the proper location. Item was tagged and engraved.
E41442	Oce 2375 Copier	Xerox Room	Item was found in the proper location. Item was tagged and engraved.
E11098	Oce 1825 Copier	Xerox Room	Item was not found in the proper location. Item was tagged and engraved.

Source: Property Control Department , 1997.

**EXHIBIT 9-27
MADISON MIDDLE SCHOOL
LIST TO ASSET**

Asset #	Description	Location	Comments
E24425	Cello	Room 44	Item was found. The item was tagged (the tag is partially peeled off), but not engraved.
E12899	Computer LCII	Room 39	Item was found. Both tag and engraving were present.
E25888	Computer LC520	Room 39	Item was found. Both tag and engraving were present.
E01579	Copier	Room 30	Item was found. Both tag and engraving were present.
D24492	Electronic Balance	Room 26	Item was found. Both tag and engraving were present. The item was in the room next door rather than the assigned room.

ASSET TO LIST

Asset #	Description	Location	Comments
F73943	Apple Monitor	Library	Item was found in the proper location. Item was tagged and engraved.
E21029	Apple Centris 610	Library	Item was found in the proper location. Item was tagged and engraved.
D47695	Mita DC1205 Copier	Library	Item was found in the proper location. Item was tagged and engraved.
E12908	LaserWriter	Library	Item was found in the proper location. Item was tagged and engraved.
E42248	Risograph RA4200 Copier	Administrative Building	Item was found in the proper location. Item was tagged and engraved.

Source: Property Control Department , 1997.

**EXHIBIT 9-28
ANDERSON ELEMENTARY
LIST TO ASSET**

Asset #	Description	Location	Comments
E05188	Computer IIGS	Room 103	This item was not found in the assigned room. Asset number C62786 was in the room.
D11417	Piano	Room 201	Item was found. The item was tagged, but not engraved.
E31593	Computer 6100 60AV	Room 201	Item was found. Both tag and engraving were present.
E28462	Computer LC 575	Room 203	Item was found. Both tag and engraving were present.
E27431	Computer Powerbook	Room 204	Item was found. The item was tagged, but not engraved.

ASSET TO LIST

Asset #	Description	Location	Comments
D00988	Sharp Television	Room 203	Item is not located in the appropriate room according to the list. Item was tagged and engraved.
F64606	Sharp VCR	Room 203	Item is not located in the appropriate room according to the list. Item was tagged and engraved.
E29167	Apple LC 550	Library	Item was found in the proper location. Item was tagged and engraved.
E31152	Canon Fax L-700	Administrative Office	Item was found in the proper location. Item was tagged and engraved.
E00409	Sharp SF-7900	Administrative Office	Item was found in the proper location. Item was tagged and engraved.

Source: Property Control Department , 1997.

RECOMMENDATION

Recommendation 9-10:

Revise inventory reports to include statistics assessing compliance with all policies and procedures.

Compliance statistics will allow area directors to evaluate each site's compliance with property control policies and procedures. With principals and department managers sites held accountable for property within their custody, the effectiveness of property control will be increased.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Supervisor of Property Control should identify statistics which will measure compliance with policies and procedures. July 1997
2. The Supervisor of Property Control should revise the inventory report format to include compliance statistics. July 1997
3. Area directors should develop benchmarks and standards for sites based on the compliance statistics. August 1997
4. The General Director of Human Resources and area directors should incorporate benchmarks and standards into the current employee evaluation instrument. August 1997
5. The Assistant Superintendent of Business and Research should notify sites of benchmarks and standards against which they will be evaluated. November 1997
6. Area directors should perform evaluations of all sites after completion of each inventory and take necessary discipline steps, if required. November 1997 and ongoing

FISCAL IMPACT

This recommendation can be implemented with no cost to the district.

FINDING

When a school can no longer use specific property, the site notifies the Area Director. The Area Director surveys other schools within the area to determine if there is a need for the property. If no school within the area needs the property, it is classified as surplus property. Surplus property is sent to the surplus warehouse where it is tagged for disposal. Surplus property items are then presented to the school board for approval to dispose and auctioned on a quarterly basis.

Administrative sites and schools outside the area are not surveyed to determine if a need for the surplus property exists. If sites outside a specific area determine that they need supplemental property and equipment, there is no mechanism to determine if the property needed is available through surplus property.

RECOMMENDATION

Recommendation 9-11:

Develop a method to communicate available surplus property throughout the district.

Districtwide communication of available property would reduce the amount of new property acquisitions by notifying campuses and departments of the availability of similar surplus property before it is disposed of. With the implementation of site-based management, sites are seeking alternative methods of acquiring resources necessary to support the curriculum. Using e-mail or a query of asset records is the recommended method of communication.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The Supervisor of Property Control and General Director of Management Information Systems should identify the most effective method of communicating the available surplus property. | July 1997 |
| 2. The Supervisor of Property Control should develop a communications system and pilot test the system at sites throughout the district. | August 1997 |
| 3. Districtwide implementation should be completed by the Supervisor of Property Control. | December 1997 |
| 4. Revision and enhancements should be made by the Supervisor of Property Control based on-site surveys and input. | Ongoing |

FISCAL IMPACT

This recommendation can be implemented with no cost to the district.

FINDING

Controlling software is a high priority with the State of Florida, but is not easily performed. The Hillsborough County School District developed procedures to monitor software; however, the procedures do not include steps to ensure only licensed software is installed on computers.

RECOMMENDATION

Recommendation 9-12:

Develop an internal audit program for MIS to ensure the safeguarding of software.

Commercially available software and freeware are available to allow an auditor to search computer hard drives for installed software. This data can then be compared to property records to determine the extent of licensing violations occurring at each site.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------------------|
| 1. The Supervisor of Property Control should develop a detailed audit workplan describing the necessary steps to perform the audit. | September 1997 |
| 2. The Supervisor of Property Control should review, select, and obtain audit software. | October 1997 |
| 3. The Supervisor of Property Control should assign audit responsibilities to property control clerks. | October 1997 |
| 4. Property control clerks should be trained for software audit responsibilities. | November 1997 |
| 5. Property control clerks should perform audits of each site once a year. | December 1997
and Ongoing |

FISCAL IMPACT

The audit software will require funding by the district. Assuming the software costs \$700 and seven copies are required, the fiscal impact will be \$4,900 in 1997-98.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Obtain Audit Software	(\$4,900)	\$-0-	\$-0-	\$-0-	\$-0-

10.0 FINANCIAL MANAGEMENT

This section of the report reviews the budgeting and financial management functions of the Hillsborough County School District and contains four major subsections:

- 10.1 Budgeting
- 10.2 Fiscal Operations
- 10.3 Internal Audit
- 10.4 Financial System Automation

The areas of cash management, investments, and tax collections are covered in Chapter 9.0, Asset and Risk Management. The functions covered in this chapter fall under the direction of the Assistant Superintendent for Business & Research. Exhibit 10-1 depicts the organizational structure of this division.

10.1 Budgeting

The planning and budgeting process is critical to the effective management and stewardship of the resources and programs of a school district. Once a mission statement has been developed and districtwide goals and objectives have been determined, the allocation of financial resources required to achieve those goals and objectives must be addressed through the planning and budgeting process. Planning and budgeting facilitates a long-term, strategic view towards the allocation and management of resources, rather than a short-term, year-to-year allocation based on available resources. (Note: Planning in this report is discussed in Section 4.3 in Chapter 4; the budget process is addressed in this section).

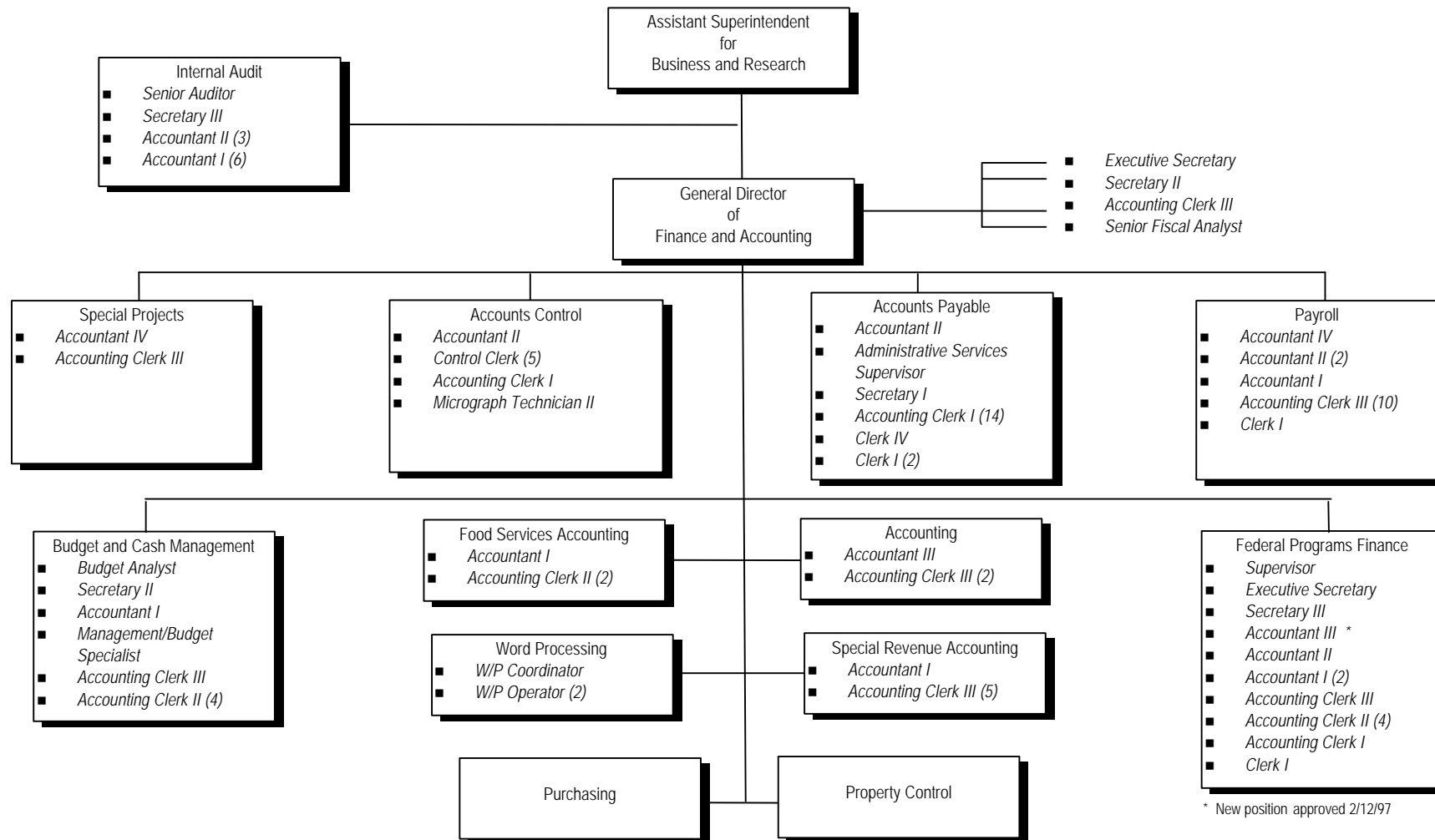
CURRENT SITUATION

The Assistant Superintendent for Business and Research has primary responsibility for the district's budget process. Each campus and department with budget responsibility receives a budget packet with written instructions.

Principals, directors, and other administrative personnel are involved in the budget process at various levels. Campus and program administrators develop a preliminary budget draft for their campus or department. Teacher salaries, however, are budgeted at the district level. The budget is prepared using historical information adjusted for current-year assumptions about student enrollment, expenditures, and the availability of funds from state, federal, and local sources.

Enrollment projections, prepared by the Student Affairs Department, are used for basic allocations to the campuses. Revenue estimates are made based on the district's enrollment projection for the next year and are used to estimate grant awards, state funding, and local revenue.

**EXHIBIT 10-1
ORGANIZATIONAL CHART FOR FINANCE AND ACCOUNTING IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

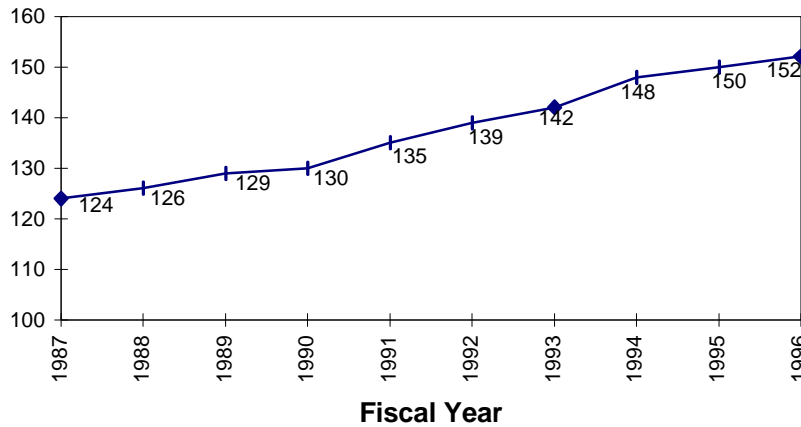


Source: Hillsborough County School District, February 1997.

Exhibit 10-2 below shows student growth in the district from 1987 to 1996. The Tampa area is one of the fastest growing communities in Florida. While population estimates, and in particular student population estimates, are trends that are closely monitored by the school district, the unique characteristics and needs of the growing student population are more difficult to project. As a result, the school district must closely monitor and track student enrollment and population composition in order to adequately budget district educational funding.

**EXHIBIT 10-2
HISTORICAL STUDENT ENROLLMENT IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

(Numbers in Thousands)



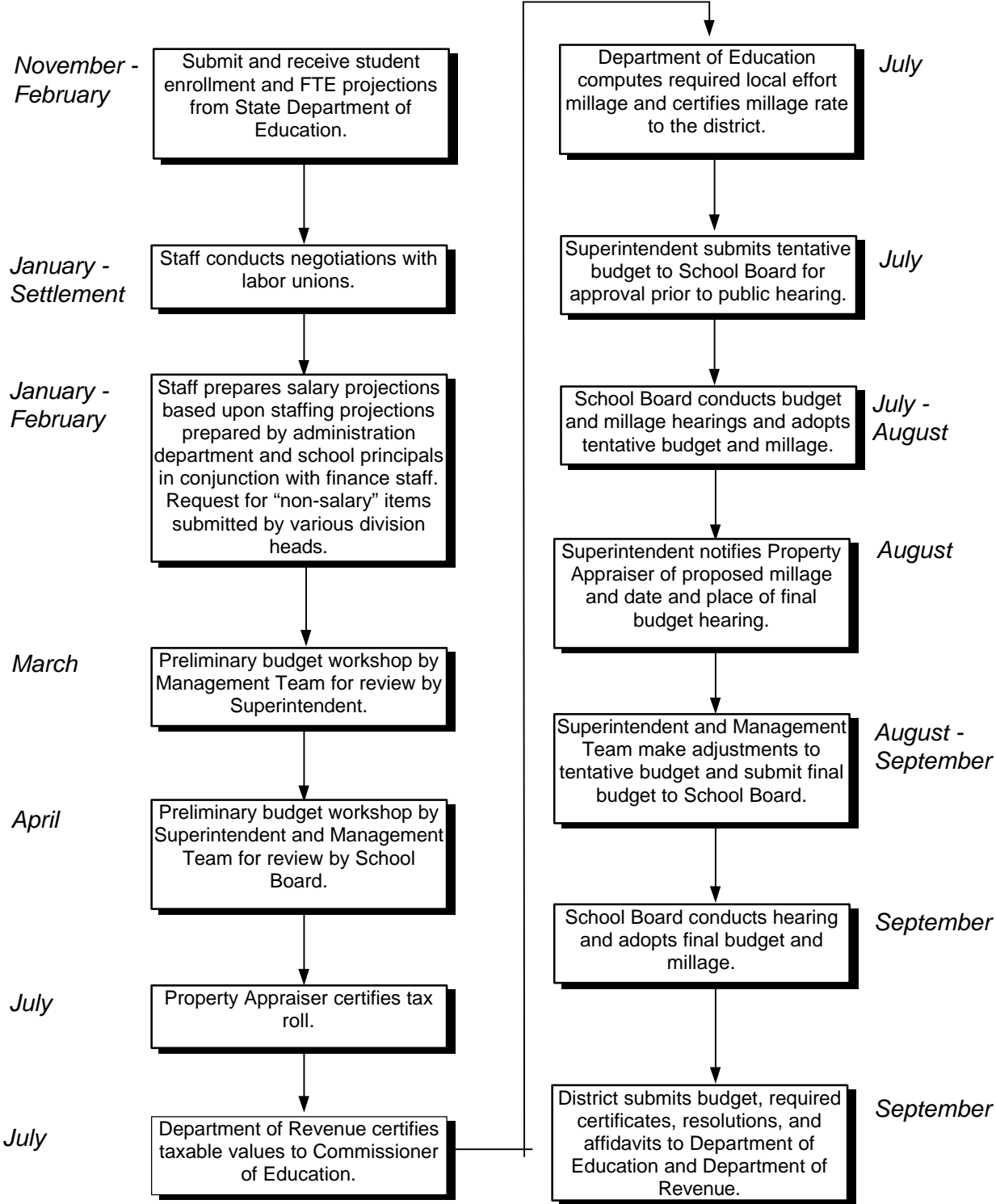
Source: Hillsborough County School District, Finance Department, February 1997.

A draft budget prepared by the Budget and Cash Management Department is presented to the Board in July of each year. The Board reviews expenditures and anticipated revenue levels by major fund source and adopts a tentative tax rate in August. In September, after a public hearing, the Board adopts the budget for the upcoming year.

Exhibit 10-3 depicts the budget process in Hillsborough County School District.

Budget allocations at the school level are made in increments throughout the year to ensure that schools do not exceed budgeted expenditures and to provide reserves in the event that budgeted FTE calculations are lower than the final FTE counts made in October and in February. Should a school's actual FTE count be higher than projected FTE counts by five percent or more, the district allocates more funds to that school. These additional allocations are made from budgeted reserves. Exhibit 10-4 shows the budget distribution schedules for school sites.

**EXHIBIT 10-3
BUDGET PROCESS IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**



Source: Budget and Cash Management Department, 1997.

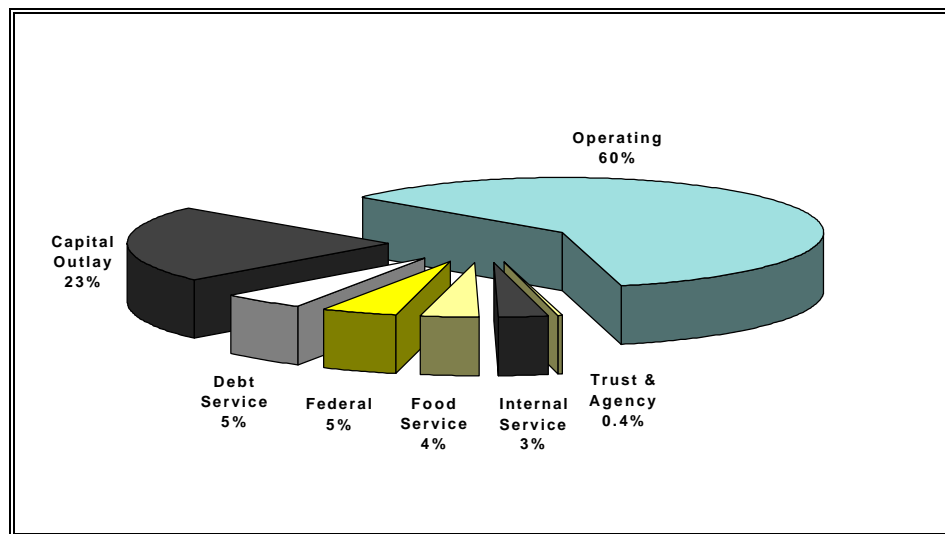
**EXHIBIT 10-4
BUDGET DISTRIBUTION SCHEDULE TO SCHOOL SITES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

MONTH	BUDGET DISTRIBUTION
August	50 percent of total budget
November	25 percent of total budget
March	remaining 25 percent of total budget

Source: Hillsborough County School District, Finance and Accounting, February 1997.

As shown in Exhibit 10-5, approximately 60 percent of the district's total budget is accounted for within the general fund, with 23 percent accounted for within the capital outlay fund. Approximately 76 percent of local property tax revenue is designated for operations of the district, with 20 percent funding capital outlay efforts, and the remaining four percent supporting debt service.

**EXHIBIT 10-5
BUDGET BY FUND TYPE IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**



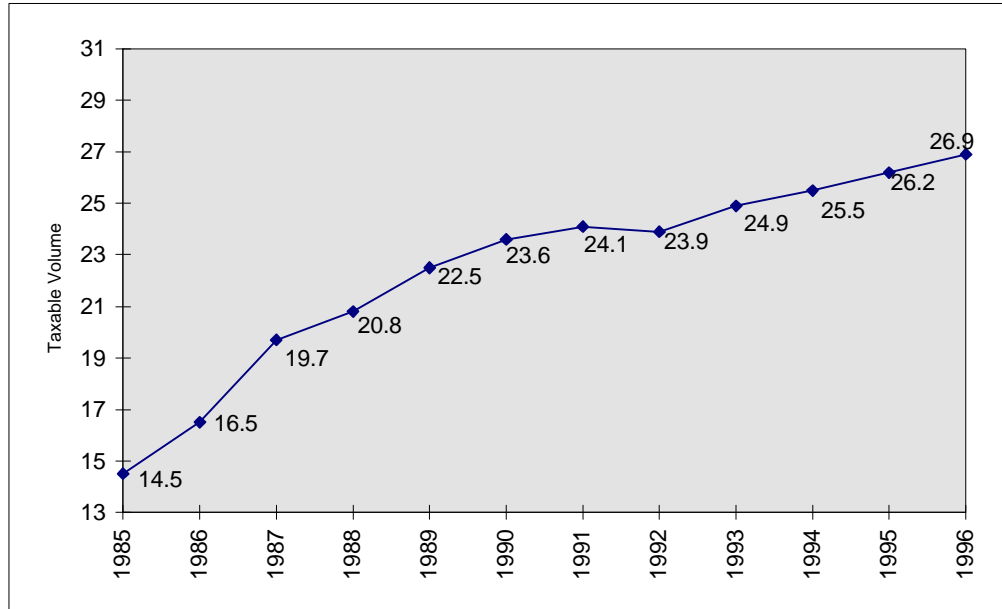
Source: Hillsborough County School District, Finance and Accounting, March, 1997.

Exhibits 10-6 and 10-7 detail historical property value assessments and tax rates for the district, respectively. Exhibit 10-8 details each fund and its purpose.

FINDING

The Budget and Cash Management Department prepares detailed budget instruction packets for departments and school sites to use in preparing their annual budget worksheets. In addition, the department provides training and one-on-one assistance to those in the district responsible for preparing and monitoring a budget.

**EXHIBIT 10-6
TAXABLE VALUE IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**



Source: Hillsborough County School District, Finance and Accounting, February, 1997.

**EXHIBIT 10-7
HISTORICAL COMPARISON OF MILLAGE RATES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

FISCAL YEAR	OPERATING	DEBT SERVICE	CAPITAL	TOTAL LEVY
1990	6.50	0.52	2.00	9.02
1991	6.88	0.49	2.00	9.37
1992	7.07	0.48	2.00	9.55
1993	7.23	0.48	2.00	9.71
1994	7.25	0.47	2.00	9.72
1995	7.40	0.47	2.00	9.87
1996	7.43	0.44	2.00	9.87
1997	7.52	0.44	2.00	9.95

Source: Hillsborough County School District, Finance and Accounting, February 1997.

**EXHIBIT 10-8
FUND TYPES AND PURPOSES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1996-97**

FUND	TOTAL BUDGET	FUND PURPOSE AND USE
General	\$747,896,000	Used for the day-to-day operation of the school system. Used to fund the majority of salaries and benefits, supplies and materials, textbooks, transportation, utilities, and other expenditures such as repairs, equipment, etc.
Special Revenue	\$104,178,000	Used to account for federal programs and food services operations.
Debt Service	\$66,665,000	Used to pay the principal, interest, and other costs for bond issues: 1978 general obligation bonds, 1990/1994 refunded general obligation bonds, certificates of participation, and race track bonds.
Capital Outlay	\$282,231,000	Used to fund capital projects such as the acquisition of educational facilities and land, the construction and renovation of educational facilities, and the acquisition of major equipment.
Internal Service	\$36,584,000	Used to designate insurance reserves including worker's compensation, liability insurance, and employee health insurance.
Trust and Agency	\$4,407,000	Used to account for assets held by the school district while serving as a fiscal agent for the employee retirement program, the DOC ESSRIG endowment fund, the Compact grant, and the Optimist hearing aid project.
TOTAL	\$1,241,963,000	

Source: Hillsborough County School District, Budget and Cash Management, March 1997.

The Budget and Cash Management Department takes extraordinary measures to ensure that budgets are monitored properly and that the employees responsible for budgets have their questions answered adequately.

COMMENDATION

The Hillsborough County School District is commended for placing an emphasis on providing assistance for the budget preparation function.

FINDING

The Budget and Cash Management Department prepares numerous pamphlets, brochures, and slide presentations detailing the budget process and reporting information that is vital in order for the public to understand the funding situation in the district. In addition, in light of recent trends by bond rating companies to lower ratings for Florida schools, the district made a trip to New York and made a presentation about the district and its budget functions. The district's purpose was to avoid having its credit rating reduced by New York bond dealers.

Public involvement is an important aspect of an effective school district. The school district provides a valued service to the community by making this information available and explaining budgetary information. The district's proactive steps in protecting its bond rating will further help to ensure financial stability.

COMMENDATION

The district is commended for preparing and providing detailed budget information to the public.

FINDING

The district maintains a \$70 million line of credit for emergency funding. Due to close monitoring of funding sources and cash flows, the district has never had to make use of this line of credit in over 15 years.

COMMENDATION

The district is commended for its efforts in properly monitoring cash flow.

FINDING

The current budget document provides detailed budget information by department showing detailed justification. The document, however, is not "user friendly" in that it contains no summarized budget data nor comparisons to prior year budgets. It also does not contain any demographic information or property tax information.

RECOMMENDATION

Recommendation 10-1:

Revise the format of the official budget document to include more relevant information for readers.

The Hillsborough County School District budget is a public document in which financial information should be presented in a format that is easy to understand and provides relevant budget and performance data for the district's stakeholders. The budget document should present consolidated revenues by both fund and source; expenditures by fund, function, and object; and summarized presentations of property tax data and enrollment projections.

The revisions should include comparative data between fiscal years for such items as: (1) administrative, staff, and faculty FTEs; (2) summary at the object code level by campus or department, rather than detail transactions; (3) campus demographic information (ethnicity, economic status, dropout rates, etc.); and (4) enrollment data.

Exhibit 10-9 provides a sample presentation of selected budget data for a high school. Budget, demographic and performance information could be presented in the manner depicted in this exhibit and could be arranged to fit on one to two pages for each campus.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Business and Research should assign responsibility to the Supervisor of Budget and Cash Management for development of a detailed budget format that is user friendly. July 1997

2. The Supervisor of Budget and Cash Management should begin collecting sample budget formats from various exemplary districts throughout Florida. The Supervisor should collect several examples of budgets having received prior Government Finance Officers' Association (GFOA) or Association of School Business Officers' (ASBO) excellence awards. September 1997

3. The Supervisor of Budget and Cash Management, the General Director of Finance and Accounting, and the Assistant Superintendent should determine the appropriate budget format for the Hillsborough County School District. September 1997

4. The Supervisor of Budget and Cash Management should present the new budget format to the Board. September 1997

5. The Supervisor of Budget and Cash Management should determine which steps are necessary to prepare the budget document in the accepted format, keeping in mind requirements of the GFOA Budget Excellence Program. May 1998

6. The Supervisor of Budget and Cash Management should determine the workload required to prepare a new budget document format and make staffing assignments accordingly. May 1998

7. The Budget and Cash Management Section should prepare the 1998-99 budget using the new format. September 1998

**EXHIBIT 10-9
SAMPLE PRESENTATION OF BUDGET DATA
FOR A HIGH SCHOOL**

Position Information (FTEs)			
Position	1997-98 Budget	1996-97 Actual	Increase (Decrease)
Teachers	59.9	58.9	1.0
Counselors	3.0	3.0	-0-
Principal/Asst. Principals	4.0	4.0	-0-
Teacher Aides	6.0	6.0	-0-
Clerks	5.0	6.0	(1.0)
Food Service	7.0	6.0	(1.0)
Custodial/Other Staff	8.0	8.0	-0-
Total	92.9	91.9	1.0

Budget Data by Function					
Function	1995-96 Actual	1996-97 Budget	1996-97 Estimated	1997-98 Budget	Percent Increase (Decrease)
Instruction	\$500,000	\$510,000	\$515,000	\$520,000	2%
Instructional Admin.	120,000	118,000	125,000	130,000	10%
School Admin.	90,000	100,000	105,000	115,000	15%
Etc.	1,000,000	1,100,000	1,105,000	1,120,000	2%
Total	1,710,000	1,828,000	1,850,000	1,885,000	3%

Student Data (1997-98)			
Total Enrollment	1,007	At-Risk	68%
Ethnicity		Limited English (LEP)	15%
Hispanic	94%	Mobility Rate	45%
White	4%	Attendance Rate	90%
Asian	1%	Dropout Rate (Gr. 9-12)	5%
Free/Reduced Lunch	21%	Graduation Rate	60%
Special Education	3%	Honors Classes	12%

Source: Created by MGT of America, 1997.

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Budget and Cash Management Department currently does not routinely make available monthly budget information on a program-level basis. This information can be produced upon request, but many program managers in the district are unaware of its availability. In addition, it was discovered through interviews with department managers that they receive inadequate budget and financial information.

As a result of program managers, school site managers, and department managers not receiving adequate and useful accounting and budgeting information, clerks in the Accounts Payable and Budget Departments receive a high volume of phone calls requesting account budget balances or other budget related questions. Additionally, management-level decisions such as adding or eliminating staff, outsourcing all or parts of functions, and simple comparisons of actual results to budgeted activities are difficult and cumbersome tasks without adequate financial data.

RECOMMENDATION

Recommendation 10-2:

Produce and distribute user-friendly budget and financial reports on a monthly basis.

Of significant importance to the efficient and effective managing of district resources is the quality of budget and financial reporting data available to managers. In other words, the success of managing and making the best use of the limited resources is directly tied to the availability of accurate, relevant, and timely financial and budget data.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Supervisor of Budget and Cash Management should prepare an inventory of budget reports distributed throughout the district. July 1997
2. The Supervisor of Budget and Cash Management should poll program managers to determine their reporting needs. August 1997
3. Using input from program managers, the Supervisor of Budget and Cash Management should devise reports to meet user needs. September 1997

4. The Supervisor of Budget and Cash Management should communicate reporting needs to the MIS Department and schedule report distribution to program managers, campus financial managers, and department managers on a monthly basis.

October 1997

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Budget and Cash Management Department currently does not submit the district budget document to the Government Finance Officers Association's (GFOA) Excellence Award Program or to the Association of School Business Officials Association's (ASBO) Meritorious Budget Award Program.

The GFOA is a national organization that supports state and local government finance officials, while ASBO is an international association which supports all school business officials.

These award programs are designed by school business management professionals. School districts can use these programs to build solid foundations in the skills of developing, analyzing, and presenting budget information. Under one of these award programs, school districts submit their budgets for evaluation by review teams comprised of accredited, experienced school business administrators, chief accountants, and auditors. Review teams, who are totally independent of the school district being reviewed, prepare commentary on the submitted budget, noting both strengths and weaknesses.

Preparing and presenting a budget document that conforms to GFOA or ASBO guidelines ensures that a school district is presenting consolidated and concise information for the public. The award process can also assist school business officials in sharpening their budgeting skills and improving the presentation and communication of financial plans to the community. The benefits of earning an award include:

- enhanced credibility for the school district's budget with the community;
- enhanced report presentation;
- individual recognition;
- new ideas;
- increased visibility;
- confidential feedback on the budget document and on the budget process;
- continuing education credits; and
- professional growth for the budget staff.

RECOMMENDATION

Recommendation 10-3:

Prepare and submit the Hillsborough County School District annual budget document to the GFOA, ASBO, or both organizations for professional certification.

In order to receive an excellence award, a governmental unit must publish a budget document that meets program criteria as a policy document, as an operations guide, as a financial plan, and as a communication device.

Some of the GFOA criteria include:

- executive summary;
- organizational charts;
- mission statements;
- description of the budget process;
- financial and programmatic policies and goals;
- budget message that articulates priorities and issues; and
- charts and graphs used to aid in viewing extensive detail data.

The Hillsborough County School District currently prepares and presents budget information in a variety of formats, but there is not a single, concise document that presents comprehensive budget and demographic information.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. After completing the steps outlined in Recommendation 10-1, the Assistant Superintendent for Business and Research, the General Director for Finance and Accounting, and the Supervisor of Budget and Cash Management should prepare a plan for preparing and submitting a budget for certification. May 1998

2. The Assistant Superintendent for Business and Research should submit the 1998-99 budget document to the GFOA, ASBO, or both associations for certification. October 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district uses several mechanisms for monitoring budgetary control. For example, purchase orders are encumbered, certain categories of revenues are not distributed to the school or departmental level until the associated expenditure has been made, and credit balances are monitored by the Budget and Cash Management Department on a weekly basis. However, there are no controls set up in the automated accounting and budgeting system. Even though purchase orders are encumbered, invoices can be

paid against pre-encumbered purchase orders for any amount. In addition, budget monitoring for school sites and departments is a cumbersome task due to two main reasons:

- monthly budget reports, distributed to schools and departments, become outdated as transactions are posted to accounts after the time the reports are printed; and
- on-line budget account balances can be inaccurate because the budget and accounting system is only updated periodically during the week. Thus, a manager viewing a budget balance on-line may not see transactions that have been entered into the system, but not yet posted to the account.

RECOMMENDATION

Recommendation 10-4:

Strengthen budgetary control in the district.

Even though purchases are approved and encumbered prior to expending funds, no system controls exist to prevent expending funds in excess of budgeted amounts. That is, budgets can be exceeded by paying invoices that exceed encumbrances, or by journal entries or budget transfers. As Accounts Payable Department clerks enter invoices into the automated system for payment, they are required to manually compare payment information to budget information on-line.

The Budget and Cash Management Department monitors all credit balances and contacts the responsible person as soon as a credit balance is observed. Corrections usually take the form of transferring funds between accounts. However, this method is time-consuming and could lead to inappropriate expenditures should funds not be available to cover negative balances. In some cases, the Budget and Cash Management Department is required to transfer funds from the district level to the school level to cover expenditures.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Supervisor of Budget and Cash Management should coordinate with the newly named technology specialist (as described in Recommendation 10-29 below) to determine appropriate system controls and to include an automatic system reject feature for transactions exceeding budgeted amounts. August 1997
2. The Supervisor of Budget and Cash Management and the technology specialist should meet with the MIS Department to develop an implementation strategy for the requested system modifications. October 1997

3. The Supervisor of Budget and Cash Management and the General Director for Finance and Accounting should develop training materials for departments and school sites to explain the system modifications.

March 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

10.2 Fiscal Operations

A district's fiscal operations control the collection, disbursement, and accounting for federal, state, and local funds. An effective fiscal operation has detailed policies and procedures and internal controls to efficiently process the district's daily business transactions and provide accurate, complete, and timely information to the administration and Board to facilitate decision making.

CURRENT SITUATION

The Assistant Superintendent for Business and Research has overall responsibility for accounting and fiscal operations. The General Director of Finance and Accounting has responsibility for the day-to-day management of accounting and reporting activities.

The Finance and Accounting Department has a total of 89 FTEs (including the General Director) and is responsible for processing accounts payable and payroll, accounting for federal programs, and maintaining the general ledger. Additionally, the department prepares the district's budget and the Florida Education Finance Program (FEFP) reports. The area also has a Word Processing Unit and a Special Projects Unit. Word Processing is staffed with three full-time employees and is responsible for processing reports and correspondence for the department. The Special Projects Unit, staffed with a CPA and an accounting clerk, handles many non-routine functions and projects of a highly specialized nature.

Exhibit 10-1 displays the current administrative organizational chart for the Finance and Accounting Department.

FINDING

The Finance Department does not have a formal procedures manual that documents and governs its operations. The General Director of Finance and Accounting states that there is open communications and all procedures, while not documented, are understood by all department employees. Several individuals have developed informal procedures that document key job functions associated with certain functions. For example, the Payroll Department has documented procedures through detailed internal memoranda, and the Accounts Payable Department has a one-page outline for payable procedures.

RECOMMENDATION

Recommendation 10-5:

Document procedures and develop an administrative procedures manual.

The Finance and Accounting Department should develop a detailed accounting procedures manual that describes, in detail, process steps for each critical accounting function. Examples of functional procedures that should be described in the accounting procedures manual include transaction postings, month-end closings, preparation for cash disbursement (accounts payable), and payroll processing. Exhibit 10-10 outlines some of the key components.

Once a comprehensive procedures manual has been prepared, it is equally important to ensure that this manual is maintained and updated on a regular basis.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Business and Research should direct the General Director of Finance and Accounting to develop a formal policies and procedures manual. July 1997

2. The General Director of Finance and Accounting should require all section supervisors (Accounts Payable, Payroll, Special Projects, Budget and Cash Management, Accounts Control, General Accounting, Food Services Accounting, and Special Revenue) to develop procedures manuals for their sections. Summer 1997

3. The General Director of Finance and Accounting should compile a manual containing all district policies as applicable to the budget and finance functions in the district. September 1997

4. The General Director of Finance and Accounting should review all procedures submitted by the various accounting sections and compile a single procedures manual. Spring 1998

5. The Assistant Superintendent for Business and Research should approve the accounting policies and procedures manuals. May 1998

6. The accounting policies and procedures manuals should be distributed to all accounting personnel. July 1998

EXHIBIT 10-10
RECOMMENDED CONTENT OF FINANCIAL PROCEDURES MANUAL

- TABLE OF CONTENTS
 - Budget and Amendment Processing
 - Recording Transactions
 - Cash Receipts
 - Payroll
 - Internal Controls
 - Journal Entries
 - Fixed Assets/Proposal Control
 - Purchasing
 - Grant Accounting
 - Technology
- INTRODUCTION
 - Purpose - Authority - Organization
 - Revisions - Policy - Definition
- TRANSACTIONS
 - Receipt and Disbursement Journal
 - General Ledger
 - Accounts Payable, Accounts Receivable
 - Bank Reconciliation
 - Other
 - Forms
- CASH RECEIPTS/REVENUE
 - Where is Cash Collected/Received
 - Types/Sources
 - Daily Deposits/Documentation
 - Controls
 - Posting/Reconciliation
 - Forms
- EXPENDITURES/CASH DISBURSEMENTS
 - Who and Where
 - Purchasing Requirements
 - Controls
 - Quality Discounts/Timing of Payments
 - Forms
- PAYROLL
 - Creating a Payroll
 - Processing/Time /Paydays/Holidays
 - Deduction Processing/Requirements
 - Controls/Forms
- TRAVEL/PETTY CASH
 - Reimbursement Guidelines
 - Documentation Requirements/Forms
 - Reporting/Advances
 - Petty Cash Authorization
 - How to Establish Petty Cash
- OTHER
 - Internal Controls
 - * Collections, Disbursements, Assets (investments/fixe)
 - Fixed Assets
 - * Control/Policy/Procedures/Form
 - * Inventory
 - * Tagging/Requirements
 - Purchasing
 - * Levels Bidding, Types of Purchase Orders/Form
 - Grant Stewardship
 - * Profiles/Compliance/Forms
 - Budget
 - * Process, Calendar, Amendments, Levels of Control, Forms
 - Student Activity Fund

Source: Created by MGT of America, 1997.

- | | |
|--|-------------|
| 7. The General Director of Finance and Accounting should conduct training or cross-training for department personnel regarding the approved policy and procedures manual. | August 1998 |
| 8. The Assistant Superintendent for Business and Research should direct the General Director of Finance and Accounting to review and update the policies and procedures manual on a regular basis. | Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Accounts Payable Department logs and tracks both invoice numbers and payment document numbers. Both tracking numbers are manually logged on a tracking sheet in addition to being entered into the payment system. Periodically, the manual log sheet is sent to the Word Processing Department to be prepared in report format. This manually produced report is then used as an accounts payable aging report.

RECOMMENDATION

Recommendation 10-6:

Track necessary payment information through the automated payment system.

The payment system should be modified to automatically assign a tracking number for each payment document in addition to providing reports that capture vital information such as aging schedules. The current accounts payable system is not able to capture invoice numbers with more than five digits. However, planned modifications to the system will allow for entry of invoice numbers of up to 16 digits.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------|
| 1. The Accounts Payable Supervisor should meet with the payable clerks to discuss desired system information. | July 1997 |
| 2. The Accounts Payable Supervisor should coordinate with the technology specialist (as described in Recommendation 10-29), to determine the management information needed. Information should include aging schedules, performance data such as volume of items processed (in total and per Accounts Payable clerk), as well as type of item processed (purchase order transactions versus non-purchase order transactions). | July 1997 |
| 3. The Accounts Payable Supervisor and the technology specialist should meet with the MIS Department to determine | August 1997 |

implementation procedures and timelines for the requested modifications.

4. The Accounts Payable Supervisor should conduct necessary training based on system modifications made. November 1997

FISCAL IMPACT

Implementation of this recommendation will result in an estimated time savings of approximately five hours per Accounts Payable clerk per week. This estimate is calculated by taking the number of payment requests processed by the department in 1995-96 (278,000 requests) multiplied by an estimated one minute to log each document.

FINDING

Before mailing disbursements, the Accounts Payable Department performs an audit of 100 percent of all documents. The audit checklist includes a comparison of payee name to vendor name listed on the invoices, comparison of the check amount to the invoices amount(s), and verification that all authorizing paperwork is included with the payment documents.

Prior to mailing accounts payable checks, an Accounts Payable clerk detaches all remittance advices from all invoices and includes them in the payment envelope.

RECOMMENDATION

Recommendation 10-7:

Eliminate the step to include remittance advices with payment.

All payment information (invoice numbers, invoice amounts, and invoice dates) is included on the check stub and is sufficient information to communicate proper payment information to the payee.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Accounts Payable Supervisor should direct the accounting clerks to refrain from attaching remittance advice slips to payment documents. July 1997
2. The Accounts Payable Supervisor should direct the mail clerk to eliminate the step of including remittance advices in payment envelopes. July 1997

FISCAL IMPACT

Implementation of this recommendation will result in a time savings of approximately ten hours per week. This estimate was made by taking the number of checks issued by the Accounts Payable Department in 1995-96 (80,000 checks) and multiplying this

volume by an estimated time to include the remittance slips with each check. The estimate for this step was 30 seconds per transaction.

FINDING

Vendors and other payees, claiming to have lost a check or never to have received a check, are required to appear in person and sign an affidavit before a replacement check can be issued. This procedure is performed in the Accounts Control Department where the affidavit is also notarized.

This procedure is cumbersome and inconvenient for the payee and results in lost time on the job.

RECOMMENDATION

Recommendation 10-8:

Eliminate the requirement for a signed affidavit for issuance of accounts payable replacement checks.

This is a time consuming and unnecessary step in the check re-issuance process, delaying the processing time for Accounts Payable staff, in addition to increasing the amount of time that vendors must wait for a replacement check.

The Accounts Payable Department should request that the Accounts Control Department verify with the bank that the check has not cleared the district's account, ensure that the Budget Department has issued a stop-payment order to the bank, and then re-issue the check.

Should the payee claim that a check has been stolen, however, the affidavit process will then be necessary.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------|
| 1. The General Director of Finance and Accounting should direct the Accounts Payable, Accounts Control, and the Budget and Cash Management Supervisors of the change in procedures for re-issuing lost checks. | July 1997 |
| 2. Each Supervisor should inform their sections of the revised procedures for re-issuing lost checks. | July 1997 |

FISCAL IMPACT

This recommendation can be implemented with existing resources. There will be no additional costs for stop-payment orders as these are included in the fees negotiated by the district for banking services.

FINDING

Limited performance data in the Accounts Payable Department are tracked on a sporadic basis. The information that are tracked are not used to assess employee performance. Currently, performance data that are tracked include the total number of documents processed by the department and the total dollar value of documents processed by the department.

RECOMMENDATION

Recommendation 10-9:

Track performance measures such as number and dollar amount of invoices processed.

Performance data such as volume (both on an individual basis and an overall department basis), error rates, payment turn-around time and, purchase order versus non-purchase order transactions, are useful for a variety of reasons, including:

- tracking and monitoring individual employee performance;
- determining and tracking trends throughout the year;
- anticipating periods when staffing levels may need to be either increased or decreased;
- monitoring trends at school sites or in departments to identify potential training needs; and
- budgeting for periods of employee overtime.

This information should be used to monitor employee performance and to track work flow trends of the department.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Accounts Payable Supervisor and the technology specialist (as described in Recommendation 10-29 below) should develop a list of necessary management information. | August 1997 |
| 2. The Accounts Payable Supervisor and the technology specialist should meet with the MIS Department to develop strategies and timelines for making the requested modifications. | September 1997 |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

On-line data are not available to Accounts Payable clerks. The Accounts Payable Department receives frequent calls from vendors and district employees requesting payment or encumbrance information. Research must be performed by viewing reports on microfiche or by looking through hard copy files.

In addition, encumbered balances are not available to Accounts Payable clerks through the automated payment system. In other words, when a partial payment is made against an encumbrance, the clerk is required to manually calculate the remaining encumbrance amount and then write the amount on the payment document. Not only does this step cause delays in the processing of accounts payable documents, but it has the potential to lead to calculation errors by the Accounts Payable clerks.

RECOMMENDATION

Recommendation 10-10:

Modify the automated payment system to allow for on-line research capabilities and to display encumbered balances remaining on the payable system data entry screen.

Modifications to the payment system should allow the Accounts Payable clerks to process documents and to respond to payment inquiries in a more timely fashion.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Accounts Payable Supervisor, with the technology specialist (as described in Recommendation 10-29), should meet with the MIS Department to discuss possible options for modifying the payment system to allow for on-line research capabilities and for automatic calculation and display of remaining encumbrance balances. August 1997
2. The Accounts Payable Supervisor, the technology specialist, and representatives from the MIS Department should develop a timeline for the system modifications. September 1997
3. The Accounts Payable Supervisor should conduct training for Accounts Payable clerks on new research procedures. January 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The Accounts Payable Section has 19 accounts payable clerks who processed approximately 278,000 payment requests for 1995-96. The Accounts Payable Department uses many manual processes in its day-to-day functions. Some of these manual processes have already been discussed.

RECOMMENDATION

Recommendation 10-11:

Eliminate three clerks positions from the Accounts Payable Department.

With increased efficiencies in operating processes, the Accounts Payable Department could eliminate three permanent positions. In addition to efficiencies mentioned in this chapter, the use of credit cards for non-purchase order payments, as recommended in Chapter 12, will further enhance the Accounts Payable Department's ability to eliminate three permanent positions.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The General Director of Finance and Accounting should develop strategies and timelines for reducing the number of Accounts Payable staff. | September 1997 |
|--|----------------|

FISCAL IMPACT

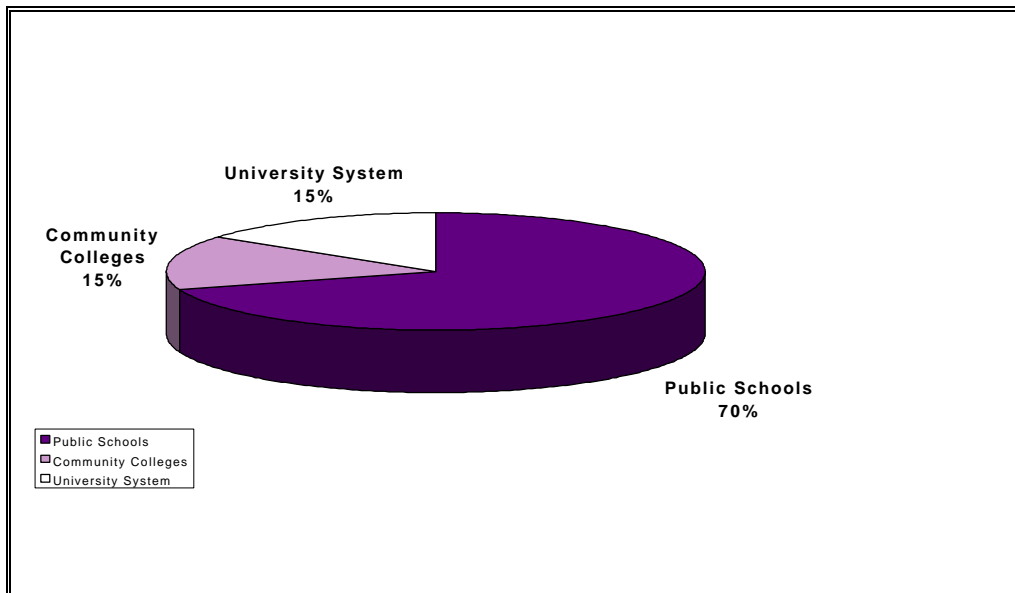
The implementation of improved technology enhancements and streamlined processes will allow for one position to be eliminated in 1998-99 and two additional positions in 1999-2000 at a savings per clerk of \$32,800 with benefits.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Eliminate Three Accounts Payable Clerks	---	\$32,800	\$98,400	\$98,400	\$98,400

FINDING

The Special Project Department is responsible for a quarterly report detailing how funds from the lottery are spent. The information provided in this report, shown in Exhibits 10-11 and 10-12, is available to the public.

**EXHIBIT 10-11
USE OF STATE LOTTERY FUNDS**



Source: Hillsborough County School District, February 1997.

**EXHIBIT 10-12
DISCRETIONARY LOTTERY FUND EXPENDITURES
FOR THE QUARTER ENDING 9/30/96**

ITEM	EXPENDITURE
Student Development Services	\$2,721,858
Primary Education Program (PREP)	886,186
Compensatory Education Program	316,495
School Improvement Program (Accountability)	118,158
Transportation Program	2,953,954
Total	\$6,996,651

Source: Hillsborough County School District, Special Project Section, February 1997.

The distribution of actual lottery dollars as well as the amount and use of local lottery revenue are important data to share with the public. The use of lottery funds has been a constantly discussed issue with the public, and school districts do not always do a good job communicating how lottery dollars are received and utilized.

COMMENDATION

The district is commended for providing lottery accountability information to the public.

FINDING

The special projects accountant monitors the controlled disbursement accounts used to fund health, life, and workers' compensation insurance claims. Responsibilities include transferring funds into and out of the account, posting expenditures to the general ledger, as well as reconciliation of the account.

In addition, the two accounting clerks in the General Accounting Section reconcile internal general ledger accounts. Often, when an entry is necessary to correct or adjust an account, the General Accounting staff prepare the journal entry forms.

RECOMMENDATION

Recommendation 10-12:

Separate the journal entry function from the reconciliation function for the controlled disbursement accounts and for the internal general ledger accounts.

Proper internal controls require that, when possible, the following functions should be performed by different individuals:

- record-keeping
- custody
- reconciliation

Proper internal controls also require that any individual responsible for making internal entries, disbursing, or depositing funds to an account not be responsible for reconciling that same account. In addition, a person responsible for the reconciliation of an account should not be allowed to make adjustments to that account.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The General Director of Finance and Accounting should review all reconciliation functions in the department and determine the positions having the dual responsibility for making entries to accounts in addition to reconciling the accounts. July 1997
2. The General Director of Finance and Accounting should reassign the reconciliation functions, as necessary, to ensure an adequate separation of duties in the department. Summer 1997

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The General Director of Finance and Accounting coordinates an annual training session for administrative support personnel located at the school sites. Employees are trained on various functions such as monitoring their budgets, processing and preparing payroll transactions, and processing personnel transactions. The employees are brought back to work one day early in order to attend the training sessions.

COMMENDATION

The Finance Department is commended for its effective training program.

FINDING

The district offers a FICA replacement plan whereby employees not eligible to participate in the regular retirement plan (primarily substitute teachers and temporary employees) can contribute to a separate plan in lieu of making FICA contributions. Under this plan, the district is not required to pay the employer's share of the FICA contribution. The employee, however, must still make the required federal Medicare contribution.

COMMENDATION

The district is commended for providing a valuable benefit for employees not regularly included in participation of the state's retirement plan while at the same time saving the district money.

FINDING

The Payroll Department has implemented, on a pilot basis, an automated payroll system. Currently, 20 schools are operating under the automated system, with all schools and departments scheduled to convert to the automated system by 1998. Under the new system, paper leave forms will still be sent to the Payroll Department to be manually entered into the system. Even with full implementation of the automated payroll system, the department anticipates that the leave reports will continue to be filled out and entered manually.

RECOMMENDATION

Recommendation 10-13:

Eliminate paper leave forms.

The district is required by the state to ensure that all employees sign for leave taken. However, this requirement can be fulfilled by providing a computer-generated report of leave taken and having employees sign this report on a monthly basis.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Payroll Supervisor, along with the Technology Specialist (refer to Recommendation 10-29) should meet with the MIS Department to develop a monthly report capturing all employee leave taken. July 1997

2. The Payroll Supervisor should develop procedures and timelines for employees to report leave taken. August 1997

3. The General Director of Finance and Accounting should review and approve the new procedures. September 1997

4. The Payroll Supervisor should distribute and communicate the new reporting procedures to all employees. October 1997

FISCAL IMPACT

The implementation of this recommendation will result in an estimated time savings of approximately 90 hours per week.

FINDING

When an employee's paycheck is not issued or is issued for an incorrect amount, the Payroll Department generates a manual check so the employee will not have to wait until the next payday to get paid properly. A manual check can be issued within the same day.

The method used to process manual payroll checks in the district is a labor-intensive process involving six people and requires keying of information multiple times. For example, a worksheet calculating deductions and gross pay is prepared using a Microsoft Excel spreadsheet. After this calculation sheet has been approved, another clerk, using the information generated in the Excel spreadsheet, enters the payment information into another Excel spreadsheet to generate a manual paycheck.

RECOMMENDATION

Recommendation 10-14:

Streamline the manual check process and use the local area network (LAN) to avoid keying information multiple times.

Not only is the current procedure time consuming and inefficient, but keying data multiple times can lead to data entry errors that require even more time to identify and correct. By allowing one person to generate the entire transaction, and by using the LAN for file sharing, the Payroll Department can streamline the manual check issuance process.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|-------------|
| 1. The Payroll Supervisor should amend the procedure for issuing hand drawn checks to involve three people. | July 1997 |
| 2. The Supervisor of Payroll should combine the Excel schedules used to calculate net pay and to produce the check to avoid duplicate data entry. | July 1997 |
| 3. The Supervisor of Payroll should advise Payroll staff of the new procedures and make reassignments. | August 1997 |

FISCAL IMPACT

The implementation of this recommendation should result in time savings of approximately five hours per week.

FINDING

Automated paychecks are issued every other week to pay employees. Occasionally, an employee will be underpaid or will not receive a paycheck. This can occur for a variety of reasons:

- the employee time card was not turned in on time;
- the employee time card was not processed in a timely manner; or
- a personnel transaction form was not turned in or processed in a timely manner.

In these situations, the Payroll Department will issue a manual paycheck so that the employee who was underpaid will not have to wait until the next payday to receive a check.

There is no definitive procedure in the district on circumstances in which the Payroll Department will or will not issue a manual payroll check. The decision is made by the Payroll Department Supervisor on a case-by-case basis.

RECOMMENDATION

Recommendation 10-15:

Develop and implement a procedure or guideline on issuing manual payroll checks.

At a minimum, the department or school site initiating the request should be required to document the reason that a regular paycheck was not issued properly. This requirement will shift some accountability to the individual responsible for submitting timely and accurate payroll information. In addition, this method will provide the Payroll

Department with useful management information regarding which departments or school sites may need additional training.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Payroll Supervisor and the General Director of Finance and Accounting should develop guidelines for circumstances under which manual paychecks will be issued. July 1997

2. The Payroll Supervisor and the General Director of Finance and Accounting should develop an information sheet listing all information needed in order to issue a manual paycheck. This information should require an explanation of why a manual check is necessary and the person responsible for the regular check not getting issued. In addition, the principal or department administrator should be required to sign off on any requests for manual checks. August 1997

3. The Payroll Supervisor and the General Director of Finance and Accounting should communicate the new procedures to all employees. September 1997

4. The Payroll Supervisor should regularly track this information to determine trends and determine whether additional training for district timekeepers is needed. Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The W-2 process, and the means by which the district tracks and reports wage and salary information to both employees and to the Internal Revenue Service for income tax purposes, are annual activities. Nonetheless, the Payroll Department prepares a W-2 reconciliation on a weekly basis. Any discrepancies are researched and corrected on a timely basis.

COMMENDATION

The Payroll Department is commended for taking a proactive approach in identifying potential irregularities in the preparation and issuance of annual W-2 forms.

FINDING

Payroll checks, and the check stub showing itemized deductions, are printed on 8.5 x 11 inch sheets of paper. Each check is manually folded three ways but not inserted in

an envelope before distributing to school sites. Instead, batches of paychecks, based on employee location, are inserted into single large envelopes. A designated individual, usually the timekeeper (person responsible for maintaining employee work hours and leave records) is responsible for distributing and safeguarding employee paychecks. The reason given for folding the paychecks is to ensure confidentiality of payment information.

RECOMMENDATION

Recommendation 10-16:

Eliminate the folding of payroll checks before distribution.

The current process of folding paychecks does not ensure confidentiality of employee deduction information. Instead, all paychecks should be inserted in batches into large envelopes and then distributed to each department or school site. Individuals at each department or school site with the responsibility of distributing paychecks should be held accountable for securing and protecting paychecks prior to distribution.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Payroll Supervisor should instruct staff to eliminate folding paychecks. July 1997
2. The Payroll Supervisor should issue periodic reminders to district timekeepers of their fiduciary responsibility to keep employee deduction information confidential. July 1997

FISCAL IMPACT

The implementation of this recommendation should result in a time savings of approximately four hours on a bi-weekly basis.

FINDING

Most school district paychecks are delivered to work sites where employees pick them up in person. However, a significant number of checks are mailed to employees. Mailed paychecks are inserted into envelopes and processed through a postage machine by Payroll Department employees.

RECOMMENDATION

Recommendation 10-17:

Transfer the processing of all mailed paychecks to the mailroom.

Relocating the mail processing of employee paychecks to the mailroom is more appropriate for this function. The district should match the skill level required to the pay level of the employee performing the task. Currently, Payroll Department employees

processing mailed paychecks earn an average of \$18.00 per hour, whereas mail room employees earn between \$8.00 to \$10.00 per hour.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The General Director of Finance and Accounting and the Payroll Supervisor should meet with representatives of the mailroom and develop a strategy for processing all mailed paychecks through the mailroom. August 1997
2. The Payroll Supervisor should communicate the new procedure to all staff. August 1997
3. The Payroll Supervisor should instruct appropriate Payroll employees in how to handle the new procedures. September 1997

FISCAL IMPACT

The implementation of this recommendation should result in time savings of approximately four hours on a bi-weekly basis.

FINDING

All pay checks are printed with a location code which defines the location of the person receiving the check. For check distribution, however, all checks must be sorted by a route code which enables the delivery courier to know where to deliver the checks, yet the route code is not printed on the check. Payroll clerks must refer to a cross-reference chart that instructs them on which location codes belong to which route numbers. Currently, checks are printed in location code order only and must be manually re-sorted into route order.

RECOMMENDATION

Recommendation 10-18:

Include the route number on all payroll checks, and perform automatic dual sort for both location and route numbers.

By modifying the check printing program, all paychecks can be sorted in location order in addition to being sorted by route number. This programming modification will eliminate the need for manual sorting.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Payroll Supervisor and the technology specialist (as discussed in Recommendation 10-29) should meet with the MIS Department to develop a strategy for modifying the check printing program to print checks in route number order and for the inclusion of a secondary August 1997

sorting feature based on route numbers for paychecks.

2. The Payroll Supervisor, the technology specialist, and the MIS Department should develop timelines for completion of these program modifications. August 1997
3. The Payroll Supervisor should communicate all changes in processing procedures to the payroll clerks. October 1997

FISCAL IMPACT

The implementation of this recommendation will result in a time savings of approximately four to six hours on a bi-weekly basis.

FINDING

The district has a large amount of payroll overpayments that are due to errors made at the school level due to delays in the processing of personnel transactions or due to incorrect personnel transaction forms.

Overpayments to school personnel occur for two main reasons. Typically, the most common reason is that the school submits incorrect time sheet information (e.g. reporting time worked for a teacher on leave with no accrued leave time available). The second reason for overpayments is due to incorrect classification on a personnel transaction when an employee begins work. An example of this type of error is a new teacher who is in the process of earning a specialized certification but has not fully completed the certification process. If the new teacher's personnel transaction form mistakenly includes the unearned certification, the teacher will be overpaid.

In the Hillsborough County School District, the principal at each school is required to verify correctness of employee attendance for every pay period before time sheets are submitted to the Payroll Department. The Human Resources Department is responsible for the correct classification of personnel.

RECOMMENDATION

Recommendation 10-19:

Review causes and develop procedures to prevent overpayments.

By performing an analysis of overpayments, the district will be able to identify trends and common causes of overpayments. The analysis may indicate that additional training is necessary for school timekeepers. In addition, the district should hold all principals accountable for the proper payment of their employees.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Payroll Supervisor should review documentation related to the overpayment of employees in the district. August 1997

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|---|--------------|
| 2. Based on the major reasons determined for the overpayment of district employees, the Payroll Supervisor should develop procedures and training for district employees. | October 1997 |
| 3. The Payroll Supervisor should continuously monitor the causes for payroll overpayments. | Ongoing |
| 4. The Payroll Supervisor should periodically report to the General Director of Finance and Accounting the main causes for payroll overpayments. | Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Upon discovering an occurrence of an employee overpayment, the employee who has incurred an overpayment is placed on a repayment plan. The Human Resources Department consults with the employee, and based on the total amount of overpayment and the employee's personal financial situation, a repayment plan is developed. Employees may repay the money in a lump sum, but more frequently, they are provided a monthly repayment plan. In many cases, monthly repayment amounts can be as small as five dollars.

The Payroll Department does not set up the monthly repayment amount as an automatic deduction. Instead, all payroll adjustments for overpayment reimbursement must be manually keyed to the payroll system each appropriate pay period.

RECOMMENDATION

Recommendation 10-20:

Assess current policies regarding employee overpayment reimbursement and implement procedures to more efficiently manage the payroll deduction process.

To more efficiently process employee overpayments that occur, the district should review repayment procedures and the processes used in the Payroll Department to manage repayment plans. By increasing the minimum repayment amount, the repayment time period will be decreased.

In addition, by setting up automatic deductions for repayment amounts, the amount of time spent by payroll clerks on re-entering the deductions each pay period will be decreased.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|-------------|
| 1. The General Director of Finance and Accounting and the Payroll Supervisor should meet with the Human | August 1997 |
|---|-------------|

Resources Department to discuss the payroll overpayment installment plan.

2. The General Director of Finance and Accounting and the Payroll Supervisor should discuss the need to avoid negligible repayment amounts and a reasonable minimum repayment amount. August 1997
3. The Payroll Supervisor should summarize the results of these meetings to formulate new overpayment procedures. September 1997
4. The Payroll Supervisor should communicate the new procedures to all employees in the district. October 1997
5. The Payroll Supervisor and the technology specialist (as discussed in Recommendation 10-29) should meet with the MIS Department to develop procedures for treating payroll overpayment deductions similar to regular deductions. October 1997
6. The Payroll Supervisor should develop procedures to require that all installment payments for the repayment of payroll overpayments be keyed only one time. October 1997
7. The Payroll Supervisor should communicate the new procedures to all payroll staff. October 1997

FISCAL IMPACT

The implementation of this recommendation should result in a time savings of approximately four hours on a bi-weekly basis.

FINDING

The Payroll Department relies heavily on printed payroll reports that are voluminous and require the use of large amounts of paper. Currently, the only information available on-line to payroll clerks is permanent employee information. Consequently, when payroll history research is required (e.g., when an employee has a question regarding his or her paycheck), the payroll clerks must refer to paper reports and hard copy files. Relying on printed hard copies for research creates excessive time delays for the Payroll Department.

RECOMMENDATION

Recommendation 10-21:

Allow for on-line research capabilities for employees in the Payroll Department.

Modifications to the payroll system allowing clerks to research payroll histories on-line will result in significant time savings for payroll clerks. When employees make inquiries regarding their pay, on-line research capabilities should allow the payroll clerks to answer questions almost immediately. Current procedures require the payroll clerk to make note of the employee question or issue, take the employee's name and telephone number, refer to hard copy reports to research the issue, and then call the employees back once the issue has been resolved.

In addition, on-line research capabilities would eliminate the need for printing large, voluminous paper reports.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Payroll Supervisor and the Technology Specialist (as discussed in Recommendation 10-29) should develop a request list for on-line research capabilities. October 1997
2. The Payroll Supervisor and the Technology Specialist should meet with the MIS Department to discuss the system modifications necessary to allow for on-line research. October 1997
3. The Payroll Supervisor, the technology specialist, and the MIS Department should discuss the timeline necessary to make system modifications. November 1997
4. The Payroll Supervisor should communicate to the Payroll staff the procedures for on-line research. April 1998
5. The Payroll Supervisor should evaluate the number and types of paper reports being produced and determine which reports can be eliminated or printed on an as-needed basis only. May 1998

FISCAL IMPACT

The implementation of this recommendation should result in a time savings of approximately three hours per payroll clerk on a bi-weekly basis.

FINDING

Information included on employee paycheck stubs does not include a complete detail of the employee's salary. For substitute teachers, this presents a problem because they are unable to determine the accuracy of their paycheck. For instance, a substitute teacher may work at four different schools within a single pay period. If one school failed to properly report the substitute's time, the teacher has no way to determine which school to contact to inquire about his or her paycheck. In instances where a substitute teacher feels they have not been paid for all hours worked, they must call the Payroll Department to get the detail of their paychecks before calling the school

responsible for reporting hours worked. This results in excessive calls to the Payroll Department every payday.

RECOMMENDATION

Recommendation 10-22^{*} :

Modify the payroll program to print detailed payment information on the check stub.

By providing detailed payment information on the paychecks, employees will be able to verify the hours, dates, and locations for which they are being paid. Should the employee find a discrepancy in the amount, the employee will then be able to contact the appropriate school timekeeper directly to discuss the issue. There will no longer be a need to call the Payroll Department first in order to determine the detail of what the employee is being paid.

All employee paycheck stubs should include, at a minimum, the following:

- school site or department
- dates worked
- hours worked
- hourly pay rate
- gross pay for the current pay period
- net pay for the current period
- current deduction detail
- year-to-date gross pay
- year-to-date net pay
- year-to-date deduction detail

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|---------------|
| 1. The Payroll Supervisor and the Technology Specialist should meet with the MIS Department to discuss including payroll information such as location and hours worked on employee paychecks. | October 1997 |
| 2. The Payroll Supervisor and the MIS Department should develop timelines for making system modifications to include detailed payroll data on paychecks. | November 1997 |
| 3. The Payroll Supervisor should communicate this information to all payroll staff and to district employees. | December 1997 |

^{*} Note: Subsequent to the on-site review, in May 1997 the district modified the payroll check stub to include some of the recommended information.

FISCAL IMPACT

The implementation of this recommendation should result in a time savings of approximately 12 hours on a bi-weekly basis.

FINDING

Through personal interviews with payroll staff and through observations of the operations of the Payroll Department during the on-site review, it was noted that the department uses excessive manual processes and underutilizes the technology available to them. Only some of these manual, cumbersome processes have been documented in this chapter. In addition, even though the department is implementing an automated payroll and timekeeping system, many of the processes and procedures supporting the automation are manual.

The Payroll Department currently has a total staff of 13 employees, including the supervisor. Of these 13, ten payroll clerks are responsible for the processing of the bi-weekly payroll. By modifying current processes and re-working or eliminating many of the functions that are performed manually, the department would be able to significantly increase efficiencies.

RECOMMENDATION

Recommendation 10-23:

Eliminate two payroll clerk positions over the next three years.

By streamlining and automating processes that currently are performed manually, the school district could eliminate two full-time accounting clerk positions over the next three years.

The recommendations for streamlining processes noted above are only a beginning. The Payroll Department should conduct a major review of all processes and design procedures that automate or eliminate cumbersome or unnecessary tasks. In addition, as discussed in Section 10.4 of this chapter, training for employees will also help to improve efficiencies in the department.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|----------------|
| 1. The General Director of Finance and Accounting should develop strategies and timelines for reducing the number of payroll staff positions. | September 1997 |
| 2. The General Director of Finance and Accounting should eliminate one payroll staff position. | July 1998 |
| 3. The General Director of Finance and Accounting should eliminate one additional payroll staff position. | July 1999 |

FISCAL IMPACT

Through implementation of streamlining strategies, the department should be able to eliminate one payroll staff position in 1998 and a second position in 1999. The cost savings is based on the average salary for a payroll staff position and 32 percent for benefits.

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Eliminate Two Payroll Clerks	---	\$42,258	\$84,516	\$84,516	\$84,516

FINDING

The Florida Education Finance Program (FEFP) was implemented in 1973 by the Florida Legislature to fund public schools in the State. Section 236.012(1) of the statute states that the intent of the Legislature is:

...to guarantee to each student in the Florida Public Education System the availability of programs and services appropriate to his or her educational needs which are substantially equal to those available to any similar student notwithstanding geographic differences and varying local economic factors.

The basic FEFP formula takes the number of students in each program, multiplied by cost factors to determine weighted FTE, which are then multiplied by a base student allocation and by a district cost differential. Additional factors for declining enrollment, scarcity and other adjustments are then made to determine total FEFP funding.

To provide equalization of educational opportunity, the FEFP formula also recognizes factors such as the varying local property tax base, the varying program cost factors, and differences in per student cost for equivalent educational programs due to student population.

FEFP programs fall under five main categories having approximately 40 programs (currently being considered for consolidation). Examples of FEFP programs include:

- **Basic Programs** - basic curriculum for Kindergarten through third grade, grades four through eight, and grades nine through 12.
- **At-Risk Programs** - dropout prevention and teenage parent programs are examples of this category.
- **Exceptional Student Programs** - a multitude of different programs including those for the mentally, physically, visually, and emotionally handicapped, speech, language, and hearing therapy, specific learning disability, gifted and talented, and hospital and homebound.

- **Vocational-Technical Programs** - programs for agriculture, business and office, public service, home economics, and others.
- **Adult General Education Programs** - adult basic skills, adult secondary education, and adult handicapped.

Exhibit 10-13 illustrates a simple FEFP calculation.

School districts are required to track program information including number of FTEs enrolled in each program, number of hours teachers spend in each program and their respective salaries, and expenditures made under each program for supplies, books and other materials. All these factors are tracked throughout the school year by all school districts, and compiled into an annual program cost report that is filed with the State of Florida each September. The program cost report is the means by which school districts communicate to the state their unique programs and how effective the district was in expending state dollars according to the program expenditure requirements of law. Methods and procedures used at each school to record and track program cost information are, therefore, critical for the accuracy and timely filing of the annual program cost report.

In Hillsborough County, efforts to produce the FTE and program cost reports are organized as depicted in Exhibit 10-14.

Preparing the annual cost report, performed by a systems analyst in the Finance and Accounting Department, is a cumbersome process. Frequently, the process is delayed because of reporting errors that occur at the school level. Some of the more frequent problems include:

- FTE programs included on the program cost report for a school, yet the program does not exist at the school;
- teachers being reported as teaching certain FEFP programs in error (they do not actually teach the program); or
- students reflected in the FTE count in a program, but there are no related expenditures for program costs at the school.

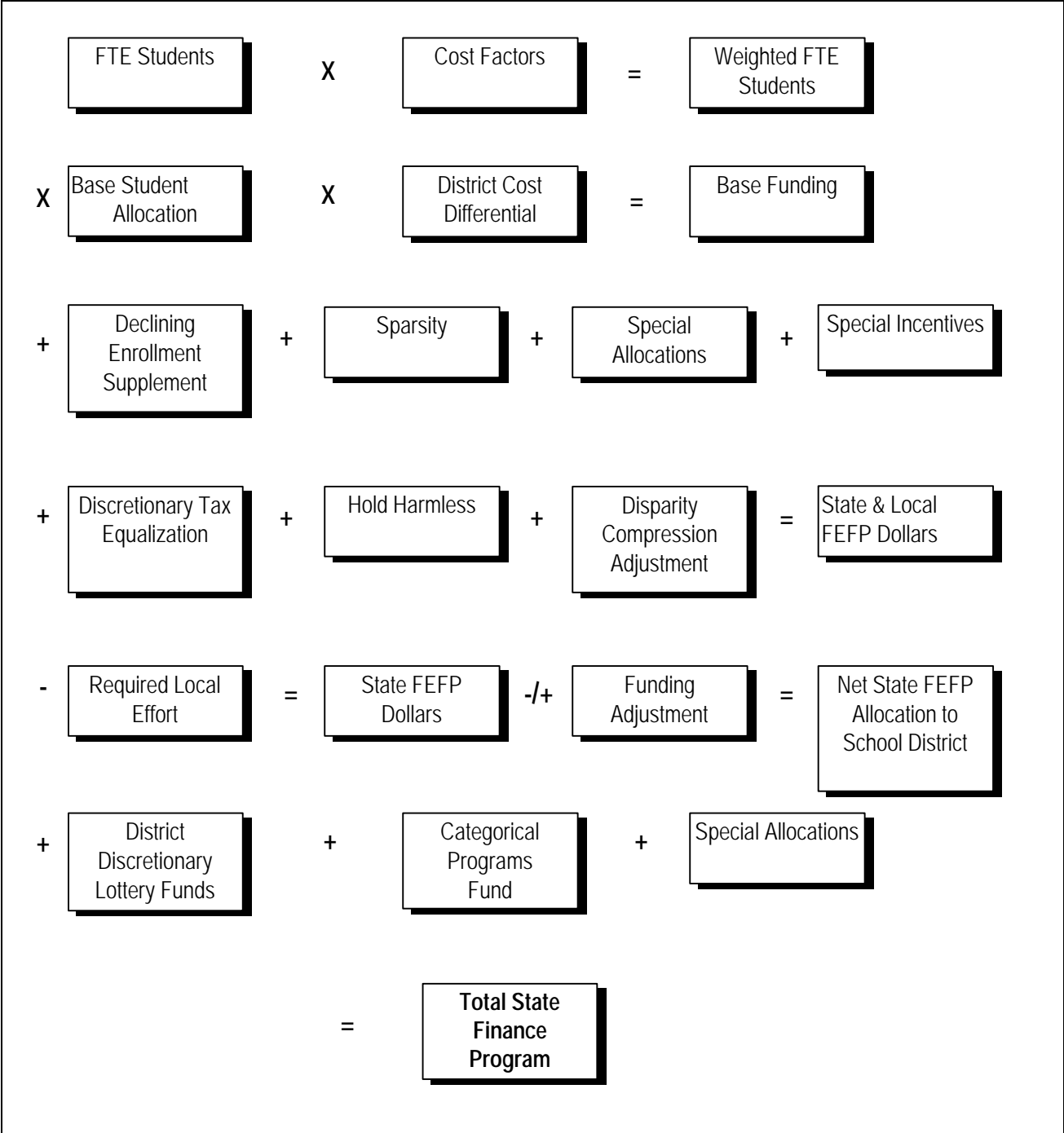
RECOMMENDATION

Recommendation 10-24:

Develop training for all district employees in the schools responsible for reporting FTE attendance and program expenditures to reduce the level of errors.

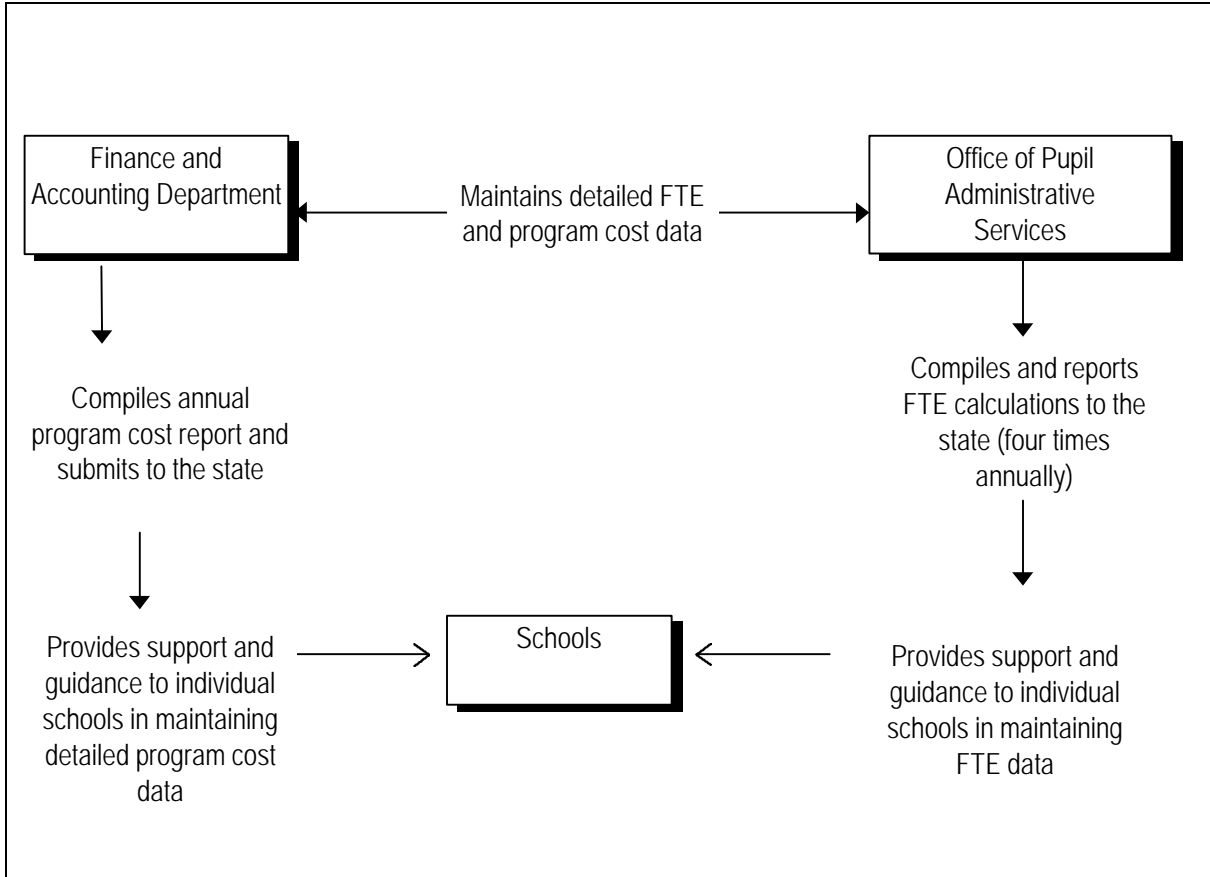
The Finance and Accounting Department and the Office of Pupil Administrative Services should coordinate efforts to develop and implement training programs for all school level personnel responsible for maintaining FTE student accounting information or program cost information.

**EXHIBIT 10-13
FLORIDA EDUCATION FINANCE PROGRAM (FEFP)
SIMPLIFIED**



Source: Florida Department of Education, 1997.

**EXHIBIT 10-14
FTE AND PROGRAM COST REPORTING
IN THE HILLSBOROUGH COUNTY SCHOOL DISTRICT**



Source: Created by MGT of America, Inc. 1997.

In addition, preparing preliminary program cost reports at interim periods throughout the year will help to identify and correct problems in a timely manner. Currently, the report is prepared only at the end of the fiscal year, making error correction time consuming and difficult. As errors are identified, additional training should be conducted for the appropriate school personnel.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The General Director of Finance and Accounting, and the senior fiscal analyst responsible for preparing the annual cost report for the state, should coordinate with Pupil Services Administration to determine causes of student enrollment accounting errors. July 1997

2. The General Director of Finance and Accounting and Pupil Administrative Services should develop a training program for attendance secretaries at all school sites. August 1997

3. The General Director of Finance and Accounting and Pupil Administrative Services should conduct training for all school personnel responsible for maintaining program cost information or FTE counts each year. August 1997
4. The General Director of Finance and Accounting should direct the fiscal analyst responsible for program cost reporting to prepare interim reports in order to identify potential problems. Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The State of Florida requires that school districts provide their program cost report information using an approved reporting system. The state provides a free automated on-line program cost reporting system called the Salary Attribution System (SATS).

The mainframe system currently used by the district, however, is not compatible with the state's software and reporting system. As a result, the district has requested and received an exemption from using the state system. The system being used in the district, however, is cumbersome and outdated.

RECOMMENDATION

Recommendation 10-25:

Evaluate options for improving the efficiency of preparing the annual program cost report.

The Finance and Accounting Department should coordinate with the MIS Department to develop a workable solution for the SATSY incompatibility problem.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Business and Research should request a meeting between the General Director of Finance and Accounting, the senior fiscal analyst responsible for preparing the annual program cost report, representatives from the MIS Department, and representatives from the State. In addition, district employees who formerly participated in the preparation of the report should be included in this meeting. July 1997
2. The Assistant Superintendent for Business and Research should assign the task of finding a solution to the cost reporting system problems a priority for the July 1997

district.

3. The team should develop strategies and timelines for solving the reporting problems. Fall 1997

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district receives funding for educational programs from various local, state, and federal funding sources. Funding provided through federal programs will amount to \$76,660,107 for the fiscal year ending June 30, 1997. Exhibit 10-15 shows some of the federally-funded programs received by the district.

**EXHIBIT 10-15
FEDERALLY FUNDED PROGRAMS
THROUGH JUNE 30, 1997**

PROGRAM TITLE	AMOUNT OF FUNDING
Title I	\$23,912,337
Subsidized Childcare	15,211,279
Headstart	7,721,572
Pre-Kindergarten Early Intervention	6,934,764
Magnet Schools	4,623,551
Other	18,256,604
Total	\$76,660,107

Source: Hillsborough County School District, 1997.

Many of these federal programs contain stipulations that, if the funds have not been expended by the district in accordance with the program's purpose or if funds are not totally expended by the termination date of the grant, the district is required to relinquish the remaining funds.

The Federal Programs Finance and the Special Revenue Sections of the department work together to closely monitor fund expenditures. On a quarterly basis, the Special Revenue Section produces a report showing funds expended to date, funds remaining, and deadlines. When expenditures have not been made in accordance with pre-determined program budgets, program managers are notified.

As a result of these efforts to monitor the use of funds, the district has forfeited less than one percent of special program funding available to them for the fiscal year ending June 30, 1996.

COMMENDATION

The district is commended for closely monitoring and attempting to maximize the use of special program funds.

10.3 Internal Audit

The internal auditing function is a major element of management and internal control. Recently, internal audits have focused on management and operational reviews that embrace overall management performance and efficiency in addition to financial activities.

The purpose of an Internal Audit Function within a school system is to evaluate the manner in which district organizational units comply with board and administrative policies and procedures, as well as state and federal laws and guidelines. In addition, an internal audit function can provide a district with an effective internal performance and evaluation system.

CURRENT SITUATION

The district has an Internal Audit Department headed by a senior auditor and staffed with nine staff auditors and a support secretary. Currently, the Internal Audit Department functions are primarily to perform regular audits of all school activity funds, the cafeteria operations, and to conduct rotational audits of the student full-time equivalent (FTE) functions at the school level. The department also has the responsibility for ensuring that all computer equipment used to account for school activity funds is functioning properly and that all school bookkeepers are trained in using school activity fund accounting procedures in addition to being trained in how to use the computer equipment. Occasionally, the department will conduct special audits or investigations approved by the Assistant Superintendent for Business and Research. The Internal Audit Department, as shown in Exhibit 10-1, reports directly to the Assistant Superintendent for Business and Research.

FINDING

The Internal Audit Department conducts training for all bookkeepers at the school sites. The department also assists the bookkeepers on an individual basis in order to ensure accurate accounting procedures. Often, requests for individual help by bookkeepers involves computer-related questions and problems in addition to accounting-related issues.

COMMENDATION

The Internal Audit Department is commended for its efforts in training and assisting bookkeepers in order to improve the accounting and control functions at the school sites.

FINDING

The Internal Audit Department closely monitors the school activity funds. Individual school sites account for expenditures and receipts of their school funds and send monthly reports to the Internal Audit Department.

The two software systems used in the schools to account for school activity funds, however, are old DOS-based systems that do not allow for on-line transmission nor do they contain audit interface features. Audit interface functions allow auditors to select statistically valid audit samples automatically.

In addition, many computers used at the schools are old and outdated, and require that the Internal Audit Department retain capabilities at the district office for reading the information generated on the old computers in use at the school sites. For example, there are 60 Apple computers being used at school sites that require the use of floppy diskettes.

The lack of standardized equipment has hindered efforts to upgrade the accounting software used to account for the school activity funds. In addition, bookkeepers transferred between locations need to be retrained on the different computer systems.

RECOMMENDATION

Recommendation 10-26:

Upgrade the equipment and software systems used at each school site to allow for streamlined automated functions.

Upgrading the equipment and software used at the school sites will help to streamline the internal audit function, allowing the auditors to focus on true audit functions rather than spending extraordinary amounts of time maintaining the old accounting systems used in the schools.

The district should consider the implementation of a software system such as the Manatee system. This is an accounting program written specifically for school activity fund accounting. Included in the program are check printing capabilities, purchase order transaction capabilities, and automated audit functions. The automated audit function selects statistically valid audit samples for use by the internal auditors.

The Internal Audit Department in the past has been hindered in efforts to implement software improvements because of the variety of hardware used in the school sites. Hardware standardization, as discussed in more detail in Chapter 11, will help to alleviate this problem for the Internal Audit Department.

Accounting system upgrades should result in time and efficiency savings in several areas:

- decreased amount of time to perform audits;
- less time spent by Audit staff dealing with system problems;

- bookkeeping staff in the schools can transfer schools without additional training; and
- eliminating the need to maintain old systems at the district level in order to read data.

IMPLEMENTATION STRATEGIES AND TIMELINE

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| <p>1. The Assistant Superintendent for Business and Research should direct the Supervisor of Internal Audit and representatives from the MIS Department to evaluate existing technology used at the school sites and develop an assessment of software needs based on the hardware standards recommended in Chapter 11.</p> | <p>February 1998</p> |
| <p>2. Based on the needs assessment, the Assistant Superintendent of Business and Research should communicate to the individual school sites the need for upgrading the accounting systems used.</p> | <p>March 1998</p> |
| <p>3. The Supervisor of Internal Audit, the Assistant Superintendent for Business and Research, and representatives from the school sites should evaluate the accounting systems available and determine which product would best fit the needs of the Hillsborough County School District.</p> | <p>May 1998</p> |
| <p>4. The Internal Audit Supervisor should coordinate the purchase, implementation, and training necessary for upgrading the school accounting systems.</p> | <p>March 1999</p> |

FISCAL IMPACT

The purchase of the recommended software for the internal audit function is spread over a two-year period. Hardware would be included in the Technology Plan (see Chapter 11).

Recommendation	1997-98	1998-99	1999-00	2000-01	2001-02
Purchase and Install New Accounting System Software	---	(\$35,000)	(\$35,000)	---	---

FINDING

Florida state funding formulas for schools are based on student full-time equivalents (FTEs). As a result, it is critical that procedures used to perform the FTE counts at the

school level be accurate. Faulty FTE count procedures could result in schools not getting their fair share of state funding.

The Internal Audit Department performs rotational audits for each school's student accounting procedures and the accuracy of student enrollment counts. Due to the limited amount of time allowed for these audits, however, each school is audited only once every five years.

RECOMMENDATION

Recommendation 10-27:

Increase the number and frequency for FTE audits at schools.

With the efficiencies realized from upgraded equipment and software used to account for and audit school activity funds, the Internal Audit Department would be able to increase the student accounting audit function.

This audit function will provide useful information to the district in preparing and reporting student enrollment. In addition, such audits provide a mechanism to identify schools needing assistance or additional training for the individuals responsible for tracking student attendance.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|------------|
| 1. The Assistant Superintendent for Business and Research should direct the Supervisor of Internal Audit to increase the frequency of FTE audits performed each year. | March 1998 |
| 2. As the school activity fund audits become automated, the Supervisor of Internal Audit should schedule and conduct more frequent FTE audits annually. | May 1998 |

FISCAL IMPACT

This recommendation can be implemented using the time and efficiency savings detailed in Recommendation 10-26.

FINDING

The Internal Audit Department not only performs school activity fund and student enrollment audits, but they conduct approximately three special audits or investigations throughout the year. Special audits or investigations are performed at the discretion of the Assistant Superintendent of Business and Research.

Special audits or investigations very often are performed at the district level in addition to being performed at the school level. This situation could result in the potential of the Internal Audit Department not serving in an independent capacity, because the department reports to the Assistant Superintendent of Business and Research. It is

likely that the department could be required to audit a district activity also falling under the responsibility of the Assistant Superintendent. In addition, because the Assistant Superintendent now approves any special audits, the appearance of independence is also breached.

RECOMMENDATION

Recommendation 10-28:

Relocate the Internal Audit function to report to the Superintendent (or School Board) to ensure independence in the special audit function.

Although the State performs regular annual audits of the district, the scope of an internal audit allows for a more detailed review of district activity. In addition, the Internal Audit Department receives several requests from individuals within the district voicing concern over the operations of the district.

Currently, any special audit requests are approved by the Assistant Superintendent for Business and Research. This structure does not allow for the independence of the audit function. To be truly independent, in both fact and in appearance, the audit function should be moved under the responsibility of the Superintendent (or the School Board and administratively housed with the Superintendent).

IMPLEMENTATION STRATEGIES AND TIMELINE

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|--|----------------------------|
| 1. As the internal audit and FTE audit functions become automated and more efficient, the Supervisor of Internal Audit should plan and schedule more district-level audits on an annual basis. | 1998-99
school year |
| 2. The Superintendent or designee should modify the current reporting structure to facilitate an Internal Audit function to reflect independence. | July 1997 |
| 3. The Superintendent or designee should develop reporting guidelines and establish standards for determining what special audits and investigations will be performed. | Annually |
| 4. The Superintendent should approve all special audits in the district. | Commencing in
July 1997 |

FISCAL IMPACT

This recommendation can be implemented using existing resources.

10.4 Financial System Automation

This section of the report reviews the use of technology for the financial management function of Hillsborough County School District. While Chapter 11 provides an in-depth review of administrative technology, this section of the report focuses on technology issues specifically identified in the financial management review of the district.

CURRENT SITUATION

The financial management system used by the district is an old batch mainframe system. Several attempts have been made in recent years to upgrade the system, but the district has chosen instead to keep the old system, modifying it where possible to meet changing needs.

In addition to the mainframe system, the Finance and Accounting Department has approximately 90 workstations set up on a local area network (LAN). Not every employee in the area has access to a personal computer and the LAN. Employees having a personal computer also have access to the main frame through a network link. However, most employees also maintain dumb terminals in addition to their personal computer. Most employees having personal computers prefer accessing the main frame through these dumb terminals.

A program called Easytrieve is used by the department to setup and run ad hoc reports from the mainframe system.

The Finance and Accounting Department has a full-time position responsible for providing personal computer support and the maintenance of local area networks for the finance and purchasing areas, the Transportation Department, Property Records, and the Superintendent's Office.

FINDING

There is no single individual who has the explicit role of ensuring that the Accounting and Finance Department's needs are effectively communicated to the Management Information Services Department (MIS) and knows how to effectively use the resources it does receive. During the on-site review, the MGT team observed manual and labor-intensive processing of paperwork. Seemingly minor automated changes would reduce the amount of time required to complete many of these tasks. Examples of manual, cumbersome processes include:

- bank reconciliation's performed by the Accounts Control Section are not automated - staff are required to manually compare general ledger reports to a bank statement;
- paychecks do not include route information nor are they sorted in route order - payroll staff must manually sort paychecks every payday;
- on-line financial history is not available - staff are required to rely on microfiche reports or research hard copies of reports;

- no download capabilities are used - although the current system does not allow employees to download information for analysis using spreadsheet applications, mainframe access through personal computers would allow employees limited “cut and paste” capabilities; however, few employees actually use this method.

RECOMMENDATION

Recommendation 10-29:

Create a function of Technology Specialist for the Finance and Accounting Department.

The current LAN administrator should be assigned the function of technology specialist for the department. This function should include assisting staff with technology or automation needs. Once this is determined, the technology specialist should serve as liaison to communicate and coordinate with the Management Information Services Department (MIS). The department technology specialist should be a person with a clear understanding of the importance of technology in streamlining processes, making information more accessible and accurate, and best practices and benchmarks to improve organizational efficiency. The technology specialist should be a person who could function as a liaison with the MIS Department and representing the Finance and Accounting Department’s interest on districtwide matters associated with technology use.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent for Business and Research should appoint the systems analyst as Technology Specialist for the Finance and Accounting Department. July 1997
2. The General Director of Finance and Accounting should modify the job description for the Technology Specialist to include coordinating all training for the department, coordinating and prioritizing all technology needs for the department, and serving as liaison between the department and the MIS Department. July 1997
3. The Assistant Superintendent for Business and Research should inform the MIS Department of the new designation and function of the technology specialist. July 1997
4. The technology specialist should schedule a meeting with all managers and supervisors in the department to provide an overview of the new functions. August 1997

FISCAL IMPACT

This recommendation can be implemented using existing resources.

FINDING

Many employees are lacking basic computer skills and are not taking full advantage of technological capabilities available to them through current software applications. During personal interviews with staff, many employees claimed that they and their co-workers have not been adequately trained to use technology. In addition, many manual functions are being performed, when adequate technology does exist. Examples include employees performing reconciliations on manual ledgers, general ledger activity being manually hand copied onto ledger sheets, and data that are keyed multiple times. In addition, many employees having access to the mainframe computer system, through links in their personal computers, insist on maintaining mainframe access through dumb terminals.

In addition, the Finance and Accounting Department does not budget for training. The 1996-97 budget shows that the Internal Audit Department requested training funding of \$2,000; \$518 was approved. The department recently attempted to access training funding through the Staff Development Department, but were told no funding was available.

Computer training classes are available to employees at reasonable costs through various technical centers operated by the system.

RECOMMENDATION

Recommendation 10-30:

Schedule technology classes for employees at the Leary Center, an adult education facility run by the school district.

Training is an integral part of employee development. Expenditures for training should be considered an investment in the workforce and will ultimately result in efficiency and time savings for the district.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|----------------|
| 1. The newly named Technology Specialist should contact each supervisor and coordinate all training needs. | August 1997 |
| 2. The Technology Specialist should research training alternatives and communicate this information to all department supervisors. | September 1997 |
| 3. All department supervisors should enroll employees in training classes. | September 1997 |
| 4. The Technology Specialist should monitor attendance at training classes and report findings to the general director of Finance and Accounting. | Ongoing |

FISCAL IMPACT

Training for technology use should be provided through the use of state-appropriated staff development funds.

FINDING

The Finance and Accounting Department maintains a Word Processing Unit staffed with three full-time positions. Current tasks of the unit include preparing internal memos, letters, reports, and schedules using word processing software applications. Many documents submitted to the unit are prepared by Finance and Accounting staff in a word processing application and then are rekeyed into another word processing application by the staff in the Word Processing Unit.

Most employees in the Finance and Accounting Department have access to word processing capabilities, in addition to most sections having a clerical or secretarial position. Both the Assistant Superintendent for Business and Research and the General Director for Finance and Accounting each have two clerical support staff capable of performing word processing functions.

RECOMMENDATION

Recommendation 10-31:

Eliminate the Word Processing unit.

The functions performed by the Word Processing Unit can be absorbed by other staff (accountants who currently enter data, secretaries, accounting clerks, etc.) in the various sections within the Finance and Accounting Department. As employees receive training in using word processing capabilities currently available to them, all sections will be able to generate their own internal memorandums, letters, reports, and schedules.

For lengthier reports and documents that must be produced by the division, individual section secretaries should be available to assist in their preparation. In addition, for comprehensive efforts to produce reports such as the Comprehensive Annual Financial Report, the technology specialist should design linked word processing and spreadsheet documents with the appropriate built-in restrictions. Placing such a master document on the LAN will allow employees responsible for selected sections to be able to complete his or her own section without affecting other sections of the report.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|-----------|
| 1. The Assistant Superintendent for Business and Research should direct the General Director of Finance and Accounting to distribute the regular functions of the Word Processing Unit among the remaining employees of the department. | May 1998 |
| 2. The Technology Specialist should assist individuals in the | June 1998 |

department in handling the redistributed functions.

3. The Assistant Superintendent for Business and Research should eliminate the three positions in the Word Processing unit.

July 1998

FISCAL IMPACT

The current salaries for the three word processing positions with a benefit rate of 32 percent is \$117,365.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate the Word Processing Unit	---	\$117,365	\$117,365	\$117,365	\$117,365

11.0 ADMINISTRATIVE AND INSTRUCTIONAL TECHNOLOGY

This chapter reviews the management information services (MIS) and instructional technology support of the Hillsborough County School District. The major subsections addressed are:

- 11.1 MIS Organization and Staffing
- 11.2 MIS Management and Planning
- 11.3 MIS Applications
- 11.4 Infrastructure
- 11.5 Instructional Technology

The responsibilities of Management Information Services units in Florida school districts vary. In some districts these units support only administrative functions. In others, they support both administrative and instructional functions. Generally, this office is responsible for the infrastructure which supports the district's use of technology. As a minimum this usually includes the implementation and support of the wide area network (WAN); frequently includes support for all local area networks (LAN); and sometimes includes management responsibility for the telephone system.

11.1 MIS Organization And Staffing

To achieve its technology goals, a school district must have an organizational structure in place that creates the best possible environment for implementing and supporting technology. The schools and the district, as a whole, will benefit most from an organizational structure that places all the technology support functions in one area.

The ideal administrative technology and information services organization has a clear and definitive vision of the entire range of information resources and services to be provided by a management information systems department. This vision includes a clearly defined organizational structure, effectively integrated applications, data ownership tied to end-user needs, well documented development procedures for designing new applications, an overarching mission to meet user needs, and with a statement of methodology to be used to meet those requirements. Further, the vision would address anticipated new technologies and plans for adopting improved functionality over time.

CURRENT SITUATION

The MIS Department is comprised of 62 staff members and is headed by a General Director who reports to the Assistant Superintendent for Business and Research. In order to better reflect the nature of its changing and growing involvement in support of the district's administrative technology needs, the name of the department was recently changed from Data Processing to Management Information Services.

The major sections within the department are Systems and Programming and Technical Support and Operations. Each section is headed by a manager who has been in his/her respective position for a minimum of 20 years. Management consistency with a low turnover rate has enabled the department to maintain continuity with its users relative to their business practices and their day-to-day administrative technology requirements. MIS staff are customer service oriented and held in high regard by the district's schools and administrative departments.

The MIS Department has historically had limited resources to handle the complex and growing workload of the 12th largest school district in the country. The department's mainframe computer and its extensive on-line networking environment service the data needs of the district. Each month approximately 8,000 batch computer jobs are processed on the district's mainframe computer. By way of comparison, the MIS Department's budget level is low when compared to industry averages. The MIS Department's budget of \$5,102,135 is .71 percent of the district's operating budget. Industry averages for MIS expenditures as a percentage of revenue are normally in the neighborhood of 2.4 percent. The MIS Department's staffing level represents .3 percent of the district's staff. Industry averages are in the one to three percent range.

In spite of its resource constraints, the department is viewed in a positive fashion by its users. Surveys conducted by MGT confirm that the district's users are generally pleased with the MIS function. For example, 26 percent of administrators surveyed feel the MIS function needs improvement while 69 percent rate the function as adequate to outstanding. Principals also highly rate the MIS function. A total of 12 percent of the principals indicate the MIS function needs improvement while 87 percent rate the function as adequate to outstanding. The teacher survey results agree with the others. A total of 17 percent of the teachers indicate the MIS function needs improvement while 57 percent rate the function as adequate to outstanding.

When compared with other districts, Hillsborough's MIS function rates favorably. A combination of principals and central office administrators surveyed from Hillsborough County shows 20 percent feel the MIS function needs improvement while 77 percent rate the function as adequate to outstanding. By contrast, a combined group of principals and administrators surveyed in other districts shows 37 percent feel their MIS function needs improvement while 48 percent rate their MIS function as adequate to outstanding.

The district has also received recognition for several pioneering initiatives in the area of technology. The Hillsborough County School District was the first school district in the nation to produce microfiche in-house and also was the first district to implement a districtwide automated library system with the implementation of the DOBIS Library System which, in 1995-96 alone, handled the circulation of 2,113,924 library materials. The most recent initiative for the district was the implementation of the frame relay network throughout the district to improve network communications. This network implementation was the cover story for the magazine *Enterprise Systems Journal* (January 1996 issue).

FINDING

Within the next 18 months there will be a heavy turnover in the MIS programming staff due to the retirements of key staff members and the addition of staff to support the Year 2000 project. The potential number of retirees represents 30-40 percent of the Systems and Programming staff. Given the competition for technical personnel from the private sector in the Tampa Bay area, this situation will require that creative strategies be implemented to attract and retain quality programming staff.

RECOMMENDATION

Recommendation 11-1:

Create a career progression plan for programmers.

The plan should provide for programmers to be automatically promoted to the next level after performing at a satisfactory level for a fixed period of time. The approval of the General Director of MIS will be required. Such a career progression plan will enable the district to attract and retain qualified programming personnel.

Current plans are to hire four new programmers for the Year 2000 project and eight programmers to replace retirees at the programmer/analyst level. Six existing senior programmers are also expected to be included in the plan. To initiate this plan, an additional programmer job level should be created with entry level salary midway between the programmer and senior programmer positions. Annually, provided the General Director of MIS approves, each individual will proceed to the next level.

According to the plan, the following movements would take place:

1998-1999

- programmers would move to the new programmer job level
- senior programmers would move to the programmer/analyst level

1999-2000

- 12 programmers at the new programmer job level would move to the senior programmer level

2000-2001

- 12 senior programmers would move to the programmer/analyst level

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------------------------------|
| 1. The General Director of MIS should work with the Assistant Superintendent for Human Resources to review career progression plans currently being used within other school districts and to develop a proposed career progression plan, together with the new job descriptions for the programmers in the Hillsborough County School District. | October 1997 |
| 2. The Assistant Superintendent for Human Resources should submit this request to the Superintendent for his consideration. | November 1997 |
| 3. The Superintendent should approve this career progression request and submit it to the Board for approval. | December 1997 |
| 4. The General Director of MIS should meet with the MIS Staff and explain the career progression plan. | December 1997 |
| 5. The General Director of MIS should annually implement the actions as prescribed under the plan. | Commencing in 1998-1999 and Ongoing |

FISCAL IMPACT

The development of a career progression plan can be accomplished with existing resources.

FINDING

In MIS, there is still a reliance upon batch data entry of documents, particularly in the areas of Finance and Personnel/Payroll. This runs counter to the industry approach of providing on-line data entry capabilities directly to the end users to streamline operations and improve cost effectiveness. There is also an issue related to the age and, consequently, the reliability of the shared key to disk system being used. As the availability of spare parts becomes increasingly an issue, it is possible for production schedules to be missed and for user reports to be delayed. The issue of phasing out the data entry function and migrating to on-line applications was proposed by MIS as a restructuring recommendation to the Data Processing and Restructuring Task Force. This recommendation appeared in the Task Force's March 1996 report. It is important that the MIS Department move forward with its proposal and gain the resulting cost and operational benefits.

RECOMMENDATION

Recommendation 11-2:

Phase out the data entry function and streamline operations by implementing the on-line payroll attendance application districtwide and by developing on-line applications for the entry of the remaining financial and personnel data currently being entered by Data Entry.

Not only will efficiencies be realized by phasing out the data entry function, but this action will facilitate the oversight and management of data by the user and, in so doing, build within that unit a stronger sense of ownership for the information.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The General Director of MIS should prepare a plan for replacing the MIS data entry applications with on-line applications in the affected (finance and personnel) user departments and beginning with the on-line warehouse requisition system. July 1997
2. The General Director of MIS should review this plan with the Assistant Superintendent for Human Resources and the Assistant Superintendent of Business and Research to gain their approval. July 1997
3. The General Director of MIS should form the project team and assign resources to the project. August 1997
4. The General Director of MIS should complete the roll out currently underway of the new on-line payroll time and attendance reporting system to all schools and departments. August 1997
5. The General Director of MIS should prepare requirements/design proposals for the on-line warehouse requisition system and the other data entry applications to be replaced. October 1997
6. The General Director of MIS should review the requirements/design proposals with the affected department heads and obtain their approval. November 1997
7. The project team should program, test, and document the applications beginning with the on-line warehouse requisition application. October 1998

- | | |
|---|-----------------------------------|
| 8. The General Director of MIS should develop a training and implementation schedule for the new applications. | March 1998 |
| 9. The General Director of MIS should coordinate the training of the users and the cutover to the new applications. | July 1998 through
January 1999 |

FISCAL IMPACT

It is assumed that all of the data entry activities requiring the key to disk equipment will be converted to on-line applications by 1998-1999. The data entry supervisor, the two remaining data entry operators, and the key to disk equipment will be eliminated as of June 30, 1999. The required applications development for the replacement on-line applications including the warehouse requisition system is budgeted and will be accomplished with existing resources.

This phase out will result in an annual cost savings to the district of \$163,980 computed as follows:

Data entry personnel	\$ 119,480
Annual estimated overtime	5,000
Estimated paper savings	12,000
Outsourced data entry services	6,500
Supplies, power, and maintenance	<u>21,000</u>
Total	\$163,980

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Phase Out Data Entry Function	----	----	\$163,980	\$163,980	\$163,980

FINDING

Only one analyst and programmer (9.5 percent of the total programming staff) are assigned to new applications development. The remaining staff are assigned to maintenance of existing applications. Consequently, a significant backlog of major applications development needs has accumulated. Some requests in the backlog include on-line warehouse requisition system, unit allocation system, new fixed assets system, the Department of Education's new cost reporting system, automated gradebooks for the teachers, and interfaces to the proposed new computerized school food service system. Additionally, there are several other applications currently in the discussion stage such as automated elementary grade reporting and the replacement of the district's antiquated financial system.

The applications comprising the backlog, collectively, could take in excess of 20 person years to complete. Therefore, with only one analyst and programmer out of 21 assigned to new development, it could take more than 10 years just to address the current backlog which, of course, will continue to grow. Therefore, it is important that the staff responsible for new applications development be augmented.

New applications take extensive time and resources to develop. For example, the on-line purchase order entry system took 16 months of programming time and the on-line payroll attendance system has thus far taken 10 months. With the size of the current staff handling new development, only one major application can be done at a time.

RECOMMENDATION

Recommendation 11-3:

Create two additional computer programmer positions for new applications development to address the projects in backlog such as the on-line warehouse requisition system and the unit allocation system. Additionally, create a Request for Proposal (RFP) for contract programming services.

It is important to note that in making this recommendation, MGT is reinforcing the district's own Technology Plan which calls for hiring two additional programmers for new applications development.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The General Director of MIS should submit a request to add two additional computer programmer positions to the MIS. July 1997
2. The Superintendent should approve this request for the new computer programmer positions and submit it to the School Board for approval. August 1997
3. The new positions should be advertised and filled. October 1997
4. The General Director of MIS and the Purchasing Department should develop a Request for Proposals (RFP) for contract programming services to be used as needed over a three-year period. October 1997
5. The General Director of MIS should review the RFP with the Assistant Superintendent of Business and Research for approval. October 1997
6. The Purchasing Department should issue the RFP. October 1997
7. The General Director of MIS, together with the Purchasing Department, should evaluate the responses to the RFP and recommend the firm to receive the award. December 1997
8. The Superintendent should present the recommended firm to the School Board for approval. January 1998

FISCAL IMPACT

The Request for Proposal (RFP) process for contract programming services can be accomplished with existing resources. The cost for the two new positions is already included in the District Technology Plan.

FINDING

The MIS Department wisely established a help desk/support function two years ago. This function currently consists of two support staff members who formerly were school site data processing clerks. They report to a systems analyst who heads up the function. The group handles on-line access security assignments for the district's nearly 4,000 users, assigns electronic mail (e-mail) addresses, conducts in excess of 75 training classes a year for mainframe applications, and answers more than 50 support calls a day from schools and departments for mainframe applications such as student records, DOE database reporting, and the on-line purchasing system. During peak periods, as many as 130 calls per day are answered.

The staffing level within the help desk/training group is not sufficient to handle the access security, training, and support needs of the district's end users. This has necessitated using programmers to assist in the training and support functions. The help desk/training group is the first line of support for the district's nearly 4,000 users. Nonresponsive help desk support due to overload could have a detrimental effect on the productivity of the users requiring answers to questions such as how to enter data for a particular student and how to enter employee payroll information on line. Since the help desk also does training, it is possible that the necessary number of training classes for applications, such as student records, will not be provided.

RECOMMENDATION

Recommendation 11-4:

Create an additional MIS help desk position to support new applications such as on-line payroll attendance reporting and to provide additional training classes and support for existing applications such as the student record application.

Training is critical to the successful use of technology. The provision of support to individual users is also important. While one of the primary functions of the help desk is providing assistance to users when needed, training is also a key responsibility of the help desk personnel. Thus, the help desk will play a vital role in determining whether or not technology is used effectively.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The General Director of MIS should submit a request to add an additional MIS support clerk for the help desk to the MIS. July 1997

2. The Superintendent should approve this request and submit it to the School Board for approval. Fall 1997

3. The new position should be advertised and filled. January 1998

FISCAL IMPACT

The salary plus benefits for this new position is \$26,400 (\$20,000 plus benefits of 32 percent).

Recommendation	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002
Hire an MIS Support Clerk	(\$11,000)	(\$26,400)	(\$26,400)	(\$26,400)	(\$26,400)

FINDING

The network support functions within MIS are currently split between Technical Support and Computer Operations. The network support staff function has become increasingly more complex due to the implementation of the districtwide frame relay network. Since the network now supports several communications protocols (including TCP/IP, SNA, and IPX) and is comprised of many programmable devices such as routers, switches, hubs, and interface cards, it is important that the network staff receive appropriate technical guidance on a continuing basis. Troubleshooting, traffic analysis, and re-configuration tasks are also becoming more sophisticated due to the increasing intelligence in the network components. In order to cope with these complexities and to have accountability, it is important that personnel responsible for this support report to a single individual.

RECOMMENDATION

Recommendation 11-5:

Combine the two network support units into a single unit reporting to a Systems/Procedures Analyst position within Technical Support (soon to be made available due to an impending retirement).

This merger should enhance the level of network support which MIS can provide to both school and administrative users and allow it to be provided more efficiently.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The General Director of MIS should develop the rationale and submit a request to combine the two network support units into a single unit reporting to the Systems/Procedures Analyst within Technical Support. July 1997

2. The Superintendent should approve the request and submit it to the Board for approval. August 1997
3. The position of Systems/Procedures Analyst (vacant due to a retirement) should be advertised and filled. October 1997

FISCAL IMPACT

There is no cost associated with implementing this recommendation.

FINDING

The School Food Service Department will be hiring a network specialist for the MIS Department to provide network connectivity support for the new food service point of sale (POS) system. This network specialist will be supporting the electronic transfer of data between school sites, the Finance Department's Novell server, and the mainframe.

COMMENDATION

The School Food Service and MIS Departments are both commended for working out a creative solution to this important support issue.

Assuming this approach works as anticipated, it could be used as a model for future projects.

11.2 MIS Management And Planning

To ensure that technology adequately supports all administrative functions, it is imperative that the management and planning functions be accommodated effectively. This means, of course, from the management perspective, that internal operations are administered efficiently, but it also means there is a strong customer service orientation; a sound priority setting mechanism; effective communications with user organizations; an emphasis upon creative solutions; appropriate strategies for maintaining up-to-date hardware; software and staff; and a continual effort to improve services and products. With respect to planning, it is essential that appropriate efforts be directed toward keeping the technology plan current and that provisions be made to ensure continuous operations of the central computing facility, in spite of minor interruptions or major disasters.

CURRENT SITUATION

The management staff of the MIS Department has been in place for an extended period of time. The staff are customer service oriented and cognizant of the operational needs of the district's schools and departments. The MIS Department makes every attempt to react to the day-to-day requests made by its users for ad hoc reports and other requests of an enhancement nature to its core applications, namely student records, personnel/payroll, finance, and assessment.

The department has estimated the resources necessary to accomplish the complex Year 2000 data conversion of its nearly 4,000 programs and has gained approval to hire four programmers to work on this project.

In order to increase programmer productivity, the MIS Department implemented the IDEAL fourth generation programming language in the mid-1980s. This language significantly increases programmer productivity when compared to COBOL which is the language traditionally used in mainframe environments. A side effect, however, is that MIS needs to implement a formal training program in IDEAL for its systems analysts and programmers. It is also important to note that MIS has extensively used the CA-DATACOM relational database product for its applications development. This action has resulted in applications which are more flexible and easier to maintain.

FINDING

The MIS Department is customer service oriented and held in high regard by the user community. The users whom we interviewed were pleased with the support provided. Specifically, they had favorable comments regarding the student record application, the on-line purchase order entry application, and the districtwide electronic mail system. Users also indicated that their requests for new reports and enhancements to existing reports were responded to in a timely fashion. As stated previously, the MGT survey results show that the district's users are generally pleased with the MIS function.

COMMENDATION

The MIS Department is commended for its user friendly, customer service orientation in support of the day-to-day needs of the district's schools and administrative offices.

One of the most critical factors influencing customer satisfaction is the level of service they receive. According to the users of MIS services, MIS is addressing their needs very effectively.

FINDING

The MIS Department has developed a plan for the Year 2000 conversion and has gained approval to hire four programmers to deal with this very complex and resource intensive project. Unlike many other public and private agencies, the MIS Department has addressed this major issue and carefully estimated the number of programs and databases to be converted together with the staff resources required to accomplish this conversion. According to the MIS Department's estimate, there are 3,898 programs to be converted. This total includes 2,238 programs in the student area, 1,003 programs in the personnel/payroll area, and 657 programs in the finance area. The MIS Department's resource estimate to complete the project is 18,669 person hours.

COMMENDATION

The MIS Department is commended for taking a proactive stance concerning the very time critical and important Year 2000 conversion issue.

While some critical projects can be delayed if resources do not materialize or other factors intervene, obviously the Year 2000 project cannot be delayed. MIS has addressed this issue adeptly and obtained a commitment for the technical support necessary to complete the conversion.

FINDING

The MIS Department has been successfully using the fourth generation programming productivity tool IDEAL for most of its applications development. IDEAL has proven to be of great benefit to agencies such as the Hillsborough County School District which have adopted it as their fourth generation programming tool. Most agencies (including Hillsborough) have achieved in excess of 100 percent increases in programming productivity through the use of IDEAL as a replacement for COBOL (the language typically used by most mainframe based shops for their applications development). The MIS Department is currently using IDEAL for all on-line applications development. For example, IDEAL was used to develop the on-line purchase order entry application as well as the new payroll time reporting application.

COMMENDATION

The MIS Department is commended for increasing the efficiency and productivity of its limited programming resources by utilizing the IDEAL programming productivity tool.

As resources for education continue to decline, it is critical that both public and private organizations find ways to do more with less. IDEAL has been one of the ways MIS has accomplished that objective.

FINDING

There is no formal planning mechanism in place to address major new application development and equipment acquisition requirements. Nor is there a plan in place to address the technical training needs of the staff. MIS spends most of its time reacting to the day-to-day needs of its users. This type of management has resulted in a high level of customer satisfaction at the expense of a growing backlog of longer term strategic applications such as unit allocation, warehouse requisition, and teacher applicant tracking, among others. Such a mode of operation does not address the global picture of which strategic applications must be put into place over the next five years to accommodate the needs of the district.

Currently, the General Director of MIS receives requests for data services and her staff develop an RFS (Request for Service) document. These requests are then numbered, logged into the system, and referred to the responsible systems analyst for scheduling. No resource estimates are developed so the application backlog translated into person hours is not available. The General Director meets quarterly with the Assistant Superintendent of Business and Research to discuss and prioritize the division's priorities. However, there is no three- to five-year plan in place which globally addresses the major application needs of the district as a whole together with resource allocations and time frames.

The MIS Department is not a part of the capital budgeting process. Equipment needs are handled in a piecemeal fashion, either through the department's operating budget or through alternative means. Each acquisition must be individually addressed as it materializes and is not part of a strategic plan.

RECOMMENDATION

Recommendation 11-6:

Create an MIS Steering Committee, develop an MIS strategic plan, and implement a mechanism to include mainframe computing and district networking equipment within the district's capital budgeting process.

The MIS Department should not be placed in the position of determining the priorities of the various application development requests it receives. Nor should it have to operate without a strategic plan which provides guidance on hardware and software acquisitions, technical training, and user support. The creation of an MIS Steering Committee will put in place a group which both reflects the interests of all users and serves as an advocate for MIS resources. It should enhance the overall effectiveness of MIS.

This committee should be composed of 12 to 15 people and be representative of the entire district, including the schools. While its primary focus will be on administrative functions, it must be attentive to instructional needs as well. In fact, to ensure good communications between this committee and the instructional technology proponents, the Chair of the Technology Coordinating Committee should be a member. This will facilitate the collaboration of the two groups on issues such as technology standards which affect both areas.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The General Director of MIS should prepare a proposal for the Superintendent addressing the mission, scope, membership, and meeting frequencies of an MIS Steering Committee and specify its relationship to the Technology Coordinating Committee. July 1997
2. The Superintendent should review and approve this proposal and instruct the General Director of MIS to schedule the first MIS Steering Committee meeting. August 1997
3. The General Director of MIS should prepare a presentation and briefing document for the MIS Steering Committee summarizing the current status of MIS, the major projects facing the department, as well as other important issues and concerns. October 1997
4. The Committee should meet, agree upon its mission, elect a chairperson, view the MIS presentation, and October 1997

prescribe follow-up actions for the next meeting.

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| 5. The General Director of MIS should develop, with assistance from the MIS Steering Committee, a three-year MIS strategic plan including proposed applications, infrastructure needs, training needs, and funding requirements. This plan should be updated annually and linked with the district's budgeting and organizational processes. | March 1998 and
Ongoing |
| 6. The plan should be presented to the MIS Steering Committee for its review and acceptance. | April 1998 |
| 7. The committee should meet three to four times per year on an ongoing basis. | Ongoing |

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

FINDING

There is no formalized disaster recovery and contingency plan to ensure continuity of processing in the event of a disaster affecting the data center. The district is very dependent upon the services provided by the MIS Department. Consequently, a disaster affecting the data center, such as a hurricane or fire, would be extremely disruptive. Development of a disaster recovery and contingency plan, therefore, is a major priority. A comprehensive plan would include a risk and impact analysis together with the appropriate responses to be taken in the event of a disaster. Included in these responses would be plans addressing interim processing following a disaster as well as the replacement of the data center and the district's computing equipment.

RECOMMENDATION

Recommendation 11-7:

Develop a comprehensive disaster recovery and contingency plan for the data center and the on-line network.

In 1992, the MIS Data Center was extensively damaged due to its proximity to a fire. Fortunately, the district was able to use the University of South Florida as a backup site until the data center could again be utilized. Despite this experience, there is no formal disaster recovery/contingency plan. There is also no formal reciprocal agreement for a backup site. With the growing dependency on the district's data center and network, a formalized plan becomes very important.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The General Director of MIS should assign a project leader together with the team responsible for the development of the disaster recovery plan. July 1997
2. The project team should review vendor software templates which can be used to facilitate and structure the development of the plan. September 1997
3. The project team should recommend to the General Director of MIS the software template which would best satisfy the district's needs. October 1997
4. The General Director of MIS should review the recommendation with the Assistant Superintendent of Business and Research to obtain approval. October 1997
5. The General Director of MIS should submit this request to the Superintendent for consideration. October 1997
6. The Superintendent should approve this request and submit it to the Board for approval. November 1997
7. The project team should perform the activities as prescribed within the software template and develop a comprehensive disaster recovery plan. May 1998
8. The General Director of MIS should convene the MIS staff so the project team can present the plan together with the accompanying staff assignments in case of a disaster affecting the data center. June 1998

FISCAL IMPACT

The disaster recovery plan can be developed with existing resources.

11.3 MIS Applications

Like many school districts, the Hillsborough County School District has a number of administrative applications that have been in operation for many years. Typical of applications developed years ago, user access to the information they maintain is very limited, usually requiring a request to MIS for an ad hoc report. For this, and other reasons, replacing those applications should be an important objective of MIS.

CURRENT SITUATION

The MIS Department staffing level is low when compared to other districts with equivalent student populations. It is also low when compared to industry averages. The MIS Department maintains in excess of 30 application subsystems. These subsystems fall into four broad categories -- student, finance, personnel/payroll, and

assessment/evaluation. The student application was reworked extensively in the late 1980s to comply with the extensive DOE database reporting mandates and to add on-line access capabilities. The schools also have the ability to submit computer jobs from their workstations to obtain a wide variety of reports on their students. An important application component for discipline referral/tracking was added during the 1994-1995 school year to comply with the DOE reporting mandates. The users seem pleased with the capabilities of both the student records and discipline reporting applications.

The financial and personnel/payroll applications were purchased, in the 1970s, rather than developed internally. Consequently, considerable time is spent within the MIS Department in maintaining and enhancing these applications. It is also important to note that the core of both applications was developed using techniques and technologies available in the 1970s. Additionally, the district was much smaller in size and its needs much less complex when these applications were installed. A cumbersome set of work requiring manual procedures has consequently developed within the Accounting, Payroll, Budgeting, and Accounts Payable Departments in an attempt to make up for the shortcomings of the applications. Additionally, large local area networks have evolved within the Finance and Personnel Divisions containing "islands" of information separate from the district's mainframe system in an attempt to augment the capabilities of the core applications.

FINDING

The MIS Department's emphasis has been on responding to the day-to-day operational needs of its users. Consequently, the applications which have been developed are high volume and transaction oriented. Of necessity, they automate functions necessary to "run the business." Some examples of these automated functions include taking student attendance, producing student schedules, paying employees, and paying vendors. The operational databases currently available contain detailed data for the current and previous school years.

Important applications such as the on-line purchase order entry, on-line payroll attendance entry (currently being pilot tested), the discipline tracking, and the student record systems have received positive reviews from the user community. Each of these applications was developed with extensive user input. The applications have contributed significantly to improved data accuracy and increased staff productivity. In addition, two of the applications--student records and discipline tracking--have enabled the district to meet the State's complex data reporting mandate in these areas.

COMMENDATION

The MIS Department is commended for reacting to user needs and developing applications which have increased productivity within the schools and district administrative offices.

The development of these applications is undoubtedly one of the reasons users generally have a positive opinion about the MIS services they receive.

FINDING

The customer service oriented approach taken by the MIS Department has emphasized responsiveness to user short-term application needs for report enhancements and additional on-line queries. However, the MIS Department and the end user community have become comfortable and complacent in supporting short-term needs at the expense of addressing a major restructuring of the older core business applications such as finance and personnel/payroll with new applications utilizing up-to-date technology. Such technology would enable the district to streamline workflows and gain cost efficiencies.

As a result of this complacency, there are cumbersome and labor intensive processes being performed in the finance, personnel, and payroll areas. The core business applications currently being used were initially developed in the 1970s utilizing the technology available at that time. Because of the age of these applications, a significant amount of MIS staff time is spent each year maintaining and enhancing them. The major application enhancements necessary, however, to eliminate labor intensive processes and to streamline workflow would necessitate an extensive redesign. This would be impractical in today's environment where up-to-date applications and supporting technologies are available. Additionally, there would be a bias to simply automate current processes as opposed to taking a global look at the current processes in an effort to restructure them.

The MIS Department has spent considerable time trying to enhance both the Finance and Personnel applications. The staff has developed an on-line purchase order entry application together with on-line access to budget balances. The department has also developed an on-line payroll time reporting application which is currently being used at 21 locations and is scheduled to be available at all locations by the start of school. Furthermore, MIS has developed query databases in relational format for on-line viewing of personnel and financial data.

RECOMMENDATION

Recommendation 11-8:

Perform a Comprehensive Business Process Re-engineering (BPR) study of the functions being performed in the finance, personnel, and payroll areas and implement new core business applications with appropriate supporting technologies to streamline operations and improve productivity.

It is important to note that MGT is reinforcing the recommendation made in the District Technology Plan to perform a BPR study.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should appoint a BPR project leader and project team and assign to the MIS Steering Committee the responsibility to oversee the project. July 1997
2. The project team should develop an RFP to hire a BPR consulting firm, review it with the MIS Steering Committee, and submit it to the Superintendent for approval. September 1997
3. The Purchasing Department should issue the RFP. September 1997
4. The project team should evaluate the RFP and recommend to the MIS Steering Committee and the Superintendent, the consulting firm to receive the award. November 1997
5. The Superintendent should present the recommended consulting firm to the Board for approval. December 1997
6. The BPR consulting firm should conduct the study and produce a report documenting the current situation, proposed re-engineering alternatives, recommended applications/technologies, and projected phases, timelines, and costs for implementation. May 1998
7. The MIS Steering Committee should review the report and make a recommendation to the Superintendent regarding the subsequent BPR phases prescribed by the study. June 1998
8. The Superintendent should submit the report together with his recommendations to the Board for approval. June 1998
9. The district should implement the recommended applications, technologies, and workflow changes as prescribed by the study. July 1998
through June 2001

FISCAL IMPACT

The cost of \$300,000 for the Business Process Re-engineering Study is already included in the District Technology Plan. Also included within the plan are estimated cost ranges for:

- Finance/payroll system \$500,000-\$2,000,000
- Imaging system \$100,000-\$1,000,000

As system requirements and architectures (e.g., mainframe applications versus distributed client/server applications) are defined during the re-engineering study, additional cost estimates and budget recommendations can be developed by the district.

FINDING

The Year 2000 project is the most critical and extensive project ever encountered by the MIS Department. Nearly 4,000 programs will have to be converted. The MIS Department estimates that over 18,000 person hours will be needed, together with additional mainframe disk storage equipment. As the year 2000 draws closer, additional staff resources may need to be allocated to the project. This means that the district must be prepared to augment the Year 2000 team with additional in-house programming staff and/or contract programming resources.

RECOMMENDATION

Recommendation 11-9:

Acquire additional mainframe disk capacity necessary for the conversion effort and, if necessary, issue an RFP for contract programming services.

The Year 2000 Project is one of the few technology projects that qualifies for the “whatever it takes” approach. While perhaps some adjustments may be made to address certain aspects of the project in a more economic manner, the reality is that the conversion must be accomplished. Hence, the district must be prepared to adequately complete the project.

If it becomes necessary to issue an RFP for contract programming services, such an RFP has already been addressed in Recommendation 11-3.

IMPLEMENTATION STRATEGIES AND TIMELINE

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| 1. The General Director of MIS should submit a budget request and the accompanying rationale to acquire additional mainframe disk capacity for the Year 2000 Project. | July 1997 |
| 2. The Assistant Superintendent for Business and Research should approve this request and allocate the funding. | July 1997 |
| 3. The General Director of MIS should work with the Purchasing Department to develop a bid to acquire the equipment. | July 1997 |

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| 4. The Purchasing Department should issue the bid. | July 1997 |
| 5. The General Director of MIS and the Purchasing Department should evaluate the responses to the bid and recommend the vendor to receive the award. | August 1997 |
| 6. The Superintendent should present the recommended vendor to the School Board for approval. | September 1997 |
| 7. The General Director of MIS should coordinate the installation of the equipment. | October 1997 |

FISCAL IMPACT

The cost of the additional mainframe disk capacity is estimated to be \$100,000 and the annual maintenance is estimated to be \$15,000. A portion of this cost will be offset by saving the \$25,000 per year maintenance cost of the older generation disk equipment which is being replaced.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Acquire Additional Disk Capacity	(\$75,000)	\$10,000	\$10,000	\$10,000	\$10,000

FINDING

The district's mainframe databases are primarily operational in nature and do not lend themselves to decision support without programming intervention by the MIS Department. There are a lack of databases and tools which provide information for planning and decision support (sometimes called executive information systems or data warehouses). These cross functional databases typically contain historical and summary data in relational format and are accessible by user friendly point and click query tools. A system of this type could be used to track student progress over time, identify students who may be at risk, and evaluate the effectiveness of district programs. In order to accommodate user requests for reports of this nature, the MIS Department writes custom programs to access data from current and historical files. Typically these programs incorporate data from multiple applications such as student and personnel.

RECOMMENDATION

Recommendation 11-10:

Assign to the MIS Steering Committee the responsibility for identifying executive decision support reporting needs and to evaluate and select the appropriate query tools and data warehouse technology components.

The MIS Steering Committee, most likely operating through a subcommittee, should develop the parameters for accomplishing this endeavor. As this initiative is carried

out, it will be necessary to ensure that the interfaces to the district's current applications are also developed.

It is important to note that MGT is reinforcing the recommendation made in the District Technology Plan to implement an executive information system to support decision making.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should assign to the MIS Steering Committee the responsibility to determine the district's decision support needs and to evaluate/select the appropriate technology components. October 1997
2. The MIS Steering Committee, through focus groups, interviews, and/or surveys, should identify the district's decision support needs. January 1998
3. The MIS Steering Committee should develop requirements for query tools and data warehouse technology components to comprise the decision support environment. March 1998
4. The MIS Steering Committee should invite vendors to present and demonstrate their products in order to gain additional knowledge of the functions, features, and costs. April 1998
5. The MIS Steering Committee should further refine the query tool, data warehouse technology, and hardware platform requirements based upon the vendor presentations and demonstrations. May 1998
6. Based upon guidance provided by the MIS Steering Committee, the General Director of MIS should develop and submit a cost proposal to the Assistant Superintendent of Business and Research. June 1998
7. Assuming funding approval, the General Director of MIS and the Purchasing Department should develop the requests for proposals (RFPs) and review them with the MIS Steering Committee. September 1998
8. The Purchasing Department should issue the RFP. October 1998
9. The General Director of MIS together with the Purchasing Department should evaluate the responses to the RFP and recommend the vendors to receive the awards. January 1999

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| 10. The Superintendent should consider the recommendations and present them to the Board for approval. | February 1999 |
| 11. The General Director of MIS should assign a project leader and team to implement the decision support project. | February 1999 |
| 12. The General Director of MIS should coordinate the installation of the data warehouse hardware and database software. | July 1999 |
| 13. The project team should develop the database designs and review them with the MIS Steering Committee. | July 1999 |
| 14. The project team should develop the necessary interfaces to extract data from the district's current applications (student, personnel, finance) and export the data to the data warehouse. | December 1999 |
| 15. The General Director of MIS, together with the MIS Steering Committee, should select pilot sites. | December 1999 |
| 16. The General Director of MIS should administer pilots of the decision support system at selected sites. | April 2000 |
| 17. The General Director of MIS should develop an implementation, training, and support plan for the decision support system. | May 2000 |
| 18. The query tools for the decision support system should be installed at all district offices as prescribed in the plan. | June 2000 through
December 2000 |

FISCAL IMPACT

The fiscal impact for an executive decision support system cannot be accurately estimated at this time due to the large number of variables that must be considered. A cost range of \$100,000 to \$500,000 has already been included in the District Technology Plan. As the system requirements, scope, and architecture are defined, cost estimates can be determined. Important items to be considered in this process include:

- number of applications to be supported (student, personnel, finance);
- number of data elements to be included and level of detail;
- database platform (mainframe, minicomputers, clustered servers);
and

- client/server platform versus Intranet platform for end user query.

11.4 Infrastructure

Infrastructure is the underlying system of cabling, phone lines, hubs, switches, and routers which connects the various parts of a wide area network. It is similar in nature to a human skeleton or a country's road network--it accomplishes no work on its own, but rather enables other systems to perform their functions.

Of all technology resources, infrastructure is probably the most important. If a sound infrastructure is in place, most users will have a means of accessing people and information throughout their organization and beyond, greatly facilitating their ability to accomplish the responsibilities of their job. Increased efficiency and effectiveness will be the result. Without an infrastructure, such capabilities are available only on a piecemeal basis, usually to individuals who have the vision and the resources to create this capability for themselves.

Given the capabilities and benefits that will accrue, many organizations, both public and private, are finding that to achieve their desired level of success, they must invest adequately in an infrastructure. This is particularly true in a school district environment which typically has a central office and multiple school and administrative sites spread over a wide area.

Sometimes included as part of the infrastructure is the mainframe computer(s) which supports the various operations of the organization.

CURRENT SITUATION

The infrastructure is hosted by an IBM ES/9000 Model 9121-621 computer which provides access to mainframe applications for nearly 4,000 users at the district's schools and departments. The district's data-oriented network which had been used primarily to transmit student and DOBIS library system related data to the mainframe was recently replaced by a comprehensive up-to-date frame relay network. This network not only transmits mainframe data but also provides the infrastructure platform for districtwide e-mail, Internet connectivity, and local area network (LAN) to local area network connectivity. Currently, there are nearly 60 Novell local area networks located at the schools as well as multiple Novell networks located in the central office. The operating systems on these networks are at various release levels depending upon when they were installed and who installed them. The new schools are receiving Windows NT servers as are the 10 pilot middle schools for the ABACUS curriculum management system project.

The main routers and switching hubs at the schools were standardized as a result of the implementation of the frame relay network. The secondary hubs and the network interface cards, however, are not yet standardized. Consequently, MIS network staff using the district's central network management system are able to remotely view each school's router and primary hub, but are unable to see past these devices for remote troubleshooting, reconfiguration, and traffic analysis purposes.

In the last five years, local area networks have evolved throughout the central office. The Finance and Personnel Divisions, for example, have full-time technical specialists to support these networks and the various applications which have either been developed internally or by consultants. Due to its limited resources, the MIS Department has had little involvement (other than in an advisory capacity) in the development of these local area networks and the applications they support.

A second reason MIS has not been involved with the implementation of these LANs is because there has been little or no coordination of district networking efforts. The recommended MIS Steering Committee (Recommendation 11-6) will provide the coordination necessary to ensure MIS participation in the future.

The MIS Department has installed an Internet proxy server which provides filtering and memory caching capabilities. This server blocks access to a high percentage of objectionable sites and, through its memory caching feature, provides improved performance. The server is automatically updated daily with new restricted sites. Additionally, the district has the ability to restrict access to additional sites and to override sites which have been restricted.

Windows 95 and Microsoft Office have been adopted as the district's administration software platform. However, there does not appear to be an accompanying compliance procedure. Consequently, there are several instances of non-standard products being utilized, an issue which is addressed by Recommendation 11-16.

Network infrastructure components are acquired in different ways and from different sources depending upon funds available. As a result, networks are being installed and expanded in an inconsistent and piecemeal fashion.

FINDING

The MIS Department has installed a frame relay based wide area network (WAN) connecting all district offices and schools and providing e-mail, data transmission, and Internet capabilities. This network which provides on-line access to nearly 4,000 users, supports the SNA, TCP/IP, and IPX protocols. The network is technologically up to date and provides a strong foundation for the district as it looks to streamline work flows and improve efficiencies through improved communications.

COMMENDATION

The MIS Department is commended for improving electronic communications and efficiency districtwide by installing this technically sophisticated network in a relatively short time frame.

As described above, the infrastructure is probably the most critical technology resource. This frame relay based wide area network forms a solid foundation that will allow the district to expand its ability to support both administrative and instructional technology use.

FINDING

The MIS Department has installed a filtering/proxy server to block access to a high percentage of objectionable Internet sites and to reduce access time to heavily used web sites. This server is automatically updated daily with new restricted sites. Additionally, the district has the ability to restrict access to additional sites and to override sites which have been restricted.

COMMENDATION

The MIS Department is commended for proactively addressing the district, school, and parental concerns regarding Internet access.

The Internet can be an exceptional educational resource for students, allowing them to both access information of all sorts from sources around the world, and to communicate with their counterparts across the street or across the ocean. At the same time, however, the Internet also provides access to much that is objectionable, particularly for students. As a result, it is essential that school districts take steps to prevent the inappropriate use of their networks. The deployment of the proxy server greatly reduces the district's vulnerability to student access of unsuitable materials.

11.5 Instructional Technology

The remainder of this chapter addresses the use of technology for instructional purposes. In reviewing instructional technology, MGT analyzes all areas that contribute (or should contribute) to the effective use of technology in the classroom. This includes broad areas such as the technology plan, the organizational structure and the infrastructure. In addition, we review the more specific resources available in the classroom such as the type of hardware employed, the method of selecting software, the access to outside resources, etc. Other critical factors assessed include staff development for teachers, school-level technology support, maintenance, and the equitable distribution of technology among schools.

The review of instructional technology is divided into the following sections:

- 11.5.1 Technology Plan
- 11.5.2 Organization
- 11.5.3 Technology Coordinating Committee
- 11.5.4 Equipment
- 11.5.5 Software
- 11.5.6 Equity
- 11.5.7 Staff Development
- 11.5.8 Technical Support

In January 1997, the School Board accepted a series of goals and strategies of the Superintendent as part of a plan for supporting continuous improvement of the school district. Goal 8 reads as follows: "Ensure that equity and inclusion are reflected in all aspects of the operation of the school system." A portion of the Hillsborough County School District Vision Statement which is posted on the walls of the central office

specifies that “...Hillsborough County Public Schools will guarantee that every child has an equal opportunity.” Clearly, equity is, and rightfully so, a high priority for the district.

Given the investment in the establishment of a Five-Year Technology Plan, and the Board’s subsequent adoption of that plan, it is also obvious that the district places a high priority on technology, both for the support of administrative operations and as a means of enhancing the teaching and learning process.

One key question addressed in this chapter is, with respect to instructional technology, whether or not the actions of the Board and the administration are consistent with the high priorities placed upon these two critical areas. In other words, are equity and technology priorities in name only or are they genuinely and conscientiously supported?

11.5.1 Technology Plan

Planning is the key to success for using technology. Planning for technology applies to a school district and to each of its schools. Florida schools, however, should not have a technology plan that is separate and distinct from their School Improvement Plan. Instead, technology should be a component of, or imbedded throughout the School Improvement Plan. Technology is, after all, merely a tool to help achieve the goals and objectives outlined in the plan. The Technology Support Unit, which assists schools with their technology planning, encourages schools to incorporate technology within School Improvement Plans.

The value of planning cannot be overstated. Technology is the only way that educational enterprises can adequately address the five most critical factors related to the use of instructional technology, as discussed briefly below.

- **Training.** Staff development for teachers is the most essential ingredient required to create an effective learning environment for students. Unless serious attention is given to what training will be provided, how it will be delivered, when and how frequently it can be made available, and to whom it is directed, effective training will not occur. The price of inadequate training is a considerable loss in the “payoff” on the investment in educational technology resources.
- **Equity.** Despite the best intentions, too frequently imbalances occur in the level of technology resources available at each school. Unfortunately, technology can widen the gap between the “haves” and “have nots” if it is allowed. Without careful planning at the district level, there is a risk of inadequately supporting all schools. Similarly, at the school level, there is a risk of leaving out students.
- **Rapid Change.** Nothing is changing more rapidly than technology. If the implementation and ongoing operation of the technology

resources are not carefully monitored, the district or school will not effectively handle this rapid change.

- **Funding.** Many people identify funding as the greatest barrier to the use of technology in the classroom. Part of that is due to the fact that they do not recognize that there are funds that could be used to support technology if they broaden their thinking. Unless planning addresses what and how things will be funded, this “barrier” will have a considerably greater impact than it should.
- **Credibility.** A plan that outlines how technology resources will be acquired, deployed, and used will help to provide credibility with the community. Both the school board and the public are anxious to see, and rightfully so, that tax dollars are spent in an effective manner. Only through planning is it possible to demonstrate that proposed strategies have been well thought out, acquisitions of technology resources have been carefully considered, and that every aspect of the implementation is cost effective.

CURRENT SITUATION

The district has developed a Five-Year Technology Plan. That plan calls for implementing several technology initiatives. However, most of the initiatives which require substantial funding have not been undertaken because of a perceived lack of funds. Specifically, when a one-half cent sales tax referendum, designed to generate funds for the acquisition and installation of technology in schools, was defeated at the polls in 1995, the district opted to defer implementing most of its technology initiatives.

FINDING

In May 1994, the Hillsborough County School District retained an outside consulting firm to assist in the development of a Technology Plan. The objectives were to identify the district’s “instructional and administrative technology needs for the next five years and to provide feasible alternatives for achieving technology equity among all schools.” Some of the 12 specific components which the district wanted the plan to address include:

- equity in access to technology resources for every school;
- ongoing staff development for instructional and non-instructional staff;
- standardization issues for hardware and software;
- school-level support (i.e., staffing levels and responsibilities);
- software acquisition and support; and
- funding, staffing levels, and timetable for updating older equipment.

Subsequently, the plan was finalized and approved by the Board in November 1994.

COMMENDATION

The district is commended for its initiative in developing a comprehensive Five-Year Technology Plan.

A technology plan is critical for the reasons cited above. The technology plan for the Hillsborough County School District is well done and provides a guide for the district to follow as it implements its various technology initiatives. The plan addresses all of the critical factors cited above as well as other significant areas such as infrastructure, productivity software standards, and the needs of exceptional students. By contracting with an outside firm, the district not only was able to augment its own personnel resources for preparing the plan but, through their involvement, was able to ensure an objective review and analysis of all the technology issues.

11.5.2 Organization

The ideal instructional technology support organization exhibits the following characteristics:

- it is extremely familiar with school operations;
- very knowledgeable about the technologies that are used for instructional purposes;
- well-versed in technology-oriented instructional materials;
- proficient in using networks for instructional purposes;
- experienced in conducting technology training in all areas, including integrating technology into the curriculum; and
- closely associated with the curriculum areas to ensure that all instructional technology initiatives positively affect the teaching and learning process.

In years past, the administrative and instructional technology units could operate independently. Today they must work closely together. The primary reason for the need of these units to work more collaboratively is due to the fact that technology has changed significantly in recent years. The most important change that has occurred in technology is the role networks already play and the expanded impact they will have in the future. If the instructional use of technology is to have the positive effect it can have, it must be built around networks:

- networks that connect all classrooms within a school together;
- networks that connect schools in the district together; and

- networks which also connect those same schools to other schools, institutions, and individuals around the world.

In the Hillsborough County School District, as it is in almost every other district in the country, networks are installed, maintained, and supported in the information systems area or MIS. Thus, if instructional technology is to flourish, there must not only be strong attention paid to the technical aspects of implementing the networks, but there must be careful consideration given to the specific requirements schools have for making successful use of those networks. For these reasons, it is absolutely essential that the MIS and instructional technology support areas work together effectively.

CURRENT SITUATION

Primary district support for instructional technology is provided by units within Educational Media and Technology. The Superintendent's planned reorganization, which is to take full effect July 1997, will cause significant changes in the structure of this unit. Most planned changes have already been implemented. Following the reorganization, the units within Educational Media and Technology include:

- Elementary Media
- Secondary Media
- Technology Support
- Media and Technology Services
- Print Shop
- Educational Materials Services
- Library Processing

The responsibilities of Elementary and Secondary Media, the Print Shop, Educational Materials Services, and Library Processing are described in Chapter 5. Descriptions of the responsibilities of the two units are outlined below.

- **Media and Technology Services** includes a staff of 15 people and has two primary functions:
 - supporting an extensive array of training programs (which are described in Section 11.5.7); and
 - supporting staff development and public information programming provided via distance learning.
- **Technology Support** has a staff of six people and several responsibilities, including:
 - establishing and monitoring technology budgets;
 - guiding the allocation process for the state Technology Incentive Awards;
 - assisting schools with their technology planning; and

- providing help desk support for schools.

FINDING

One of the more significant changes in Educational Media and Technology resulting from the Superintendent's recent reorganization plan is the transfer of the Audio Visual Repair Unit out of Educational Media and Technology into the Division of Operations. The consolidation of this unit with other district offices having repair responsibilities will result in the creation of a Technology Repair Services Unit. This restructuring should allow the Hillsborough County School District to improve its repair services, while also enhancing efficiency.

COMMENDATION

The Superintendent is commended for consolidating the district's technology repair units.

The merger of AV Repair and Office Machine Repair is an effective way to streamline the repair process. While this consolidation will have no direct effect upon the district budget, the planned cross training and the expanded number of qualified repair personnel available in the newly created unit will allow the district to more effectively utilize existing staff.

FINDING

Despite the fact that efficiencies will accrue from the consolidation of the various repair units, it is quite possible that even greater benefits can be gained by privatizing all repair work. Recognizing that such action may be beneficial, the reorganization plan specifies that one of the short-term goals of the Technology Repair Services Unit is to develop RFPs to outsource certain repair functions.

In 1994-95, the district spent \$2,162,235 on the Office Machine Repair Department. During 1994-95 and 1995-96, the district purchased approximately 8,000 new computers and about 12,000 pieces of other electronic equipment for instructional use. The expectation is that at least 6,000 more computers will be purchased by the district during the current fiscal year. There has been tremendous growth in the acquisition of new equipment during the last few years and that growth will continue.

RECOMMENDATION

Recommendation 11-11:

Develop a Request for Proposals (RFP) for total privatization of technology repair and maintenance services.

By requesting repair and maintenance services through a competitive process, the Hillsborough County School District will maximize savings for this function. Minimum vendor bid requirements should include:

- a set fee for each maintenance occurrence regardless of labor time or parts cost;
- minimum 24-hour response for each incident (some exceptions to this requirement may be necessary);
- requirements for the vendor to process all warranty claims; and
- immediate replacement of critical components.

Maintenance agreements of this type are common for government agencies and relieve the agency of both maintenance responsibility and excessive cost. Agreements for agencies considerably smaller than Hillsborough County have averaged \$150 to \$200 per incident. At the higher end of the two amounts, the district would be able to handle a little over 10,800 incidents before reaching the level of funding required to keep the Office Machine Repair Department in business in 1994-95.

The RFP should contain provisions that allow vendors to offer repair services for subsets of the total repair function. Such provisions will enable the district to select one company to support the entire repair function; select one or more companies that will support subsets of the total function; or continue to rely upon in-house personnel for these services if the cost of outsourcing them exceeds the cost of doing them in-house.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Technology Coordinating Committee, in consultation with Operations Department personnel, should develop the RFP. August 1997
2. The responses to the RFP should be reviewed by a committee of staff knowledgeable in technology and technology repair. October 1997
3. Based upon the proposals submitted, decisions should be made to outsource some or all of the repair functions. November 1997
4. Repair functions should be outsourced to the extent appropriate. July 1998

FISCAL IMPACT

Issuing an RFP can be done with existing resources. If the best response to the RFP is higher than the district's current cost, then the district can continue to perform these services at current costs. If the best response is lower, the district will realize that amount of savings.

A study conducted by the district about two years prior to this performance review indicated that outsourcing the repair and maintenance services would cost considerably more than performing the functions with in-house personnel. As the number of

computers in the schools grows, however, the factors which determine the costs for maintenance services change, making it prudent to assess these costs periodically (at least every two years). Additionally, by allowing respondents to bid on subsets of the repair function, the district can determine if its cost effective to outsource only portions of the function.

11.5.3 Technology Coordinating Committee

Technology can be a very powerful resource for many instructional endeavors. However, if the technology is to achieve its potential districtwide, an effective method for involving stakeholders, addressing equity, establishing technology related standards, and coordinating initiatives must be adopted. The best way to accomplish these objectives is to establish a committee that is composed of members knowledgeable in instructional technology and representative of all stakeholders.

CURRENT SITUATION

The Hillsborough County School District currently has a Technology Coordinating Committee which is chaired by the Supervisor of Technology Support, Educational Media, and Technology. This committee is composed of 27 members from all areas of the district, including the community. The committee is advisory in nature and meets whenever there is a need to meet. One of its primary functions is to assist in planning technology budgets.

RECOMMENDATION

Recommendation 11-12:

Authorize the Technology Coordinating Committee to assume more of the responsibility for providing oversight for instructional technology operations in the district.

The purpose of this committee should be to monitor and provide oversight to the various instructional technology endeavors of the district. It should meet on a regular monthly basis. To be effective, the committee must not be too large, yet it must include representatives of all the various constituencies of the district. Thus, the group should number 15-20 people and include among its members teachers, principals, community representatives, and district administrative staff from the instruction, finance, operations, and MIS areas. The membership should also include the Chair of the MIS Steering Committee specified in Recommendation 11-6. All members of the committee should have a sound understanding of technology and its uses at least within their respective areas.

There are numerous responsibilities which this group should assume, some of which will be addressed in detail later in this report. Some of those responsibilities include:

- review and update the Technology Plan annually;

- establish recommended lists of instructional courseware;
- assist in the establishment of technology budgets;
- oversee the annual Technology Incentive Fund allocations;
- monitor the equity of technology in the schools;
- offer advice on technology grant applications/proposals; and
- recommend revisions in policies and procedures that impact technology use.

Many of these areas, if not all, the Technology Coordinating Committee would address through use of subcommittees. For example, when establishing recommended lists of instructional software, a group of teachers would be selected to perform the review and analysis necessary to develop an initial list. Augmenting the teachers on this subcommittee would be two or three members of the Technology Coordinating Committee. Following their deliberations, the subcommittee would present its recommended list to the full Committee for adoption, who would, in turn, seek Superintendent and Board approval for the software list. Through this mode of operation, the Technology Coordinating Committee would become a key resource for the Superintendent and Board. Although the Committee should continue to be an advisory body, this approach would enable the group to become very influential with respect to instructional technology use in the district.

In addition to the responsibilities listed above, the Technology Coordinating Committee should share with the MIS Steering Committee the responsibilities related to establishing standards for hardware, software, and networking. These joint activities would be accommodated by the formation of one or more joint subcommittees created specifically for the purpose of addressing standards. Such subcommittees would include members of both committees as well as others extremely knowledgeable in the particular subject area. In addition to the formation of technology standards, it is probable that other areas will emerge that should be addressed collaboratively by the two committees.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should appoint (or reappoint) appropriate representatives from the district to serve as members of the Technology Coordinating Committee. July 1997
2. The Committee should hold an organizational meeting and begin its work as a more substantive technology resource to the district. August 1997

FISCAL IMPACT

This recommendation can be implemented with existing resources.

11.5.4 Equipment

The review of equipment involves an analysis of the type of hardware resources available for teacher and student use. While computers are the predominant resource, other relevant technologies include but are not limited to, video disc players, televisions, and networking equipment. With respect to computers, it is important that they have sufficient power and speed to support the use of recently developed multimedia courseware and the effective access of the Internet/WWW. It is preferable that such computers be networked but, as a minimum, they should be capable of being networked.

CURRENT SITUATION

It is estimated that there are about 26,000 personal computers in use in the schools of Hillsborough County. These computers are a mixture of Apple and IBM compatible systems. The newer Macintoshes and pentium-based PCs provide the capabilities schools need to employ technology effectively; the older systems do not.

FINDING

The Hillsborough County School District has completed an agreement with Educational Management Group (EMG) that has resulted in the donation of digital satellite equipment at all school sites at no cost to the district. This donation includes the installation of the equipment and maintenance for three years. In exchange for this donation, EMG is allowed to market its staff development courses, outside of regular school hours, to Hillsborough County teachers on a monthly basis via each school's closed circuit television system.

COMMENDATION

The district is commended for securing the donation from EMG that will provide satellite receiving equipment to every school in the district.

These satellite receivers represent a donation that is valued at approximately \$3,500 per site for a total of about \$560,000. This is a substantial contribution to the district. These dishes also represent a significant enhancement to the district's technology infrastructure that will greatly facilitate future distance learning efforts.

FINDING

Currently, there are no standards or guidelines that schools may follow in purchasing computers. The result is that schools decide for themselves the hardware they should purchase. With limited resources this process encourages schools to purchase the least expensive systems they can find, without carefully analyzing power and speed capabilities. Some of the problems that may occur when there are no standards include:

- equipment may not conform to the technology implementation plan under which the school is operating;

- computers may not adhere to minimum power and speed standards; and
- new equipment may introduce compatibility problems.

RECOMMENDATION

Recommendation 11-13:

Establish computer acquisition standards that ensure Hillsborough County schools will acquire only state-of-the-art computers, thereby maximizing the useful life of new equipment.

Because change in the technology industry is so rapid and constant, it is exceedingly difficult for the most seasoned technology veteran to keep up with what seems to be almost daily developments. These rapid changes make it practically impossible for even the most knowledgeable school-based personnel (unless they forego their regular teaching or administrative responsibilities) to keep abreast of these new developments. Consequently, it is imperative that schools receive guidance from outside sources that enable them to avoid serious mistakes as they acquire technology resources.

To provide this guidance, standards should be established for both the Macintosh and PC platform and those standards should require that purchases be made at the high end of the power scale. A joint subcommittee of the Technology Coordinating Committee and the MIS Steering Committee should be established to address this issue. While three or four committee members should serve on this subcommittee, it should also include other district staff that are experts in the computer market. In addition, it would be wise to include a knowledgeable member of the community on this subcommittee, although that person should not be employed by a company that manufactures or markets computers. Even if it is necessary to hire consultants from the outside to provide the necessary expertise, it is critical that expert advice be included.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------|
| 1. The Technology Coordinating Committee and the MIS Steering Committee should create a joint subcommittee to develop hardware standards. | July 1997 |
| 2. The Hardware Standards Subcommittee should develop a proposed set of standards. | August 1997 |
| 3. The MIS Steering Committee should refine the proposed standards and take the necessary steps to have them adopted as Board policy. | October 1997 |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

The district does not have a systematic approach to replacing computing equipment. An equipment replacement policy is an important component of a carefully planned and implemented technology program. Such a policy provides guidance to district and school personnel regarding when to replace existing hardware, how to conduct the acquisition process, and what should be done with the equipment being replaced.

RECOMMENDATION

Recommendation 11-14:

Develop an equipment replacement policy.

For an organization to support its technology requirements in a cost effective manner, it must have a strategy for acquiring replacement equipment appropriately and a methodology for rotating the replaced equipment to new users within the enterprise. It is important that new workstations be allocated to staff that require more powerful systems to ensure maximum investment returns. The allocation of newer PCs to such personnel will improve productivity and make available older models for use by staff having lower power requirements.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|--------------|
| 1. The Technology Coordinating Committee and the MIS Steering Committee should establish a joint subcommittee to develop an equipment replacement policy. | June 1997 |
| 2. The subcommittee should analyze the issues related to replacing equipment and develop a proposed policy which is presented to the full Committee. | August 1997 |
| 3. The Technology Coordinating Committee should review and refine the proposed policy and then take the necessary steps to incorporate it as Board policy. | October 1997 |

FISCAL IMPACT

This recommendation can be completed with existing resources.

11.5.5 Software

The identification and selection of instructional software that fits well into the curriculum is a very difficult task. While many teachers have now reached a level of technology proficiency that would enable them to make wise selections, generally they do not have the time it takes to sift through the scores of packages on the market that might be suitable. This process is further exacerbated by the movement to site-based decision

making, meaning that schools generally will make their own decisions about the software they will use. Consequently, if schools are to make sound choices, school districts need to devise a means of assisting with the selection process.

CURRENT SITUATION

Since the Hillsborough County School District follows a site-based management approach, software selections are made by the schools. Many schools have a technology committee which assists with the decisions related to technology, including the software that is used. Not every school, however, has an organized approach to selecting software.

FINDING

The district has received a grant from the Florida Department of Education (DOE) which will allow the district to pilot the Abacus Instructional Management System over a three-year period. Abacus will “facilitate the implementation of Florida’s Accountability Goals and Standards and encourage quality, teacher managed instructional and assessment practices that will ensure the success of our students in meeting Hillsborough’s new graduation standards.” The DOE grant will provide \$1.5 million to the district to conduct the project over the three-year period.

COMMENDATION

The Hillsborough County School District is commended for seeking and obtaining the grant from DOE to facilitate its own efforts to correlate the Hillsborough County curriculum to district standards, Sunshine State Frameworks, Blueprint 2000 Goal 3 standards, and national standards.

The purpose of the grant is to allow the Hillsborough County School District to try out the Abacus software to determine if it is the best tool to help the district correlate curriculum to local and state standards.

FINDING

The Educational Media and Technology Unit maintains a preview center which allows teachers to examine instructional software. The center is stocked with a wide variety of software packages for all grade levels.

COMMENDATION

The Educational Media and Technology Unit is commended for providing a center that allows teachers to preview software.

While the primary factor that prevents teachers from previewing software is time, the second greatest obstacle is the availability of a variety of software packages which allows them to compare different products. Thus, the preview center is a very good resource for teachers.

RECOMMENDATION

Recommendation 11-15:

Establish a process for developing recommended lists of instructional courseware which will facilitate school-based selections.

Selecting instructional software for use in their classroom is a very difficult and time consuming task for teachers. If a list exists which narrows the span of choices for each curriculum area from a few dozen to three or four, the selection process becomes much more manageable.

The Technology Coordinating Committee should be assigned the responsibility of creating the lists of recommended courseware. Through a Subcommittee, composed of two or three Committee members and a group of knowledgeable teachers, the lists can be developed. A resource that could be used in developing it is the list of courseware titles that DOE produces annually. After a review by the full Committee, the lists should be approved by the Superintendent for use by schools.

Given the size of the Hillsborough County School District, it is probable that the district could obtain some very attractive prices for courseware. The Educational Media and Technology Unit should explore the possibility of obtaining software licenses for some or all the packages on the lists. District software licenses could result in prices that are considerably below the retail rate.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Technology Coordinating Committee should create a Subcommittee that is charged with establishing the recommended lists. June 1997
2. The Subcommittee should meet and develop the lists. September 1997
3. The full Committee should review the lists and secure the Superintendent's approval of the lists as resources for use by schools. October 1997

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Recommendation 11 of the district's Five-Year Technology Plan calls upon the Hillsborough County School District to establish standards for productivity software, (i.e., word processing, spreadsheet, database). However, other than arranging a very attractive financial arrangement for one package, the Microsoft Office Suite, nothing

has been done to implement this recommendation. By negotiating a low price for Microsoft Office, that package has become the de facto standard.

RECOMMENDATION

Recommendation 11-16:

Establish a standard for productivity software for use throughout the district.

Without a standard, schools and district offices may acquire any productivity software they choose. The result is that a variety of packages are in use, thereby presenting a number of problems to the district, including (as pointed out in the district's own plan):

- difficulty in file compatibility and transfer between software packages;
- training and support become much more difficult;
- the benefits of bulk purchases or site/district licenses are lost or degraded; and
- staff who transfer into a school or office have to learn a new package.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Technology Coordinating Committee and MIS Steering Committee should establish a joint Subcommittee to review the productivity software available. June 1997
2. The Subcommittee should analyze the software packages and recommend a standard. July 1997
3. The Technology Coordinating Committee should take the steps necessary to have the standard incorporated as Board policy. September 1997

FISCAL IMPACT

This recommendation can be accomplished with existing resources. In fact, savings will result from the efficiencies realized, however, those savings are impossible to quantify.

11.5.6 Equity

Schools are most effectively administered through some type of site-based management structure. However, such an approach may lead some to believe that, because each school is responsible for its own operations, it is acceptable if resources

are not the same at every school. While diversity can be extremely beneficial, care must be taken that these differences do not become crutches that schools use as excuses not to acquire certain resources. For example, most would agree that, while schools might have flexibility regarding which textbooks they choose to use, all schools must have an adequate number of textbooks. Since technology resources, when used appropriately, are much more powerful learning tools than textbooks, it follows that, while there should be flexibility in the technology employed, there must be an adequate amount of technology at every school. It is for this reason that equity is a critical issue for all school systems.

CURRENT SITUATION

Hillsborough County schools do not enjoy an equitable distribution of technology resources. New schools, and those which have been renovated in the last two or three years, generally have good technology resources; the others generally do not.

FINDING

The Five-Year Technology Plan specifies in Recommendation 1 that the district should “provide a minimum and core level of technology to each school/site to gain technology equity.” This part of the plan goes on to define what constitutes a “minimum” and “core” level of technology and states that “the minimum level of technology is not sufficient to adequately change the teaching-learning process.”

Despite the specific nature of the recommendation and a detailed outline of how it should be implemented, the Hillsborough County School District has not begun to implement that part of its own plan. The apparent reason for not yet addressing equity, per its plan, is the failure of the sales tax referendum in 1995.

RECOMMENDATION

Recommendation 11-17:

Devise a means of addressing the equitable distribution of technology among Hillsborough County schools as called for in Recommendation 1 of the district’s Five-Year Technology Plan.

Regardless of whether the 1995 sales tax referendum passed or not, the Board and the administration have an obligation to ensure that all students in the district have an equal educational opportunity. Since some schools have substantial technology resources and others do not, steps must be taken to rectify this imbalance.

As the district’s technology plan points out, if the district “does not address its technology inequality issues among the schools, many students will not receive the education necessary to prepare them for the work force and for postsecondary or advanced training.”

In January 1997, the Board approved the Superintendent’s goals, one of which, as quoted earlier, states that the district will “ensure that equity and inclusion are reflected

in all aspects of the operation of the school system.” Unless some level of funding is allocated to support instructional technology as specified in this recommendation and in the district’s own plan, it will be evident that the Board supports equity with rhetoric but not by action.

Although strategies can and should be devised for using the State Technology Incentive Awards to address equity, that should not be the sole source of funds allocated to achieve equity. Equity, among schools in a district, is not solely the responsibility of the State of Florida.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. With the help of the Technology Coordinating Committee, the administration should develop a recommended budget amount for supporting instructional technology. July 1997
2. The School Board should approve a level of funding that will begin to address the equitable distribution of technology among the schools of Hillsborough County. July 1997

FISCAL IMPACT

The district’s Five-Year Technology Plan specifies a cost of \$188.4 million as the amount necessary to implement both the minimum and core levels of technology at all schools. This cost would be spread over five phases which may or not be five years. If the district is unable to allocate this amount over the next five years, it needs to determine to what extent it can fund these levels of technology. Some of the cost savings identified in this performance review could be diverted for this purpose.

FINDING

One factor that effects equity in the Hillsborough County School District, as in most districts, is the general economic standing of the community which surrounds particular schools. Notwithstanding the differences in affluence across the county, interviews with district and school staff confirmed that probably the single most important factor relating to the equitable distribution of technology resources among schools is the priority given to technology by the principal. This revelation is not surprising, since that is generally true in schools throughout the country. Technology is like many other educational programs: if the principal supports it, it thrives; if not, it struggles.

Recommendation

Recommendation 11-18:

Implement a component in the performance evaluation of principals which evaluates school administrators on the degree to which their students have access to technology.

Since principals play such a critical role in the overall operations of the school, it is essential that they forcefully address the Superintendent's goals. Given that one of those goals is to "ensure that equity and inclusion are reflected in all aspects of the operation of the school system," principals must be held accountable for supporting that priority. By including an assessment of technology use by teachers and students in their school as part of the performance evaluation, principals will be held accountable for this important district priority.

The responsibility for implementing this recommendation should be assigned to the Technology Coordinating Committee. However, that group must ensure that appropriate school system representation is included in the deliberations that operationalize the recommendation. It is particularly important to include principals and Department of Human Resources personnel in these discussions. Involvement of others, such as appropriate members of the Superintendent's senior staff, will also be desirable.

Care must be taken to ensure that, because a school resides in an affluent area, the principal is not automatically rated highly and vice versa. Factors other than the number of computers per student should play a major role in the evaluation. The criteria should relate to the degree of effectiveness of technology use in the school. Listed below are some of the questions that should be considered for inclusion in the evaluation criteria.

- Are staff development opportunities available to teachers during their work day (as opposed to only after school or on weekends)?
- To what extent do teachers participate in technology-related staff development?
- Is the library an effective technology resource for teachers and students?
- Are technology publications and other resources available to offer teachers ideas/suggestions for improving their teaching strategies?
- Are teachers and students actively using the Internet and the WWW?

As changes are implemented in the performance evaluation process of principals, it is important that training be provided to ensure they understand what is expected of them.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Technology Coordinating Committee should appoint a subcommittee that is composed of Committee members, principals, and other appropriate personnel to develop criteria that will be used in the performance evaluation of principals to implement this recommendation. July 1997
2. The Subcommittee should deliberate extensively on the factors that should be included, culminating in a set of recommendations to be considered by the full Committee, the Superintendent, and the School Board. August 1997
3. The recommendations should be reviewed and approved by the Board. October 1997
4. These new criteria should become a part of the normal performance evaluation process of principals. May 1998

FISCAL IMPACT

This recommendation can be accomplished with existing resources.

11.5.7 Staff Development

Training in the use of technology is the most critical factor that determines whether technology is used effectively. Teachers must be comfortable using technology and they must know much more than merely how to operate the equipment. In fact, they must know how to integrate it effectively into their teaching. Studies indicate that it may take three, four, or even five years for a teacher to acquire the level of expertise desired. Consequently, it should be recognized that mastering this approach is not something that can be achieved quickly. Planning and support for technology staff development must take this factor into account.

Training must be ongoing. Teachers need to continuously have an opportunity to increase their instructional technology skills and they need opportunities to interact with other teachers so that they may share new strategies and techniques. Access to electronic mail has proven to be a very valuable way for teachers to share ideas on classroom uses of technology.

A key to improving student performance is changing the way learning takes place. Teachers cannot be the "fountain of knowledge," delivering information to their students. Instead, they must become facilitators or coaches who help students learn how to obtain the information they need from various sources. Technology is the enabler that makes this possible.

CURRENT SITUATION

The primary responsibility for technology related staff development resides with the Media and Technology Services Unit within the Educational Media and Technology Department. A wide range of workshops are available to teachers at all levels and for both the Mac and PC platform. In addition, Media and Technology Services provides funds to cover the cost of a substitute when a teacher must miss his/her classes in order to participate in a workshop. There is a very large demand for these training courses. Seldom are seats available in the workshops and often teachers add their name to a waiting list, either in the hope that a seat becomes available in their desired workshop, or that another session of the workshop will be scheduled.

As is the case with almost every school district in America, more technology training could and should be provided. To expand upon the training offerings available, Media and Technology Services has a new distance learning initiative underway. Videos and live programming will be produced to augment the training workshops. The plan calls for using the satellite dishes donated by EMG as a means of delivering staff development to the schools.

FINDING

Teachers may sign up for workshops through a voice mail registration system. The system allows callers to register for either a regular workshop or for a Train the Trainer workshop. If the teacher requires a substitute, then he/she calls the district's Substitute Employee Management System (SEMS) to make those arrangements. If a teacher or school technology coordinator is interested in arranging for specialized training, they may record this interest on the voice mail registration system and they will be contacted within a few days to arrange for that special training engagement.

COMMENDATION

The Educational Media and Technology Unit is commended for developing the voice mail registration system.

The voice mail registration system is a very convenient and efficient way to accommodate the hundreds of registrants which sign up for training workshops. It would be an extremely labor intensive activity if it were necessary for these registrants to talk directly to a clerk or secretary who recorded their information manually. If the registrations arrived in paper form, it would still be very labor intensive and the process would be prolonged significantly.

FINDING

The Media and Technology Unit offers three types of training:

- Open Registration Classes. These workshops are designed to train participants to use a specific computer program or gain knowledge of a concept such as telecommunications.

- Train the Trainer Classes. These workshops are intended to provide the participants with the skills and strategies needed to train others in the technology workshop content. A condition of participation is a commitment to train at least four people at their school within two months.
- Faculty Studies. Faculty Studies are designed to train up to 20 participants in a particular program or concept and are presented at the school site. When necessary, Media and Technology Services will bring whatever resources (e.g., laptops) are needed to conduct the training session at the school.

There is no cost to the schools for participating in any of these training sessions and the cost of a substitute teacher is covered by the Media and Technology Unit for the Open Registration and Train the Trainer workshops. Evaluations of these training offerings have been highly favorable.

COMMENDATION

The Educational Media and Technology Unit is commended for providing a variety of innovative training offerings to teachers in Hillsborough County.

Some of the Open Registration courses offered include Advanced Trouble Shooting, Introduction to Multimedia, PowerPoint 4.0, and Internet. The Internet courses have been extremely popular, with most workshops having long waiting lists. Train the Trainer courses include Computer Basics, Hyperstudio, Internet, and Windows '95.

Faculty Studies can be on almost any topic. Those are arranged through a discussion between the requester and Media and Technology Services personnel. If the capability for presenting a workshop is not available in-house, the Faculty Study may be presented by a contracted trainer.

11.5.8 Technical Support

After training, the most important factor that determines how effectively teachers employ technology is the support available to them. Frequently teachers, even those who have had considerable experience with technology, encounter difficulties that interrupt their planning or classroom activities. Unless they are able to get quick responses to questions similar those listed below, their effectiveness will be diminished.

- Why am I having trouble connecting this computer to the LCD panel?
- Why does one of the computers in my classroom malfunction so often?
- Why do I keep losing our connection to the Internet?

- How do I direct a document to another printer in the building?
- How do I transfer this file to Robinson High School?
- Why can't I import this Excel chart into my Word document?

Those schools which are able to supply answers quickly to these and scores of other similar questions will be the schools which achieve the most through technology.

CURRENT SITUATION

Some schools, particularly high schools, have found a way to establish an on-site technical support position. Other sites have no technical support positions. Schools without this resource are at a great disadvantage, compared to those who do. In fact, this is another area where technology resources are not equitably distributed across the district.

FINDING

All schools do not have the technology support they require to be successful. As the district's Five-Year Technology Plan states, if the district "is to be successful in integrating technology into its instructional process, it must allocate funds for additional technology support personnel as technology equipment is added. Therefore, personnel assigned to each school and district site is required to adequately integrate technology within the school system." While some schools have found a way to secure this support, a considerable number of schools have not.

Innovative principals who are committed to technology sometimes find ways to obtain this support. For example, one elementary principal is able, through fund raisers at her school, to generate enough money to pay a parent to work 20 hours per week to provide this support. That parent, incidentally, often spends 30 or 35 hours per week at the school assisting teachers. Fortunately, because she's a parent, she's willing to volunteer some time because she realizes how critical this support is to the school. However, as stated by the principal, every school is not in an area where generating such funds is a realistic option. That same principal has succeeded in accomplishing a number of her technology objectives because her spouse, who is very knowledgeable in technology, assists with tasks that normally would be performed by an on-site technical support person.

Principals must be creative and find ways to make things happen. However, the time they devote to orchestrating "solutions" such as those described above, takes away from the time they have to provide the educational leadership that is so vital to the success of their school. They deserve assistance from their administration when it comes to essential services such as adequate technology support for their teachers.

The fact that the Hillsborough County School District does not provide adequate support for technology across the district is borne out by the survey which was conducted as a part of this study. The survey revealed that 62 percent of teachers felt that support for instructional technology was inadequate. This is a substantially higher

percentage than was found in other districts MGT has surveyed where 52 percent of teachers believed their district's support for instructional technology needed improvement. Making this more significant is the fact that in other areas, such as having adequate computers, the responses of teachers were very close to those of their counterparts in other districts.

RECOMMENDATION

Recommendation 11-19:

Devise a means of providing school-based technology support positions as called for in Recommendation 7 of the district's Five-Year Technology Plan.

As previously stated, the Board and administration have an obligation to provide an equal educational opportunity to every Hillsborough County student. In fact, doing so is one of the district's major goals. Consequently, addressing this equity issue financially in some fashion is imperative.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. With the help of the Technology Coordinating Committee, the administration should develop a recommended budget amount for providing technology support at every school site. July 1997
2. The School Board should approve a level of funding that will bring equitable technology support to the schools of Hillsborough County. August 1997

FISCAL IMPACT

The district's Five-Year Technology Plan specifies a cost of \$27.5 million as the amount necessary to provide school-based support staff at all schools. This cost would be spread over five phases which may or may not be five years. (It should be noted that, in fact, the district's Technology Plan specifies additional support beyond this amount.)

Given the time that has passed since the plan was developed, and the progress some schools have made on their own, the actual cost for this school-based support will be lower than the projected amount. The Technology Coordinating Committee is the ideal unit to determine the actual amount that should be budgeted.

FINDING

School libraries are automated through the Dobis/Leuven System. This system has several beneficial features, including:

- provides an on-line circulation system;
- automates the check-out procedure for school libraries;
- prints over-due notices;
- provides an on-line inventory system; and

- checks the availability of books at other libraries in the system.

The Dobis/Leuven System is maintained and supported by the Library Processing Unit within Educational Media and Technology.

Schools are generally very pleased with the system and the support they receive from Educational Media and Technology. It is an excellent resource for school media specialists.

COMMENDATION

The Educational Media and Technology Unit is commended for its support of the Dobis/Leuven System.

FINDING

Some schools have as many as four electronic mail (e-mail) systems. While e-mail is an essential resource for schools and teachers, having more than one available unnecessarily complicates the communications process.

RECOMMENDATION

Recommendation 11-20:

Initiate steps to reduce the number of e-mail systems in use in the schools.

E-mail both simplifies and enhances the communications process. However, having more than one e-mail system is really not necessary, provided that system allows the user to communicate with associates both inside and outside the enterprise. In those schools where more than one system is available, it would be more efficient to retain the most effective system and phase out the others.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Technology Coordinating Committee should assign to a subcommittee the responsibility for analyzing the e-mail systems in use and developing a strategy for moving to one system. July 1997
2. The Subcommittee should assess the systems available and present a recommended solution to the Technology Coordinating Committee, including the unit(s) responsible for implementing the solution. September 1997
3. The Superintendent should take steps to implement the recommended solution. October 1997
4. The entire school district should be operating on one e-mail system. July 1998

FISCAL IMPACT

This recommendation can be implemented with existing resources.

12.0 PURCHASING

This chapter reviews the functions and activities of the purchasing operation in the Hillsborough County School District. This chapter also includes warehousing and copier functions.

- 12.1 Purchasing
- 12.2 Warehousing
- 12.3 Copiers

An efficient purchasing and warehousing function should have management processes in place to ensure that supplies, equipment, and services vital to a school district's education mission are purchased from the right source, in the right quantity, at the lowest prices, and stored and timely delivered to the appropriate location. These criteria should be met for each purchase without sacrificing quality and timely delivery.

12.1 Purchasing

Purchasing is an essential function to the Hillsborough County School District because instructional supplies, materials, and equipment critical to its educational mission must be obtained in the most efficient and cost effective manner possible. Schools, centers, and offices must be able to order and receive these items on time and in good condition.

CURRENT SITUATION

Current purchasing policies require written quotations for all purchases over \$5,000 and competitive sealed bids for purchases over \$10,000. Buyers work with the requisitioning department to develop bid specifications and a bidders' database is searched for all vendors with the appropriate commodity code. Potential bidders are mailed solicitation notices to respond to if interested in receiving the Request for Proposals (RFP). RFPs are mailed to all vendors who responded as well as vendors who subsequently express an interest in bidding. Bids are opened, read publicly, reviewed and tabulated. Selection of the successful vendor is posted. All bids greater than \$10,000 are approved by the Board.

Exhibits 12-1 and 12-2 show a three-year history of purchasing activity supported by the Hillsborough County School District's Purchasing Department.

The Purchasing Department has implemented an incidental bid process. Incidental bids are used to meet purchasing requirements for federally-funded programs. Each year bid packages are sent to vendors for various commodities. Responses are evaluated and all vendors meeting the bid specifications are included in the bid catalog published by the Purchasing Department. During the year, campuses and departments may place orders from bid catalog vendors without seeking additional quotes or bids.

**EXHIBIT 12-1
NUMBER OF PURCHASE ORDERS PROCESSED
1993-94 TO 1995-96**

Threshold	1993-94	1994-95	1995-96
\$5,000 and less	58,775	75,038	101,951
Between \$5,000 & \$10,000	1,511	1,451	1,519
Greater than \$10,000	1,617	1,620	1,724
Total	61,903	78,109	105,194

Source: Hillsborough County School District Purchasing Department, 1997.

**EXHIBIT 12-2
DOLLAR VOLUME OF PURCHASE ORDERS
1993-94 TO 1995-96**

Threshold	1993-94	1994-95	1995-96
\$5,000 and less	\$33,790,745	\$37,590,023	\$40,037,482
Between \$5,000 & \$10,000	\$10,516,616	\$10,141,452	\$10,661,292
Greater than \$10,000	\$67,967,474	\$83,569,252	\$48,830,417
Total	\$112,274,835	\$131,300,727	\$99,529,191

Source: Hillsborough County School District Purchasing Department, 1997.

The district has operated an automated purchasing system since November 1994. The system allows the campuses and departments to electronically enter purchase requisitions. The Purchasing Department prints work copies of the purchase orders on financial run days (usually Monday, Wednesday and Friday). Working copies of the purchase orders are reviewed by the office manager (Clerk IV) for proper account coding, bid numbers, and vendor information.

If required, the office manager will correct the account coding. Purchase orders without vendor numbers are routed to the vendor clerk (Secretary II or Clerk II) to be set up in the vendor master file. Where bid numbers are required, purchase orders are routed to the supervisor or buyers. All corrections are made on work copies and routed to the Control Clerk. Corrections are entered into the system and purchase orders are released for final printing.

Once purchase orders are released, they are batched together and printed on financial run days. Seven copies of purchase orders are printed. Copies are distributed to the vendor, purchasing, accounts payable, property control, receiving site, and the user (two copies). The Management Information Systems Department (MIS) separates and bursts the copies. Each set of copies is sorted in a different order. Purchase orders have a section for special instructions which is used to provide additional information or instructions to purchasing, accounts payable, and the vendor.

Field purchase orders and Telephone Purchase Authorizations (TPAs) are used for emergency procurement of materials, services, and supplies. Only certain departments are authorized to use TPAs.

FINDING

In November 1995, the Hillsborough County School District implemented an automated purchase order system. The system is viewed as a major improvement by the personnel throughout the district. Turnaround time for processing purchase orders has decreased from nearly six weeks to three days.

The decrease in processing time is further validated by survey responses received from central administrators, principals, and teachers. Approximately 64 percent of central office administrators, 77 percent of principals, and 31 percent of teachers indicated that most administrative processes (including purchasing) are highly efficient and responsive. Further, 66 percent of central administrators, 74 percent of principals, and 30 percent of teachers stated the purchasing process is highly efficient and responsive. The lower level of satisfaction among teachers appears to indicate that, although the turnaround time for processing purchase orders has decreased significantly, further enhancements to the purchasing process may be necessary.

COMMENDATION

The Hillsborough County School District is commended for implementing an automatic purchasing system which resulted in significant reductions in response time.

FINDING

The on-line purchase order system was developed internally by MIS applications programmers. Since its implementation in November 1995, several errors and required enhancements have been identified by users. Corrections and enhancements include, but are not limited to, the items shown in Exhibit 12-3.

RECOMMENDATION

Recommendation 12-1:

Incorporate corrections and enhancements identified by users into the on-line purchasing system to allow for maximum efficiency.

Because some corrections and enhancements to the system have not been implemented, processing purchase orders is not as efficient as possible. For example, one clerk is assigned full-time to distributing purchase orders. If methods of distributing purchase orders were incorporated as input fields on user screens, similar distribution could be grouped thereby reducing the time required to distribute purchase orders. The Purchasing Department also spends considerable time assisting vendors with sales tax exemption and payment questions which could be eliminated by providing vendors the proper information on the purchase order.

**EXHIBIT 12-3
CORRECTIONS OR ENHANCEMENTS
FOR ON-LINE PURCHASING SYSTEM**

IDENTIFIED NEED	CORRECTION OR ENHANCEMENT
Purchase order issue date is not correct.	Correction
Request and transmission dates may not be correct.	Correction
Sales tax exemption number is not printed on the vendor copy of the purchase order.	Enhancement
Accounts payable department phone number is not printed on vendor copy of purchase order.	Enhancement
Special instructions to purchasing, accounts payable, and vendor are contained in one area. Need three separate areas to reduce confusion.	Enhancement
Standard methods for distributing purchase orders should be incorporated as input fields. These fields should be used to group like distribution methods to reduce the time required to distribute purchase orders.	Enhancement
Ability to print approved and issued purchase orders directly at remote sites.	Enhancement
Ability to print and issue amended purchase orders.	Enhancement

Source: MGT Review Team interviews and observations, 1997.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------------------------|
| 1. The Purchasing Supervisor, in conjunction with the General Director of Management Information Systems, should survey users for input on corrections and enhancements. | July 1997 |
| 2. The Purchasing Supervisor, in conjunction with the General Director of Management Information Systems, should review and prioritize corrections and enhancements. | August 1997 |
| 3. The General Director of Management Information Systems should assign programming duties to staff members. | September 1997 |
| 4. Corrections and enhancements should be completed and implemented by MIS programmers. | October 1997
and Ongoing |

FISCAL IMPACT

This recommendation can be implemented within existing resources.

FINDING

On November 9, 1993, the *Tampa Tribune* published an article regarding conflict of interest with the Hillsborough County School District's award of a food services contract. The contract was awarded to a food distributor who purchases products from a manufacturer that employs the Food Services Director's husband. The Purchasing Department investigated the alleged conflict of interest and determined no conflict of interest existed since the Food Services Director does not participate in selecting the vendor.

In December 1993, the Food Services Director further advised the Supervisor of Purchasing that her husband's position had expanded to include the brokering of certain other manufacturer's products. The new duties were at a level apart from where the Hillsborough County School District bids and buys food. The Supervisor of Purchasing notified the Board of the change, stated that no conflict of interest existed, and asked for concurrence by the Board. The Board agreed with the findings and approved the agenda item stating that no conflict of interest existed.

As an internal control measure, purchasing has included additional checks and balances into the bid process to determine potential conflict of interest within the Food Services Department.

COMMENDATION

The district is commended for its thorough investigation, timely resolution, and internal controls to avoid potential conflicts of interest.

FINDING

The school district is the largest organization in Hillsborough County and allows other county agencies and Florida school districts to participate in their competitive purchasing activities to receive the best price for goods and services. The Purchasing Department is active in several cooperative purchasing groups, including Bay Area Schools, Hillsborough County, and the Tampa Bay Governmental Purchasing Cooperative. All Hillsborough County School District bids include a clause which invites vendors to offer the same prices to school districts participating in the purchasing cooperative.

Survey results also reflect that district employees feel that the district should continue to participate in cooperative purchasing activities. Approximately 20 percent of administrators, 15 percent of principals, and 21 percent of teachers responded to an open-ended item that the operational efficiency of the district could be improved by joining with other districts to provide joint services, including purchasing.

COMMENDATION

The district is commended for its leadership role in cooperative purchasing.

FINDING

Blanket purchase orders are used by various schools and departments to purchase emergency items required throughout the school year. The Auditor General of the State of Florida performs an audit of the district each year. In the audit report for fiscal year 1996, the Auditor General reported that internal controls for blanket purchase orders were weak.

The dollar value of blanket purchase orders can be increased by anyone who writes a memo to the Purchasing Control Clerk. No approval by the principal or his/her designee is required for increasing a blanket purchase order. If funding is available, the Control Clerk changes the amount of the blanket purchase order. All invoices up to the total amount of the blanket purchase order are paid by accounts payable.

Changes to blanket purchase orders are not reviewed by the Purchasing Department to ensure that procedures are followed. A blanket purchase order, originally in the amount of \$200, can be increased to \$10,000 without requiring quotes or bids to be obtained.

RECOMMENDATION

Recommendation 12-2:

Develop and implement new procedures for approving changes to blanket purchase orders and to monitor compliance with new procedures.

Blanket purchase orders should not be increased without proper approval. In addition, all changes should be reviewed to ensure that purchasing thresholds are not being circumvented.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|----------------|
| 1. The General Director of Finance should direct the Supervisor of Purchasing to develop procedures for approving changes to blanket purchase orders. | July 1997 |
| 2. The Supervisor of Purchasing should develop procedures for changing blanket purchase orders. | July 1997 |
| 3. Procedures should be reviewed and approved by the General Director of Finance. | August 1997 |
| 4. The General Director of Finance should distribute new procedures throughout the district. | September 1997 |

5. Campuses and departments should implement procedures throughout the district. September 1997

FISCAL IMPACT

The new procedures can be developed and implemented within existing resources.

FINDING

Competitive sealed bids are required by Board policy for all purchases in excess of \$10,000. Recently, the state increased the competitive sealed bid threshold to \$15,000. As shown in Exhibits 12-1 and 12-2, the number of sealed bids increased 6.4 percent from 1994-95 to 1995-96. The average value of competitive sealed bids decreased to \$28,324 in 1995-96 from \$51,585 in 1994-95. As a result, Purchasing is allocating personnel resources to prepare a greater number of competitive sealed bids with lower dollar values.

RECOMMENDATION

Recommendation 12-3:

Increase the threshold for issuing competitive sealed bids to meet the state threshold.

By increasing the competitive sealed bidding from \$10,000 to \$15,000, the Purchasing Department will reduce the effort required to complete the large number of bids and will provide a higher quality of service to users.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of Business and Research, in cooperation with the General Director of Finance and Supervisor of Purchasing, should revise the policy as a general statement which will reference the threshold established by the state. July 1997
2. The Board should approve the policy. August 1997

FISCAL IMPACT

This recommendation can be implemented within existing resources.

FINDING

Two methods are used to make emergency purchases: telephone purchase authorizations and field purchase orders. The Maintenance Department is the primary user of temporary purchase orders and field purchase orders. If a part is needed and not in stock, maintenance employees will call the Maintenance Department's office for a temporary purchase order or field purchase order. If a temporary purchase order is to

be used, the Maintenance Department will call Purchasing and request a temporary purchase order number. Purchasing has written procedures which are followed to issue a temporary purchase order. Temporary purchase orders can be issued for any amount. Purchases of up to \$2,500 are approved by a purchasing secretary. Amounts in excess of \$2,500 must be approved by a buyer. The invoice is submitted to the Purchasing Department where it is matched to the temporary purchase order log and released for payment by Accounts Payable.

Issuance of field purchase orders is controlled by the Purchasing Department. Campuses and departments must call Purchasing and request a field purchase order number. Campuses and departments issue field purchase orders directly to vendors. Field purchase orders can be issued for up to \$100; however, the Purchasing Department attempts to limit field purchase orders to purchases of \$25 or less. The invoice and field purchase orders are submitted to Accounts Payable for payment and a copy of the field purchase order is forwarded to the Purchasing Department.

RECOMMENDATION

Recommendation 12-4:

Implement procurement cards in lieu of telephone purchase authorizations and field purchase orders.

Procurement cards are credit cards issued by the district to employees. The district can set spending limits for each card when issued, and place restrictions on the types of purchases made. Procurement card expenditures would be paid monthly to the issuing bank in one lump-sum payment. Cardholder payments can be reviewed daily, weekly, or monthly by both the cardholder and Accounts Payable staff. Using procurement cards will eliminate the need for temporary purchase orders and field purchase orders, and reduce the number of payments processed annually.

To implement a procurement card program, the Hillsborough County School District should contract with a procurement card company to provide the cards. Through effective negotiations, the card and service fees can be negotiated out of the agreement (no cost to the district). The Hillsborough County School District should assign two of their Accounts Payable staff to manage the program.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|---|-------------|
| 1. The Assistant Superintendent of Business and Research should establish a team of members from Purchasing, Accounts Payable, Accounting and other customer departments. | July 1997 |
| 2. The team should visit and interview other procurement card users. | August 1997 |
| 3. The team should review card capabilities with major | August 1997 |

providers (American Express, Visa, MasterCard).

- | | |
|---|----------------|
| 4. The team should gain the approval of the Assistant Superintendent of Business and Research to move forward with a Request for Proposals. | September 1997 |
| 5. The team should develop the RFP. | October 1997 |
| 6. The Assistant Superintendent of Business and Research should approve the RFP. | November 1997 |
| 7. The team should establish policies and procedures for the procurement cards. | December 1997 |
| 8. The procurement card vendor should be selected. | January 1998 |
| 9. The General Director of Finance should identify the staff members to be reassigned to manage the card program. | January 1998 |
| 10. The procurement card staff should conduct a needs assessment to determine which employees will be issued cards. | February 1998 |
| 11. The Hillsborough County School District should pilot the program with several campuses and departments. | April 1998 |
| 12. Districtwide training on the use of procurement cards should be conducted. | September 1998 |
| 13. The district should implement the procurement card program throughout the district. | October 1998 |

FISCAL IMPACT

This recommendation should be implemented at no cost to the district. Savings will be realized in the amount of \$14,954 with the elimination of one-half of a Secretary II position (\$11,327 salary plus 32 percent for benefits). The remaining one-half of the position is eliminated with implementation of Recommendation 12-5.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Implement Procurement Cards	\$0	\$14,954	\$14,954	\$14,954	\$14,954

FINDING

As expected, with an organization as large as the Hillsborough County School District, vendor and potential bidder data require many resources to enter and maintain an up-to-date vendor and bidder database. The Hillsborough County School District has two

separate databases: a vendor database and a bidder database. Forms used to gather the information for vendors and bidders are exactly the same except for the title. The bidder database also contains information regarding commodities and sub-commodities vendors are able to supply.

File maintenance for the vendor database is performed by a Clerk II. The Purchasing Department is responsible for entering and maintaining all purchasing and non-purchasing vendors. The Secretary II is responsible for maintaining the bidders' list.

RECOMMENDATION

Recommendation 12-5:

Consolidate the vendor and bidder lists into one database.

Duplicative data entry is counter-productive to the efficiency of the department. In addition, two individuals are contacting vendors/bidders requesting identical data, which is not only an ineffective use of resources, but also projects an image of disorganization and inefficiency to the public.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Supervisor of Purchasing and General Director of Management Information Systems should develop a plan to consolidate databases. Fall 1997
2. MIS programmers should develop modifications to consolidate databases. February 1998
3. Programmers should convert data from the two databases into the consolidated database. March 1998
4. The Supervisor of Purchasing should present elimination of the Secretary II position to the Superintendent. July 1998
5. The Superintendent should approve the elimination of the Secretary II position. July 1998

FISCAL IMPACT

Elimination of duplicate data entry and maintenance functions will result in costs savings of \$14,953 per year (\$11,327 salary plus 32 percent benefits). One-half of the Secretary II position can be eliminated after the databases are consolidated. The other one-half of the position is eliminated with Recommendation 12-4. Therefore, after implementation of both recommendations, the position can be eliminated.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Combine Databases	\$0	\$14,953	\$14,953	\$14,953	\$14,953

FINDING

Vendor tax identification numbers and organization type are missing for a large number of vendors in the vendor database. Incomplete information for vendors forces additional manpower to be used to process Form 1099s required by the Internal Revenue Service (IRS). Currently, if a vendor does not submit a complete vendor application, the Purchasing Department sends a letter to the vendor for three consecutive months requesting the information required for processing Form 1099. If no response is received, the vendor is tagged in the database as an incomplete vendor and no further action is taken by the Purchasing Department.

At the end of each calendar year, Accounts Payable prepares Form 1099s. For each Form 1099 submitted to the IRS which does not contain a tax identification number, the IRS levies a \$50 penalty. In order to avoid the penalty, Accounts Payable contacts all vendors that did not provide taxpayer identification number to obtain the required information.

Vendors continue to receive payments for goods and services even though all necessary information has not been provided. Therefore, the vendor has no incentive to provide the complete information to the district.

RECOMMENDATION

Recommendation 12-6:

Implement a procedure to withhold payments to vendors until all required information is provided to the district.

Vendors are required to complete a vendor application in order to receive payment. The district should implement a procedure to withhold payment until a complete application has been submitted to the district. Although this action may be viewed as punitive, it is necessary to eliminate the significant amount of manpower currently expended to obtain information vendors are required to provide.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of Business and Research should direct the Supervisor of Purchasing and Supervisor of Accounts Payable to develop a procedure to withhold payment to vendors who submit incomplete vendor applications. July 1997
2. The Supervisor of Purchasing and Supervisor of Accounts Payable should develop the required procedure. August 1997

- 3. Form SB-00834, Vendor Application, should be modified by the Supervisor of Purchasing to include a notification to vendors that payment will be withheld if the application is not complete. August 1997
- 4. The procedure should be implemented and SB-00834 revised. September 1997

FISCAL IMPACT

One Accounts Payable clerk spends approximately five hours per week attempting to obtain information necessary for processing Form 1099s. Additionally, at least one “person month” is required during the last quarter of the calendar year (i.e., year ending in December) to ensure that information not previously submitted by vendors is obtained. Assuming clerks work 50 weeks per year and a “person month” is equivalent to 169 hours, a total of 418 hours will be available to be reallocated to core purchasing functions as a result of this recommendation (50 weeks x 5 hours per week 250 hours + 168 hours = 418 hours).

FINDING

The Hillsborough County School District must comply with state and federal purchasing regulations. Federal regulations must be applied to purchases for federal programs. Exhibit 12-4 provides details of the Hillsborough County School District, state, and federal regulation thresholds and purchasing requirements.

**EXHIBIT 12-4
DISTRICT, STATE, AND FEDERAL REGULATIONS**

ACTION REQUIRED	DISTRICT THRESHOLD	STATE THRESHOLD	FEDERAL THRESHOLD
Buyer determines price is reasonable	not in excess of \$5,000	not in excess of \$5,000	not in excess of \$2,500
Buyer solicits at least three written quotes	in excess of \$5,000 and not in excess of \$10,000	in excess of \$5,000 and not in excess of \$15,000	in excess of \$2,500 and not in excess of \$25,000
Buyer solicits sealed or competitive bids	in excess of \$10,000	in excess of \$15,000	in excess of \$25,000

Source: FAR Part 13, District Policies, Florida Statute, 1997.

Currently, the Purchasing Department spends a large amount of administrative costs soliciting incidental bids to meet federal regulations. Since price is not a consideration for vendors to be included in the bid catalog, incidental bids are not ensuring that the most competitive price is being obtained using district or federal funds. For each category of items purchased, as many as 30 vendors can be included in the bid catalog.

RECOMMENDATION

Recommendation 12-7:

Reengineer purchasing procedures to eliminate unnecessary solicitations, yet ensure compliance with district, state, and federal policies and regulations.

All incidental bids should be reviewed to ensure that the process complies with all regulations. In addition, vendors should be included in the bid catalog based on two factors: meeting specifications and competitive cost. Vendors selected for each item category should be limited to those within the competitive range. This limitation would ensure cost is competitive, yet provide campuses and departments adequate options for obtaining items if vendors are unable to meet delivery requirements.

This recommendation supports the district's Five-Year Technology Plan.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|--|----------------|
| 1. The Assistant Superintendent of Business and Research should direct the Supervisor of Purchasing to reengineer purchasing procedures to ensure compliance with regulations and competitive costs. | July 1997 |
| 2. The Supervisor of Purchasing should review the types of incidental bids and eliminate those which are unnecessary or redundant. | August 1997 |
| 3. The Supervisor of Purchasing should revise the procedures for including vendors in the bid catalog. | August 1997 |
| 4. The Assistant Superintendent of Business and Research should review and approve the new procedures. | September 1997 |
| 5. The new procedures should be applied to all new incidental bids. | October 1997 |

FISCAL IMPACT

Cost savings from this recommendation cannot be quantified. Resource requirements within the Purchasing Department should be reduced because of a smaller number of incidental bids. Sites will also achieve cost savings that can be reallocated to meet other needs.

FINDING

From the period of January 1994 through January 1996, the Hillsborough County School District processed a total of 233 bids which averages to nine bids per month. Initially, each RFP package was mailed to all vendors with commodity codes matching

those required by the bid. The Purchasing Department successfully reduced the cost of distributing RFPs by revising its procedures. Prior to release of the RFP, all vendors with the appropriate commodity code are mailed a letter asking vendors to indicate whether or not they would like to participate in the upcoming bid. Only vendors who respond positively automatically receive a copy of the RFP. This change has significantly reduced the number of RFPs which are distributed.

The Supervisor of Purchasing also indicated that the option of fax on demand is being considered as the method of RFP distribution. Fax on demand would allow vendors to call the district and have RFPs automatically faxed to them. In addition, a procurement home page on the Internet was mentioned as another option; although the district is not actively researching this option.

RECOMMENDATION

Recommendation 12-8:

Continue to research and implement new methods for distribution of RFPs.

Improvements have been made in the method of distribution of RFPs. However, additional savings can be realized with other methods. Use of fax on demand or downloading RFPs from the Internet will reduce the cost of paper to the district and eliminate postage costs. Additional benefits could be achieved with the use of a procurement home page such as posting schedules of bids, posting selection results, and allowing vendors to update their information.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Assistant Superintendent of Business and Research should direct the Supervisor of Purchasing to research alternate methods of distributing RFPs. | July 1997 |
| 2. The Supervisor of Purchasing should recommend implementation of a method. | September 1997 |
| 3. The Assistant Supervisor of Business and Research should approve the recommendation. | October 1997 |
| 4. The Supervisor of Purchasing should acquire the appropriate systems required to implement the method. | November 1997 |
| 5. The new method should be implemented. | December 1997 |

FISCAL IMPACT

The district currently processes approximately 10 bids per month. Each bid package contains an average of 35 pages of information. With new procedures, we estimate an average of 15 vendors per bid request bid packages.

Based on the preceding information, the fiscal impact is calculated as follows:

Total bids issued each month	10
Average number of pages per bid packages	35
Total pages required each month for bid packages	350
Average number of vendors requesting packages each month	15
Total number of copies per month	5,250
Multiply by 12 months to annualize	x 12
Total annual copies	63,000
Cost per copy, stapled (provided by OMR Department)	\$.044
Total cost of reproduction	\$2,772
Add: Postage for 180 mailings per year at \$1.47 per mailing	265
Add: Paper cost (63,000 ÷ 500 sheets per ream = 126 reams x \$3.00/ream)	378
Total savings	\$3,445

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Implement New Methods to Distribute RFPs	\$1,720	\$3,445	\$3,445	\$3,445	\$3,445

12.2 Warehousing

CURRENT SITUATION

The warehouse is responsible for acquiring, inventorying, and delivering routine supplies to all campuses and departments within the district. Routine supplies include instructional, janitorial, audio visual, physical education, first aid, and industrial art supplies; as well as forms and other items. The warehouse also stores and delivers food to campuses for the Food Services Department. Food items stored include dry goods, frozen and refrigerated products. The Hillsborough County School District operates three warehouses with a total of 100,198 square feet --- freezer space totaling 2,985 square feet and cooler space totaling 720 square feet.

Exhibit 12-5 shows the breakdown of space for each location.

EXHIBIT 12-5 WAREHOUSE SPACE (IN SQUARE FEET)

Warehouse	Warehouse Space	Freezer/Cooler Space
Central	72,000	2,880
Bonacker	19,998	0
Data (Records Storage)	8,200	0
Book Depository*	0	825

Source: Hillsborough County Warehouse Department, 1997.

*Represents the name of the Warehouse only; books are not stored in the warehouse.

A warehouse catalog is published each year which details all items stocked by the warehouses. Campuses and departments are required to purchase all inventory stocked by the warehouse directly from the warehouse. Items are priced at the average cost of inventory, plus a 10 percent markup to cover the cost of operating the warehouse. Prior to the start of the school year, the Warehousing Department

develops a delivery schedule for the year and includes it in the catalog. Food is delivered to each site once a week. Schools are scheduled for delivery of supplies once every 12 days.

Campuses and departments requisition supplies by typing a Maintenance Warehouse Requisition (SB-00051) and forwarding the requisition to the warehouse. The requisition includes the stock number, description, quantity and unit of measure for each item requested. General information such as site number, site name, fund, function, object, program, requester, requisition number and approval are entered on the top portion of the form.

Warehouse staff stamp the date received on the requisition, review the requisition to verify stock numbers, and assign a delivery ticket number. Requisitions are separated, batched together by delivery run, and forwarded to the central office for data entry. Warehouse copies are retained to match to delivery tickets.

The Data Entry Department enters the stock numbers into the mainframe system. Availability of funding is verified, campuses and departments are charged for the stock, and inventory is reduced. On financial run days (usually Monday, Wednesday and Friday), delivery tickets are printed and sent to the warehouse. Delivery tickets are matched with the requisition and put into bins which are in delivery run order.

Storekeepers use delivery tickets as a "pick lists." Requested items are pulled from the stock shelves, boxed and placed onto pallets. Delivery tickets for each delivery run are picked in order of the delivery run. Normally, storekeepers are picking items to be delivered in three or four days. After a delivery ticket is picked, it is checked to ensure the proper items and quantity are delivered. Both the storekeeper and checker initial the delivery ticket to provide accountability for accuracy.

Warehouse stock is grouped into several different areas such as classroom, janitorial, audio visual, athletic, and maintenance supplies. Each area has its stock placed in stock number order except for bulk items which are not easily placed in order. Each area has a storekeeper assigned as a "manager" of the group.

Each morning, food delivery trucks are first loaded. Trucks containing supplies are loaded second and all trucks begin deliveries before 8:30 a.m. When items are delivered to the campuses and departments, the delivery ticket is signed by the individual receiving the delivery. Completed delivery tickets are returned to the warehouse clerical staff where requisitions are attached and tickets filed. Two sets of files are maintained: one alphabetically by site, and the other in numerical order by delivery ticket.

Campuses and departments receive emergency items by appearing in person at the warehouse or, in some cases, receiving an unscheduled delivery.

Warehousing is also responsible for distributing and collecting test data, delivering of library materials to media services, and assisting with mail distribution and other deliveries upon request. All furniture for new schools is stored by warehousing until each facility is completed.

FINDING

The manual requisitioning of warehouse supplies is very time consuming at campus, department, and warehouse locations. Campuses and departments are required to type information directly from the warehouse catalog onto a form. The form is then entered into the mainframe system and a delivery ticket is generated.

Automation of warehouse requisitioning is one of the systems to be developed by Management Information Systems. Although the project had not been scheduled as of the date of the on-site activities by the review team, an automated warehouse requisition application is third on the district's list of developmental applications. Higher priority has been given to the on-line attendance reporting system and the unit allocation/position control system.

RECOMMENDATION

Recommendation 12-9:

Short-term

Revise the warehouse catalog to serve as both a requisition form and a catalog.

Based on interviews with peer school districts, the review team found that the Pinellas County School District has set up their warehouse catalog to serve dual purposes: as a catalog and as a requisition form. Exhibit 12-6 shows a sample page from the Pinellas County catalog. Pages of the catalog can be copied and used to order quantities. Other information can be completed and forwarded to the warehouse. This change would relieve the campuses and departments from having to retype stock numbers and descriptions for requisitioned items. It would also eliminate using incorrect stock numbers when requesting warehouse stock.

Long-term

Implement an on-line warehouse requisitioning system.

The district should begin developing the planned on-line warehouse requisitioning system immediately. An on-line system would reduce redundant data entry and decrease the response time for receiving of stock items requisitioned from the warehouse.

IMPLEMENTATION STRATEGIES AND TIME LINE

Implementation of the Short-Term Recommendation:

1. The Assistant Superintendent of Business and Research should instruct the Supervisor of Purchasing to revise the warehouse catalog to allow the pages to be used as a substitute requisition form. July 1997

**EXHIBIT 12-6
SAMPLE OF THE PINELLAS COUNTY SCHOOL DISTRICT CATALOG**

ART SUPPLIES		WAREHOUSE INVENTORY CATALOG	
SHIP TO.....			
PRINC. SIGN.....			
		ORDER NO	
		FILLED BY.....	

UNIT PRICE	STOCK NBR	ITEM DESCRIPTION	UNIT MEAS	QTY ORDERED	QTY SHIPPED
.52	11154	CRAYONS, WHITE, OVERSIZE, WAX, 12/BOX REFILL	BX	:	:
.52	11155	CRAYONS, YELLOW, OVERSIZE, WAX, 12 BOX/REFILL	BX	:	:
.52	11156	CRAYONS, BLUE, OVERSIZE, WAX, 12 BOX/REFILL	BX	:	:
.52	11157	CRAYONS, BROWN, OVERSIZE, WAX, 12 BOX/REFILL	BX	:	:
.51	11158	CRAYONS, GREEN, OVERSIZE, WAX, 12 BOX/REFILL	BX	:	:
.52	11159	CRAYONS, ORANGE, OVERSIZE, WAX, 12 BOX/REFILL	BX	:	:
.51	11160	CRAYONS, PINK, OVERSIZE, WAX, 12 BOX/REFILL	BX	:	:
.51	11161	CRAYONS, VIOLET, OVERSIZE, WAX, 12 BOX/REFILL	BX	:	:
.30	11165	CRAYONS, MULTI-CULTURAL COLORS CRAYOLA 9/BOX FLESH TONES	BX	:	:
.46	11166	CRAYONS, METALLIC, SILVER, 12/	BX	:	:
.46	11167	CRAYONS, METALLIC, GOLD, 12/	BX	:	:
.45	11168	CRAYONS, METALLIC, COPPER, 12/	BX	:	:
7.19	11169	EASEL, TABLE TYPE, 20X18, FOLD WOOD/ADJ	EA	:	:
35.37	11170	EASEL, DOUBLE FLOOR MODEL, WOOD & PRESSED WOOD 20"X26"	EA	:	:
3.22	11179	ERASERS, DRAFTING, 12/BOX	BX	:	:
2.05	11180	ERASER, PINK PEARL, 1 X 2 X 3/8 12/BOX	BX	:	:
1.76	11181	ERASERS, ART GUM, 1X1X2, 12/BOX	BX	:	:
4.93	11182	ERASERS, KNEADED, 3/4 X 1-1/4, 24/BOX SMALL	BX	:	:

AUTHORIZED BY.....(WH.DIR.)

RECEIVED BY DATE..... DRIVER'S INIT

TERMS ACCOUNT STRIP								
FUND	-GL-	FUNC	OBJT	CNTR	PROJ	SUBP	PROG	AMOUNT
.....

21

Source: Pinellas County Schools Warehousing Services Catalog, 1997.

2. The Warehouse Coordinator should revise the warehouse catalog to include information contained on the top portion of SB-00051 and a column for the quantity ordered. July 1997
3. Instructions for the use of the substitute SB-00051 should be developed by the Warehouse Coordinator. August 1997
4. The Supervisor of Purchasing should review and approve the instructions for the substitute SB-00051. August 1997
5. The revised warehouse catalog, with the instructions incorporated, should be distributed districtwide by the Warehouse Coordinator. September 1997
6. The use of the substitute SB-00051 should be implemented districtwide. September 1997

Implementation of the Long-Term Recommendation:

1. The Superintendent should direct the General Director of Management Information Systems to develop and implement an on-line warehouse requisitioning system. July 1997
2. The Assistant Superintendent of Business and Research should meet with the General Director of Management Information Systems to develop requirements of the warehouse requisitioning system. July 1997
3. Applications programmers should begin developing an on-line warehouse requisitioning system. August 1997
4. Applications programmers should begin pilot testing the on-line warehouse requisitioning system. May 1998
5. The General Director of Management Information Systems should bring the system on-line. January 1999
6. The Supervisor of Purchasing should present the elimination of two Clerk II positions to the Superintendent. January 1999
7. The Superintendent should submit the request for the elimination of two Clerk II positions to the Board. January 1999
8. The Board should approve the elimination of the two positions. January 1999

FISCAL IMPACT

Short-term

The short-term recommendation can be implemented within existing resources. Indirect cost savings will result at the campuses and departments with reduced time to prepare warehouse requisitions.

Long-term

Upon districtwide implementation of an on-line requisition system, two Clerk II positions can be eliminated resulting in an annual savings of \$54,472 (\$41,267 in salary plus benefits of 32 percent). One-half year is projected in 1998-99 because positions are eliminated in January 1999.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Implement On-line Warehouse Requisition System	\$0	\$27,236	\$54,472	\$54,472	\$54,472

FINDING

Food products are delivered to campuses and departments once each week. The Food Services Department will not accept delivery of food from vendors which is not delivered in refrigerated trucks. However, the Warehousing Department is often forced to use non-refrigerated trucks to deliver food to the campuses and departments. Only one refrigerated truck is owned by the Warehouse Department and it does not have a large enough capacity to handle the size of the deliveries required. Three non-refrigerated trucks are being used to deliver food to the campuses and departments.

The district is currently in the process of acquiring three refrigerated trucks within the next six months. Delivery of food to all campuses and departments will be accomplished using the new refrigerated trucks (also see Chapter 14, Food Service).

COMMENDATION

The Hillsborough County School District is commended for its actions in acquiring refrigerated trucks to be used in delivering food.

FINDING

The Warehousing Department has a fleet of 13 vehicles used to deliver supplies, commodities, and food products to all schools in the district. Exhibit 12-7 provides a list of the fleet, including model year and manufacturer.

**EXHIBIT 12-7
WAREHOUSE TRUCK FLEET**

Truck Number	Model Year	Manufacturer
1257	1981	International
1552	1983	Chevrolet
1651	1985	Ford
1675	1985	Ford
1724	1986	Chevrolet (open bed)
2162	1989	Ford
2163	1989	Ford
2164	1989	Ford
2165	1989	Ford (refrigerated)
2177	1989	Ford (van)
2503	1992	Ford
2535	1992	Ford
2536	1992	Ford

Source: Hillsborough County School District, Warehouse Department, 1997.

The average age of the fleet is nine years. With the acquisition of the three new refrigerated trucks, the Warehousing Department will reassign the fleet to better utilize the newer and better operating trucks. Exhibit 12-7 demonstrates that the district does not systematically replace its vehicles over a period of time, but rather replaces a large number of trucks in one year. Large expenditures in a single year create a burden on the district's budget, particularly if the expenditures are unplanned.

RECOMMENDATION

Recommendation 12-10:

Develop a fleet replacement plan for warehouse trucks.

A fleet replacement plan will assist the district in spreading the expenditures over a period of time versus incurring a large expenditure in a single year when multiple trucks must be replaced. Timely replacement of trucks will reduce the amount of repair and maintenance costs required to keep older trucks operating.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of Business and Research should instruct the Supervisor of Purchasing to develop a fleet replacement plan for the warehouse fleet. October 1997
2. In cooperation with the Warehouse Coordinator, the Supervisor of Purchasing should develop a replacement plan for the next five years. October 1997

3. The Assistant Superintendent of Business and Research should review and approve the replacement plan. November 1997
4. The replacement plan should be provided by the Assistant Superintendent of Business and Research to the Budget Department for inclusion in the 1998-99 budget. November 1997
5. The Supervisor of Purchasing and Warehouse Coordinator should review and revise the replacement plan for inclusion in the budget. Annually

FISCAL IMPACT

A fleet replacement plan can be developed within existing resources.

FINDING

The district contracts for additional space for food storage. The cost of additional storage space for the past three fiscal years is shown in Exhibit 12-8.

**EXHIBIT 12-8
COST OF ADDITIONAL FOOD STORAGE**

Year	Amount
1993-94	\$ 30,464
1994-95	\$ 40,216
1995-96	\$ 31,021

Source: Warehouse Department, 1997.

Outside storage costs average \$33,900 per year. Annualized storage year costs for 1996-97 are \$9,714 and reflect a significant reduction in the cost of additional food storage space. This cost savings is attributable to improved coordination between the two warehouse staff responsible for ordering and managing food stock. By working closely together, working with vendors, and efficiently managing freezer and cooler space, the two employees have reduced food stock to levels that can be stored in the district's existing freezers and coolers.

COMMENDATION

Warehouse personnel are commended for coordinating their efforts to reduce the cost of outside storage.

FINDING

During 1995-96, warehouse inventory levels were reduced by 57 percent from the previous year. Exhibit 12-9 shows year-end inventory levels for the past three fiscal years.

**EXHIBIT 12-9
YEAR-END WAREHOUSE INVENTORY**

Year	Amount
1993-94	\$ 2,719,533
1994-95	\$ 3,440,512
1995-96	\$ 1,486,885

Source: Warehouse Department, 1997.

Previously, the warehouse stocked as much as a six-month supply of inventory. In 1995-96, inventory levels have been reduced to a three-month supply. Ordering frequencies have been revised to allow for an adequate, but not excessive amount of stock to be on hand. Lower inventory levels result in more working capital and lower warehouse space requirements.

COMMENDATION

The Hillsborough County School District is commended for the reduction in warehouse inventory levels.

FINDING

Because of the delivery schedule for supplies, campuses and departments receive deliveries from the warehouse either once or twice a month. Some campuses were observed by the review team to be storing excessive amounts of supplies. Campuses and departments must properly plan for supply needs and usually order more than required. As a best practice, Fairfax County Public Schools in Virginia has implemented a passive order system which achieves these five objectives:

- minimizes the time and effort required by campus staff to process supply orders;
- reduces occasions of campuses and departments running out of critical supplies;
- eliminates the stockpiling of supplies at schools;
- reduces peak summer workload in the central warehouse; and
- reduces warehouse inventory levels by establishing predictable demand.

Under a passive order system, schools define their product requirements for each month of the year, and each month supplies are delivered to campuses and departments based on a schedule established by the administrator. With site-based management, principals and department administrators are able to control material and

supply orders necessary to achieve the educational mission of the district. They know when products will be delivered (e.g., elementary schools can plan to have additional pink and red construction paper delivered prior to Valentine's Day). A majority of the warehouse stocked items can be available through a passive order system. To provide flexibility to the schools, each month the warehouse can send each school a listing of the items they are scheduled to receive the following month. Sites could have 10 days to return the list with any adjustments to their orders. If the campuses and departments take no action, supplies are delivered as originally scheduled. As a result, supplies arrive at each school when needed; eliminating unexpected shortages and the need to stockpile critical items.

The passive order system is then implemented at the warehouse level to achieve a "just-in-time" inventory level. After the campuses and departments have defined their monthly requirements, the warehouse will combine them to determine districtwide monthly requirements. Orders and deliveries can automatically be placed on a monthly basis with the vendors. Warehouse deliveries will be scheduled and inventory received "just in time" to deliver to the campuses and departments. As with the campuses and departments, the Warehouse Department will have the ability to modify its quantities with the vendors if the scheduled amount will not meet all needs. The warehouse can also choose to stock a minimum amount of excess inventory for all or selected items.

Implementation of a passive order system can significantly reduce warehouse costs. Inventory requirements can be projected more accurately to enable ordering proper quantities. Ordering is done once a year and then is slightly modified each month to meet any unplanned requirements. With the proper quantities in the warehouse, campuses and departments will be assured to receive the required supplies and the warehouse will reduce stock levels. Stocking of obsolete items can virtually be eliminated with the implementation of a passive order system.

Other districts have realized significant savings with the implementation of a passive order system. Summer workloads; mistakes in picking, packing and shipping; and inventory levels have been reduced. In addition, more competitive prices can be negotiated with vendors when the quantity and delivery dates are defined during the bidding process.

RECOMMENDATION

Recommendation 12-11:

Implement a Passive Order System for routine supplies.

Implementation of a passive order system should be accomplished with a phased approach. Initially bulk and high demand items should be used for implementation. Each year, items should be added to a passive order system until, after a three-year period, nearly all items are included in the system.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of Business and Research should instruct the Supervisor of Purchasing to implement a passive order system. July 1997
2. Interviews with peer school districts using a passive order system or just in time inventory systems should be conducted by the Supervisor of Purchasing. July 1997
3. The Supervisor of Purchasing and Warehouse Coordinator should determine the initial stock items which will be available in the passive order system. August 1997
4. The Supervisor of Purchasing, in coordination with the Warehouse Coordinator, should develop procedures, forms, and tracking systems for implementation of a passive order system. Fall 1997
5. A passive order system pilot program should be implemented. January-June 1998
6. The Warehouse Coordinator should begin limited implementation of a passive order system with vendors. January 1998
7. Site managers should be trained by the Warehouse Coordinator in planning passive orders and monitoring needs. March 1998
8. The passive order system should be implemented districtwide for initial items. July 1998
9. Additional items should be included in the passive order system by the Warehouse Coordinator. July 1999
10. Final items should be included in the passive order system by the Warehouse Coordinator. July 2000
11. The Warehouse Coordinator should fully implement a passive order system with vendors. July 2000

FISCAL IMPACT

Fairfax County Public Schools performed approximately 1,500 deliveries in 1995-96 with a warehouse staff of 15 FTE, equating to 100 deliveries per position. Based on the Hillsborough County School District making 1,800 deliveries (one delivery per month per school for 10 months), the warehouse staff should be reduced by 6 FTE over the next three years while the passive order system is being phased in.

Inventory levels can be reduced by at least a one month's supply based on the implementation of the recommendation. The current inventory is estimated to be a

three-month level. The district will increase its cash flow by approximately \$495,000 with full implementation of the purchase order system. Investment income will also increase due to the additional cash flow. Increased investment income is based on a three-year phased implementation and an earnings rate of five percent per year.

The cost savings resulting from the reduction of warehouse staff are calculated as follows:

Salary of six staff using an average of \$25,800 per year	\$154,802
Benefits of 32 percent of salary	49,537
Total annual cost savings from reduction in warehouse staff	\$204,339
FY 1998-99 (1/3 of implementation complete)	\$68,113
FY 1999-2000 (2/3 of implementation complete)	\$136,226
FY 2000-01 and 2001-02 (implementation complete)	\$204,339

The cost savings resulting from the lower inventory levels are calculated as follows:

Description	<u>Inventory Reduction</u>	<u>Investment Income at 5%</u>
FY 1998-99 - 1/3 of annual reduction in inventory	\$165,209	\$8,260
FY 1999-2000 - 2/3 of annual reduction in inventory	\$330,418	\$16,521
FY 2000-01 and 2001-02 - annual reduction in inventory	\$495,628	\$24,781

Implementing the passive order system will require less inventory and, as a result, reduced warehouse space. Since the district has plans to build a central warehouse in the near future, the total planned square footage should be decreased to reflect reduced inventory levels from implementing the passive order system.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Reduce Warehouse Staff	\$0	\$68,113	\$136,226	\$204,339	\$204,339
Increase Investment Income	\$0	\$8,260	\$16,521	\$24,781	\$24,781
Total	\$0	\$76,373	\$152,747	\$229,120	\$229,120

FINDING

The central warehouse is currently not capable of storing all items. Therefore, the district rents an additional 19,998 square feet of warehouse space known as the Bonacker Warehouse. Exhibit 12-10 summarizes rent costs for the past two fiscal years.

**EXHIBIT 12-10
BONACKER WAREHOUSE RENT COSTS**

Year	Amount
1993-94	\$ 51,992
1994-95	\$ 75,099

Source: Warehouse Department, 1997.

Neither warehouse is adequately equipped with a racking system to provide maximum utilization of the space. With racking systems, most warehouses are able to achieve three to four times the amount of storage for each square foot within the warehouse. Exhibit 12-11 calculates the total amount of storage capacity for the central warehouse if the space utilization was two, three and four times the current square footage. Currently, the district is planning to rent tractor trailers to temporarily store furniture for new schools opening in 1997-98 because of limited storage space in current available warehouses. The district is incurring additional costs to rent trailers when the funds could be used to purchase a racking system which would provide for permanent additional storage capacity.

The Hillsborough County School District has been reluctant to invest in racking systems because they may be incompatible with a new warehouse planned for the district. Plans for construction of a new warehouse have been delayed because of overwhelming student population growth within the district. The district has acquired land for the purposes of constructing a new warehouse; however, construction of new schools has top priority.

**EXHIBIT 12-11
POTENTIAL STORAGE CAPABILITY OF CENTRAL WAREHOUSE**

Utilization Factor	Storage Capacity
200%	144,000
300%	216,000
400%	288,000

Source: MGT Review Team calculation, 1997.

RECOMMENDATION

Recommendation 12-12:

Acquire a racking system for the central warehouse.

Interviews with the warehouse management and staff revealed the need for a racking system. Staff have a thorough understanding of cost and efficiency savings that can be realized. Acquisition of the system has been delayed until the completion of the new warehouse. However, with the construction of the warehouse uncertain, the district should take action immediately. Upon construction of the new warehouse, the system should be transferred and re-installed.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of Business and Research should instruct the Supervisor of Purchasing to acquire a racking system and other related equipment to maximize use of the central warehouse. July 1997

2. The Supervisor of Purchasing, Warehouse Coordinator, Storeroom Manager, and warehouse staff should develop the requirements for implementing a racking system. August 1997

3. The Supervisor of Purchasing should issue an RFP for the racking system. September 1997

4. The selection of the racking system vendor(s) should be announced by Purchasing. November 1997

5. The installation and implementation of the racking system should be completed by the Warehouse Coordinator. December 1997 - February 1998

6. Storage at the Bonacker facility should cease. March 1998

FISCAL IMPACT

The long-term effect of this recommendation will result in a cost savings of \$148,619. Initial expenditures will be made for acquisition of the racking system and a forklift required to use the system. In addition, the warehouse's ventilation system will need to be upgraded to increase circulation when the racking system is installed.

Additional savings may occur in future years when a large number of new schools are opened. The need for temporary storage may be eliminated if the furniture can be stored in the district's existing facilities.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Acquire Racking System, Forklift, and Ventilation Modifications	(\$146,000)	\$0	\$0	\$0	\$0
Eliminate Bonacker Warehouse Rent	\$17,331	\$69,322	\$69,322	\$69,322	\$69,322
Total	(\$128,669)	\$69,322	\$69,322	\$69,322	\$69,322

FINDING

The Hillsborough County School District is not complying with Board policies and procedures for Warehouse Services. Section H-20.2 states:

. . . .The warehouse shall operate as an independent intergovernmental school services system. The users of the warehouse facilities shall bear the costs of this function. Service charges shall be established to reflect the costs of operations of this facility and may be adjusted from time to time by the recommendation of the Director of Finance and approval of the School Board.

A 10 percent service charge is being added to warehouse stock. This service charge does not cover the cost of operating the warehouse. Shortfalls are funded by the general fund. In order to recover the entire cost of operations, the service charge would need to be increased to 30 percent.

RECOMMENDATION

Recommendation 12-13:

Comply with Board policy and operate the warehouse as an independent intergovernmental school service system.

Compliance with policy should be accomplished with an increase in the service charge and a decrease in warehouse operating costs, or a combination of both.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Assistant Superintendent of Business and Research should instruct the General Director of Finance to recommend modifications which will result in adherence to Board policy. | July 1997 |
| 2. The General Director of Finance should recommend modifications. | August 1997 |
| 3. The Assistant Superintendent of Business and Research should approve the modifications. | September 1997 |
| 4. The General Director of Finance should implement the modifications. | September 1997 |

FISCAL IMPACT

Implementation of the recommendation will not result in a cost savings as long as campuses and departments are required to obtain supplies from the warehouse.

12.3 Copiers

CURRENT SITUATION

While testing the fixed assets inventory, the review team found that some schools had purchased copiers with funds solicited from outside sources. Analysis of data provided by the district revealed that over 43 percent of copiers owned by the district are over six years old. Exhibit 12-12 summarizes the analysis performed.

**EXHIBIT 12-12
SUMMARY OF HILLSBOROUGH COUNTY SCHOOL DISTRICT COPIERS
BY SITE AND AGE**

Facility Type	Average Number of Copiers	0-3 years Average Number of Copiers	4-6 years Average Number of Copiers	>6 years Average Number of Copiers	Percent of Copiers 0-3 years old	Percent of Copiers 4-6 years old	Percent of Copiers > 6 years old
Elementary	8.21	2.19	2.72	3.30	26.67%	33.10%	40.23%
Middle	11.88	5.79	3.45	6.73	36.24%	21.63%	42.13%
High	33.16	8.74	8.79	15.63	26.35%	26.51%	47.14%
Other Schools	7.06	2.11	1.83	3.37	26.32%	25.91%	47.77%
Administrative	6.13	1.81	1.58	2.74	29.47%	25.79%	44.74%
Total	11.00	3.17	3.04	4.79	28.81%	27.68%	43.51%

Source: Hillsborough County Property Control Department, 1997.

The Office Machine Repair Department (OMR) is responsible for maintaining and repairing of all district copiers, computers, and other office equipment. Fourteen (14) OMR staff members are dedicated to servicing copiers. A committee is currently studying opportunities to provide better methods for copying within the district. Alternatives being considered are incorporating new technology, outsourcing maintenance, and outsourcing copying.

FINDING

Analysis of copier data provided by the district shows there is a large disparity in the number of copiers at different campuses. Exhibit 12-13 shows the smallest and largest number of copiers at elementary, middle, and high schools.

**EXHIBIT 12-13
SMALLEST AND LARGEST NUMBER OF COPIERS BY SCHOOL TYPE**

Type of School	Smallest Number of Copiers	Largest Number of Copiers
Elementary	3	24
Middle	9	32
High	23	55

The Supervisor of Office Machine Repair has developed a proposed model to allocate copiers to campuses. The proposed allocation would be based upon the type of school and its enrollment. Large, medium, and small copiers are uniquely allocated to each campus.

RECOMMENDATION

Recommendation 12-14:

Implement the proposed model of allocating copiers to campuses within the district.

Implementation of the proposed copier allocation model should serve two purposes. First, schools of like enrollment will be provided the same resources to meet their objectives. Secondly, the cost of purchasing copiers within the district will be decreased because less copiers will be required. Excess copiers can be used as trade-ins on new copiers or sources of parts for copiers remaining in service. The allocation will clearly define the district's requirements so that proper planning and budgeting can be accomplished. Eventually, the cost of repairing and replacing excess copiers will be eliminated.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------------------|
| 1. The Director of Divisional Programs, General Director of Finance, Supervisor of Office Machine Repair, and Supervisor of Budget and Cash Management should develop an allocation model which would appropriately allocate the district's copier resources. | July 1997-
September 1997 |
| 2. The Assistant Superintendent of Business and Research should review and approve the allocation model. | September 1997 |
| 3. The Superintendent should review and approve the allocation model. | October 1997 |
| 4. The Board should approve the allocation model. | November 1997 |
| 5. The allocation model should be incorporated into the 1998-99 budget. | November 1997 |

FISCAL IMPACT

The district can implement this recommendation at no cost.

FINDING

Districtwide, over 43 percent of the copiers currently in service are more than six years old. OMR has provided the School Board replacement lists in each of the past five years. Budget constraints have forced the Board to disapprove the replacement of

copiers. Older copiers generally require more frequent repairs and parts are hard to find or very expensive. For example, the district has a large number of OCE 1825 models that require the use of a "master" (a huge rubber belt that transfers the picture to paper) to produce photocopies. Effective July 1996, the cost of a "master" increased from \$80 to \$200. When notified of the upcoming increase, OMR ordered a year's supply prior to the increase becoming effective. Therefore, in 1996-97, the effect of the increase was not realized by the district. However, stock is running low and the cost increase will effect the district in the 1997-98 school year.

RECOMMENDATION

Recommendation 12-15:

Develop a replacement plan for copiers.

A replacement plan will assist the district in spreading the expenditures over a period of time versus incurring large expenditures in a single year when multiple copiers must be replaced. Timely replacement of copiers will reduce the amount of repair and maintenance costs required to keep older copiers in service.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------|
| 1. The Assistant Superintendent of Technical, Career and Adult Education should instruct the Director of Divisional Programs to develop a replacement plan for copiers. | October 1997 |
| 2. In cooperation with the Supervisor of Office Machine Repair, the Director of Divisional Programs should develop a replacement plan for the next five years. | October 1997 |
| 3. The Assistant Superintendent of Technical, Career and Adult Education should review and approve the replacement plan. | November 1997 |
| 4. The replacement plan should be provided by the Assistant Superintendent of Technical, Career and Adult Education to the Budget Department for inclusion in the 1998-99 budget. | November 1997 |
| 5. The Director of Divisional Programs and Supervisor of Office Machine Repair should review and revise the replacement plan for inclusion in the budget. | Annually |

FISCAL IMPACT

A replacement plan for copiers can be developed within existing resources.

FINDING

Site-based management requires the cost of new equipment to be charged to campuses. Both campuses and departments are not charged for copier repairs and, therefore, have no incentive to dispose of older copiers which are costly to repair. The Office Machine Repair Department absorbs all costs to repair copiers. OMR does not have a method of charging back the costs to the campuses and departments. In addition, campuses and departments are quick to place a service call for minor problems such as paper jams. OMR staff must respond to all service calls when the campuses may be able to correct the problem themselves.

Since districtwide data related to cost per copy for small and medium-sized copiers are not complete, the Supervisor of Office Machine Repair (OMR) recently analyzed the district's cost per copy using data available for large copiers (copiers that process 60 copies per minute) for the 1995-96 school year. During 1995-96, large copiers produced 313,500,000 copies. The average annual equipment cost for the large copiers was \$828,845, with attendant annual service costs of \$955,905, for a total annual cost of \$1,784,750. The total cost per copy produced by large copiers was \$.0057 per copy.

RECOMMENDATION

Recommendation 12-16:

Establish an Internal Service Fund in the Office Machine Repair Department to recover the cost of providing copiers and repair services to campuses and departments.

OMR should be operated as an Internal Service Fund that requires the unit to provide copier repair services to campuses and departments on a full cost-reimbursement basis. Copier repair services would be "sold" to campuses and departments based on clearly stated prices. Prices must be calculated to cover the full cost of operations and include the replacement cost of supplies and materials, payroll costs, operating expenses (including allocations for facilities use and utilities), capital cost recovery in future years through depreciation based on the estimated useful life of equipment, maintenance costs, and debt service (if any).

A feature of an Internal Service Fund essential for a competitive operation is to allow campuses and departments to purchase copier repair services from sources outside Hillsborough County School District if they are cheaper. This forces OMR to operate as a "business", using private sector practices to make appropriate capital investment decisions, understand its real cost of operations, and allocate resources properly—thereby justifying its existence and controlling costs.

A search for best practices revealed that Jefferson County School District, the largest school district in Colorado, operates 11 internal service funds. The Jefferson County School District found that creating internal service funds (where appropriate) creates significant incentives to conserve resources since services are no longer free to internal customers (e.g., the Fleet Maintenance Department's costs decreased \$500,000 over

two years). In fact, the Jefferson County School District refuses to “bail out” units operating as internal service funds that are in financial difficulty, thereby forcing them to operate like private vendors.

The Jefferson County School District has over 71,000 students and approximately 145 facilities of which all but 20 are high schools, middle schools or elementary schools. Jefferson County considers its copier program its most successful Internal Service Fund. The Jefferson County School District bases the success of the district’s many Internal Services Funds on the following:

- providing the schools with the dollars being expended centrally for copier maintenance;
- buying back the old equipment from the schools at depreciated value;
- allowing the schools to decide if they wish to participate in the program;
- placing the schools in a position to control how much they will spend on copies;
- allowing schools to spend the additional maintenance dollars as they wish; and
- creating a customer service environment.

Jefferson County also reduced the average number of copies per student as a result of establishing the Internal Service Fund charging campuses on a “per-copy” basis. Charging schools on a per-copy basis was agreed to with the expectation that fewer copies would be made by individual schools to save money. Jefferson County compared its average number of copies per student to peer districts and determined that the district produced 45 percent fewer copies per student than the average of its peers.

The Jefferson County School District notes that:

Reductions in costs for equipment repair could not have been achieved with an edict that all equipment over a certain age would not be repaired and that schools should up-grade their copiers. It was accomplished by establishing a program that placed the resources and financial responsibility in the hands of the individual(s) in the best position to make the decision.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Divisional Programs and Supervisor of Office Machine Repair should analyze the full cost of providing copier repair services, including labor, operating expenses (with related overhead allocations for facilities July 1997

- use and utilities costs), and capital costs.
2. The Director of Divisional Programs should calculate the costs of each copier repair service to be provided by the unit based on the repair request and develop a comprehensive pricing structure to be distributed to campuses and departments. August 1997
 3. The Director of Divisional Programs and the General Director of Finance should draft a procedure for establishing an Internal Service Fund for copier repair services. September 1997
 4. The Assistant Superintendent of Business and Research should approve the plan for an Internal Service Fund and related procedures, and present the plan to the Board for approval. October 1997
 5. The Director of Divisional Programs should communicate the price structure and procedures for interfacing with the newly created Internal Service Fund to campuses and departments. November 1997
 6. The replacement plan should be provided by the Assistant Superintendent of Business and Research to the Budget Department for inclusion in the 1998-99 budget. November 1997
 7. The Director of Divisional Programs should routinely perform financial and operational analyses to update the fee schedule as necessary. Quarterly

FISCAL IMPACT

OMR was able to provide the total number of copies produced by large and medium-sized machines for the 1995-96 fiscal year. A total of 313,500,000 copies were made on large machines and a total of 50,985,550 copies were made on medium-sized machines, for a total of 364,485,550 copies in 1995-96. Because the copy volume for small machines was not available, assumptions made in calculating the potential fiscal impact of this recommendation do not include small copiers and are likely to produce significantly more actual cost savings than the estimated savings. To be conservative, the fiscal impact is calculated based on a projected 30 percent reduction in the number of copies per student, rather than the 45 percent reductions achieved by the Jefferson County School District model.

Total copies (large and medium-sized copies)	364,485,550
Total student enrolled in Hillsborough County (pre-K through 12)	÷ 147,443
Average copies per student (Hillsborough County School District)	<u>2,472</u>
Average copies per student (Jefferson County)	<u>- 988</u>
Difference	<u><u>1,484</u></u>
Percentage difference (Jefferson County percent less than Hillsborough County)	60 Percent
<i>For comparative purposes only</i>	<u><u> </u></u>
Average copies per student (Hillsborough County School District)	2,472
Targeted percentage reduction if Internal Service Fund implemented	x .30
Decrease in average number of copies per student	<u>742</u>
Multiplied by number of students	<u>x 147,443</u>
Total annual reduction in copies	109,402,706
Multiplied by average cost per copy calculated by OMR	<u>x \$.0057</u>
Estimated annual cost savings	<u><u>\$623,595</u></u>

A 50 percent savings is estimated for the 1997-98 school year.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Establish Internal Service Fund	\$311,800	\$623,600	\$623,600	\$623,600	\$623,600

13.0 TRANSPORTATION

This chapter addresses the Hillsborough County School District Department of Transportation which is one of several offices within the Division of Business and Research reporting to the Assistant Superintendent for Business and Research. The Transportation Department transports approximately 75,000 students a day to school and home on regular runs, as well as special education runs, mid-day shuttle runs, late runs and special activity runs for athletic, educational and extra curricular programs. With a FY 1997 budget of almost \$39.5 million, the Transportation Department uses approximately 1,024 buses per day, 890 regular school bus drivers, and 21 administrative supervisors for a combined travel distance of almost 19 million miles per year.

This chapter contains eight major sections:

- 13.1 Transportation Overview
- 13.2 Management Policies
- 13.3 Organization and Staffing
- 13.4 School Bus Route Scheduling
- 13.5 Bus Fleet Management
- 13.6 Non-Bus Fleet Management
- 13.7 Alternative Fuels
- 13.8 Training

It should be noted that throughout this chapter there will be some variation in the number of buses cited. This fluctuation is due to various databases supplied by the district and state with inconsistent numbers, the time when the data were recorded and reported, and the identified student population included in each database.

13.1 Transportation Overview

The purpose of the overview is to develop a perspective of the size and complexity of the transportation operation in the Hillsborough County School District. National statistics are presented to show the significant size of the operation in relation to other large school systems.

In addition to national comparisons, it is important to establish the framework of the state laws that govern the standards of operation for the Transportation Department within the Hillsborough County School District. School district levels of flexibility to manage the operation are governed by specific federal and state laws.

Transportation operations are compared to several peer districts in an attempt to assess several key elements such as level of state funding, funding sources, percent of occupancy, rurality factors, transported miles by program and other relevant data that effect the management of the district's Transportation Department.

The growth of the district is reflected in the number of schools built since 1975. Not only has the Hillsborough County School District experienced constant growth, but the district has faced numerous years of budgetary reductions which necessitated the use

of creative alternatives and strategies to deal with limited resources and increased demands. For example, during 1996, the Transportation Department made use of a community-based Budget Advisory Task Force to assist in its efforts to prioritize and develop alternatives for cost reductions and operational improvements.

CURRENT SITUATION

According to the December 1996 *School Bus Fleet*, a monthly professional transportation industry publication, the Hillsborough County School District operates the tenth largest bus fleet in the nation. Exhibit 13-1 compares the top 50 national school bus fleets utilizing the number of buses, the number of pupils transported daily, and size of fleet.

In a December 1995 *School Bus Fleet* publication shown in Exhibit 13-2, the Hillsborough County School District ranked seventh in number of daily student riders and 12th in the nation in transportation productivity at 62 riders per bus.

The Transportation Department in the Hillsborough County School District is faced with many challenges in planning, maintaining, and evaluating its operational needs and distribution of resources. National issues and local issues are reflective of the times and include such areas as:

- school choice
- charter schools
- double sessions
- modified school calendar
- activity busing
- alternative education
- magnet programs
- teen parent
- day care
- special education

School districts attempt to maximize their productivity per bus by using fewer buses for multiple routes. Baltimore County Public Schools in Maryland, for example, reported 114 riders per bus; Gwinnett County School District in Lawrenceville, Georgia reported 107; and East Baton Rouge, Louisiana reported 82 riders per bus. As displayed in Exhibit 13-2, the Hillsborough County School District ranked 12th with 62 riders per bus.

Section 234, Florida Statutes, and State Board Rule 6A-3 mandates transportation for all students for the regular school year of 180 days. Florida law specifically states that students must be provided transportation to school if they reside two or more miles from school. The two-mile limit does not apply to students with special needs, pre-kindergarten children, or elementary students within a two-mile radius of the school, where walking conditions have been declared hazardous due to specifically defined traffic conditions.

Exhibit 13-3 outlines the Florida Statutes and Department of Education State Board Rules that govern the transportation of school children in the State of Florida.

**EXHIBIT 13-1
LARGEST 50 NATIONAL SCHOOL BUS FLEETS**

Rank	School District	Small Buses	Large Buses	Lift-Equipped Small Buses	Lift-Equipped Large Buses	Contractor Buses	Pupils Daily	Fleet '96	Fleet '95	Change vs. '95
1	New York City Public Schools, Long Island City, NY	2,256	1,744	0	320	4,000	160,000	4,000	3,838	162
2	Los Angeles Unified School District, Los Angeles, CA	1,278	1,176	240	35	1,050	70,000	2,454	2,577	-123
3	Chicago Public Schools, Chicago, IL	543	1,820	140	210	2,363	50,000	2,363	2,340	-23
4	Dade County Public Schools, Miami, FL	456	1,263	140	311	144	65,105	1,719	1,428	291
5	Milwaukee School District, Milwaukee, WI	500	1,000	75	0	1,500	55,500	1,500	1,440	60
6	Houston Independent School District, Houston, TX	481	861	219	15	0	41,762	1,342	1,041	301
7	Dallas County Schools, Dallas, TX	381	888	35	0	0	50,000	1,269	1,323	-54
8	Fairfax County School District, Lorton, VA	23	1,209	10	167	0	101,327	1,232	1,232	0
9	Broward County School District, Oakland Park, FL	10	1,215	0	185	0	63,587	1,225	1,051	174
10	Hillsborough County Public Schools, Tampa, FL	4	1,208	12	170	0	78,009	1,212	1,223	-11
11	Orange County Public Schools, Orlando, FL	10	1,157	4	157	0	59,700	1,167	1,024	143
12	School District of Philadelphia, PA	121	906	1	144	427	31,350	1,127	1,080	47
13	Prince George's County School District, Upper Marlboro, MD	0	1,065	0	85	3	91,150	1,065	1,044	21
14	Montgomery County Public Schools, Rockville, MD	0	995	0	0	6	92,000	995	989	6
15	Jefferson County Public Schools, Louisville, KY	41	948	1	60	232	71,476	989	998	-10
16	Duval County School District, Jacksonville, FL	54	933	14	122	987	53,097	987	975	12
17	Detroit Public Schools, Detroit, MI	10	951	5	193	347	16,528	961	N/A	N/A
18	Charlotte Mecklenburg School District, Charlotte, NC	0	836	0	51	0	57,613	836	896	-60
19	Cobb County School District, Marietta, GA	81	721	34	23	0	62,900	802	770	32
20	Clark County School District, Las Vegas, NV	272	502	154	10	0	69,294	774	699	75
21	Gwinnett County Public Schools, Lawrenceville, GA	38	721	30	79	0	68,000	759	759	0
22	Baltimore County Public Schools, Timonium, MD	0	757	0	159	706	65,000	757	752	5

**EXHIBIT 13-1 (Continued)
LARGEST 50 NATIONAL SCHOOL BUS FLEETS**

Rank	School District	Small Buses	Large Buses	Lift-Equipped Small Buses	Lift-Equipped Large Buses	Contractor Buses	Pupils Daily	Fleet '96	Fleet '95	Change vs. '95
23	Palm Beach School District, West Palm Beach FL	147	583	56	64	0	57,000	730	680	50
24	Wake County Schools, Raleigh, NC	106	609	30	20	0	50,000	715	688	27
25	Pinellas County School District, Largo, FL	30	594	10	83	0	39,500	624	N/A	N/A
26	Minneapolis Public Schools, Minneapolis, MN	105	505	28	11	430	53,000	610	550	60
27	East Baton Rouge School District, Baton Rouge, LA	100	508	0	25	0	45,000	608	626	-18
28	Virginia Beach City Public Schools, Virginia Beach, VA	25	581	2	86	0	67,070	606	622	-16
29	Columbus Public Schools, Columbus OH	144	445	20	0	82	30,316	589	643	-54
30	Cleveland Public Schools, Cleveland, OH	0	585	0	22	0	22,200	585	588	-3
31	School District of Lee County, Fort Myers, FL	0	578	0	97	0	35,000	578	538	40
32	Anne Arundel County School District, Annapolis, MD	80	490	45	20	490	51,500	570	555	15
33	San Diego Unified School District, San Diego, CA	0	559	0	110	113	21,600	559	515	44
34	Rochester City School District, Rochester, NY	232	311	22	6	446	26,000	543	639	-96
35	St. Louis Public Schools, St. Louis, MO	0	525	0	0	525	21,000	525	540	-15
36	Brevard County School District, Cocoa, FL	0	508	0	57	0	26,000	508	528	-20
37t	Buffalo City School District, Buffalo, NY	250	250	40	5	470	37,000	500	450	50
38	Prince William County Public Schools, Bristow, VA	57	443	14	46	0	33,500	500	490	10
39	Omaha Public Schools, Omaha, NE	285	210	46	0	213	14,900	495	518	-23
40	Austin Independent School District, Austin, TX	200	270	27	11	0	23,000	470	487	-17
41	Metro Nashville Public Schools, Nashville, TN	0	468	0	31	0	48,150	468	460	8
42	Polk County Public Schools, Bartow, FL	179	278	25	39	0	41,039	457	524	-67
43	Seattle Public Schools, Seattle, WA	139	311	23	0	450	20,627	450	460	-10
44	Boston Public Schools, Boston, MA	224	225	48	0	0	35,400	449	642	-193

**EXHIBIT 13-1 (Continued)
LARGEST 50 NATIONAL SCHOOL BUS FLEETS**

Rank	School District	Small Buses	Large Buses	Lift-Equipped Small Buses	Lift-Equipped Large Buses	Contractor Buses	Pupils Daily	Fleet '96	Fleet '95	Change vs. '95
45	Cypress-Fairbanks Independent School District, Houston, TX	53	384	0	47	0	41,950	437	437	0
46	Winston-Salem/Forsyth County School District, Winston-Salem, NC	0	417	0	30	0	25,100	417	400	17
47	Northside Independent School District, Helotes, TX	152	248	32	5	0	27,500	400	370	30
48	Yonkers Public School District, Yonkers, NY	105	295	40	0	400	20,000	400	N/A	N/A
49	Albuquerque Public Schools, Albuquerque, NM	148	252	0	32	400	33,370	400	399	1
50	Denver Public Schools, Denver, CO	112	274	0	50	0	28,000	386	390	-4

Source: *School Bus Fleet*, December 1996.

The funding of transportation is provided by both the state and local tax revenues. The Florida Education Finance Program (FEFP) has never fully funded transportation costs of school districts. State funding has been less than 60 percent for many years until the 1995 legislative session which enacted a revised student transportation funding formula designed to redistribute state funds among the 67 school districts. The current state funding percentage is approximately 80 percent. The old formula distributed money to each county based on a density index determined by dividing the number of students transported by one-half of the number of miles traveled. No additional funding was given for transporting disabled students.

The new formula applies three indices to the number of students transported to determine the school district's total full-time-equivalent (FTE) students. The three indexes are:

- a rurality index which indicates the percent of rural residents in the county;
- the average bus occupancy which is intended to promote efficient utilization of buses; and
- a Florida price level index which indicates the differences in the cost of living among the 67 counties in the state.

**EXHIBIT 13-2
COMPARISON OF STUDENT RIDERS
FOR 25 LARGEST SCHOOL BUS FLEETS IN THE COUNTRY
DECEMBER 1995**

Rank	Largest 25 School Bus Fleets	Number of Student Riders Daily	Number of Buses	Riders Per Bus
1	New York City Public Schools, NY	148,000	(1) 3,838	39
2	Fairfax County (Alexandria), VA	98,715	(8) 1,232	(5) 80
3	Baltimore County Public Schools, MD	85,413	752	(1) 114
4	Prince George's (Upper Marlboro), MD	84,500	(12) 1,044	(4) 81
5	Gwinnett County (Lawrenceville), GA	81,000	759	(2) 107
6	Montgomery County (Rockville), MD	79,000	989	(6) 80
7	Hillsborough County (Tampa), FL	75,655	(9) 1,223	(12) 62
8	Los Angeles Unified, CA	67,900	(2) 2,577	26
9	Jefferson County (Louisville), KY	67,000	998	(9) 67
10	Broward County (Ft. Lauderdale), FL	66,731	(11) 1,051	(10) 63
11	Dade County (Miami), FL	64,219	(5) 1,428	45
12	De Kalb County (Tucker), GA	61,890	800	(8) 77
13	Cobb County (Marietta), GA	61,000	770	(7) 79
14	East Baton Rouge, LA	59,800	725	(3) 82
15	Orange County (Orlando), FL	58,962	1,024	58
16	Charlotte Mecklenburg Schools, NC	56,300	896	(11) 63
17	Duval County (Jacksonville), FL	54,700	975	56
18	Milwaukee Public Schools, IL	54,000	(4) 1,440	38
19	Chicago Public Schools, IL	50,000	(3) 2,340	21
20	Dallas County Schools, TX	48,000	(7) 1,323	36
21	Clark County (Las Vegas), NV	43,542	699	(13) 62
22	Houston ISD, TX	41,665	(6) 1,422	40
23	Hawaii Department of Education, HI	37,500	873	43
24	Philadelphia, PA	30,000	(10) 1,080	28
25	Department of Education (St. Louis)	14,000	700	20
26	National Average of 25 Largest Districts	63,580	1,223	18

Source: *School Bus Fleet* Magazine, December 1995.

Note: (#) represents the numerical ranking for number of buses and riders per bus.

**EXHIBIT 13-3
FLORIDA STATUTES AND STATE BOARD OF EDUCATION RULES
GOVERNING THE TRANSPORTATION OF SCHOOL CHILDREN**

SECTION	CHAPTER 234, FLORIDA STATUTES:
234.01	Purpose: Transportation When Provided
234.02	Safety and Health of Pupils
234.051	School Buses
234.0515	Transportation of Public School Students by Private Transportation Companies
234.061	Designation of Routes and Nontransportation Zones
234.091	General Qualifications
234.112	School Bus Stops
234.211	Use of School Buses for Public Transportation
234.212	Contract for Transportation Services
234.301	Pool Purchase of School Buses
234.021	Hazardous Walking Conditions

RULE	DEPARTMENT OF EDUCATION RULES -- 6A-3 SERIES
6A-3.001	Basic Principles for Transportation of Students
6A-3.003	Certification as to Specifications of School Buses
6A-3.004	Procedures for Bids for School Buses
6A-3.005	Awarding Contracts for Purchase of School Buses
6A-3.006	Pool Purchase Plan for Purchase of Equipment and Contractual needs; Department of Management Services, Division of Purchasing Authorized to Negotiate Contracts
6A-3.007	Purchase of Used School Buses
6A-30121	Responsibility of School District and Parents for Students with Special Transportation needs who are Transported at Public Expense
6A-3.0141	Employment of School Bus Drivers
6A-3.0151	School Bus Driver Physical Examination and Medical Examiners Certificate
6A-3.016	Responsibilities of Deputy Commissioner for Educational Programs for Student Transportation
6A-3.017	Responsibilities of School Districts for Student Transportation
6A-3.018	Responsibilities of Superintendent
6A-3.029	Specifications for New School Buses
6A-3.0311	Specific Requirements for Transit Authority Buses Used as School Buses
6A-3.034	Use of Liquefied Petroleum Gas as a Motor Fuel in School Buses
6A-3.036	School Bus Driver's License Check for Suspensions and Revocations
6A-3.307	Alternate Engine Fuels for School Buses

Source: State of Florida Laws and Rules, 1996.

In addition, funding was added for exceptional students. Exhibit 13-4 shows a comparison of similar Florida school districts and the amount of state funding for transportation. The Hillsborough County School District has the second highest exceptional student (ESE) population in 1995-96 at approximately 3,479 full time equivalent (FTE) students which generated \$3.35 million. The district received a total of \$27,505,317 in state funds for transportation. Based on the state funding formula providing additional funding for ESE students, the district received \$3.35 million or approximately 12 percent, in funding related to the high number of ESE transported students. As noted in Exhibit 13-4, the Hillsborough County School District received the largest overall distribution of state funding among the comparison districts. A contributing factor is the large ESE student populations.

Of particular interest is the impact of the old versus new formula on local level of funding requirements. Under the old funding formula, the total transportation expense for 1994-95 reflected a local contribution of approximately \$17.7 million compared to the estimated 1995-96 local funding requirements of only \$13 million. With the increase in total state percentage contribution and reduced local requirement, the Hillsborough County School District transportation operational funding gained a positive net effect for the district.

The population rurality as reflected in the funding formula is indicated in Exhibit 13-5 for the comparison school districts. Of the school districts compared, the Hillsborough County School District had the highest rural population percentage. The rural population percentage helps determine the distance and potential ridership when developing bus routes.

**EXHIBIT 13-4
STUDENT TRANSPORTATION COMPARISONS
STATE FUNDING ALLOCATION
1995-96**

DISTRICT	STATE FUNDS EARNED
Broward	\$23,869,459
Duval	\$19,228,706
Orange	\$21,158,538
Palm Beach	\$21,236,040
Pinellas	\$15,403,751
Hillsborough	\$27,505,317
State (67 Districts)	\$354,395,290

Source: Florida Department of Education, Second Transportation Calculation, 1997.

Note: The Hillsborough County School District receives highest state base funding allocation factor (\$74,506); the second highest exceptional student allocation (\$3.35 million for 3,479 students); and the 11th lowest percent of rural residents (10.77%).

**EXHIBIT 13-5
STUDENT TRANSPORTATION COMPARISON DISTRICT
RURAL POPULATION PERCENT
1996-97**

DISTRICT	URBAN RESIDENTS	RURAL RESIDENTS	TOTAL RESIDENTS	PERCENT RURALITY
Broward	1,241,667	13,821	1,255,488	1.10%
Duval	664,899	8,072	672,971	1.20%
Orange	630,908	46,583	677,491	6.88%
Palm Beach	817,947	45,571	863,518	5.28%
Pinellas	848,230	3,429	851,659	0.40%
Hillsborough	744,209	89,845	834,054	10.77%

Source: Florida Department of Education. Second Transportation Calculation, 1997.

Although Exhibit 13-2 shows the Hillsborough County School District as the 12th largest school district in the nation in terms of bus occupancy, based on updated 1996-97 Florida Department of Education transportation figures illustrated in Exhibit 13-6, the Hillsborough County School District became the second highest in percentage of bus occupancy among comparison districts in Florida, and 7.7 percent above the statewide average. The district is also the third largest in terms of average number of buses on the road within the state of Florida. The district is 17th overall in the state of Florida for bus occupancy.

Exhibit 13-7 indicates that the Hillsborough County School District drove its buses approximately 19,000,000 miles in 1995-96 using approximately 970 buses of which 632 were used for regular transportation runs, 238 buses used for exceptional student education (ESE), and 101 buses used for the many magnet programs in place within the school district. The use of magnet programs has helped address a long standing desegregation court order as well as provide educational options for children.

**EXHIBIT 13-6
AVERAGE BUS OCCUPANCY IN COMPARISON DISTRICTS**

DISTRICT	AVERAGE BUSES	AVERAGE BUS OCCUPANCY
Broward	1,065	60.69%
Duval	909	60.11%
Orange	859	64.28%
Palm Beach	568	100.46%
Pinella	563	72.64%
Hillsborough	971	77.74%
State (67 Districts)	13,613	69.98%

Source: Florida Department of Education, Second Transportation Calculation, 1997.

Note: The Hillsborough County School District has the 3rd largest statewide average buses on the road and 17th statewide in average occupancy.

**EXHIBIT 13-7
MILES PER PROGRAM
REGULAR EDUCATION, ESE, AND MAGNET PROGRAMS*
1995-96**

Program	Miles	Buses
Regular	10,959,000	632
ESE	4,625,000	238
Magnet	3,416,000	101
TOTAL	19,000,000	971

Source: Transportation Department, 1997.

*Does not include alternative education.

Some state funding formulas provide dollars to support the replacement of school buses. The state of Florida funding formula does not have any factor that considers the replacement of buses and generates dollars to support these costs. School districts in Florida must rely on local funding options to implement any type of bus replacement program. Given state funding for transportation operational costs has never been funded at 100 percent, it is even more difficult to fund capital expenditures for a bus replacement program.

Funding for transportation within the school district comes from several sources as outlined in Exhibit 13-8. The significant change in local and state support is a direct result of the revised state funding formula in 1995-96. In 1995-96, the transportation costs were 3.04 percent of the district's total appropriation (i.e., full costs including all cost categories). This compared to a 4.2 percent state average and a 4.3 percent national average as reported by Transportation Department statistics.

**EXHIBIT 13-8
COMPARISON OF FUNDING SOURCES
1994-95 AND 1995-96**

SOURCE	FUNDED BY	1994-95	1995-96
Formula (FTE)	State	\$17,700,000	\$26,891,000
District Funding	Local	\$24,263,900	\$10,339,800
ESE (IDEA)	Federal	\$354,500	\$345,500
Service Reimbursements	Local	\$1,100,000	\$947,100
Recycling Revenue	Local	\$78,600	\$84,100
Medicaid	Federal	\$0	\$315,000
Total		\$43,497,000	\$38,922,500

Source: Transportation Department, 1997.

In addition, the Medicaid (a revenue estimate) in Exhibit 13-8 was approved for federal reimbursement, but has not materialized due to state legal issues being finalized through the legislative process. Medicaid revenue represents federal funds flowing through states to individual agencies such as the Hillsborough County School District.

The Medicaid revenue is based on the district's estimate that approximately 460 students qualify based on selected types of services provided monthly and transported by the Transportation Department. In addition to Medicaid dollars, the exceptional student education IDEA funds represent another federal funding source. These federal funds have been used to purchase five buses for the past several years and represent an alternative funding source to help support the bus replacement program, even if on a very limited and restricted basis.

Exhibit 13-9 reflects the federal ESE level of bus purchase support for the school district.

**EXHIBIT 13-9
FEDERALLY FUNDED ESE BUSES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

FY	NUMBER	COST	TOTAL FUNDED
1997-98	5	\$52,257	\$261,285
1996-97	5	\$47,506	\$237,530
1995-96	5	\$47,506	\$237,530
1994-95	5	\$45,680	\$228,400
1993-94	5	\$39,175	\$195,875

Source: Transportation Department, 1997.

In January 1996, a Transportation Budget Advisory Task Force was formed in an effort to assist the district's Transportation Department find potential budget savings/cost reductions in three levels--a five percent, a 10 percent, and 15 percent reduction level. In addition, the Task Force was asked to critique the operation of the Transportation Department. The Task Force recommended the adoption of the following principles for use in constructing future transportation budgets by the district:

- **Safety:** No change in operation that adversely affects the safety of children should be taken simply due to budgetary reasons.
- **Responsibility:** The district is governed by law. Parents bear primary responsibility for safe passage to and from the school or bus stop.
- **Field Trips and Special Programs:** The costs of these programs should be billed back entirely to the requesting or benefiting program.
- **Courtesy Riders:** Students who fail to meet requirements and are transported should be billed the full cost of providing the transportation.
- **Outsourcing:** The district should continue to outsource any maintenance, service, supply or other activity meeting the following criteria:

- there is no decrease in safety;
- all federal, state, and district requirements are met;
- a significant savings is demonstrated by cost comparisons including all direct and indirect savings;
- savings are of a long-term nature; and
- the district is not dependent upon a sole source provider.

- **Staff and Drivers:** The department should continue high standards for drivers; the district should find ways to increase the attractiveness of driving and staff positions.
- **Public Transportation:** The Transportation Department should explore every reasonable opportunity to work cooperatively with existing public transportation.
- **Computer-assisted Routing:** The district should avail itself of state-of-the-art computer programs for routing.
- **Bus Replacement:** The district should adopt an ongoing 12-year life expectancy bus replacement program and incorporate program into the annual budget.
- **Vandalism:** Vandalism should be recognized as an ongoing and significant concern; the district should consider expanding video monitoring to all buses and set a significant punitive fine above the actual cost of repairs to be paid by vandals.

In addition, the Transportation Budget Task Force recommended two legislative actions:

- **Full FTE Funding:** The State should fully fund those transportation mandates it places upon the counties. Currently, the FTE formula funds only approximately 80 percent of required transportation effort. The effect is to place transportation needs in competition with academic needs at the district level.
- **Hazardous Conditions Criteria:** The criteria used by the State to determine whether hazardous conditions exist (thereby affecting eligibility for FTE funding) are in serious need of revision. The criteria appear to be written with a rural setting in mind, whereas the vast majority of students bused in the state live in urban settings. The definition of hazards should speak to environment factors (e.g. high crime areas) in addition to traffic speed of sidewalks.

As noted in Chapter 2, according to Department of Education statistics, the Hillsborough County School District had about 190 total school sites in 1995-96 with eight exceptional student centers, four vocational centers, and 23 other type of schools in addition to the regular school sites. The school district was building approximately six schools per year in the early 1990s and currently averages two to three new schools per year.

Exhibit 13-10 displays the number of schools built since 1975.

**EXHIBIT 13-10
NEW SCHOOLS OPENED SINCE 1975 IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

SCHOOL	GRADE	STARTED CONSTRUCTION	YEAR OPENED
1. Knights	K-5	1976	1977
2. McDonald	K-6	1976	1977
3. Buckhorn	K-5	1978	1979
4. Pinecrest	K-6	1979	1980
5. Apollo Beach	K-5	1982	1983
6. Claywell	K-5	1982	1983
7. Lopez	K-5	1983	1984
8. Armwood	10-12	1983	1985
9. Gaither	10-12	1983	1985
10. Hill	8-9	1985	1986
11. Bloomingdale	10-12	1985	1987
12. Burns	8-9	1985	1987
13. Caminiti	Special ED	1985	1987
14. Essrig	ESE	1986	1987
15. Lewis	K-5	1986	1987
16. West Tampa	K-6	1986	1987
17. Alafia	K-5	1987	1988
18. Northwest	K-5	1987	1988
19. Maniscalco	K-5	1988	1989
20. Tampa Palms	K-5	1988	1989
21. Bing	K,6	1990	1991
22. Boyette Springs	K-5	1990	1991
23. Cypress Creek	K-5	1990	1991
24. Lithia Springs	K-5	1990	1991
25. Mintz	K-5	1990	1991
26. Summerford	K-5	1990	1991
27. Walden Lake	K-5	1990	1991
28. Cannella	K-5	1991	1992
29. Colson	K-5	1991	1992
30. Folson	K-5	1991	1992
31. Hunters' Green	K-5	1991	1992
32. Lowry	K-5	1991	1992
33. Schwarzkopf	K-6	1991	1992
34. Durant	9-12	1994	1995
35. Lockhart	K,6	1995	1996

Source: Public Relations Office, 1997.

FINDING

The Transportation Department formed the Transportation Budget Advisory Task Force in early 1996 to assist the department in identifying potential savings/cost reduction and to critique the operation of the Transportation Department.

The 14-member Task Force was comprised of three citizens and 11 school system employees from throughout the district. The Task Force examined the Transportation Department in three sections:

- primary mission or FTE generating transportations;
- ancillary programs; and
- overhead --- administration, safety, and maintenance.

The primary budget consideration for the Task Force was the sole transportation of children. The analysis work performed by the Task Force utilized the 1994-95 budget as a baseline.

Based on the Task Force's budget reduction tasks of five percent, 10 percent, and 15 percent, the group made three separate budget restructuring recommendations of \$2,886,000, \$4,305,605 and \$6,827,302 respectively.

COMMENDATION

The Hillsborough County School District Transportation Department and the Transportation Budget Advisory Task Force are commended for their comprehensive and thorough analysis of the transportation operation and potential cost savings/reductions.

13.2 Management Policies

Without current policies and procedures to establish the management guidelines and directions for a school district to follow, district operations will become reactive and not proactive in their management practices. The Hillsborough County School District Transportation Department has relied on its internal Drivers' Handbook, Accident Review Board, and department procedures to create the environment to foster safe driving records, secure a better than average claims history, and generate the ability to address numerous non-funded transportation programs without reducing overall levels of support.

CURRENT SITUATION

The existing School Board and Transportation Policies and Procedures have been in a state of "under revision" for several years. Numerous policies, management practices, and procedures are no longer relevant. For example, School Board Policy H-33 and procedure H-335 discuss charging of a fee for service within the two-mile required transportation limit. This practice has not been active for many years.

Management practices related to the following areas are noted for further discussion:

- department management information indicators and performance tracking;
- accident and claim activities;
- new hire screening criteria and costs;
- types of student transportation;
- magnet schools process;
- non-FTE programs utilizing transportation services;
- outsourcing;
- use of transit busing;
- use of forms, documents and reports;
- utilization of a State Driver Plan and Accident Review Board; and
- other management practices.

The State of Florida collects key performance indicators and publishes an annual report by district comparing each school district and, in many instances, calculating a statewide average. Exhibit 13-11 identifies 21 of the statewide reported and tracked transportation data elements. Some key data elements include:

- percentage of hazardous walking ridership;
- buses in daily service;
- total annual miles;
- transportation expenses;
- transportation expenses per student; and
- average bus occupancy.

The significance of the data elements is the ability to compare operational percents, ratios, expenditures, and other components in a continuing effort to improve operational efficiency. Elements such as percentage of hazardous walking ridership, buses in daily service, transportation expense per student, occupancy, and operating expense per student are only a few of the important data measures tracked by the district providing beneficial comparative analysis for improved decision making.

**EXHIBIT 13-11
SCHOOL TRANSPORTATION DATA IN
COMPARATIVE DISTRICTS
1995-96**

	Broward	Duval	Orange	Palm Beach	Pinellas	Hillsborough	State
1. Population Per Square Mile	1,037	867	744	433	3,042	792	NA
2. District Road Totals	4,660	3,887	3,510	3,719	3,962	4,879	112,499
3. Fall Membership	208,354	123,905	123,064	132,215	104,331	143,192	2,175,233
4. Percentage of District Membership Transported for Oct/Feb. 1995-96	31.37%	43.93%	45.92%	41.35%	37.92%	51.39%	43.07%
5. Percentage of Courtesy Ridership	5.07%	1.60%	4.82%	0%	9.15%	5.73%	6.96%
6. Percentage of Hazardous Walking Ridership	1.79%	4.19%	6.58%	2.26%	4.45%	9.24	3.60%
7. Percentage of Teen Parent Ridership	1.15%	0.20%	0.35%	0.09%	0.81%	0.03%	0.53%
8. Percentage of Ridership with Disabilities	3.63%	5.31%	6.01%	3.60%	8.69%	4.97%	4.83%
9. Buses in Daily Service	966	846	855	565	529	990	13,166
10. Total Annual Miles (Inc. Field Trips)	17,231,514	17,096,758	15,678,090	11,683,731	12,157,528	19,000,267	256,364,501
11. Percentage of Daily Route Miles to Annual Miles	97.94%	90.66%	95.66%	94.88%	93.43%	88.45%	89.77%
12. Average District Salary Including Benefits	\$26,035	\$56,929	\$18,099	\$17,330	\$23,011	\$24,137	\$16,547
13. Transportation Expenses	\$49,102,783	\$30,540,861	\$35,704,212	\$21,061,958	\$21,307,639	\$39,285,441	\$527,092,803
14. Bus Purchases	\$4,432,688	\$0	\$2,970,677	\$448,090	\$156,288	\$490,663	\$35,739,170
15. Transportation Expense Per Student	\$713	\$548	\$618	\$377	\$525	\$516	\$550
16. Operating Expenses Per Annual Mile	\$2.59	\$1.79	\$2.09	\$1.76	\$1.74	\$2.04	\$1.92
17. Average Bus Occupancy	67.69	64.33	66.13	96.76	74.86	74.37	68.52
18. Median Bus Model Year	1991	1990	1989	1991	1989	1990	1988
19. Operating Expense as a Percent of Total District Expense	4.40%	5.26%	5.57%	2.81%	3.75%	5.12%	4.59%
20. Percent State Funds	48.83%	63.19%	57.23%	93.46%	66.69%	64.88%	65.83%
21. Percent Local Funds	51.17%	36.81%	42.77%	6.54%	33.31%	35.12%	34.17%

Source: State Department of Education, Transportation, 1997.

Section 234.01, Florida Statutes, address safety and health of pupils related to transportation of school children. Specifically, this section states:

Maximum regard for safety and adequate protection of health shall be primary requirements which shall be observed by school boards in routing buses, appointing drivers, and providing and operating equipment, in accordance with all requirements of law and regulations of the state board in providing transportation pursuant to Section 234.01, Florida Statutes.

The State Department of Education Transportation Division defines an accident as \$500 in damage or any injury (complaint of injury included) to a student who is regularly transported. The Hillsborough County School District expands the State definition of an accident to include any contact made by a vehicle with a person, vehicle, or object (no matter how minor). All incidents are required to be reported immediately to the Transportation Department which, in turn, reports the accident to the proper law enforcement agency. The district has an active Accident Review Board that evaluates every reported accident.

State Board Rule 6A-3 outlines a school district's responsibilities related to the use of transit busing. Within the Tampa area, there are at least eight additional private transportation firms available to support the needs of the school district.

Exhibit 13-12 identifies several firms and their typical charges.

Transportation policies include requirements for student ridership. State law indicates a 65-passenger maximum bus load capacity and Hillsborough County School District route coordinators review each transported FTE to determine if the number falls below a certain ridership ratio.

**EXHIBIT 13-12
PRIVATE TRANSPORTATION COMPANY CHARGES**

COMPANY	MINIMUM HOURS	HOURLY RATE	AVERAGE COST PER TRIP
Ascot Bus Lines	3	\$40.00	\$180
Astro Bus Lines	3	\$40.00	\$160
First Class Coach Co.	4	\$53.00	\$212
Gulf Coast Motor Line	5	\$48.00	\$240
Haye's Transportation	4	\$30.00	\$120
Precision Charters, Inc	5	\$47.00	\$235
Unicorn Charter, Inc	5	\$47.00	\$235
Hillsborough County School District	3	\$18.50 (and \$1.25 per mile)	\$116

Source: Transportation Department, 1997.

The district maintains a transportation policy related to the replacement standard for school buses. The standard has recently changed from a 10-year life cycle to a 12-year life cycle. It is the intent of the Transportation Department to maintain buses an additional three years, as a spare, beyond the 12-year life cycle for a total of 15 years.

The Transportation Department Drivers' Handbook outlines management practices for handling student misbehavior or vandalism on the bus. In addition, Transportation Department policies and procedures outline how to handle student/parent complaints. At the beginning of each school year, a letter is sent to all schools for distribution to parents. The letter must be signed and returned. This letter outlines the transportation policies and rules for both students and parents.

During school hours, buses are available from 9:30 a.m. until 1:30 p.m. for local educational field trips. As required by internal management practice, requested times out of this range are not guaranteed, and all buses must return by 1:30 p.m. After-school buses are normally available at 5:15 p.m. Buses are not provided during school hours, on site-based management early release dates, or secondary school exam dates. Special needs of students such as a wheel chair for field trips incur an additional cost of \$11.00 per hour for the use of a bus rider.

Total Quality Management is practiced within the department in an attempt to ensure public complaints are dealt with responsibly. In fact, in an effort to maintain open communication with staff and the community, the Transportation Department issues informative data in the form of commonly asked questions about the use of school buses on field trips to assist schools and other sites to become knowledgeable about the process and requirements.

The district utilizes an aged automated maintenance monitoring system as well as an automated fuel management system. The automated maintenance system and electronic fuel management system provide numerous management reports to assist in the management of the operations of the department.

FINDING

The results of the MGT survey reported that 64 percent of the administrators indicated pupil transportation was adequate or outstanding while 50 percent of the principals indicated that pupil transportation needed some improvement or major improvement. Similar to principals, 43 percent of the teachers indicated pupil transportation was adequate while 36 percent stated transportation needed some improvement. When comparing to survey results in other school systems, the teachers were basically identical noting that 44 percent felt pupil transportation was adequate. When combining all administrators and comparing to other school systems, 37 percent of the Hillsborough County administrators stated that transportation needed some improvement while other systems gave this response only 29 percent.

The district maintains a Safe Driver Plan established to prevent the hiring of an unqualified applicant and to manage the driving record of bus drivers. All bus drivers, mail carriers, garbage carriers, and all other personnel who have driving responsibilities have their personal driving record included in the Safe Driver Plan point system. The

plan is administered by a Safe Driver Plan Committee who has an annual review schedule of each driving record. Any violation accumulates points according to an established schedule of violation categories with assigned points. As a result of excessive points, a driver can receive a written warning, multiple day suspension, or termination. Accidents are reviewed by the District Accident Review Board for a determination as to whether an accident was preventable. Based on Department of Education criteria, the district had 20 accidents reported.

Exhibit 13-13 displays the district's standards and reflects a total of 187 accidents for the 1995-96 school year.

**EXHIBIT 13-13
SCHOOL BUS ACCIDENT INFORMATION**

School Year	# of Buses on the Road	# of Miles Driven	# of Accidents			
			Preventable	Non-Preventable	Undecided	Total
1993-94	947	17,936,00	72	131	0	203
1994-95	967	18,061,165	74	143	0	217
1995-96	972	19,000,267	52	135	0	187
1996-97	971	N/A	29	52	2	83
School Year	Total Accidents Per Bus	Preventable Accidents Per Bus	Mile Per Accident	% of Preventable Accidents		
1993-94	.21	.08	88,355	35%		
1994-95	.22	.08	83,231	34%		
1995-96	.19	.05	101,606	28%		
1996-97	N/A	N/A	N/A	N/A		

Source: Transportation Department, 1997.

Based on the school bus accidents reported in Exhibit 13-14, the district had a total claim cost of approximately \$373,000 for 1994-1995. Exhibit 13-14 indicates a five-year average cost of bus accident claims at approximately \$264,000.

The Hillsborough County School District is self-insured through a third-party administrator and utilizes an Internal Claims Committee to review all claims with legal council. Each year, the school district evaluates its self-insurance program to ensure it is cost effective.

COMMENDATION

The Transportation Department is commended for the long-term emphasis on bus accident awareness resulting in an exemplary accident record.

The district has utilized its Accident Review Board and Safe Driver Plan to maintain an accident awareness program and to maintain a noteworthy bus accident record of no serious accidents in over 15 years of transporting students. The data contained in Exhibits 13-13 and 13-14 show fewer accidents and accident claims than in other large school systems which MGT has previously reviewed.

**EXHIBIT 13-14
SCHOOL BUS ACCIDENT CLAIMS**

YEAR	AMOUNT OF CLAIM
1995	\$372,542.50
1994	105,024.88
1993	453,022.95
1992	139,700.00
1991	247,501.00
1990	32,960.00
1989	85,749.25
1988*	\$1,455,000.58
Average for Last Eight Years	\$181,875.07
Average for Last Five Years	\$263,558.27

Source: Transportation Department, 1997.

Note: These claims are covered by the Self Insurance

Fund administered by a third-party administrator called Alexis.

*The \$1.4 million figure noted for 1988 represents all prior year's claims combined.

In several locations throughout the school district, legally mandated, safety-related communication is appropriately posted.

The Hillsborough County School District has established an accident awareness program with the implementation of its Accident Review Board and State Driver Plan. In addition, the district has made use of manuals and procedures to communicate the expectations of the department.

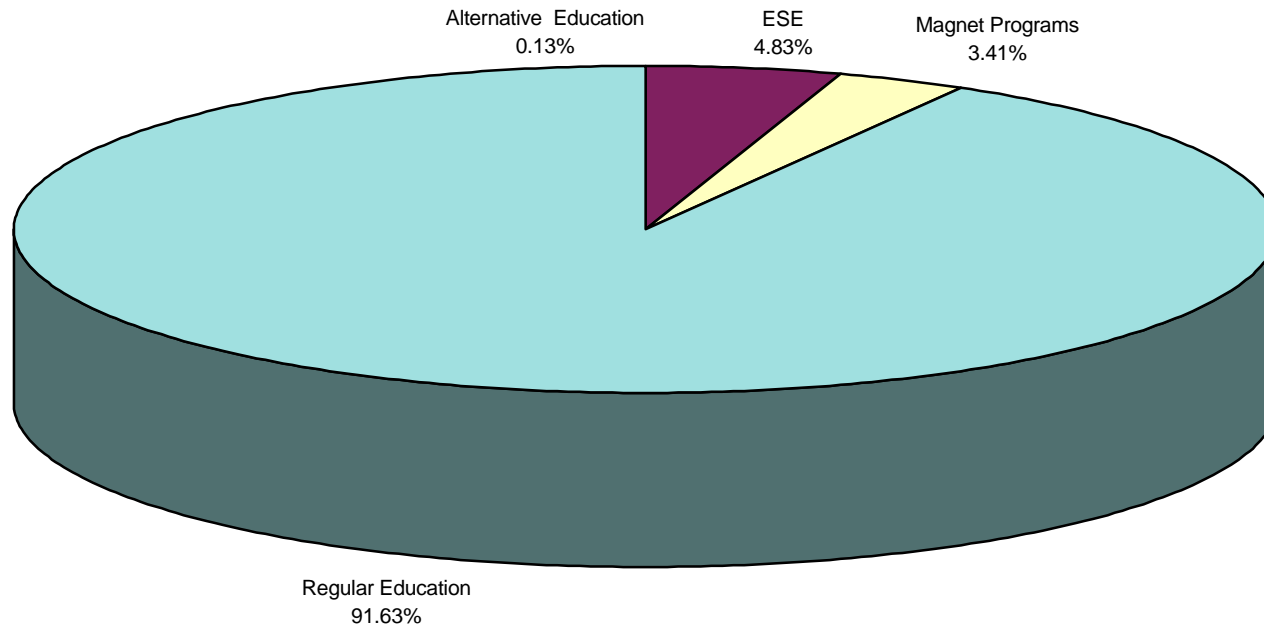
FINDING

Florida law mandates that students be transported home-to-school-to-home for the regular school year --- a total of 180 days. Currently, the district provides busing for programs and activities beyond the regular bus requirements. Special programs include runs for the numerous magnet programs, alternative education programs, and additional programs that are non-FTE generating programs. The district has also been transporting students for special activity runs related to the Board's good faith effort towards the desegregation court order.

The district transports more than 75,000 students on approximately 2,200 transportation runs with almost 1,000 buses. Exhibit 13-15 indicates that the district transports 91.6 percent regular education students, 3.4 percent magnet program students, 4.8 percent exceptional student education students, and .13 percent alternative education students.

The district is currently using nine buses, 21 transportation runs, and transporting 104 students for the alternative education program. The average count per run in Exhibit 13-15 represents the number of students transported and the average number of students per bus on each run. In addition, the district utilizes HART Line Transit System to transport secondary alternative education students who live outside the established boundaries.

**EXHIBIT 13-15
STUDENTS TRANSPORTED IN THE HILLSBOROUGH COUNTY SCHOOL DISTRICT
1995-96**



PROGRAM	# OF BUSES	# OF RUNS	TOTAL NUMBER OF STUDENTS TRANSPORTED	AVERAGE STUDENT COUNT PER RUN	AVERAGE STUDENT COUNT PER BUS	PERCENT OF TOTAL TRANSPORTED
Alternative Education	9	21	104	4.95	11.56	0.13%
Exceptional Student Education	238	499	3,736	7.49	15.70	4.83%
Magnet Programs	103	100	2,640	26.40	25.63	3.41%
Regular Education	643	1,549	70,919	44.49	110.29	91.63%
TOTAL	993	2,169	77,399	34.96	77.94	100.00%

Source: Transportation Department, 1997.

On October 5, 1971, the Board approved the use of school buses for satellite areas for after-school activities. Busing students outside their regular attendance area to provide them a chance to participate in after-school activities was a good faith effort to support court-ordered desegregation. Exhibit 13-16 provides a representative sample of the square miles in the main attendance area zones. These data are presented to provide a picture of the variances of square miles traveled between attendance areas and factors to be considered when analyzing utilization of buses.

**EXHIBIT 13-16
ACTIVITY BUS UTILIZATION AND SQUARE MILES
1994-95**

SQUARE MILES IN MAIN ATTENDANCE AREA	
HIGH SCHOOL	MILES
Plant	13.15
Robinson	18.85
Easy Bay	233.33
Tampa Bay Tech	1,265.31
JUNIOR HIGH	MILES
Adams	12.94
Burns	18.89
Hill	77.2
Turkey Creek	237.72

Source: Transportation Department, 1997.

Based on figures provided by the Transportation Department, the average cost per activity bus per year is approximately \$6,300 for 1995-96. It takes approximately 38 buses to support the program to allow for some schools requiring more than one activity bus and the need for back-up drivers. The cost of \$6,300 for approximately 38 buses totals to almost \$240,000 to maintain the activity buses.

Activity runs represent just one of many non-FTE funded state programs. Exhibit 13-17 displays approximately 35 non-FTE funded programs which require expenditure of transportation resources.

The efforts of the Transportation Budget Advisory Task Force recognized the opportunity for the Transportation Department to bill several activities for actual costs to at least cover expenditures. The lunch runs, space shuttle, field trips and courtesy riders were all areas that were subsequently adjusted by the Transportation Department based on the recommendations of the Transportation Budget Advisory Task Force. The six largest areas of continuing opportunity for changes to cover costs are in the areas of the activity runs, community-based training, courtesy riders, summer school, health clinics, and a modified school calendar at Boyette Springs.

**EXHIBIT 13-17
NON-FTE FUNDED PROGRAMS EXPENDITURES AND REVENUE
1994-1995
(ADJUSTED FOR 1996 CHANGES)**

PROGRAM	PURPOSE	EXPENDITURE	REVENUE	COST TO TRANSPORTATION
Activity Runs	Transport students to satellite areas after athletic practice	\$208,942.99		\$208,942.99
Boyette Springs Modified Calendar School	Additional cost of transporting intercessions	\$16,896.38		\$16,896.38
Camp Kaleidoscope Summer Program	Program provides career exploration to ESE and disadvantaged 7th grade students. Students are allowed to utilize Tampa Tech bus stops to attend program. Cost is associated with field trips to various local businesses. Funded by Federal Perkins Act.	\$4,445.95	\$4,445.95	\$0.00
Camp Keystone Summer Program	A service learning project which provides building and landscaping training to participants. Sponsored by the Hillsborough Education Foundation and funded by a state grant.	\$2,121.00	\$2,121.00	\$0.00
Center Excellence Summer Program	Programs for under-privileged, at risk, pre-k, and honor students. Funded by a state grant.	\$1,156.32	\$1,156.32	\$0.00
Community-Based Training	Transport ESE students to various sites for job training. Previously State FTE funded. Funding possibilities are being sought for next year. Additional requests for service for this year are being funded by other sources on a field trip basis.	\$256,259.32		\$256,259.32
Courtesy Riders Under two-mile transportation	Transporting students who are not FTE funded due to distance from school. Some adjustments made for hazardous walking in 1995-96 fiscal year.	\$286,969.00	\$100,000.00	\$168,969.00
Daycare Contracts	Provide transportation to daycare centers. Reimbursed by daycare centers.	\$9,332.10	\$9,332.10	\$0.00
Daycare Swim Summer Program	Instructional swim provided for participants in the Adult and Community Education's summer daycare program. Paid for by weekly tuition from parents.	\$9,593.10	\$9,593.10	\$0.00

**EXHIBIT 13-17 (Continued)
NON-FTE FUNDED PROGRAMS EXPENDITURES AND REVENUE
1994-1995
(ADJUSTED FOR 1996 CHANGES)**

PROGRAM	PURPOSE	EXPENDITURE	REVENUE	COST TO TRANSPORTATION
Daycare trips	Field trips for children enrolled in the Adult and Community Education's daycare program. Paid for by weekly tuition from parents.	\$16,989.49	\$16,989.49	\$0.00
ESE Swim Summer Program	Instructional swim for ESE students. Funded by district funds.	\$35,432.60	\$35,432.60	\$0.00
Extended Day	After-school program for secondary students. Funded by state grants.	\$65,949.58	\$65,949.58	\$0.00
Extended Day Program Summer Program	Various schools who participated in the Extended Day Program. Funded by state grant.	\$2,691.98	\$2,691.98	\$0.00
Field Trips	Field trips to various sites. Previously were reimbursed for school to school expenses only. Difference was calculated by determining time and miles traveled from school which is not charged to the school. Increased rate from \$16.50 to \$18.50 per hour plus \$1.25 per mile in fiscal year 1995-96.	\$709,686.55	\$709,686.55	\$0.00
Gifted Field Trips Summer Program	Transportation for Aquatic Invertebrate, Marine Biology, Visual Arts, and Math and Science Camp students to visit various sites relative to their studies.	\$13,066.01	\$13,066.01	\$0.00
Health Clinics	Transport nursing students for clinical training.	\$22,807.68		\$22,807.68
IDEA Individual with Disabilities Education Act	Federal funds to replace ESE buses.	\$251,000.00	\$251,000.00	\$0.00
IDEA Individual with Disabilities Education Act	Federal funds to purchase harnesses, wheelchair locks, etc.	\$5,000.00	\$5,000.00	\$0.00
IDEA Individual with Disabilities Education Act	Federal funds to cover the fringe benefits of individuals being paid by IDEA funds.	\$20,000.00	\$20,000.00	\$0.00

**EXHIBIT 13-17 (Continued)
NON-FTE FUNDED PROGRAMS EXPENDITURES AND REVENUE
1994-1995
(ADJUSTED FOR 1996 CHANGES)**

PROGRAM	PURPOSE	EXPENDITURE	REVENUE	COST TO TRANSPORTATION
IDEA Individual with Disabilities Education Act	Federal funds to pay for one mechanic & one Route Coordinator.	\$69,000.00	\$69,000.00	\$0.00
JTPA Summer Program	A county sponsored program to provide employment and training to eligible youths (who do not reside in the city). Funded by the U.S. Department of Labor as part of the Job Training Partnership Act.	\$3,511.20	\$3,511.20	\$0.00
Lunch Runs	Transport lunches to school facilities without the capability to provide hot lunches to students (Alternative Ed). Difference is mileage charge. Changed process in 1995-96 to capture full cost.	\$11,660.52	\$11,660.52	\$0.00
Medicaid Federal through State	Reimbursement from the federal government for transporting Medicaid eligible students who receive Medicaid services at the school. An estimated \$3.5 million will be received if the project is approved by Medicaid.	Currently held in the state legislature waiting approval.	\$0.00	\$0.00
Migrant	Transport students who remain after school for special tutoring, and to facilitate seniors in giving ample opportunity to attain minimum credits needed to graduate. Substantially reduced this year.	\$17,992.00	\$17,992.00	\$0.00
Migrant Institute Summer Program	Provide transportation for out-of-county Migrant Summer Institute participants. Funded through ECIA and ESEA Title IV- C federal funds.	\$3,879.63	\$3,879.63	\$0.00
NYC Summer Program	City of Tampa's program to provide employment and training programs for eligible youths. Funded by the U.S. Department of Labor.	\$102,162.64	\$102,162.64	\$0.00
NYSP Summer Program	Program held at USF to provide experiences in sports and enrichment activities to eligible youths. Funded by federal grant from the U.S. Department of Health and Human Services.	\$21,998.15	\$21,998.15	\$0.00

**EXHIBIT 13-17 (Continued)
NON-FTE FUNDED PROGRAMS EXPENDITURES AND REVENUE 1994-1995
(ADJUSTED FOR 1996 CHANGES)**

PROGRAM	PURPOSE	EXPENDITURE	REVENUE	COST TO TRANSPORTATION
Rock Camp Summer Program	Summer day camp provided for cancer patients through the American Cancer Society.	\$412.38	\$412.38	\$0.00
Space Shuttle	Mobile replica of a space shuttle which travels to various elementary schools. Sponsored by Tampa Palms with no funding provided prior to 1995-96. Started charging standard rates of \$18.50 per hour and \$1.25 per mile in 1995-96 to capture costs.	\$10,132.08	\$10,132.08	\$0.00
Summer School	Salaries for summer program which are not reimbursed. FTE funding includes some summer school. (94-95 expenses)	\$3,564,415.22	\$950,061.55	\$2,614,353.67
Swim Summer Program	Instructional and recreational swim program sponsored by the City of Tampa Recreational Department, in conjunction with the Hillsborough County Parks and Recreational Department.	\$89,007.00	\$89,007.00	\$0.00
Upward Bound	A pre-college program for high school students from low-income families who are potential first-generation college students. Funded through the U.S. Department of Education.	\$6,900.00	\$6,900.00	\$0.00
Vandalism	Vandalism to buses while transporting students. Costs rarely captured.	\$5,656.00	\$345.66	\$5,130.34
Water Watchers Summer Program	Elementary students visited Southwest Florida Water Management District to study wetlands. Funded by State grant.	\$788.34	\$788.344	\$0.00
YMCA Summer Program	Summer day camp sponsored by Plant City Family YMCA.	\$4,692.95	\$4,692.95	\$0.00
TOTAL		\$5,832,548.86	\$2,539,008.78	\$3,293,540.09

Source: Transportation Department, 1997.

RECOMMENDATION

Recommendation 13-1:

Expand the use of public transit to other low density programs such as activity buses used for satellite locations.

Activity buses are currently costing the school system approximately \$240,000. Prior to August 1997, the desegregation order should be reviewed. Although this was a good faith effort and not a mandatory requirement of the order, circumstances have improved in retaining desegregation activities. Opportunities to implement additional savings, without impacting the quality of the activity while maintaining availability for students, warrants implementing the existing activity program as an additional service provided by HART Line through the use of bus passes to students who use public transit.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|---|--------------|
| 1. The Director of Transportation should coordinate tentative arrangements with HART Line similar to the transportation of alternative education students. | July 1997 |
| 2. The Assistant Superintendent for Business and Research should obtain proper approval and implement the activity busing as a HART Line program. Students should be issued bus passes to use public transit. | January 1998 |

FISCAL IMPACT

Current Transportation Department costs are estimated at \$240,000 to transport approximately 10 students per bus per day with an average of six buses in use serving nine separate sites. HART Line passes will cost approximately \$1.30 per student for 180 days for an average of 60 students per day which equates to an estimated cost of approximately \$14,000. The net savings should amount to approximately \$226,000 per year.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Expand HART Line Use	\$113,000	\$226,000	\$226,000	\$226,000	\$226,000

FINDING

State Board Rule 6A-3.001 identifies a reasonable walking distance for any student who is not eligible for transportation pursuant to Section 236.083, Florida Statutes, as any distance not more than two miles between the home and school or one and one-half miles between the home and the assigned bus stop.

The Hillsborough County School District has made a concentrated effort to classify, where appropriate, those students within the two-mile limit who are courtesy riders and fall within the definition of hazardous walking conditions.

Section 234.021, Florida Statutes, defines hazardous walking conditions criteria used to determine acceptable exceptions to the two-mile transported limit for students. State funds are allocated for the transportation of students subjected to these hazardous conditions. The district has a 9.2 percent hazardous walking ridership which is the best of the comparable districts and considerably better than the state average at 3.6 percent as reflected in Exhibit 13-11 noted earlier in this section.

Providing transportation services to unfunded and unqualified students is reflected in the percentage of courtesy ridership which for the Hillsborough County School District is 5.7 percent compared to the state average of 7.0 percent. The district still maintains the second highest percentage of courtesy ridership among its peer districts as reflected in Exhibit 13-11.

RECOMMENDATION

Recommendation 13-2:

Continue to reduce the approximately 2,600 students currently being bused under the non-funded, two-mile limit and consider charging a fair and equitable cost to parents.

Although the district has increased its efforts to reduce the number of courtesy riders who are under the two miles and ride the bus, in comparison to other districts and the state average, the school district should aggressively continue to reduce the number of courtesy riders.

A subcommittee of the Transportation Department Budget Advisory Task Force looked into what other school districts were doing in relation to charging students under the two-mile limit. Brevard County has charged a fee for several years and Broward County was considering initiating a similar fee program. A review of existing, district policy (which is unused and outdated) indicates that the Hillsborough County School District has a policy with a fee structure for charging students for under the two-mile limit (Policy H-33).

Consideration should be given to maintaining and using a fee structure for students who are not classified as part of the hazardous walking conditions classification.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Director of Transportation should establish a six-month timeline for further elimination of any qualified students who would be eligible for state funds under the hazardous walking classifications. Fall 1997
2. The Director of Transportation should revise the existing school board policy to reflect the assessment of a \$15 December 1997

fee for courtesy riders to be effective July 1998.

- | | |
|---|---------------|
| 3. The Director of Transportation should identify all remaining courtesy students and issue an advance communication to parents, with Superintendent and Board approval, notifying them of the fee to be assessed for the courtesy service. | February 1998 |
| 4. The Transportation Department should implement the courtesy ridership fee. | July 1998 |

FISCAL IMPACT

Based on Transportation Department estimates of existing courtesy riders at approximately 2,600 students and the continued efforts to eliminate this service, it is reasonable to estimate that at least 40 percent of the students will remain at an annual fee of \$15 each. (2,600 x 40 percent x \$15 = \$15,600 per year starting July 1998). Based on MGT's professional judgment and experience, it is estimated that 60 percent of the students will no longer use the buses.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Charge Courtesy Rider Fees	- 0 -	\$15,600	\$15,600	\$15,600	\$15,600

FINDING

As reflected in Exhibit 13-18, the district is actively involved in supporting the concept of magnet schools. Working with the impact of the desegregation court order and the existing 6th and 7th grade centers, the outgrowth of magnet schools helped to achieve better distribution of the student population.

Magnet School Policy C-7.12d states transportation will be provided for students attending magnet schools or programs according to established district transportation rules and regulations.

Title V (on promoting equity in Section A on Magnet Schools Assistance) noted that "magnet schools are a significant part of our nation's effort to achieve voluntary desegregation in our nation's schools."

**EXHIBIT 13-18
MAGNET SCHOOLS**

1995-96
Hillsborough Baccalaureate* King Baccalaureate* Lee Elementary Magnet Lincoln Elementary Magnet Middleton Middle Tampa Bay Vocational Technical High
To be implemented in 1996-97
Shore Elementary Dowdell Middle* B.T. Washington Middle
To be implemented in 1997-98
Dunbar Elementary Young Middle Sligh Middle* Blake High*
To be implemented in 1998-99
Orange Grove Middle

Source: Transportation Department, 1997.
*Magnet Program is hosted by regular school

The Transportation Department initiated the Magnet Transfer Program to support the movement into magnet school sites. All children going to a magnet school site are dropped off at one of the three transfer sites (Yokoa Street, Hillsborough Adult High School, and Tampa Bay Technology High School). Transportation Department staff monitor each site to ensure the transition runs smoothly each morning and afternoon.

COMMENDATION

The Transportation Department is commended for establishing the Magnet Transfer System for the past four years which has allowed the Transportation Department to better manage a difficult transportation routing situation.

FINDING

A review of the transportation central site, garages, offices and schools did not generate any noticeable abundance of safety awareness posters and literature. Although certain sites did have federal and state-mandated signs and memos, as well as safety committee actions, the overall assessment did not conclude that safety and accident prevention posters or literature were prevalent and available to staff.

RECOMMENDATION

Recommendation 13-3:

Utilize more consistent safety awareness posters and literature placed in strategic locations throughout the Transportation Department.

The transportation safety staff should coordinate efforts with the Risk Management Department and the Graphics/Media Department to initiate more active on-going programs of safety awareness, occupational accident, and other areas of security and risk. For example, during a prior school district review, MGT staff found the school district was creative and had its Superintendent in several of its posters supporting various transportation-related safety or occupational program activities. These posters have been used as incentives to support new initiatives, as well as used to generate revenue in an annual auction.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|--|-------------|
| 1. The Director of Transportation should assign the creation of posters and literature to his staff. | July 1997 |
| 2. The Transportation Staff, in collaboration with the Risk Management Department, should develop a series of posters to cover all areas of risk, safety and security related to transportation activities and develop an implementation plan for the creation, marketing, and distribution of the material. | Fall 1997 |
| 3. The Transportation Department, Risk Management Department, and Graphics Department should work collaboratively to create the first series of posters. | Fall 1997 |
| 4. The combined departments should be issuing the first two to four posters. | Spring 1998 |

FISCAL IMPACT

Using an outsourced service for cardstock on 18x24 poster board with a one-time set-up charge for typesetting and creating graphics, the cost per poster would run \$2.50 or less plus the set-up charge of approximately \$10. The two initial posters for approximately 250 sites would cost approximately \$1,300.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Create Safety Awareness Posters	(\$650)	(\$1,300)	(\$1,300)	(\$1,300)	(\$1,300)

FINDING

The Transportation Department utilizes several performance indicators to make decisions. All school districts in Florida report numerous statistics to the Department of Education which annually produces a report called Quality Links. An example of many of these statistics are highlighted in Exhibit 13-11.

Effective decision making based on data indicators relies on the information being timely. The state-reported data are not timely enough to make day-to-day decisions.

As with other comparative districts who responded to a telephone survey of questions, the Hillsborough County School District does use some key statistics as indicators to measure and monitor their performance.

Criteria such as on-time performance by drivers, costs per student, utilization of routes, and bus occupancy rates were common elements used by the district.

Individual sections of the department provide selected analyses used to make decisions (e.g., outsourcing or remaining in-house with a particular service).

The Director of Transportation also meets with supervisors and route coordinators on a regular basis to discuss issues, concerns, and other operational matters.

RECOMMENDATION

Recommendation 13-4:

Develop enhanced key indicators to measure and monitor performance.

Although the district reports statewide statistics and maintains its own statistical data, there is no formal routinely assessed, monitored and reviewed set of key indicators and performance measurements used by the management staff.

Opportunities for assessing accidents per 100,000 miles, operational cost per mile, operational cost per route, operational costs per student, and other criteria can be added to a formal monthly review process for the Transportation Department Management Team. Establishing key indicators and performance measurements should allow the total team to support the data elements and what they mean to expected results. A minimum of a monthly team review of the analysis of the data will allow for improved decision making backed by information which is analyzed on a timely basis.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|---|-------------|
| 1. The Director of Transportation and management staff should identify key data elements that affect quality results. | Summer 1997 |
|---|-------------|

- | | |
|---|-----------------------------|
| 2. The Director of Transportation and management staff should establish a formal tracking, monitoring, reporting, and evaluation process of the key indicators. | September 1997 |
| 3. The Director of Transportation and management staff should implement, at least monthly, operational reviews to access the results of the key indicators and adjust performance and management direction accordingly. | October 1997
and Ongoing |

FISCAL IMPACT

The fiscal impact can be addressed within existing resources.

FINDING

The Transportation Department does not have formal written annual and five-year department goals and objectives. Annual budget requests provide some narrative and direction, but cannot be considered formal written department goals.

Numerous budget requests, memos, and unwritten goals and objectives are explained as needed, but there is no formal department agreement on annual and five-year objectives for the Transportation Department.

There is no formal blueprint for the Transportation Department for staff to understand and support. Each area takes responsibility for its own particular interests and fails to grasp the needs and priorities of the overall department. Formalized and commonly understood short-term and long-term goals are not established within the department.

RECOMMENDATION

Recommendation 13-5:

Establish formal annual and five-year department goals and objectives in collaboration with staff.

It is critical to the operation that transportation staff understand the direction the operation is headed. Transportation staff should understand how they contribute to the efficiency and effectiveness of the operations.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|---|-------------|
| 1. The Director of Transportation, in collaboration with staff, should develop and formalize department written goals and objectives to establish a focus point for future evaluation and assessment. | July 1997 |
| 2. The Director of Transportation should communicate the final product to all staff members. | August 1997 |

- | | |
|--|-----------|
| 3. The Transportation Management Team should implement annual and five-year goals. | Fall 1997 |
| 4. The Transportation Department Management Team should evaluate their results on an annual basis. | Ongoing |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Current State Board Rule and district policy outline stringent initial screening criteria for bus drivers including such elements as:

- possess a minimum of a 10th grade education;
- possess a valid commercial driver license;
- complete a 56-hour training course;
- pass a physical and drug test;
- pass a driving record check after being fingerprinted; and
- pay for the appropriate costs.

In addition to the stringent screening criteria, new applicants are expected to pay initial costs for required documents and processes which include current up-front costs:

■ drivers license fee	\$25.00
■ uniforms	\$90.00
■ initial physical	\$35.00
■ <u>fingerprints</u>	<u>\$45.00</u>
Total costs	\$195.00

During the past several years, budget reductions have impacted the starting salary of bus drivers creating a gap in available bus drivers and substitutes. Recently, the hourly rate of pay was returned to its normal level and hiring of drivers and substitutes has reached a level of normal acceptance.

In addition to the up and down wage changes, new hires are faced with up-front, out-of-pocket costs that are significant costs to the type of employee being hired.

This issue was also addressed by the Transportation Department Budget Advisory Task Force. The Task Force's recommendation was to consider a payroll deduction approach.

RECOMMENDATION

Recommendation 13-6:

Establish payroll reduction to cover the initial out-of-pocket cost for new bus drivers to minimize a key negative element in hiring.

By reducing the initial up-front costs for employees, the district would improve the attraction of the job and increase the pool of available drivers and substitutes. If the availability of quality drivers and substitutes remains an issue, consideration should be given for the school district to assume the initial up-front costs of the uniforms, physical, and fingerprinting in an attempt to attract and retain drivers.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Division of Transportation and the Payroll Department should establish a payroll deduction schedule and process to minimize potential loss to the school district. July 1997

2. The Payroll Section should communicate this change to all parties. September 1997

3. The Transportation Department should implement the revised process. 1997-98
School Year

FISCAL IMPACT

The costs associated with establishing this deduction process can be covered within existing resources.

The cost of the required drivers license cannot be waived and prorated for deduction purposes. The remaining \$170 for uniforms, physicals, and fingerprints can be prorated over a period of months. We recommend that the \$170 cost be spread over three months and six checks amounting to approximately \$28.35 per check.

The three-month time period should be attractive to new hires and somewhat minimize the potential impact for the district. With the relatively low turnover of bus drivers in the district, this recommendation can be implemented with costs being charged through payroll deduction.

FINDING

Ideas for innovative approaches to transportation issues are received internally and externally through such avenues as the Transportation Budget Advisory Task Force and an open door policy within the Transportation Department which is used to encourage free access and exchange of ideas.

Florida Statute allows school districts to seek alternative economical ways of transporting students. Section 234.211, F.S. provides each school district the opportunity to enter into agreement with a governing body of a county or municipality to assist with the transportation of disadvantaged students. Section 234.212, F.S., authorizes contracting for transportation services to provide the school district with school bus service for the transportation of pupils.

Florida Statute authorizes agreements with nonprofit corporations and nonprofit civic associations and groups to allow the use of school buses to transport school-aged children for activities sponsored by such associations as Boy Scouts, 4-H Club, and similar groups.

The Transportation Department Budget Advisory Task Force considered total privatization of transportation services as an operational and budget option within the allowed parameters of Florida Statutes. Exhibit 13-19 identifies the top ten national school transportation outsourcing contractors for 1995-96 that would potentially represent alternative transportation options for the Hillsborough County School District.

Based on an in-depth analysis of costs and Board priorities, the Budget Advisory Task Force strongly recommended that the district continue to operate its own pupil transportation services and not outsource. The Budget Advisory Task Force conducted a thorough analysis of all factors of the transportation operation in making this recommendation, including an analysis of three potential vendors for a privatization initiative.

RECOMMENDATION

Recommendation 13-7:

Retain the Budget Advisory Task Force as an ongoing active resource to annually reassess transportation operations.

A review of the results of the Task Force indicate that the group did a thorough analysis of the transportation operation. It would be beneficial for the Transportation Department to maintain this Task Force for the following reasons:

- maintaining a community-based committee supports the department open door policy on communications;
- having an annual assessment and input of operational and budgeting issues provides stronger credibility for important recommendations;
- promoting collaborative efforts shared with individuals outside the normal school board operation provide opportunities for more creative and less self-serving solutions to issues; and
- retaining the use of such a committee provides an extended staffing and valuable resource to enhance the efficiency of the operation.

**EXHIBIT 13-19
TOP TEN NATIONAL SCHOOL TRANSPORTATION
OUTSOURCING CONTRACTORS 1995-96**

Rank	Contractor	Large Buses	Small Buses	Lifts: Large Buses	Lifts: Small Buses	Pupils Daily	Fleet '96	Fleet '95	District Under Contract
1	Laidlaw Transit Inc., Burlington, OK	24,394	10,344	1,136	1,540	1,922,453	44,688	34,681	1,078
2	Ryder Student Transportation, St. Louis, MO	7,300	700	260	60	460,000	8,000	7,800	350
3	Vancom Transportation Inc., Oakbrook Terrace, IL	2,500	1,200	40	280	185,000	3,700	3,030	650
4	Durham Transportation Inc., Austin, TX	1,698	1,320	282	270	200,000	3,018	2,739	81
5	Atlantic Express, Staten Island, NY	1,983	923	146	139	115,000	2,906	2,289	53
6	School Services and Leasing, Shawnee, KS	1,111	855	21	128	70,100	1,966	1,766	26
7	Stock Transportation Ltd., Markham OK	799	709	5	195	70,800	1,508	1,353	24
8	Cook Illinois Corp., Oak Forest, IL	750	450	7	30	75,000	1,200	1,200	N/A
9	Crabtree-Harmon Corp., Raymore, MO	878	213	116	97	48,600	1,091	1,033	84
10	Towne Bus Co./We Transport, Plainview, NY	252	706	7	102	60,000	958	725	100

Source: *School Bus Fleet*, December 1996.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Director of Transportation should reactivate the Budget Advisory Task Force and establish the committee as an ongoing transportation collaborative and community outreach effort. July 1997

2. The Director of Transportation should enhance the membership of the Task Force by adding additional community members and possibly reducing the number of internal staff. This will eliminate any perception that the Task Force is internally driven. August 1997

3. The Director of Transportation should establish a two-year rotating membership to provide continuity. August 1997

FISCAL IMPACT

There is no fiscal impact for implementation of this recommendation.

FINDING

Many organizations have a tendency to create paper intensive processes which create inefficiencies and excessive time requirements which impact the ability to maximize resources. Extensive forms, documents, and reports are utilized within the Transportation Department in an effort to provide effective communication tools as well as management information for decision making and required record keeping.

Exhibit 13-20 reflects many of the current forms, documents, and reports used by the department to administer day-to-day activities. Many forms are for bus drivers, mechanics or staff and others are related to the vehicle. Maintaining the volume of documents is a labor intensive process requiring considerable amounts of time for individuals directly and indirectly associated with each area of the transportation operation. Currently, the Transportation Department utilizes a minimum of 75 forms, documents, and reports as reflected in Exhibit 13-20.

A review of the documents highlights possibilities to consolidate several forms or to possibly eliminate forms that are receiving minimal use. For example, there are approximately nine drug or alcohol-related forms that could be analyzed for consolidation. The forms also reflect approximately 12 different logs being maintained within the school system. Many forms record standard data elements related to employees and, in some instances, similar data are being captured with slightly different elements that could be consolidated reducing paperwork and the number of times documents are handled.

RECOMMENDATION

Recommendation 13-8:

Consolidate and eliminate documents which are redundant or unnecessary and create master folders for vehicles and employees.

Opportunities exist to consolidate numerous forms. It appears that two or three individuals within the Transportation Department maintain the majority of the documents. The Transportation Department should establish an informal internal document analysis team of the individuals who process most forms and solicit their input on how to best consolidate and/or eliminate as many of the forms as possible. Exhibits 13-21 and 13-22 provide examples of a master folder for a vehicle or personnel record.

The district should consider the utilization of electronic forms, where feasible, and incorporate their efforts with the districtwide technology endeavors to improve efficiency and effectiveness.

**EXHIBIT 13-20
TRANSPORTATION FORMS, DOCUMENTS AND REPORTS**

FORM NAME	FORM PURPOSE	APPROXIMATE NUMBER ISSUED PER YEAR
1. Transportation Safety and Training Section -- Accident Log Numbers	Accident Log	1*
2. Florida Education Finance Program -- Transportation Survey	Results of 10/96 Survey	2
3. Required Classroom Training Subjects (substitute bus drivers)	Memo depicting course syllabus	12
4. Bus Driver Inservice	Signature form for personnel file depicting completion of training	971
5. Drug and Alcohol Manual, Signature Page	Table of Contents of signature pages for new substitute drivers	125
6. Drug Testing Custody and Control Forms	Table of Contents of enclosures for new drivers	125
7. Accident Review Board - a review of an accident	Template of document	11
8. Drug Screening Donor Notification - (non-OTETA)	Standard notification form for drug screening	24
9. Random Drug Alcohol (OTETA)		1,578
10. Post Accident Drug Testing - (non-OTETA) Log	Tracking device after notification of drug screening	1*
11. Random Alcohol/Drug Test	Disposition form for why driver did not attend random drug screening	190
12. Alcohol and Controlled Substances Testing Reports Log	Tracking device for drug screening test results	1*
13. Employee Acknowledgment, OTETA Procedures	Acknowledgment to understanding the policies and procedures	125
14. Incident Report	Standard form for description and chronology for report of an accident	1
15. Driving Complaint	Standard form for making a complaint on a bus driver	0
16. Supervisors Conference Sheet - Safe Driver's Plan Point System	Standard counseling form for assessment of traffic points	1
17. Suspension and Traffic Violation Notices that are Reported	Log for drivers to report violations	1*
18. Professional Substitute Driver's Training Scores	Scorecard for recording drivers' test scores	1
19. Drivers Who Failed To Report Traffic Tickets Or Suspended License Log	Log for tracking drivers who failed to report violations	1*

**EXHIBIT 13-20 (Continued)
TRANSPORTATION FORMS, DOCUMENTS AND REPORTS**

FORM NAME	FORM PURPOSE	APPROXIMATE NUMBER ISSUED PER YEAR
20. Signature Page - Drug and Alcohol Testing, Sexual Harassment in the Workplace & Preplanning Booklet	Standard form for inclusion in personnel file for annotating compliance with policy	125
21. Safe Driver Plan - Employee Acknowledgment	Signature page for personnel file certifying compliance with plan	125
22. Suspended License Log	Log used to record drivers' license suspensions	1*
23. Preemployment Requirements Form	Form details the 4 steps required prior to employment	443
24. Safe Drivers Plan Conference Log	Form used to track counseling of drivers	1*
25. Vandalism/Bus Damage/Theft Report	Standard checklist report form	170
26. Log of drug problems reported by clinics	Standard disposition form used to track type of drug used by driver and reported by clinic	**
27. Initial Requirements for School Bus Driver Applicants	Standard form detailing minimum requirements for bus driver position	443
28. Weekly Driving Records	Letter outlining types of changes in employee's driving record and disposition	1,300
29. Transportation Safety and Training Section - Incident Log Numbers	Preprinted blank form depicting set incident numbers and bus number involved	1*
30. Bell Times	This printout depicts the exclusive times for bells at each public school	1
31. TRANS-SCRIPT	Periodic newsletter published by the Transportation Department	24,000
32. Daily Bus Mileage Sheet	Mileage worksheet for each bus for each day	971
33. Employee Assault/Battery Report	Incident report	0
34. Memo: Warning: Speeding Violation	Memo regarding blank form for recording random checks of vehicle speed	47
35. Memo: Reported Complaint - Careless Driving - Bus #1 531	Letter of complaint regarding bus #1531	55
36. Spare Bus Check-in	Form used by driver when an alternate bus is used	21,000

**EXHIBIT 13-20 (Continued)
TRANSPORTATION FORMS, DOCUMENTS AND REPORTS**

FORM NAME	FORM PURPOSE	APPROXIMATE NUMBER ISSUED PER YEAR
37. Bus Repair Request	Makeshift form requesting vehicle maintenance	4,200
38. Parts Department - Direct Order	In-house form for ordering vehicle parts	913
39. Tire Log Sheet	In-house form for tracking tire replacement on buses	210
40. Log of Receipts Sent to Budget	Log of monies collected and deposited	2
41. Maintenance Control Referral Report	Form details failure of driver to properly report for vehicle maintenance	338
42. Bus Inspection Sheet	In-house vehicle inspection sheet	13,020
43. Request to Add a Bus Stop	Form used to request a new bus stop	220
44. Student Injury Report	Detailed report of injury(s) to a student	317
45. Incident Report	Report used to detail an incident when an object falls from a vehicle and strikes the bus	342
46. School Bus Emergency Evacuation Drill Record Log	Record of bus evacuation drill	156
47. Railroad Crossings Survey	Letter attachment to results of railroad crossings survey	1
48. New Medical Centers and Physical/Reflex Testing Procedures	Details procedures to follow for medical screening	900
49. Physical's [sic] on hold (did not pass)	Log of driver and reason for physical on hold/failure	29
50. Physical Examination for School Bus Driver and Medical Examiners Certificate	Medical examination form to be completed by a physician	1,138
51. Log and Summary of Occupational Injuries, Diseases and Illnesses	Disposition of drivers, their injuries and duty status	1*
52. Notice of Injury Information	Detailed personnel data regarding type and nature of injury	161
53. Vehicle/Equipment Utilization Record	Date and mileage log for each vehicle	600
54. Emergency Contact Information	In-house form used to present to a person assisting the driver in case of an accident or breakdown	1,170
55. Student Transportation Seating Chart	Seating chart for bus	1,000
56. Expressway Toll Prepayment Card	Procedures regarding prepayment toll cards	165

**EXHIBIT 13-20 (Continued)
TRANSPORTATION FORMS, DOCUMENTS AND REPORTS**

FORM NAME	FORM PURPOSE	APPROXIMATE NUMBER ISSUED PER YEAR
57. Crosstown Reimbursement Form	In-house reimbursement form for tolls paid at unattended booths	1
58. Expressway Credit Card Monthly Usage Record	Log for recording toll charges to credit card	1
59. Site Budget Ledger	Ledger sheet for recording allocated expenses, encumbered expenses and remaining budget	34
60. Requisition/Purchase Order	Standard form used for Purchase Order	55
61. Internal Job Order	Data Entry form for requesting in-house labor and assessing in-house costs	23,000
62. Maintenance Warehouse Requisition	Data Processing form for requisitioning warehoused parts	300
63. Maintenance Request	Standard form used to describe and locate maintenance problem(s) and to assign and perform the labor	250
64. Petty Cash Fund - Request for Reimbursement	Envelop used to audit petty cash flow	12
65. Breakdown to Dispatch	In-house record of radio call from disabled bus to dispatcher	840
66. Bus Accident Information	Dispatcher form regarding notification of accident	195
67. Magnet Bus Accident Information	Dispatcher form used to notify affected schools	0
68. Communications Inquiry Report Form	Comm check report	15
69. Radio Transmission Log	In-house form used by dispatcher to record comms check with bus drivers	420
70. Breakdown Log	Log details bus and driver ID, location and nature of problem and service times	840
71. Mileage Report	Printout details each vehicle and total number of miles driven during a set period	1
72. Summer School Assignments	In-house form that details a specific bus driver's assignment and payroll information	1,200
73. Field Trip Information	Detailed trip report and payroll information for driver	7,772
74. Field Trip Assignment Request Form	Request form used for planning field trips utilizing bus transportation	0
75. Field Trip Confirmation Instructions Log	Log used to verify and confirm planned field trip transportation	360

Source: Transportation Department, 1997.

*One Log Kept

**School Security Logs and Disposition Forms.

**EXHIBIT 13-21
VEHICLE RECORD**

SECTION 1 - VEHICLE IDENTIFICATION DATA				SECTION 2 - VEHICLE COMPLIANCE STATUS			
VIN				DATE	COMPLIANCE MEASURE	PASS/FAIL	
YEAR					EVACUATION DRILL		
MAKE					RAILROAD CROSSING		
MODEL					RADIO COMMUNICATIONS		
PAX							
Assigned Driver							
THIS AREA'S USE TO BE DETERMINED BASED UPON LOCAL NEEDS							
Examples: Field Trip Data, Accident Records, Recorded Mileage, Breakdowns, Summer School, Magnets, Special Assignments							
DATE		SIGNATURE					
PREPARED	REVIEWED						
SECTION 3 - SCHEDULED MAINTENANCE				SECTION 4 - UNSCHEDULED MAINTENANCE			
DATE	NATURE	COMPLETED	INITIALS	DATE	NATURE	COMPLET ED	INITIALS

Source: MGT of America, 1997.

**EXHIBIT 13-21 (Continued)
VEHICLE RECORD**

SECTION 5 - INCIDENT, ACCIDENT, INJURY, COMPLAINT AND CONFERENCE REPORTING						
DATE	TIME	BUS #	LOCATION	DESCRIPTION	DISPOSITION	POINTS

Source: MGT of America, 1997.

**EXHIBIT 13-21 (Continued)
VEHICLE RECORD**

SECTION 6 - MISCELLANEOUS		
REMARKS:	ITEM CONTINUATION (from previous pages)	
	ITEM #	DATA
	DATE	SIGNATURE
	PREPARED	REVIEWED

Source: MGT of America, 1997.

**EXHIBIT 13-22
TRANSPORTATION PERSONNEL DATA RECORD**

SECTION 1 - IDENTIFICATION DATA									SECTION 2 - CLASSIFICATION AND ASSIGNMENT DATA (cont.)				
1. NAME				2. SSN					6. DRUG SCREENING				
									DATE	CLINIC		DISPOSITION (p/f)	
SECTION 2 - CLASSIFICATION AND ASSIGNMENT DATA													
3. CDL EVALUATION SCORES													
CLASS	DATE	SCORE	DATE	SCORE	DATE	SCORE	DATE	INIT					
4. VEHICLE ASSIGNMENTS													
									7. DRIVER QUALIFICATION				
									TYPE	SIZE	DATE	8. DRIVER'S TRAINING	
												UNIT	SCORE
												I	
												II	
												III	
												IV	
												V	
												VI	
												VII	
5. FIELD TRIP SERVICE									9. AWARDS AND CITATIONS				
FROM	THRU	DESTINATION			SCHOOL			DATE	TYPE				
											VIII		
											IX		
											X		
											XI		
											XII		
											TRAFFIC		
											FINAL		
											DATE		
											PLACE		
											TRAINER		

Source: MGT of America, 1997.

**EXHIBIT 13-22 (Continued)
TRANSPORTATION PERSONNEL DATA RECORD**

SECTION 3 - SERVICE, TRAINING AND OTHER DATES					SECTION 4 - PERSONAL DATA					
10. OTHER REQUIRED TRAINING					NAME:					
SUBJECT		DATE		PLACE	INIT	STREET ADDRESS:				
DRUG & ALCOHOL TESTING						CITY:				
SEXUAL HARASSMENT						STATE:	ZIP:			
PREPLANNING BOOKLET						WORK PHONE:		HOME PHONE:		
SAFE DRIVER PLAN						HEIGHT:	WEIGHT:	GLASSES:	Y/N	
					DATE & PLACE OF LAST PHYSICAL EXAM:					
					JOB TITLE:					
					D O T CODE:			# OF MONTHS EMPLOYED:		
					DESCRIPTION OF DUTIES PERFORMED:					
11. OCCUPATIONAL INJURIES, DISEASES AND ILLNESSES										
DATE OF INJURY	CASE NUMBER	JOB	DEPT.	INJURY, DISEASE OR ILLNESS	DUTY STATUS					
						13. EDUCATION, TRAINING AND SCHOOLS				
						SCHOOL	COURSE	DURAT	COMP	YEA R
12. LOST TIME										
FROM	THRU	DAYS	REASON							

Source: MGT of America, 1997.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Director of Transportation should assign an in-house staff team to review all forms, documents, and reports. July 1997
2. The Document Analysis Team should thoroughly review each document utilized by the Transportation Department with the intent of consolidating, eliminating or revising documents to improve efficiency and effectiveness. Fall 1997
3. The Director of Transportation should establish a minimum goal of a five percent reduction in the number of forms processed. January 1998
4. The Document Analysis Team should recommend which forms should be electronically processed. January 1998

FISCAL IMPACT

Based on our brief analysis of the documents, it is possible to reduce, eliminate, or consolidate documents by at least five percent resulting in elimination of approximately 40 documents. Staff time would be diverted to more important transportation tasks.

13.3 Organization and Staffing

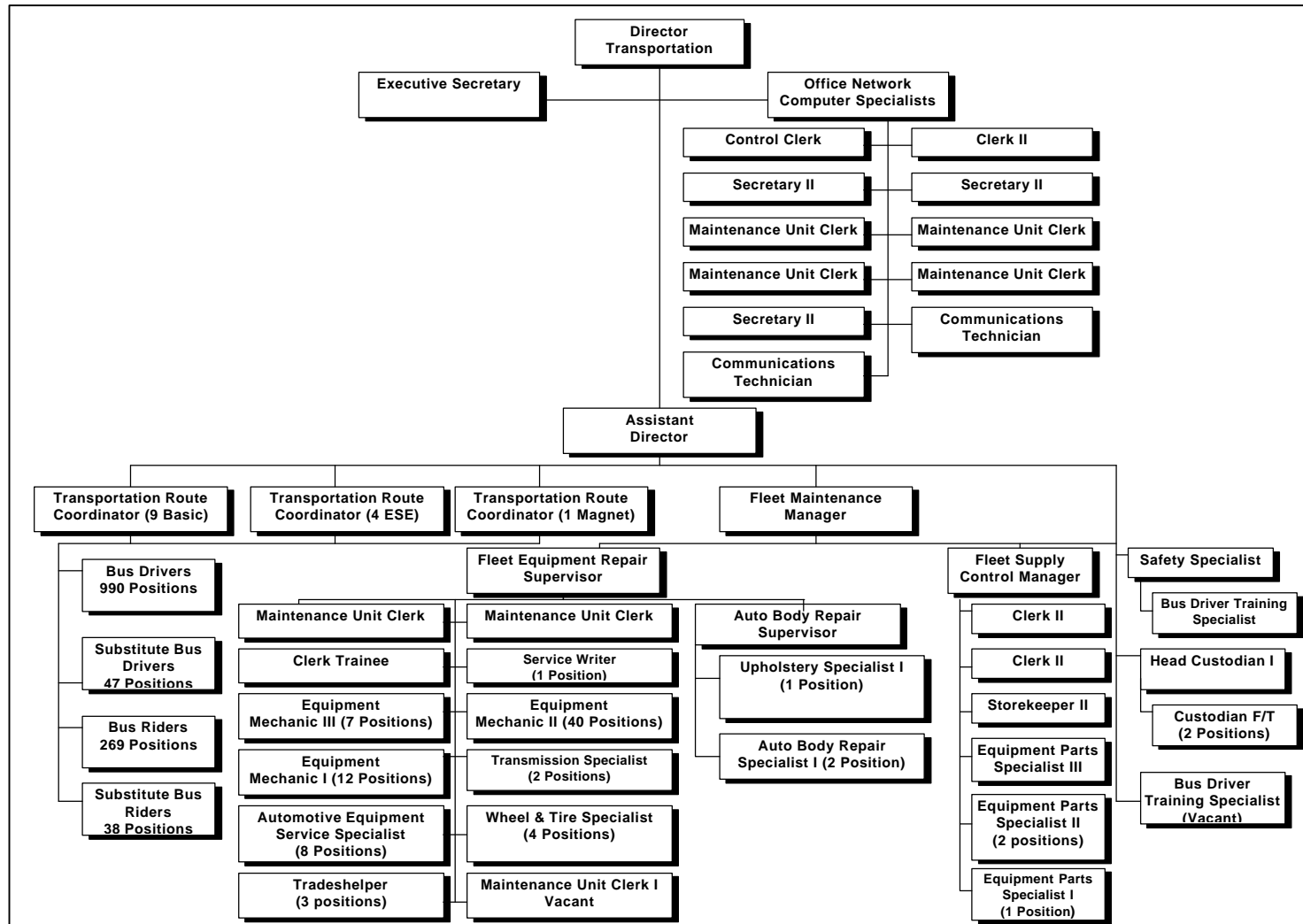
The organization and staffing of the Transportation Department determines its ability to be supportive of the educational priorities of the district. Excessive staff and an ineffective organizational structure can hamper the organization's ability to establish responsive and supportive levels of service.

The organizational structure of the Transportation Department has been affected by multiple years of budgetary constraints. The growth in staffing experienced within the organization has occurred primarily in the areas of bus drivers and bus riders.

CURRENT SITUATION

The Transportation Department is currently staffed with approximately 1,400 employees. Exhibit 13-23 provides a detailed representation of the current organizational structure of the Transportation Department.

**EXHIBIT 13-23
TRANSPORTATION DEPARTMENT ORGANIZATIONAL CHART 1996-97**



Source: Transportation Department, 1997.

Effective July 1997, the district's organizational changes will result in the Supervisor of Related Services-ESE becoming part of the Transportation Department staff to continue serving ESE students in the same staffing and transportation-related matters.

Exhibit 13-24 reflects the position classifications within the Transportation Department. The classifications remained basically the same over the past three years. The exceptions as noted to the positions, excluding drivers and riders on buses, are identified separately by year.

**EXHIBIT 13-24
TRANSPORTATION DEPARTMENT
POSITION CLASSIFICATION
1996-97**

JOB TITLE	JOB CODE	NUMBER OF POSITIONS
Director	0160	1
Assistant Director	4540	1
Auto Body Rep. Spec. I	5007	2
Auto Body Rep. Supv.	5009	1
Auto Equip Serv. Specialist	5019	8
Bus Driver Training Specialist	4917	1
Clerk II	0104	3
Communications Center Operator	4550	2*
Custodian	4114	2
Equipment Mechanic I	5010	12
Equipment Mechanic II	5012	36
Equipment Mechanic II (federal)	5012	1 (project 231)
Equipment Mechanic III	5014	7
Equipment Parts Specialist I	0745	1
Equipment Parts Specialist II	0743	2*
Equipment Parts Specialist III	0741	5
Executive Secretary	0211	1
Fleet Equip Rep Supervisor	4544	1
Fleet Maintenance Manager	4506	1
Fleet Supply Control Manager	0728	1
Control Clerk	0550	1
Head Custodian	4108	1
Maintenance Unit Clerk	0144	6
Office Network Computer Specialist	0561	1
Safety and Training Specialist	4913	1
School Bus Route Coordinator	4910	13
School Bus Route Coordinator (federal)	4910	1 (project 213)
Secretary II	0112	3
Storekeeper II	0722	1
Service Writer	4914	1
Tradeshelper	4706	2
Transmission Specialist	5084	2
Upholstery Specialist	5070	1
Vehicle Service Attendant	5088	1
Wheel and Tire Specialist	5086	4
Total Positions (excluding drivers and riders)		128

POSITION		FISCAL YEARS		
JOB TITLE	JOB CODE	1996-97	1995-96	1994-95
Bus Driver - permanent	4908	990	1,009	931
Bus Driver - substitute	4908	46	58	124
Bus Rider - permanent	4120	269	256	236
Bus Rider - substitute	4120	49	N/A	N/A
Total Riders and Drivers		1,354	1,322	1,291

Source: Transportation Department, 1997.

* Includes One position approved and added 12/96; otherwise positions have remained the same for 1994-95, 1995-96, 1996-97 excluding drivers and riders as noted.

The cost of running the Transportation Department for the Hillsborough County School District is approximately \$38 million dollars. The cost of compensation amounts to almost 88 percent of the total transportation budget. Non-salary costs amount to almost 12 percent of which more than 10 percent is spent on diesel fuel and repair parts.

Exhibit 13-25 provides a five-year analysis of the Transportation Department's budgetary expenditure pattern.

**EXHIBIT 13-25
BUDGETED TRANSPORTATION EXPENDITURES
FIVE-YEAR ANALYSIS
1991-92 THROUGH 1995-96**

EXPENDITURE CATEGORIES	1995-96	1994-95	1993-94	1992-93	1991-92
Salaries	\$22,299,509.35	\$21,793,463.99	\$21,188,607.47	\$18,394,344.57	\$16,183,008.03
Fringe Benefits	9,282,791.60	9,165,180.30	8,711,090.29	7,426,003.60	6,369,167.37
Other Personnel Service	1,331,177.66	1,264,411.88	1,437,118.97	1,387,570.43	2,089,618.99
Total Compensation	\$32,913,478.61	\$32,223,056.17	\$31,336,816.73	\$27,207,918.60	\$24,641,794.39
Professional Service	98,773.14	89,004.10	139,797.15	65,134.43	40,933.25
Out-of-County Travel	444.50	838.86	598.14	1,198.54	1,685.61
Rentals	8,328.21	6,635.32	3,205.82	8,820.00	0.00
Other Purchased Service	112,081.62	166,939.52	196,605.85	90,396.25	84,208.24
Gasoline-Automotive	64,816.02	247,517.38	584,908.63	674,748.13	599,757.63
Diesel Fuel	1,888,747.94	1,686,469.40	1,506,308.93	1,402,035.62	1,085,644.82
Supplies-Office	29,703.93	24,566.58	16,729.30	11,253.90	11,646.62
Oil & Grease	2,722.80	3,850.57	4,537.25	3,669.75	36,794.63
Repair Parts	1,956,189.18	1,577,933.46	2,731,593.01	1,778,051.58	1,298,151.11
Tires & Tubes	0.00	0.00	0.00	0.00	382,181.75
Equipment over \$500	113,743.95	315,941.25	109,292.76	0.00	3,080.00
Equipment under \$500	11,332.67	24,036.27	389,550.71	290.60	283.17
School Buses	(45,747.00)	0.00	0.00	0.00	180,061.00
Computer Software	1,468.75	2,556.51	112.00	0.00	0.00
Dues & Fees	20,731.55	21,647.95	15,653.70	11,441.45	5,887.40
Miscellaneous Expense	131,850.00	127,080.00	125,460.00	114,840.00	110,470.00
* Other	220,554.12	192,344.10	415,426.55	167,608.94	175,518.81
Total Basic Budget	\$4,615,741.38	\$4,484,361.26	\$6,239,779.85	\$4,329,489.19	\$4,016,304.04
Total Expended	\$37,529,219.99	\$36,707,417.43	\$37,576,596.58	\$31,537,407.79	\$28,658,098.43

Source: Finance Department, 1997.

* Other: Includes repairs, utilities, postage, custodial supplies, periodicals, ad materials, renovation costs, other. The largest expenditure in 1993-94 was a one-time expense to equip buses with video cameras and reflective tape.

FINDING

The current organization of the Transportation Department has numerous vacancies which have not been filled for various reasons. The Superintendent's planned reorganization in July 1997 recommends that these vacancies not be filled and the positions be eliminated.

The Assistant Director position is currently under revision by the Director of Transportation to add additional duties to the position. The current job description duties reflected in the approved July 1987 job description identified three duties related to directly assisting the Director; planning, organizing, implementing and supervising the bus transportation and vehicle maintenance program. Three additional

duties referred to maintenance and repair activities which are already basically handled by the Fleet Maintenance Manger or Fleet Operations Supervisor.

RECOMMENDATION

Recommendation 13-9:

Eliminate the Assistant Director position and transfer the responsibilities to other Managers/Supervisors within the department.

The vacancies, as proposed in the July 1997 reorganization plan, should also be eliminated. Given the span of control remains within reasonable national standards (of about 1 to 11) and the functions of the position can readily be distributed among existing staff, it is feasible to eliminate this position and still remain effective and efficient.

The unofficial revised job description identifies the following primary duties of the assistant director.

<u>ASSISTANT DIRECTOR -- current revised duties (In process of approval)</u>	<u>MGT'S RESPONSIBILITY ASSIGNMENT CHANGE</u>
personnel management of route coordinators, bus drivers, bus attendants	assign to Fleet Operations Supervisor
supervision of regular, magnet and ESE networks including evaluation of the supervisors	maintain by Director
supervision and oversight of radio dispatch center	assign to one of the Fleet Managers
bus replacement program	assign to Fleet Operations Supervisor
collection of pupil transportation FTE	assign to Current Staff
management of mandated personnel requirements	assign to Bus Driver Training Specialist
liaison with governmental agencies	assign to one of the Fleet Managers
representation on committees, boards, etc.	rotate assignment among Managers

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Director of Transportation should reevaluate the existing job duties of the assistant director and reassign each duty within the existing managerial staff. July 1997
2. The Director of Transportation should provide adequate notice to the Assistant Director regarding the elimination of the position. January 1998
3. The Director of Transportation should eliminate the Assistant Director position. July 1998

FISCAL IMPACT

Elimination of this position will reduce the cost of the operation by a salary of approximately \$67,000 and benefits of approximately \$21,750 (32 percent) for a total cost reduction of \$88,750.

Recommendation	1997-1998	1998-1999	1999-2000	2000-01	2001-02
Eliminate Assistant Director	- 0 -	\$88,750	\$88,750	\$88,750	\$88,750

FINDING

Over the past several years, budget constraints have limited the flexibility of the Transportation Department to maintain a complete level of staffing for bus routes. The Transportation Department had to reduce bus driver salaries by an average of 16 percent which impacted recruitment efforts.

Market conditions within surrounding counties as well as within the local transportation community affect the district's ability to attract quality drivers.

The Transportation Department utilizes normal efforts of advertising (such as job centers, word of mouth advertising, newspapers, and networking within the state) in efforts to recruit bus drivers, substitutes and riders.

An analysis done by the Transportation Department provided support that, in the past several years, problems with shortage of drivers and substitutes were directly related to the sensitivity of wages paid. Prior to December 1996, the wages of bus drivers were reduced by 16 percent due to budgetary shortfalls. Turnover of bus drivers is reflected in Exhibit 13-26 and shows an average turnover rate of approximately eight percent for the five-year period. A three-year average of approximately 55 new bus drivers and/or substitutes appears to be the typical amount of new employees needed on an annual basis.

Based on current wage market scales reviewed by the district, the \$8.09 starting wage is currently competitive in the local market.

**EXHIBIT 13-26
BUS DRIVER TURNOVER**

SCHOOL YEAR	Resignations	Permanent	Substitutes	Total	Turnover Rate
1992-93	61	736	155	891	7%
1993-94	87	870	109	979	9%
1994-95	79	931	124	1,055	7.5%
1995-96	131	990	77	1,067	12%
1996-97	60	990	26	1,016	6%

Source: Transportation Department, 1997.

RECOMMENDATION

Recommendation 13-10:

Recruit more aggressively to fill bus driver and substitute assignments on a regular basis.

By enhancing the flexibility for payment of upfront costs and stabilizing the wage rate of these positions, the framework should be in place to maintain an active recruitment effort in the surrounding area to establish a pool of qualified bus driver candidates for continued use as required.

A formal recruitment plan should be developed with the Director of Transportation and the Communications Office, in collaboration with the Human Resources Department, outlining methods of recruitment, required backlog of pool resources, timelines, on-going formalized market assessments, expected measurable results, and ongoing evaluation activities.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|---|--------------------------|
| 1. The Director of Transportation should coordinate the development of a formal recruitment plan with the Communications Office and the Human Resources Department. | August 1997 |
| 2. The Director of Transportation should implement the recruitment plan. | 1997-1998
School Year |
| 3. The combined departments should semi-annually evaluate and realign the formal plan and adjust accordingly. | Ongoing |

FISCAL IMPACT

Any cost associated with this recommendation can be handled within existing resources of both the Human Resources and Transportation Departments.

FINDING

With a shortage of bus drivers due to low and non-competitive wage rates in the market, the Transportation Department had to find alternative methods to maintain the necessary bus routes to transport children to school according to approved bell schedules.

The doubling of runs was implemented to help alleviate some of the more critical areas. In addition, innovative methods, such as the magnet transfer system, were implemented and administered by managers in the Transportation Department.

COMMENDATION

The Transportation Department is commended for the effective management of routes during the period of bus driver wage reductions.

13.4 School Bus Route Scheduling

Scheduling of school bus routes is the key to an effective transportation system. Within a large growing school system, which must address increasingly complex programs, the need to maximize the use of technology for efficiency and effectiveness is a priority.

CURRENT SITUATION

The Hillsborough County School District Transportation Department currently utilizes 14 school bus route coordinators to manually prepare nearly 4,000 bus routes which transport approximately 75,000 students, using almost 1,050 school buses on a daily basis. Most regular education routes are already established, subject to boundary changes and other adjustments, and are tracked in the district's mainframe computer. The current manual process for establishing bus routes entails the following process:

- pupil assignment work collaboratively with the Transportation staff regarding boundary changes;
- route coordinators utilizing pins, maps, markers, and other manual tools, determine annual routes and communicates the routes to school principals in August of each year;
- typically, each driver is assigned to three runs each day. Some drivers may be assigned multiple type of runs (i.e. ESE, regular or magnet) depending upon need for overlapping;
- schools send route information to parents;
- three seasoned route coordinators are assigned the primary task of evaluating and adjusting routes based upon changes and adjustments; and
- exceptional student education (ESE) has its own unique boundaries, and the ESE route coordinators must also manually establish the necessary routes.

According to Board Policy H-28.1, the Director of Transportation and the principal of the school being served must work together to map the necessary bus routes for the school and submit the routes to the Board for approval.

Currently, the 14 route coordinators have varied responsibilities, many of which are highlighted in Exhibit 13-27.

**EXHIBIT 13-27
SUMMARY OF RESPONSIBILITIES FOR A ROUTE COORDINATOR**

Record attendance for drivers, and for ESE attendants each day.
Record all FTE information four (4) times per year.
Evaluate each driver and attendant working under his/her guidance.
Contact drivers personally for any infraction they are accused of and act accordingly.
Attend meetings with security, administrative personnel, parent(s), school-based personnel, and union personnel.
Work with Risk Management involving routes, new stops, hazardous walking, under two miles transportation, new school ramps, after school activities, etc.
Work as radio dispatcher either morning or afternoon for approximately 3 hours per day every third week.
Receive school boundary information annually used to determine the complete route in structure for each particular school. This task normally fills a route Coordinator's summer hours when reconstructing and re-assigning routes.
Route and assign all summer extended year programs.
Work with city and county officials to route buses for federally funded work programs.

Source: Transportation Department, 1997.

Existing approved organizational changes are to be implemented in July 1997 which would move nine regular bus route coordinators to six area offices closer to the cluster school sites they will serve. In addition to the nine regular route coordinators, the district operates with one magnet and four special education (ESE) coordinators who remain at the central transportation complex to coordinate districtwide efforts in these special areas.

The route coordinators are responsible for the supervision of bus drivers and riders. Exhibit 13-28 identifies the number of employees supervised per route coordinator.

**EXHIBIT 13-28
NUMBER OF EMPLOYEES SUPERVISED
PER ROUTE COORDINATOR**

ROUTE COORDINATOR	DRIVERS
#1	50
#2	52
#3	60
#4	84
#5	102
#6	48
#7	155
#8	56
#9	56
#10	70
#11	47
#12	51
#13	45
#14	114
Driver Trainer	60

Source: Transportation Department, 1997.

As can be seen, route coordinators four, five, seven and 14 (in Exhibit 13-28) have excess drivers to supervise in relation to the other 10 route coordinators. These specific coordinators are in larger geographic areas. Special ESE populations and the magnet transfer system also account for the disparity in assignments.

Transportation supervision to area offices is provided by the Transportation Department Director, Assistant Director, Supervisor of Related Services along with support from the other supervisors and specialists as needed.

In other school districts, electronic routing systems provide analysis and reports on transportation stops, bus runs, and routes by school site and location. The optimization process provides drivers with directions and assigns students allowing for ongoing changes and adjustments. Most systems are sold in modules dealing with areas such as boundary planning, special education routing, basic transportation planning and other packages.

These electronic systems are dependent upon reliable base data such as map information, addresses, and streets. Many school systems work in collaboration with county agencies such as the Planning Department, the Emergency Response Department, and Fire Resolve Departments to share existing data.

Edulog (or similar electronic routing system) can assist in the transportation planning process. Some states such as South Carolina have mandated that school systems throughout the state implement electronic routing.

Depending on the level of support needed, a school system sometimes supports their electronic routing system investment with other tools such as ARC INFO or MAP INFO which can provide more detailed analysis. An example of the expanded capabilities of electronic routing and mapping systems can be found in Palm Beach County School District. The school system utilizes GIS (Geographic Information System) in conjunction with its electronic routing process. The Palm Beach County School District has created an educational curriculum called GIS Kids which provides children with an opportunity to learn about the Geographic Information System by developing and reviewing maps and satellite data, and enhancing awareness of geography in their community.

FINDING

Within the current budget proposal and included in the Transportation Budget Advisory Task Force report was a recommendation to automate the routing system. Comparison Florida districts of Orange, Pinellas, Broward and Dade Counties have automated systems either utilizing Ecotran or Edulog. The Palm Beach County School District has been implementing Edulog, but is not currently fully utilizing the system.

The growth and complexity of the transportation requirements in the Hillsborough County School District necessitate the elimination of the current inefficient manual processes.

RECOMMENDATION

Recommendation 13-11:

Purchase and implement automated scheduling.

The need to automate scheduling to maximize the efficiency and effectiveness of the transportation operation is essential to the school district's ability to generate additional cost savings and results that benefit the transporting of children to school.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------------|
| 1. The Director of Transportation should continue to pursue budgetary approval of the necessary up-front funding to purchase the appropriately assessed electronic scheduling and management system. | Summer 1997 |
| 2. The Director of Transportation should develop the appropriate RFP and proceed to issue and evaluate vendors and make a selection. | October 1997 |
| 3. The Director of Transportation should proceed in purchasing the necessary system and begin implementation. | Fall 1997 |
| 4. The Director of Transportation and staff should implement the electronic routing system with the parallel manual process through the 1997-98 school year. | January-June 1998 |
| 5. The Director of Transportation and staff should fully implement the new system. | July 1998 |

FISCAL IMPACT

Typical costs of software experienced by other school districts have ranged from \$30,000 to \$40,000 per year, which include training, depending upon the options selected. This cost is already in the 1997-98 district budget. Once the system is fully operational, the school district should experience optimization of school bus routes on a districtwide basis. Prior experience in other systems indicates that a conservative estimate of five percent can be expected in the reduction in overall school bus routes. First year savings have ranged from 10 percent in Indian River School District to more than five percent in Palm Beach School District. Other school districts throughout the country have experienced similar percentage savings.

The Hillsborough County School District now has approximately 4,000 bus runs per day. A five percent reduction could eliminate 200 bus runs per day. On the average, one bus makes approximately six runs per day (three in the a.m. and three in the p.m.). Elimination of 200 bus runs could conservatively reduce the need for 55 buses. At the current cost of a 65 passenger bus without a lift and without air conditioning of \$42,455 per bus, as indicated in the State of Florida contract, the total savings for bus replacement accrues to \$2,335,025 based on 55 buses, or approximately \$195,000 per year based upon the 12-year replacement cycle for buses.

Additional cost savings accrue through auctioning existing buses (average salvage of \$1,600 per bus) based on recent sales and the elimination of operation costs and maintenance at an average of \$2,000 per bus, for a total of \$110,000. The elimination of regular run buses also allows for the elimination of the equivalent number of bus drivers. The average annual cost of a bus driver for a 10-month period, using the starting step on the pay scale (\$8.09 per hour x 6 hours per day x 180 days for regular school year) is \$8,737. The total savings for bus driver elimination, using attrition, equals \$480,546.

It has been our experience that implementation of an automated routing system can usually be accomplished with existing staff by shifting responsibilities and realigning workload.

The bus driver turnover rate, at approximately eight percent, requires the approximate hiring of 80 new bus drivers each year. Therefore, the attrition can take place in one year. The detail cost savings over a five-year period is shown below:

Electronic Routing System	1997-98	1998-99	1999-2000	2000-01	2001-02
1. Bus replacement	0	\$195,000	\$195,000	\$195,000	\$195,000
2. Bus maintenance	0	\$110,000	\$110,000	\$110,000	\$110,000
3. Driver reduction	0	\$480,000	\$480,000	\$480,000	\$480,000
4. Bus salvage		\$88,000	\$88,000	\$88,000	\$88,000
Total	0	\$873,000	\$873,000	\$873,000	\$873,000

The actual amount of cost savings is contingent upon the optimization of bus schedules. Therefore, the training of current route coordinators is essential to taking advantage of the savings by the start of the 1998-99 school year.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Implement Electronic Routing System	- 0 -	\$873,000	\$873,000	\$873,000	\$873,000

FINDING

Each school year one of the key activities for transportation and for parents is the communication of the bus schedules and routes for the year. How effectively this is communicated and how effective the Transportation Department is responding to follow up calls is a key indicator of how well the department is perceived in the community.

During the first three weeks of school, the volume of telephone calls received at the various transportation locations necessitates that additional help be added to respond in a timely fashion. Normally, the department hires from two to three temporary staff to assist taking calls at the Central Dispatch Center. Efforts are directed to returning every call received. Many of the calls are related to adding or changing “bus stops” or other route questions.

Eleven telephone lines support the transportation center. When feasible, the department attempts to solicit the support and help of the schools to address telephone calls.

Transportation Policy A-2 outlines switchboard procedures to be followed. These procedures require all messages to be taken in the NCR message book, and dated, timed, and signed by the message taker.

There is no formal process in place to maintain a log of the number and type of calls received per day. As calls are received at any location, each person is responsible for completing a standard form. As these forms are reviewed by the Transportation Department management staff, the department implements necessary corrective action.

RECOMMENDATION

Recommendation 13-12:

Establish a formal process to maintain management information to track all telephone calls received at the central location and other satellite locations.

Tracking and evaluating the number and nature of customer calls are critical. The data can be used to assess where management efforts need to be directed. These efforts will maintain customer satisfaction and minimize potential negative trends that can be captured before they materialize into significant complaints or issues.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-----------|
| 1. The Director of Transportation should implement a formal method of tracking all telephone calls. | July 1997 |
| 2. The Director of Transportation and appropriate staff should evaluate the telephone calls and make informed decisions to address customer needs. | Ongoing |

3. The Director of Transportation and staff should consistently evaluate their results and adjust their efforts to maximize customer satisfaction. Ongoing

FISCAL IMPACT

The costs associated with this recommendation can be accommodated within existing resources.

FINDING

The Hillsborough County School District operates its schools based on staggered bell schedules which are developed and proposed by the Transportation Department in collaboration with the schools and appropriate staff. Several schools are on double sessions. Starting times range from 7:15 a.m. to 9:15 a.m. and ending times from 2:15 p.m. to 4:05 p.m.

Special instructional uses of buses are arranged through the Transportation Department who maintains several modified buses for instructional purposes.

One of the special modified buses maintained by the Transportation Department is called Buster the Bus. Buster is a rolling, talking, miniature version of a school bus which presents bus safety rules to elementary students. In addition, Winnie the Pooh Along With Friends, also helps Buster with a video, "Pooh's Great School Bus Adventure."

Another modified school bus is the Space Shuttle bus which is a regular bus modified to resemble the Space Shuttle and is used for instructional purposes throughout the district.

COMMENDATION

The district is commended for its creative use of transportation to enhance the educational and safety aspects of learning for children.

13.5 Bus Fleet Management

Operational effectiveness of the Transportation Department is predicted on the efficient operation of the bus fleet and how it is managed. Location of bus maintenance facilities; the existence or non-existence of bus compounds; the availability of optional fuels and sites; the availability of labor, parts and materials; the size of the fleet; and the management practices all contribute to the bottom line results of the department.

CURRENT SITUATION

Currently, the Transportation Department operates from one central facility located at Thonotosassa, along with two smaller garage satellite locations at East Bay and Plant City. Fleet maintenance facilities are reflected in Exhibit 13-29.

In addition to the transportation satellite facilities used for buses, there is an additional garage facility used for the maintenance, "green fleet" vehicles which is serviced by mechanics assigned to the Transportation Department. The green fleet facility is located at Martin Luther King Boulevard in Tampa.

The districtwide parking location of buses is determined by the Transportation Department. Bus drivers are normally assigned a route as close to a parking location as possible. Assignments are usually determined by the needs of the department and usually consist of runs for three schools because of staggered bell times for high school, middle/junior high school, and elementary schools. Bus drivers are guaranteed six hours per work day and are considered 10-month employees. Their estimated working hours are 6-9 a.m. and 2-5 p.m., with the day beginning as early as 5:30 a.m.

Based on an evaluation done by the Transportation Department in 1996, the district changed its replacement bus life-cycle from the suggested Department of Education 10-year life cycle to a 12-year regular run replacement cycle and an additional three years as a spare. The district's recommendation and implementation of the 12-year cycle was based on the fact that diesel engines have a longer life cycle of 300,000 miles of service life. In addition, more stringent minimum body standards and heavier suspension systems made a 12-year regular run cycle more realistic.

**EXHIBIT 13-29
FLEET MANAGEMENT FACILITIES**

CATEGORY	THONOTOSASSA (CENTRAL SITE)	EAST BAY	PLANT CITY	MARTIN LUTHER KING BLVD.-GREEN FLEET
NUMBER OF MAINTENANCE BAYS	18	3	2	7 (2 for major repair work)
NUMBER OF STAFF	114	5	5	4 (does not include sites and utilities staff)
WORK HOURS	5:00/5:30 a.m.- 6:00/6:30 p.m. 11:00 a.m.-8:00 p.m. 3:00 p.m.-12:00 midnight	5:30 a.m.-6:00 p.m.	5:30 a.m.-6:00 p.m.	7:30 a.m.-4:00 p.m.
NUMBER OF 20 DAY BUS INSPECTIONS PROCESSED PER YEAR	10,296	1,760	1,485	60 day inspection cycle
NUMBER OF BUSES ASSIGNED	936	160	135	Green Fleet vehicles and others
FUEL SYSTEM	Gas/Diesel (only full-time attendant) 4 below ground tanks	Only fueling site in this area 1 below ground (2 hour attendant) diesel only	3 above ground tanks, Gas/Diesel (4 hour attendant) - Plant City H/S - Brandon H/S - Pinecrest Elem.	Gas/Diesel 2 below ground tanks
USED OIL STORAGE	- Double walled tank	- Single walled tank requiring special concrete surrounding wall and roof	- Double walled tank	underground with monitors
PARTS/INVENTORY STORAGE	central facility for distribution to other sites - central parts storage and inventory - alarm system installed	- small parts inventory for 2/3 days - shelving in several small rooms - alarm system installed - serviced by central facility daily	- small parts inventory for 2/3 days - separate 30x12 shed for parts; alarm system installed - serviced by central facility daily	- maintain own parts inventory - central parts room for inventory - purchase own parts and pick up at central
LABOR COST PER YEAR	\$492,300	\$108,772	\$106,917	\$286,422
TOTAL OPERATING COST	\$542,740	\$122,205	\$119,439	\$599,973
OTHER	- truck delivery to East Bay and Plant City	- fax hand written time sheets and parts order to central facility	- fax hand written time sheets and part orders to central facility	- outsource work as needed - maintenance owns building and manages the site

Source: Transportation Department, 1997.

FINDING

During 1992, the district developed architectural drawings for additional bus compounds. The Phase I schematic design drawings were approved and the plans were never funded. The original facility was planned for the Plant City location which is owned by the district. The school system also owns another site for a potential bus compound in the Town and Country area of Tampa.

A recent transportation analysis of the cost of additional compound facilities based on the schematic design drawings averaged \$1.7 million each with a minimum of 20 acres for each site.

The district indicates that compounding of buses would eliminate the need for approximately 10 of the 13 fuel sites.

The Transportation Department also maintains 10 roving mechanics on split shifts using five maintenance trucks during school days. The first shift hours run from 5:30 a.m. to 2:00 p.m. and the second shift from 11:30 a.m. to 8:00 p.m. In addition, mechanics will perform maintenance work at the home of bus drivers, on the roadside for breakdowns, and other work as needed .

Exhibit 13-30 shows a comparison of the 1995-96 mechanic labor force of comparative school districts.

**EXHIBIT 13-30
COMPARISON OF MECHANIC LABOR FORCE
1995-96**

District	Mechanics	Number of Buses in Daily Service	Buses per Mechanic	Approximate Annual Miles Operated	Mechanics per 100,000 Miles
Hillsborough	48	990	20.62	19,000,000	3.96
Orange	63	855	13.57	15,678,090	2.49
Pinellas	35	529	15.11	12,257,528	3.47
Palm Beach	48	565	11.77	11,783,731	2.43
*Dade	98	1,183	12.07	22,381,000	2.28
Broward	38	966	25.42	17,231,514	4.53
Group Average	55	848	15.42	16,355,310	2.97

Source: Florida Department of Education, Transportation Quality Links Data, 1995-96.

* Dade is substituted for Duval due to outsourced services for Duval.

This comparison shows that the Hillsborough County School District is generally higher than the comparison districts with the exception of Broward County. The Hillsborough County School District is also higher than the state average in the number of mechanics per 100,000 miles

Based on data supplied by the Hillsborough County School District Transportation Department, the total school bus inventory, as reflected in Exhibit 13-31, amounts to approximately 1,249 buses with one additional deadlined vehicle and two special instructional vehicles.

**EXHIBIT 13-31
SCHOOL BUS INVENTORY SUMMARY IN
THE HILLSBOROUGH COUNTY SCHOOL DISTRICT
1996-97**

VEHICLE	# BUSES/ VEHICLES
Regular buses	
without lifts	857
with lifts (ESE)	59
Other programs:	0
Air conditioned	80
with lifts (ESE)	80
Spare buses	
without lifts	188
with lifts (ESE)	43
Deadlined buses	10
without lifts	10
(defects or problems not good enough to put buses on the road; held for auction)	9
Subtotal	1,246
Vehicle #995 - Deadlined	1
Vehicle #1091	1
Space Shuttle	
(Converted retired school bus into replica of space shuttle; used for instructional purposes.)	
Vehicle #1369 - Buster the Bus	1
(small radio controlled bus; used for K-3 level safety and instructional awareness program)	
GRAND TOTAL	1,249

Source: Transportation Department, 1997.

Exhibit 13-32 reflects comparative district demographic, personnel, and facility data for 1995-96. Some key data elements of particular interest would be spare buses in the fleet, number of fuel sites, percent of fleet compounded, number of mechanics and other relevant data items.

Based on a telephone survey conducted with peer districts, the range of spares maintained by the school districts averaged from 10 percent to 15 percent. An additional statistic, which impacts the number of spares maintained, is the number of bus compounds. Exhibit 13-32 indicates that the Hillsborough County School District has one compound to the average of four in the other school districts. Exhibit 13-30 also shows that the Hillsborough County School District has potentially more mechanics per 100,000 miles than its peer districts. Further, Exhibit 13-32 indicates that the Hillsborough County School District maintains a larger spare bus inventory than its peer districts. Exhibit 13-31 shows a fleet of 1,249 buses. Thus, the Hillsborough County School District has an approximate spare percentage of 17 percent.

As Exhibit 13-32 shows, Hillsborough County School District also has considerably more fueling sites than its peer districts.

**EXHIBIT 13-32
DEMOGRAPHIC, SCHOOL
PERSONNEL AND FACILITY DATA
IN COMPARATIVE DISTRICTS**

Data Element	Hillsborough	Pinellas	Palm Beach	Duval	Orange	Broward
Enrollment Pre-K-12	138,575	102,170	127,519	121,362	118,666	199,255
Area square miles	1,053	280	1,993	776	910	1,211
Population	792 per s/m	3,042 per s/m	433 per s/m	867 per s/m	745 per s/m	1,037 per s/m
Magnet, Choice or multizone schools	5	17	41	89	6	27
ESE Centers	15	5	77	98	4	7
Teen Parent sites	2	3	13	4	2	3
Pre-K Sites	45	27	32	23	86	0
Total number nonduplicated schools served by bus	159	134	125	148	141	192
1/2 day K or Pre-K	no	no	no	no	no	yes
7th period day	0	2	16	39	19	22
Early release days	9	6	16	10	42	0
Number year round schools	1	1	0	20	64	1
Staggered bells	yes	yes	yes	yes	yes	yes
Court ordered busing	yes	yes	no	yes	yes	no
Positions with Supervisory responsibility	29	8	32	11	22	24
Positions with clerical duties	18	11	10	6	39	31
Number mechanics	48	35	48	0	63	38
Number additional staff fleet	27	25	21	0	48	42
Spare buses in inventory	211	59	31	128	47	120
Percent of fleet used for ESE	25.4%	35%	25%	29%	30%	31%
Number of maintenance facilities	3	4	5	N/A	2	3
Number bus compounds	1	5	5	0	6	3
Number fuel sites	14	6	5	N/A	3	3
Percent fleet compounded	3.7%	100%	100%	N/A	95%	100%
Number gas buses	166	0	0	327	56	5
Number diesel buses	1,066	624	647	671	1,007	958
Number propane buses	0	0	0	0	0	0

Source: Florida Department of Education, Transportation Department, 1995-96.

RECOMMENDATION

Recommendation 13-13:

Develop two bus compounds in stages on the two parcels of property currently owned by the Hillsborough County School District.

Funding the designed bus compounds at an estimated cost of \$1.7 million each has not been possible over the past seven years due to limited resources. By examining the possibility of developing the bus compounds in stages, the school district could offset initial costs with savings generated by elimination of spare buses, fueling sites, and a reduction in the number of needed mechanics.

The Transportation Department should initiate actions to consider only paving, fueling, and fencing of the planned two new bus compounds. By creating the primary basis of the bus compound, the district can achieve considerable savings, improve safety and security of buses, and significantly improve the efficiency and effectiveness of the bus fleet management.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Director of Transportation should reactivate one of the subcommittees of the Transportation Department Budget Advisory Task Force and ask them to analyze the possibilities and estimated costs of construction. July 1997

2. The Subcommittee should be provided the necessary data and outline of expectations including expected timelines, format of results, and cost strategies to include more detailed analysis of potential savings. July 1997

3. The Subcommittee should conclude its objectives and submit a tentative report to the Director of Transportation November 1997

4. The Director of Transportation should review the report, have needed revisions completed, and submit a formal recommendation to the Assistant Superintendent for Business and Research. December 1997

5. The Assistant Superintendent for Business and Research should review the report, request any needed clarifications and/or adjustments, and submit a recommendation to the Superintendent for his approval and submission to the Board. January 1998

6. The Superintendent should submit his formal recommendation to the Board for approval. March 1998

7. The Board should review the recommendation and approve the plans. April 1998

8. Staff should complete any necessary schematic drawing approvals and proceed to initiate the construction of the two partial bus compounds. June 1998

FISCAL IMPACT

The potential for savings is considerable. By relocating buses to the two new compounds, in addition to the main compound at Thohotosassa, the Transportation Department should be in a position to eliminate a minimum of 50 percent of its current inventory of spare buses or approximately 110 buses. By eliminating the spare buses, the district will save the cost of maintaining each bus which is approximately \$2,100 for (50) 1984 and \$1,700 for (60) 1985 buses per year. The 1984 buses would generate \$105,000 per year. The 1985 buses would generate \$102,000 per year for a combined total of \$207,000 in annual savings. The spares will be available for auctioning which should generate at least \$2,000 per bus due to

the newer age of the spares being discarded. This will generate \$2,000 x 110 buses for a total one-time revenue stream of \$220,000.

Creating the bus compounds will, based on Transportation Department estimates, allow for the closing of at least 10 of 13 fueling sites. Each site is manned by a part-time custodian or garage staff personnel (depending on the site). The 10 sites are manned approximately four hours per day for 180 days at an average hourly wage of \$8.09 which equates to approximately \$58,250 in savings which can be redirected to other responsibilities since the proposed sites for the two new compounds already have necessary staff. The closing of the fueling sites will also allow for reductions in maintenance costs of equipment and fueling of the sites estimated to save another \$960 per site times 10 sites would amount to additional potential savings of \$9,600 per year.

By consolidating bus compounds, the need to have 10 roving bus mechanics will be reduced by at least 60 percent eliminating the need for at least six mechanics. The average salary of a mechanic is approximately \$13.50 per hour for eight per day for 257 days. This will generate approximately \$166,000 in salary plus 32 percent benefits for a total savings of \$219,000. In addition, at least two of the five roving mechanic trucks will no longer be needed saving annual maintenance costs of approximately \$290 times two for a total potential savings of \$580.

DEVELOP TWO BUS COMPOUNDS	1997-98	1998-99	1999-2000	2000-01	2001-02	Total
Reduce maintenance on 110 spares	- 0 -	\$207,000	\$207,000	\$207,000	\$207,000	\$828,000
Sale of 110 spares	- 0 -	\$110,000	\$110,000	- 0 -	- 0 -	\$220,000
Close fueling site and reduce labor costs	- 0 -	\$58,250	\$58,250	\$58,250	\$58,250	\$233,000
Close fueling site reducing maintenance of site	- 0 -	\$9,600	\$9,600	\$9,600	\$9,600	\$38,400
Reduce the number of mechanics (salary/benefits)	- 0 -	\$219,000	\$219,000	\$219,000	\$219,000	\$876,000
Reduce maintenance costs on roving mechanic trucks	- 0 -	\$580	\$580	\$580	\$580	\$2,320
Cost of Two Compounds		(\$425,000)	(\$425,000)			(\$850,000)
TOTAL	0	\$179,430	\$179,430	\$494,430	\$494,430	\$1,347,720

FINDING

Security on school buses has been an ongoing endeavor for many school districts. The Hillsborough County School District has taken an active preventive role in its efforts to minimize disruptive student behavior on buses.

Many school systems around the nation have implemented the use of video cameras hidden within “black boxes” and placed on buses to capture any disruptive events. The awareness factor by students has proven to curb disruptive student behavior on buses.

When too many instances occur where students are referred and no video of the instance can be produced, the communication link among students reduces the effectiveness of the intent of the video camera on the bus. During the Transportation Department Budget Review Task Force process, a recommendation was made to increase the number of cameras on buses throughout the school district. Currently, the district has implemented the use of video cameras and black boxes on buses. The current ratio of cameras to decoys is approximately five to one.

The Transportation Department has analyzed the cost of reducing the ratio from its current 5:1 to a 1:1 ratio by evaluating the cost impact based on phases. For example, moving to a 3:1 ratio would require

387 new decoys and 129 new live cameras at a cost of approximately \$259,000. Decreasing to a 2:1 ratio would require 519 new decoys and 260 new live cameras at an estimated cost of \$370,000. Providing for a 1:1 ratio would require 651 new decoys and 651 new live cameras at an estimated costs of \$781,000.

RECOMMENDATION

Recommendation 13-14:

Approve the Transportation Department's 1997-98 budget request to reduce the ratio of security cameras currently maintained on school buses.

The district should approve the budget request for a 3:1 ratio for the current year and plan for the balance of funding to occur in 1998-97.

IMPLEMENTATION STRATEGIES AND TIMELINES

- | | |
|--|--------------|
| 1. The Director of Transportation should solicit bids to obtain pricing on the necessary additional cameras to bring the ratio to 3:1. | July 1997 |
| 2. The Director of Transportation should award bids according to the lowest and best option. | August 1997 |
| 3. The Director of Transportation should purchase and install the camera. | October 1997 |

FISCAL IMPACT

The Department of Transportation estimate to bring the ratio in line with a 3:1 would require an additional 129 live cameras and 387 decoys at an estimated cost per camera ranging from approximately \$190,000 to \$217,000. The Transportation Department has included improving the ratio of security cameras on its buses within its 1997-98 budget request.

FINDING

Part of the task of the Transportation Budget Advisory Task Force was to review the possibility of outsourcing transportation services. After analyzing three different potential vendors, the Task Force concluded that it was not the appropriate time to outsource transportation services.

The task force also reviewed the existing outsourcing practices for various maintenance activities and did not recommend any additional areas of needed outsourcing.

Currently, the Transportation Department has analyzed approximately 16 different areas annually for potential outsourcing. Some of the areas reviewed include:

- air conditioning recharge
- annual inspections
- brake shoes, relined or replaced
- engine rebuilt
- paint hood
- recover seats
- service buses
- mount and repair tires
- transmission work

- replace windshields
- wrecker service
- rebuild alternators/starters
- major accident repairs

Of the areas annually reviewed, the Transportation Department is currently outsourcing brake repairs, engine rebuilds, windshield replacement, and rebuilding of alternators starters.

COMMENDATION

The Transportation Department is commended for its self-directed ongoing outstanding evaluation process and implementation of identified outsource opportunities.

RECOMMENDATION

Recommendation 13-15:

Annually evaluate the opportunities for outsourcing of transportation services.

Exhibit 13-19 reflects the top ten national school transportation outsourcing firms. As noted on the exhibit, these firms have almost 2,500 districts currently under contract. National statistics on outsourcing activities indicate that transportation services is one of the primary services considered for private contracting. It is recommended that this annual evaluation continue to be part of the charge for the Transportation Budget Advisory Task Force and that it be assigned to a subcommittee with some representation of local transportation services which can be impartial in their assessment and comprehensive in the analysis including the use of current comparative methodology.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|--------------------------------|
| 1. The Director of Transportation should incorporate at least one additional qualified outside transportation service member on the Transportation Department Budget Advisory Task Force. | July 1997 |
| 2. The Director of Transportation should establish an annual timeline for the evaluation of outsourcing and report the results to the Assistant Superintendent of Business and Research and the Superintendent. | Ongoing |
| 3. The Superintendent should include the analysis and annual recommendation as part of the budget process. | August of each year
Ongoing |

FISCAL IMPACT

Costs associated with this recommendation are within existing resources.

FINDING

The Hillsborough County School District currently has a vehicle maintenance system which provides repair order data and tracks parts inventory information. In addition, the system monitors warranty information and status of vehicles and replacement parts.

The current system is the World Information System (WIS) called SHOP-NET. This system was purchased in 1991-92 at a cost of \$125,000. The current system is a DOS-based program.

Several other Florida peer school districts utilize a system called COMPUS which also incorporates payroll processing, time attendance, and related financial reports. One district uses an accounting related system called LKE Park System.

The current SHOP-NET System is no longer supported by WIS. WIS migrated to a UNIX based platform and does not support the DOS environment. In order for transportation to obtain support for constant problems they must contact a former employee who is familiar with the DOS software.

Software support costs the school district approximately \$6,800 per year. The district is not obtaining the level of service required to remain effective. Problems with the system are creating downtime and unnecessary extra steps.

According to the Transportation Department, the WIS SHOP-NET UNIX-based product is in its eighth version.

RECOMMENDATION

Recommendation 13-16:

Upgrade the existing SHOP-NET System to improve the efficiency and effectiveness of the transportation maintenance repair tracking system.

Part of this enhancement should be structured to allow the existing East Bay and Plant City locations to eliminate having to manually write parts orders and fax them to the central facility.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------------------|
| 1. The Director of Transportation should reemphasize the 1997-98 budget request to upgrade the existing system. | July 1997 |
| 2. The Director of Transportation and staff should evaluate other systems in use to validate the decision to remain with WIS. | August -
September 1997 |
| 3. The Director of Transportation should purchase the needed upgrades in software and hardware as outlined in their 1997-98 budget request with revisions based upon review of other options. | October 1997 |

FISCAL IMPACT

Based on Transportation Department analysis, it will cost approximately \$35,000 to replace the existing software, transfer existing data, and provide training. It will cost another \$36,000 to replace work stations, printers and add bar code scanners and a printer. This is a total cost of approximately \$71,000.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Upgrade SHOP-NET System	(\$71,000)	\$0	\$0	\$0	\$0

FINDING

Florida Statutes require that all school district transportation departments maintain a 20-day inspection cycle for all pupil transportation vehicles. In addition to carrying out the inspections, the Transportation

Department took the initiative several years ago to evaluate the type of tires being used (new and recaps) within the department as well as the type of fuel and other areas of potential savings.

The current district process for certification of mechanics is primarily tied to the state system of providing several levels of certification. Existing state certification classifications are entitled school bus technician categories of “vehicle service technician” or “master repair technician.”

Professional certifications for mechanics has been available through the nationally recognized ASE certification process. School districts around the country encourage mechanics to obtain ASE certifications by providing on-going incentives and training.

Several Florida peer school districts are more active in their efforts to have a more professionally recognized ASE certification requirement for their mechanics than the Hillsborough County School District. For example, the Broward County School District has been requiring ASE certification as part of the mechanic job description for many years. Mechanics hired without the certification are required to obtain a level of certification within one year. After the basic mechanic classification, the employee receives an incentive in pay for each classification obtained. The Dade County School District uses the state inspection program and provides incentive pay for ASE certification of 15 cents per hour for up to 12 ASE certification levels with certain restrictions. The Palm Beach and Pinellas County School Districts also provide incentive pay for the ASE certification.

RECOMMENDATION

Recommendation 13-17:

Implement formal ASE certification requirements supported by incentives to upgrade the level of mechanic qualifications.

The Hillsborough County School District should take a more aggressive approach to the certification requirement process of its mechanics by moving in the direction of incorporating ASE certification requirements as part of the job description.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Transportation should upgrade the current job descriptions of mechanics to include ASE certification and grandfather existing mechanics at their current status. July 1997
2. The Director of Transportation should incorporate incentives for existing mechanics to obtain ASE certification by adding 15 cents per hour to their wage for up to a certain number of certification levels as deemed appropriate by the Transportation Department. August 1997
3. The Director of Transportation should implement the revised job descriptions and incentive pay. January 1998

FISCAL IMPACT

The Hillsborough County School District has approximately 70 mechanics who would qualify to upgrade their certification. With implementation of the partial bus compounds and the reduction of six mechanics, approximately 64 mechanics remain to obtain ASE certification. Mechanics typically work eight hours per day for 257 days a year. Without actual knowledge of how quickly each mechanic would pursue the necessary certification training, we estimated that 16 mechanics per year would obtain a level of

certification and continue to obtain additional levels of certification up to the amount approved by the School Board. The first level of mechanics to be certified would occur in 1997-98. Therefore, we calculate the costs per year as follows:

1998-1999	16 x 15¢ per hour x 8 x 257 =	\$4,934
1999-2000	32 x 15¢ per hour x 8 x 257 =	\$9,868
	16 x 15¢ per hour x 8 x 257 =	<u>\$4,934</u>
	(initial 16 mechanics second certification)	\$14,802
2000-2001	48 x 15¢ per hour x 8 x 257 =	\$14,802
	32 x 15¢ per hour x 8 x 257 =	<u>\$9,868</u>
	(additional certifications)	\$24,671
2001-2002	64 x 15¢ per hour x 8 x 257 =	\$19,738
	48 x 15¢ per hour x 8 x 257 =	<u>\$14,802</u>
	(additional certifications)	\$34,540

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Implement ASE Certification	---	(\$4,934)	(\$14,802)	(\$24,671)	(\$34,540)

FINDING

The district is maintaining the state required 20-day inspection cycle. In addition, the Transportation Department has maintained the annual complete inspection of all buses previously handled by the Florida Highway Patrol.

The annual inspection is more comprehensive and time consuming, but maintains an added safety measure related to the safeguarding of the buses.

COMMENDATION

The district is commended for maintaining the annual inspection of buses no longer required by Department of Education and previously performed by the Florida Highway Patrol.

FINDING

A multiple year district analysis of tire expenditures, after switching from bias to radial tires for the buses, found that the tires are safer and have produced a significant savings of at least \$900 a day even though the district has approximately 265 more buses than they did in 1991-92.

The recap analysis (which increased the depth of the tread on recaps from 17/32 to 21/32 for an increase of \$10 per recap) indicates an overall savings of more than 50 percent in expenditures even with more buses. This change has also increased the useful life of the recap tires significantly.

With the change to diesel powered buses, the transportation area has seen a decrease in expenditures for parts by more than \$200,000 per year even with additional buses being added. The buses are easier to maintain and more reliable. In addition, the expenditure for fuel has seen an approximate nine percent decline due to the change to diesel buses.

The Transportation Department implemented a coolant maintenance program for radiators on buses and has been able to maintain expenditures at a level range even with significant fleet growth.

The Transportation Department has been active in their recycle program implemented around 1991. Revenue generated from the sale of scrap tires, metal, seat foam, and cylinder heads since March 1992 has generated approximately \$38,000 to the district. The program has also been expanded to include cardboard and scrap paper.

COMMENDATION

The district is commended for its initiative and creativity in establishing revenue generating techniques and cost savings.

13.6 Non-Bus Fleet Management

The Transportation Department is responsible for the management and maintenance at the school bus fleet. In addition to school buses, there are many additional district vehicles which are currently maintained in a scattered fashion between the Transportation Department, the Maintenance Department, and outside use of vendors by other departments in the district.

CURRENT SITUATION

Non-bus vehicles are managed at the site where they are assigned. Risk Management is responsible for the driving records of all employees outside the Transportation Department.

Green fleet mechanics are assigned to the Transportation Department for personnel costs. The green fleet section consists of six mechanics whose duties are to repair vehicles for the numerous maintenance areas. These vehicles (approximately 350) include trucks, cars, and other maintenance type of vehicles. As noted previously, the green fleet facility is located at Martin Luther King Boulevard. The facility maintains its own parts inventory in a central parts room. The total operating cost of this facility is currently estimated at around \$600,000.

FINDING

The current management alignment and process are creating several issues with the budget process, management and accountability of operations, and potential duplication of efforts.

Respective departments are charged for the repairs of their vehicles by the Transportation Department mechanics working at the maintenance green fleet site. It is the responsibility of the Transportation Department to bill departments for work performed. When departments have inadequate funds budgeted, the cost of the repairs is assumed by the Transportation Department. Responsibility for the green fleet building sites and parts resides with the Maintenance Department.

The estimated amount of time spent by the central transportation department parts section for processing maintenance green fleet paperwork amounts to approximately five hours per day. The tasks include:

- processing invoices;
- charging parts and labor to repair orders;
- closing of repair orders; and
- billing to the correct budget department.

RECOMMENDATION

Recommendation 13-18:

Establish a comprehensive fleet management and maintenance program which incorporates all district vehicles and assigns the full responsibility and accountability to the Transportation Department.

The current organization structure is creating confusion in responsibility and accountability. With total control and responsibility for maintenance of all vehicles, the Transportation Department should be able to gain:

- better control of costs incurred,
- better control the management of the mechanics,
- establish clear levels of accountability;
- increase the accuracy and effectiveness of the budgeting process; and
- maintain an improved and consistent maintenance schedule which can be monitored more effectively.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-----------|
| 1. The Assistant Superintendent of Business and Research, in collaboration with the appropriate staff, should coordinate the exact assignment of duties and establish the proper timeline to allow for a smooth transition of responsibilities. | Fall 1997 |
| 2. The Director of Transportation and related area staff should proceed to implement the revised levels of responsibility and accountability. | June 1998 |
| 3. The Transportation Department should be totally responsible for all vehicle maintenance. | July 1998 |

FISCAL IMPACT

The costs associated with this recommendation can be absorbed within existing resources.

13.7 Alternative Fuels

Throughout the country, school systems are researching the possibilities of using alternative fuels to replace gasoline as a cost saving and environmental measure. Depending on each school district's geographic location and its unique options, the decision to switch to other alternative fuels is an individual school district consideration.

CURRENT SITUATION

The Hillsborough County School District currently maintains 13 fueling locations scattered around the county. Exhibit 13-33 shows the locations and the type of fuel available at each site. In addition, the exhibit displays the hours of operation for each fueling site.

**EXHIBIT 13-33
TRANSPORTATION FUELING LOCATIONS IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

LOCATION	FUEL TYPE	HOURS
Maintenance 1	Unleaded	7:30 a.m. - 11:00 a.m.
Maintenance 1	Diesel	7:30 a.m. - 11:00 a.m.
Green Fleet	Unleaded Diesel	7:30 a.m. - 3:30 p.m.
Chamberlain	Diesel	7:30 a.m. - 11:00 a.m.
Buchanan	Unleaded	8:30 a.m. - 11:00 a.m.
Eisenhower	Unleaded Diesel	6:30 a.m. - 4:00 p.m.
Sligh	Diesel	8:00 a.m. - 10:30 a.m.
Brandon	Unleaded	7:30 a.m. - 10:30 a.m.
Bus Garage	Unleaded Diesel	5:30 a.m. - 6:00 p.m.
Maintenance 4	Unleaded Diesel	7:30 a.m. - 4:00 p.m.
Plant City High	Diesel Unleaded	8:15 a.m. - 10:00 a.m.
Turkey Creek	Diesel	7:30 a.m. - 10:00 a.m.
Pinecrest	Diesel	8:00 a.m. - 10:00 a.m.

Source: Transportation Department, 1997.

As reflected in Exhibit 13-33, 10 of the 13 fueling sites have diesel fuel and, in some cases, gas available for many of the non-bus vehicles.

Several fueling sites are manned by a custodian for four hours. The current fueling system is an electronic system from E.J. Ward, Inc. which has been in place since approximately 1989. The current system utilizes cards which are used to activate the pumps and generate data electronically to the central location for tracking and management purposes.

The current fueling system is constantly experiencing problems and requiring changes in parts and electronic components. Since the implementation of the automated fueling system, the district has had to produce a total of approximately 6,700 replacement fueling cards to drivers due to loss, wear and tear and breakage. The district's estimated cost of replacement per card is \$2.31.

FINDING

As noted in Section 13.5, the cost of fuel has decreased by approximately nine percent due to the change from gas to diesel fuel.

When reviewing the maintenance and repair costs of the bus vehicles, it is evident that as the gas-powered buses are replaced with diesel buses, the cost of maintenance and repair have been reduced. A 1983 gas bus cost approximately \$3,415 to maintain while a 1991 bus costs approximately \$1,426 to maintain which amounts to a 58 percent reduction in costs. Exhibit 13-34 reflects an average cost of approximately \$2,000 for repair and maintenance over an eleven-year period.

The district currently maintains an annual maintenance contract with E.J. Ward, Inc. which costs approximately \$20,000.

The fueling system has been experiencing problems with discrepancies in tank readings and tank computations; four sites are unable to relay fuel tank information with the host computer on Harney Road, and breakdowns are common. The system runs on an eight-year-old computer and, with the introduction of the UNIX-based system, the vendor no longer supports the software.

The Transportation Department has presented a budget proposal for 1997-98 to replace the existing system with the UNIX system at an estimated cost of \$196,000 less the maintenance cost of \$20,000 for a net cost of approximately \$176,000.

COMMENDATION

The district is commended for its efforts to replace all gas-powered buses for diesel buses and for considering other alternative fuels.

RECOMMENDATION

Recommendation 13-19:

Upgrade the current fueling system at the existing sites.

Consideration should be given to the outcome of the community-based task force recommendation and the MGT recommendation to review the feasibility of phased-in bus compounds.

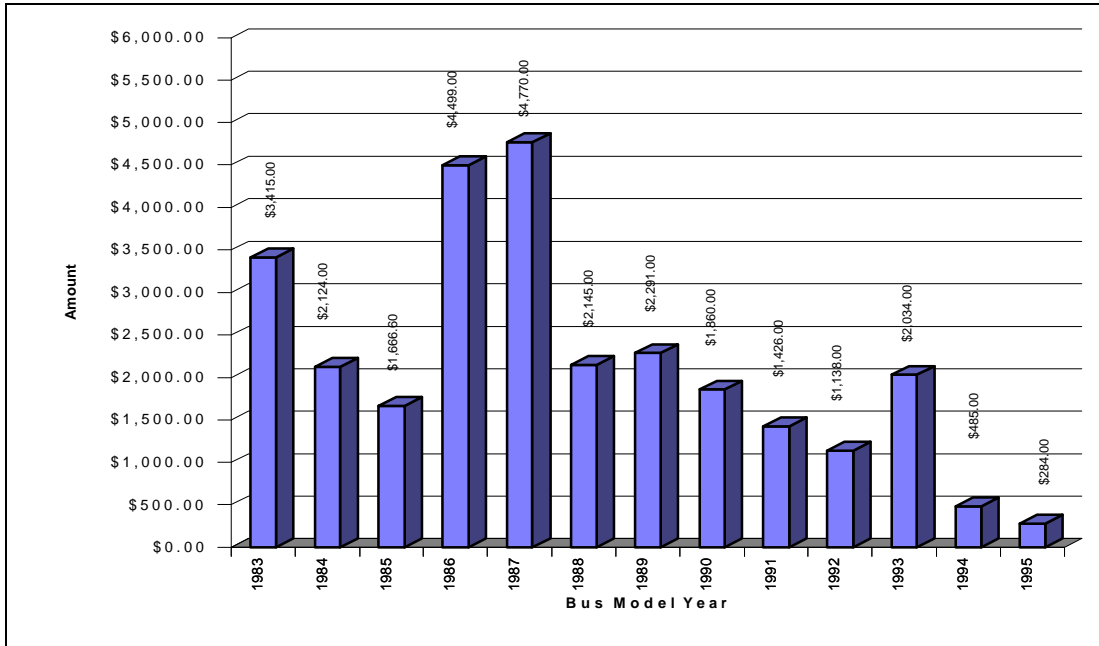
IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Director of Transportation, in collaboration with the Assistant Superintendent of Business and Research, should evaluate the combined recommendations and adjust the timing of replacing the fueling systems with the timelines for the feasibility study. July 1997

2. The Director of Transportation should coordinate the respective priorities and adjust budgetary requests according to the final decisions. September 1997

3. The Director of Transportation should implement the decisions of the Superintendent and Board. Ongoing

**EXHIBIT 13-34
COST FOR MAINTENANCE AND REPAIRS
BY BUS MODEL YEAR
1982-83 THROUGH 1994-95**



Source: Transportation Department, 1997.

FISCAL IMPACT

The fiscal impact of this recommendation has already been presented as part of the 1997-98 budget for the Transportation Department. Based on the decision to implement other recommendations, it is feasible that the original budget request will not be necessary if a feasibility study is positive and funding is provided.

13.8 Training

The training of bus drivers, mechanics, substitute drivers, and general staff is a critical part of the operational effectiveness. The results of training can be easily reflected in the number of accidents, the level of customer service provided to clients, the number of complaints, the number of mechanical breakdown, the safety record of the department, the level of referrals, and many other indicators.

CURRENT SITUATION

Bus driver training is provided in two tiers with approximately 56 total hours of which 50 hours are classroom activities and six hours of behind-the-wheel training and observation. The training includes 15 written tests, an on-the-road driving test, and a walk-around pre-trip inspection of 57 items by memory to complete Phase II requirements.

One significant area of concern related to the safety of children on buses is the number of incidents that occur on a bus that require a bus referral and potentially a suspended student.

FINDING

An average of 65 hours per day of bus driver/substitute training is conducted in the classroom and the balance is on the road driving. Upon successful completion of the training, an applicant can take the Class B CDL Driver License exam and obtain a valid six to eight year license for a fee of \$25. Exhibit 13-35 outlines the required classroom and on-the-road training for substitute bus drivers who must meet the same requirements as regular drivers.

The department has no bus driving range for the driving portion of the training. The district maintains an agreement with the fair grounds to use their facility when available.

Exhibit 13-36 displays the training history of the Transportation Department over the past nine years. Exhibit 13-37 outlines the number of bus referral incidents in 1994-95.

A districtwide standard referral document is used for any type of referral, including a bus referral. Of the total bus referrals made to school principals, approximately 34 percent resulted in suspended bus privileges.

Concerns were raised within the Transportation Department regarding the lack of support by some principals when bus referrals were initiated. There appears to be some confusion as to how to properly use the referral document which indicates that you can only check one type of incident behavior. Many times, drivers indicate that incidents require the need to check more than one type of incident. Explanations provided by the district staff responsible for monitoring referrals indicated that more than one area of the form could and is usually checked by others who complete the form.

**EXHIBIT 13-35
REQUIRED CLASSROOM TRAINING
FOR SUBSTITUTE BUS DRIVERS**

TRAINING SUBJECT	DESCRIPTION
Unit 1 Driver Role and Responsibility	Discuss the rules and regulations, policies, laws and recommendations. Gaining and maintaining a professional status is stressed.
Unit 2 Vehicle Familiarization	We discussed the legal description and characteristics of a school bus; problems caused by these characteristics and danger zones around the bus.
Unit 3 Vehicle Inspections	The reasons for performing vehicle inspections and the procedures for conducting vehicle inspections are discussed. Items to be checked during the pre-trip, between trip, and post trip inspections are described.
Unit 4 Vehicle Operations	Guidelines for maintaining a safe following distance and railroad procedures. Procedures for reporting dangerous railroad crossings, right of way situations, passing, and fuel conservation.
Unit 5 Traffic Control Devices	Discuss the meaning of standard colors, shapes, symbols, and messages used on traffic signs. Discuss the meaning of roadway markings.
Unit 6 Critical Situations	Discussion of the entire Defensive Driving Plan.
Unit 7 Accident Procedures	Actions and responsibilities required if you are involved in an accident. Discuss penalties, Accident Review Board, and Safe Drivers Plan.
Unit 8 Loading and Unloading Passengers	The proper method of using the 8-way light system. How to load, turn around, and stopping procedures for loading at school, verses on the street loading. Reporting motorist who pass a stop sign illegally and the importance of maintaining an accurate time study.
Unit 9 Passenger Management	Discuss the nature of young people Stages of human development Motivations of behavior Communication with students
Unit 10 First Aid	How to control bleeding Symptoms of shock and procedure of treatment Eye injuries Epileptic Seizure Communicable Disease Blood Borne Pathogens
Unit 11 Exceptional Education	How to communicate with exceptional education students How to handle health problems with exceptional education students How to handle health problems of exceptional education students Discussion of Red Alert book policy (book designed for children with special needs)
Unit 12 School Bus Passenger Field Trips	Planning a field trip Handling emergencies Responsibilities of the following: <ol style="list-style-type: none"> 1. Group Leaders 2. Driver 3. Chaperone 4. Transportation Supervisor Conditions that may cause behavioral problems on a field trip and how to avoid and deal with each.
Unit 13 On the Road Driving	Behind the wheel: <ul style="list-style-type: none"> Pre-trip Backing Parking Turning Stopping Railroad Intersections Overpasses Emergency Vehicles Red lights (traffic control signals) Bus Evacuations Other driving situations that will improve the skills of a professional School Bus Driver

Source: Transportation Department, 1997.

**EXHIBIT 13-36
TRAINING HISTORY**

YEAR HIRED	1988-89	1989-90	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96	1996-97
Total Trained	62	80	82	60	122	172	110	127	84
Still Employed	44	45	51	34	73	95	75	84	80
Resigned	18	35	31	26	49	77	35	43	4
Percentage Resigned	29.0%	43.8%	37.8%	43.3%	40.2%	44.8%	31.8%	33.9%	4.8%

Source: Hillsborough County School District, Transportation Department, 1997.

**EXHIBIT 13-37
BUS REFERRALS 1994-95**

SCHOOL LEVEL	BUS REFERRALS
Elementary	4,631 Total Incidents
Middle School	4,722 Total Incidents
High School	131 Total Incidents
Ungraded	1
Total	9,485 Incidents

Source: Hillsborough County School District, Division of Administration, 1997.

Note: Prior to 1994-95, computer records do not track "bus referrals."

RECOMMENDATION

Recommendation 13-20:

Provide training to principals on school bus referrals and provide written clarification and instructions on how to properly complete the referral document.

Training should enable the process to be more meaningful and consistently applied throughout the school district.

IMPLEMENTATION STRATEGIES AND TIMELINES

1. The Assistant Superintendent of Business and Research should coordinate or delegate, as appropriate, the process for initiation and distribution of the written clarification and instructions regarding the referral form. July 1997
2. The Assistant Superintendent of Business and Research should coordinate with the appropriate departments the changes necessary to implement ongoing refresher training and provide a forum for each user to offer input as to how the process is working. August 1997
3. The Director of Transportation should establish a training process to assist principals to properly address bus referrals. September 1997

FISCAL IMPACT

There is no fiscal impact for implementation of this recommendation.

14.0 FOOD SERVICE

This chapter addresses district programs and activities relevant to the administration of the district's school food service operations. This chapter contains 18 major sections:

- 14.1 Scope of Food Service Programs and Activities
- 14.2 Departmental Financial Performance
- 14.3 Communication Program
- 14.4 Student Lunch Participation
- 14.5 Student Breakfast Participation
- 14.6 Paid Cafeteria Monitor Positions
- 14.7 Complimentary Lunch Meals for Custodial Staff
- 14.8 Part-Time Employee Benefits Costs
- 14.9 Emergency Meal Practices
- 14.10 Disposable Serving Products
- 14.11 Staff Menus and Serving Lines
- 14.12 Warehouse Freezer Storage
- 14.13 Staffing Shortages
- 14.14 Condition of Kitchen Facilities and Equipment
- 14.15 Food Service Administrative Authority
- 14.16 Cash Handling Practices
- 14.17 Budgeting and Financial Reporting
- 14.18 Food Costs

14.1 Scope of Food Service Programs and Activities

CURRENT SITUATION

The school district's Food Service Department operates district food service programs and activities with the following three main goals:

- to provide quality meals and quality service to every customer every day;
- to increase the number of customer meals served daily; and
- to operate a well-managed business that remains financially solvent.

The department, with annual revenues of over \$44 million, offers breakfast and lunch meals to students and adults at the district's 174 campuses. The kitchens at 157 of the district's campuses prepare and serve meals at their locations. Some of these kitchens also prepare and deliver meals to the remaining 17 satellite kitchens, where the meals are then served. The department serves 28,443 breakfasts and 102,755 lunches on an average daily basis. This translates to a 19 percent student breakfast participation rate and a 70 percent student lunch participation rate.

Based on *Food Service Director Magazine's* 1995 school food service industry census, the Hillsborough County School District ranked tenth in the United States in terms of the annual dollar volume of food purchases. These findings are based on a nationwide

survey of the largest 100 school food service programs in the nation. The district's four percent increase in 1995 food product expenditures over 1994 compared with an average national decrease of 0.7 percent in food purchases. This illustrates the continued growth of the district's food service program, relative to other similar-sized U.S. school districts. The only other school district in the *Food Service Director Magazine's* Top 10 that exceeded the district's growth in annual food purchases was Fort Lauderdale, Florida. The top 25 U.S. school food service programs in terms of the dollar volume of 1995 annual food purchases is presented in Exhibit 14-1.

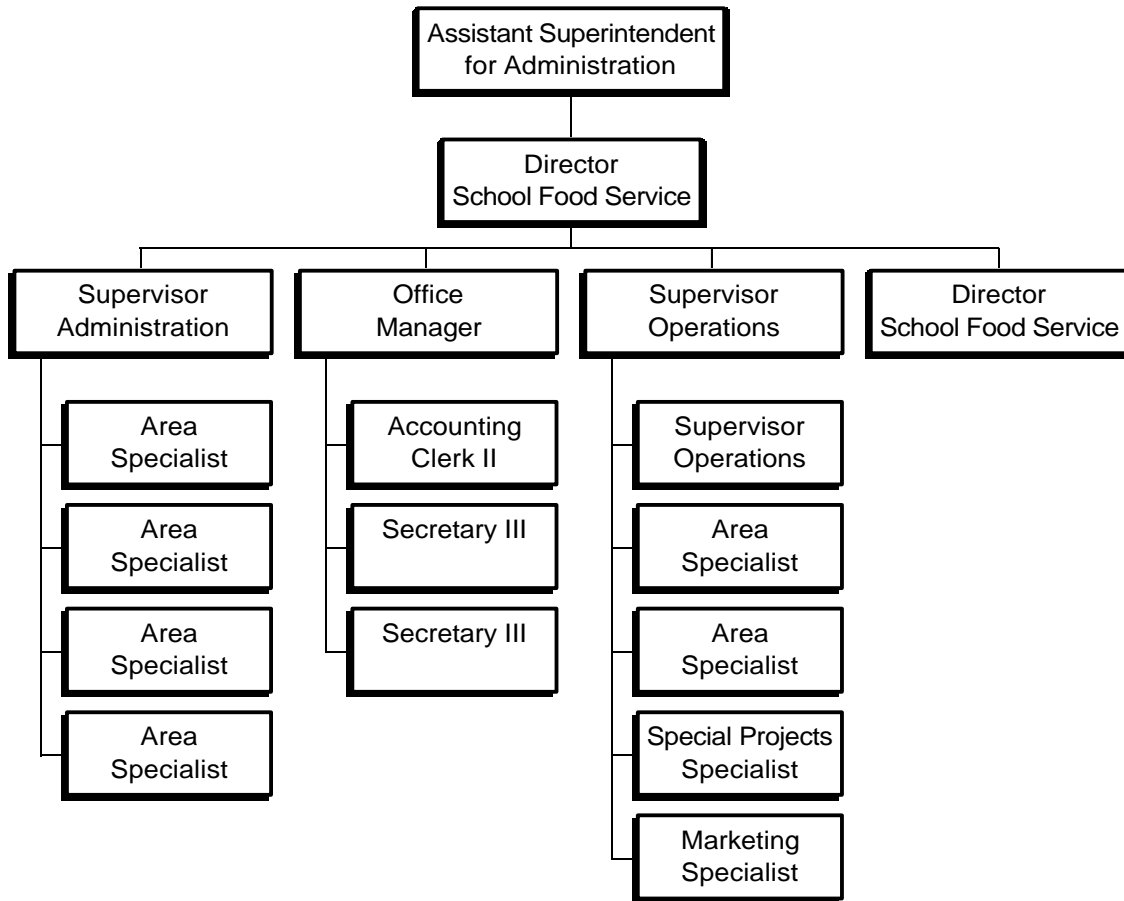
As illustrated in the department's current organizational structure in Exhibit 14-2, the Director of Food Service is responsible for the activities of the department and reports to the Assistant Superintendent of Administration. The department's current central office administrative and staff positions include the Director, a Supervisor of Operations, five area specialists, an office manager, an accounting clerk, and two secretaries. Central office positions that are presently vacant include the Supervisor of Operations, one area specialist, the special projects specialist, and the marketing specialist. The district's central office also provides specialized support services to the department in the functional areas of personnel, accounting, data processing, payroll and purchasing. All other departmental activities are performed by the 1,165 full-time and part-time positions located in the 174 district cafeterias.

**EXHIBIT 14-1
TOP 25 UNITED STATES SCHOOL DISTRICTS
1995 FOOD PURCHASES**

Rank	Districts	Number of Schools	1995 Food Purchases (\$000's)	Percent Change 1994-95
1	New York City, NY	1,396	\$106,955	-10
2	Los Angeles, CA	590	73,151	+3
3	Chicago, IL	600	50,000	0
4	Dade County, FL	318	32,000	+1
5	Honolulu, HI	242	25,000	0
6	Philadelphia, PA	284	23,430	-2
7	Houston, TX	248	20,000	-2
8	Ft. Lauderdale, FL	188	16,515	+5
9	Dallas, TX	196	15,000	+2
10	Tampa, FL	172	14,988	+4
11	Springfield, VA	175	12,630	+3
12	W. Palm Beach, FL	141	12,464	0
13	Orlando, FL	132	12,000	+4
14	Washington, DC	162	10,000	0
15	Memphis, TN	151	10,500	0
16	Louisville, KY	144	10,000	0
17	Baltimore, MD	185	9,500	+4
18	Decatur, GA	110	9,500	+20
19	Las Vegas, NV	181	9,265	+7
20	Cleveland, OH	116	9,094	+0
21	Jacksonville, FL	148	9,000	+3
22	New Orleans, LA	120	8,000	n/a
23	Upper Marlboro, MD	178	7,900	+5
24	Bartow, FL	96	7,800	+4
25	Atlanta, GA	99	7,761	+3

Source: *Food Service Director Magazine*, June 1996, page 57.

**EXHIBIT 14-2
FOOD SERVICE DEPARTMENT IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
CURRENT ORGANIZATIONAL STRUCTURE**

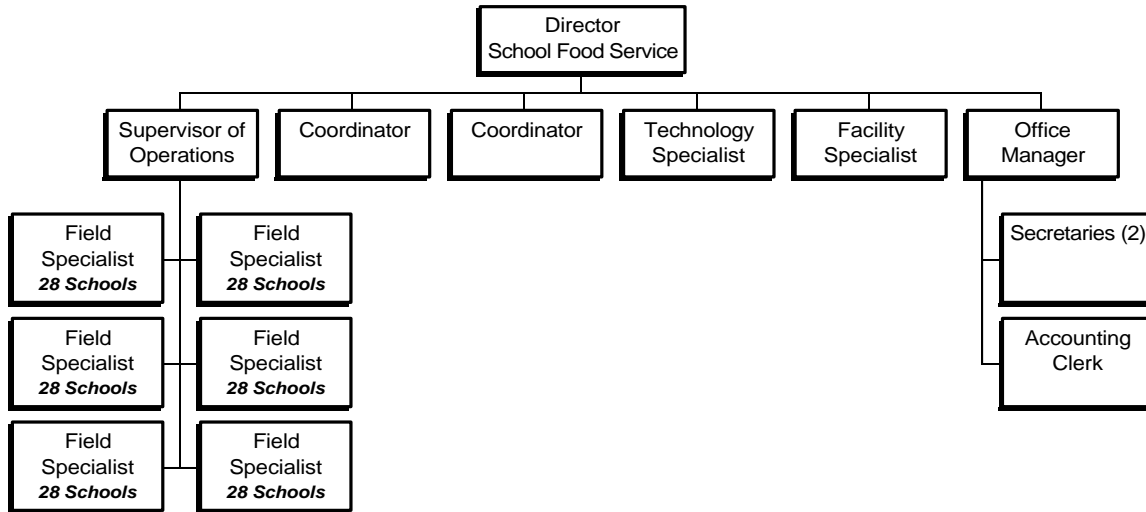


Source: Hillsborough County School District, Food Service Department, 1997.

As part of the district reorganization proposal, the director has submitted a departmental reorganization plan that, with Board approval, would become effective in July 1997. The proposed organizational structure is presented in Exhibit 14-3. The reorganization plan proposes that the vacant Supervisor of Administration position be eliminated and replaced with two coordinator positions. These two coordinator positions would assist with, but not be limited to, the responsibilities in the areas of food production, purchasing, government programs, catering services, finance, training, and policies and procedures.

Since the plan recommends that one of the current field specialists be moved into one of the proposed coordinator positions, this would result in two vacant field specialist positions. The plan proposes that these two vacant positions be filled. This will coincide with the reorganization of the district from four to six areas.

**EXHIBIT 14-3
PROPOSED ORGANIZATIONAL STRUCTURE FOR
FOOD SERVICE DEPARTMENT**



Source: Hillsborough County School District, Food Service Department, 1997.

The reorganization would also involve filling the two remaining vacant specialist positions and converting them from 10 month (213 days) to 12 month (257 days) positions. One position would be a technology specialist and the other position would be a facility specialist. Similar to other similar-sized school districts, the technology specialist would assist in managing computer operations in the district office and at school sites. This will be critical to the effective implementation of the new departmental computer system that will be phased in at district schools beginning in the 1997-98 school year. The facility specialist would assist in areas such as checking on maintenance requests, evaluating equipment requests, reviewing architectural drawings, inspecting facilities, and evaluating new equipment.

The estimated cost of the reorganization is \$109,000. However, the \$65,000 cost savings by the elimination of the vacant supervisor of administration position results in a net annual addition of \$44,000 to the departmental budget. The reorganization plan was developed based on the organizational structure of similar-sized districts, the unique needs of the district, and the State Board Rule 6A 7.045 that specifies the recommended number of district food service employees, based on a staffing formula.

The Director of Food Service is responsible for operating the department in compliance with the United States Department of Agriculture's (USDA's) School Breakfast Program (SBP) and National School Lunch Program (NSLP) regulations, as administered by the Florida Department of Education. Approximately 51 percent of the district's students are approved to receive free or reduced meal benefits through the USDA's school breakfast and lunch program. As a participant in the USDA's Child Nutrition Program, the district receives federal reimbursement income for free, reduced, and paid breakfast and lunch meals served. In addition to federal meal income reimbursements,

the district also receives USDA food commodities. One elementary school, Boyette Springs, participates in the NSLP on a year round basis.

FINDING

In addition to serving breakfast and lunch meals during the regular school year to students and adults at campuses, the department has continued to expand its non-traditional sources of revenue. The department receives additional revenue in the summer by participating in the USDA Summer Food Service Program (SFSP) and by serving breakfast, lunch, and snack meals to programs or organizations outside of the district, such as area child care centers, school-age child care facilities, employee childcare centers, extended day care programs, Head Start, and the USF national youth sports program. The continued growth of the department's campus catering services has further enhanced revenues from non-traditional food service sources. Exhibit 14-4 illustrates the department's 40.7 percent increase in non-traditional revenue during the past three years.

The district began participating in the USDA Summer Food Service Program (SFSP) in Summer 1994. Schools are eligible to participate in the SFSP if at least 50 percent of their student population has been approved for free and reduced meal benefits. During the Summer 1996, the department served over 22,000 total average daily meals to students at 88 district elementary schools. The success of the program may be illustrated by the fact that 91 percent of the students enrolled at these 88 elementary school sites participated in the SFSP on a regular basis. Exhibit 14-5 illustrates that the department generated approximately \$1.7 million in revenues and achieved a profit of over \$681,500 from the 1996 participation in the SFSP.

COMMENDATION

The department is commended for achieving significant increases in revenue from non-traditional sources during the past several years.

The insight and direction provided by the Food Service Director has led to a continued increase in food services revenue from sources outside of the traditional school breakfast and lunch program. These achievements have strengthened the financial stability of the department and have allowed for increases in annual departmental income transfers to the district's general fund.

EXHIBIT 14-4
FOOD SERVICE DEPARTMENT REVENUES
FROM NON-TRADITIONAL SOURCES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1994 THROUGH 1996

Source	1994	1995	1996	Percent Change 1994-96
School Age Child Care	\$99,956	\$162,777	\$255,020	155.1%
Dorothy Thomas	\$207,060	\$221,106	\$229,338	10.8%
Head Start	\$135,186	\$150,149	\$173,973	28.7%
Catering (in district)	\$143,867	\$93,771	\$126,735	-11.9%
Middle School Extended Day		\$47,214	\$97,390	--
Beulah Baptist Child Care	\$20,142	\$36,060	\$33,420	-16.8%
St. Peter Claver DC	\$31,768	\$29,173	\$21,611	-32.0%
Catering (outside district)		\$17,722	\$17,150	--
Seffner Christian Academy		\$27,283	\$16,828	--
Youth Sports Foundation			\$12,770	--
TPA Housing Authority	\$6,354	\$7,373	\$6,860	8.0%
Pebble's Child Care	\$4,179	\$17,538	\$6,709	60.5%
Linda's Daycare	\$4,410	\$5,261	\$6,069	37.6%
Migrant	\$6,350	\$6,490	\$6,004	-5.4%
Employee Child Care	\$8,255	\$6,778	\$5,687	-31.1%
St. Peter Claver School		\$12,845	\$4,636	--
Foster grandparents	\$12,754	\$11,558	\$3,484	-72.7%
First Baptist Lithia CCP	\$1,465	\$2,268	\$3,330	127.3%
Brandon Childcare	\$5,936	\$11,974	\$2,953	-50.3%
Golden Hours	\$2,264	\$2,942	\$2,947	30.2%
Redland's Migrant Center			\$1,553	--
Even Start	\$1,262	\$90		--
Active, Creative Learning	\$2,592			--
Westshore Alliance	\$20,751			--
Total Revenue	\$736,555	\$872,367	\$1,036,464	40.7%

Source: Hillsborough County School District, Food Service Department, 1997.

**EXHIBIT 14-5
1996 SUMMER FEEDING PROGRAM
REVENUE AND EXPENDITURES**

Revenue/Expenditure	Dollars	Percent of Revenue
REVENUE		
Reimbursement Income	\$1,629,330	97.57%
Contracted Meals Services	\$39,661	2.38%
Adult Paid Meals	\$868	0.05%
Total Revenue	\$1,669,859	100.00%
EXPENDITURES		
Food	\$435,714	26.09%
Labor	\$364,728	21.84%
Administrative	\$130,536	7.82%
Non-food	\$40,439	2.42%
Other	\$16,937	1.01%
Total Expenditures	\$988,3564	59.19%
NET PROFIT	\$681,505	40.81%

Source: Hillsborough County School District, Food Service Department, 1997.

14.2 Departmental Financial Performance

CURRENT SITUATION

As illustrated in Exhibit 14-6, the department reported a \$2.3 million net operating profit in the 1995-96 school year on operating revenues of \$42.8 million and operating expenditures of \$40.5 million. This equates to a 5.5 percent net profit margin. Payroll and benefits expenses represented almost 50 percent of departmental income, while the costs associated with food purchases represented approximately 37 percent of departmental revenues.

FINDING

Food Services is a self-supporting department that has established and maintained a strong financial position during the 1990s. The current Food Service Director began in the 1990-91 school year, following a 1989-90 annual departmental operating loss in excess of \$2.5 million. Since the 1990-91 school year, the Food Service Director has engineered a significant financial turnaround. As illustrated in Exhibit 14-6, the department reported an operating profit in 1994-95 of over \$3.2 million.

EXHIBIT 14-6
PROFIT & LOSS STATEMENTS OF THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
FOOD SERVICE DEPARTMENT
1993 THROUGH 1996

Revenue and Expenditures	1993-94		1994-95		1995-96		Percent Change 1994-96
	Dollars	Percent of Revenue	Dollars	Percent of Revenue	Dollars	Percent of Revenue	
REVENUE							
Lunch reimbursement income	\$16,933,254	43.6%	\$17,659,483	42.0%	\$17,846,278	41.7%	5.4%
Breakfast and lunch cash sales	\$14,781,333	38.1%	\$15,881,570	37.8%	\$16,635,009	38.8%	12.5%
Breakfast reimbursement income	\$4,931,486	12.7%	\$5,237,178	12.5%	\$5,300,981	12.4%	7.5%
State supplemental income	\$1,545,670	4.0%	\$1,572,393	3.7%	\$1,570,617	3.7%	1.6%
Summer feeding program	\$475,245	1.2%	\$1,542,431	3.7%	\$1,410,564	3.3%	196.8%
Other revenue	\$126,327	0.3%	\$117,094	0.3%	\$59,547	0.1%	-52.9%
Total Revenue	\$38,783,315	100.0%	\$42,010,049	100.0%	\$42,822,996	100.0%	10.4%
EXPENDITURES							
Salaries	\$14,334,982	37.0%	\$15,077,997	35.9%	\$15,442,385	35.1%	7.7%
Benefits	\$5,651,356	14.6%	\$6,184,690	14.7%	\$6,126,256	14.3%	8.4%
Food	\$13,875,963	35.8%	\$14,946,290	35.6%	\$15,821,127	36.9%	14.0%
Non-food	\$1,196,373	3.1%	\$1,477,628	3.5%	\$1,640,508	3.8%	37.1%
Kitchen equipment	\$598,482	1.5%	\$306,344	0.7%	\$768,564	1.8%	28.4%
Repair and maintenance	\$378,453	1.0%	\$282,028	0.7%	\$325,262	0.8%	-14.1%
Other purchased services	\$269,103	0.7%	\$326,752	0.8%	\$215,444	0.5%	-19.9%
Other expenses	\$172,235	0.4%	\$164,123	0.4%	\$145,140	0.3%	-15.7%
Total Expenditures	\$365,476,947	94.0%	\$38,765,852	92.3%	\$40,484,686	94.5%	11.0%
NET OPERATING INCOME	\$2,316,368	6.0%	\$3,244,297	7.7%	\$2,338,310	5.5%	

Source: Hillsborough County School District, Food Service Department, 1997.

The Food Service Director's efforts to increase program revenues through non-traditional sources has contributed to the continued improvement in the department's financial performance in recent years. This may be illustrated by the addition of Summer Food Service Program (SFSP) revenue in 1993-94 and the subsequent increase in SFSP revenues. However, the key contributing factors to this major turnaround was the Director's initial focus on reducing departmental food and labor costs. These are the two prime cost areas of all school food service operations.

To reduce departmental food costs, the Director worked with the central purchasing staff to formalize the food procurement process. This included the initial documentation of bid specifications, product descriptions, and approved brands for all food products used in district kitchens. This documentation was used to establish a formal competitive bidding program. Following the implementation of this competitive bidding process, the average food cost per meal served at district cafeterias decreased by four cents. The district is now evaluating the potential for a co-operative purchasing agreement with other Florida counties to further reduce food costs.

To reduce departmental labor costs, the Food Service Director implemented staffing guidelines at each district kitchen. Staffing schedules at district kitchens are based on the productivity standards of meals served per labor hour. Meals per labor hour standards for the 1996-97 school year are presented in Exhibit 14-7.

**EXHIBIT 14-7
MEALS SERVED PER LABOR HOUR STANDARDS IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1996-97 SCHOOL YEAR**

School Classification	Average Daily Meals Served	Meals Per Labor Hour Standard
Elementary	0 - 300	12.00
	301 - 500	14.50
	501 - 700	16.00
	701 - 900	17.00
	901 +	17.50
Middle/Junior	401 - 700	15.50
	701 - 900	16.00
	901 - 1,400	17.50
	1,401 +	18.50
Senior	Double Sessions	15.00
	901 - 1,400	17.50
	1,401 +	18.00
Centers	0 - 300	12.00
	301 +	14.00
Pre-K Schools	501 - 700	16.00

Source: Hillsborough County School District, Food Service Department, 1997.

Following the implementation of productivity standards and corresponding staffing schedules at each district kitchen, departmental productivity increased each

subsequent year. To achieve these challenging productivity standards, the director initiated a hiring freeze. Through natural attrition and the transfer of food service personnel to other district kitchens, the director achieved continued productivity improvements without resorting to layoffs. These productivity increases by year are presented in Exhibit 14-8.

**EXHIBIT 14-8
MEALS SERVED PER LABOR HOUR
1990 THROUGH 1997**

Fiscal Year	Average Daily Meals Served*	Labor Hours	Average Meals Served Per Labor Hour
1997	129,062	7,684	16.80
1996	125,890	7,891	15.96
1995	122,833	7,719	15.92
1994	111,446	7,302	15.26
1993	107,988	7,303	14.79
1992	106,700	7,728	13.81
1991	100,456	7,152	13.42
1990	92,779	8,068	11.50

Source: Hillsborough County School District, Food Service Department, 1997.

*Average meals based on average of one week count during September

Site-based management is a key factor that has contributed to the successful implementation of cost reduction initiatives at district kitchens. Cost per meal and productivity standards are communicated to each kitchen manager, who is then responsible for achieving those standards. Each kitchen manager records monthly cost per meal summaries on kitchen bulletin boards so that all food service personnel are involved in this performance improvement process. Kitchen managers are also informed as to their productivity results. Area specialists work with kitchen managers to reduce unfavorable variances from cost per meal and productivity standards.

COMMENDATION

The strong leadership, focus, and commitment of the Food Service Director have resulted in a significant turnaround in the department's financial performance.

The turnaround of the department's financial performance also may be attributed to the successful implementation of cost reduction initiatives by departmental area specialists and food service personnel at all cafeterias. The department's financial accomplishments provide a solid foundation for continued improvements in the program's operating performance. The Food Service Director has continued to set high performance standards and achieve increased operating efficiencies at district kitchens. These continued efforts have provided a strong financial position and long-term viability for the department.

14.3 Communication Program

CURRENT SITUATION

To increase the effectiveness and efficiency of the department, the Food Service Director has continued to enhance communication with food service personnel at all district cafeteria locations. This has included the development of the *School Food Service Policies and Procedures Manual* and the *Manager's Information Guide for Food Service Operations*. Departmental policies, procedures, and other relevant internal information continue to be revised and updated. These documents serve as an excellent tool in management training and day-to-day site kitchen operation activities.

Detailed site visitation reports have been developed to monitor the quality of products and services at district kitchens on an ongoing basis. The area field specialists are responsible for conducting extensive reviews of their assigned kitchen operations and completing the detailed site visitation reports. The area field specialists meet with the kitchen manager and the school principal of their respective schools to discuss the results of the review and to develop an action plan to correct any deficiencies.

Regular meetings are held within the department to keep all food service personnel informed and to provide a forum for discussion. The Food Service Director holds weekly staff meetings with area specialists and meets with all levels of food service management monthly. Area specialists also meet on an ongoing basis with school principals to inform them of any issues relevant to their cafeteria operations.

The Food Service Director has established a steering committee of district principals. This steering committee is comprised of a representative number of principals from elementary schools. This committee provides a forum for the Food Service Director to solicit feedback concerning food service issues, or concerns and proposed changes.

FINDING

The department has established an effective internal and external communication program. The formal documentation of departmental policies and procedures guide the thinking, decisions, and actions of kitchen managers and their subordinates in achieving departmental standards. These policies, procedures, and information sources serve to increase managerial effectiveness by standardizing many routine decisions and clarifying the discretion of kitchen managers and their subordinates in performing their daily activities.

The ongoing and formal site review process by area specialists provides the opportunity for continued improvement at all district kitchen locations. The regular weekly staff meetings, and monthly site meetings, have served to further enhance the communication between the central office and kitchen personnel.

The relationship established between area specialists and principals is critical to the effectiveness and efficiency of district kitchen operations. The site visitation reports have served as an effective tool for area specialists to discuss key issues or concerns with school principals. In addition, the steering committee formed by the Food Service

Director has provided principals with the opportunity to provide their insights into critical issues relevant to district food service operations. This committee also provides an effective forum to initiate and gain support for program changes.

COMMENDATION

The Food Service Director is commended for establishing and maintaining strong communication channels with food service personnel and school administrators.

The effective communication between food service administrators, kitchen personnel, and principals has contributed to the continued improvement of the department's effectiveness and efficiency. Food service administrators, kitchen food service personnel, and district principals are commended for their efforts in working together to build supportive relationships through these effective channels of communication.

14.4 Student Lunch Participation

CURRENT SITUATION

As illustrated in Exhibit 14-9, student participation in the school district's lunch program increased significantly between 1992 and 1996. The most significant increases in participation occurred in 1995. After reaching a peak in 1995, there was a slight decline in lunch participation at elementary and high schools in 1996. However, middle or junior high school student participation remained stable or increased.

**EXHIBIT 14-9
STUDENT LUNCH PARTICIPATION IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1992 THROUGH 1996**

	Elementary	Middle/Junior High	Senior High
1992	70%	45%	53%
1993	70%	60%	51%
1994	70%	64%	55%
1995	75%	76%	74%
1996	74%	76%	72%
12/96	73%	77%	59%* 69%**

Source: Hillsborough County School District, Food Service Department, 1997.

*Includes schools on double session

**Excluding schools on double session

The district's January 1997 year-to-date average daily student lunch participation was 69.4 percent. A breakdown of year-to-date student participation percentages by school level is presented in Exhibit 14-10. This exhibit also provides a breakdown of student participation in the National School Lunch Program (NSLP). This indicates the

percentage of eligible students who were served a free, reduced price, or full price reimbursable lunch meal on an average daily basis. These meals served, unlike a la carte menu item cash sales, qualify for federal reimbursement income. During 1996-97, the district receives a \$1.66 plus .1975 for every free meal, \$1.26 plus .1975 for every reduced meal, and .1975 for every paid meal.

**EXHIBIT 14-10
STUDENT LUNCH PARTICIPATION PERCENTAGE IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
YEAR-TO-DATE THROUGH JANUARY 1997**

School Level	Average Daily Participation Percentage	Participation Percentage of Approved Free	Participation Percentage of Approved Reduced	Participation Percentage of Paid
Elementary	70.9%	85.3%	67.4%	42.2%
Middle/Junior High	77.5%	71.3%	49.5%	14.6%
High School	62.3%	52.0%	40.3%	10.0%
Total	69.4%	78.2%	59.7%	26.2%

Source: Hillsborough County School District, Food Service Department, 1997.

Exhibit 14-11 presents a breakdown in the sources of lunch revenue between 1994 and 1996. Since district menu prices for reimbursable lunches were not increased during this time period, revenue increases would have been primarily the result of increased student participation, increased a la carte menu prices, or increased federal reimbursement rates. The primary factor contributing to the 7.8 percent increase in lunch revenue during this period was the 22 percent increase in lunch a la carte sales. The decline in reimbursable lunch sales was likely to have been the result of students shifting from reimbursable meals to a la carte menu choices.

**EXHIBIT 14-11
STUDENT LUNCH REVENUE IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1994 THROUGH 1996**

	1994	1995	1996	Change 1994-96
Free lunch reimbursement	\$13,350,725	\$13,875,215	\$13,851,878	3.8%
Student a la carte lunch sales	\$5,918,943	\$6,794,734	\$7,240,825	22.3%
Reimbursable lunch sales	\$5,233,140	\$5,115,561	\$5,199,420	-0.6%
Paid lunch reimbursement	\$2,480,107	\$2,581,523	\$2,615,855	5.5%
Reduced lunch reimbursement	\$1,102,422	\$1,202,745	\$1,378,546	25.0%
Total Revenue	\$28,085,337	\$29,569,778	\$30,286,524	7.8%

Source: Hillsborough County School District, Food Service Department, 1997.

The popularity of a la carte menu items may be reflected in the mix of student lunches served. Exhibit 14-12 illustrates that a la carte meals represent 48 percent of middle/junior high meals served and 66 percent of high school meals served. Conversely, 68 percent of lunch meals served at elementary schools are free or reduced priced, compared with 22 percent at high schools.

**EXHIBIT 14-12
LUNCH MEAL TYPES AS A PERCENT OF TOTAL
YEAR-TO-DATE THROUGH JANUARY 1997**

School Level	Free	Reduced	Paid	À la Carte
Elementary	60.8%	7.1%	25.0%	7.1%
Middle/Junior High	37.9%	4.5%	9.7%	47.9%
High School	19.8%	2.3%	11.7%	66.2%
Total	48.4%	5.6%	19.1%	26.9%

Source: Hillsborough County School District, Food Service Department, 1997.

FINDING

The Director's initiatives to continue the expansion of a la carte menu items and points of service at secondary schools significantly influenced the rapid escalation of student lunch participation between 1992 and 1995. The Director has continued to tailor menu choices and services to the tastes and preferences of students. This has involved a transition from the traditional cafeteria hot lunch meal to the more popular fast-food type menu featuring a wide selection of a la carte items. The disposable packaging, wide variety of menu choices, and self-serve style speeds the movement of lunch lines and allows for students to eat grab-and-go type items. These changes in products and services have allowed more students to participate in the school lunch program, despite the districtwide problems of overcrowded cafeterias and short lunch periods.

Despite achieving a relatively high student lunch participation, interviews and survey data revealed a general dissatisfaction with the food service program among principals and teachers. At least 55 percent of district principals and teachers surveyed expressed the need of some improvement or major improvement to the district's school food service program. Concerns were noted with respect to food quality, menu choices, and the dining room environment. With respect to food quality and menu choices, student tastes and preferences may be quite different from school staff and administrators. This may be illustrated by the increase in student lunch participation that has resulted from the expansion of popular menu choices and points of service. Further, our interviews revealed that few complaints are received in the central office or schools from parents who are dissatisfied with the school lunch program.

Following the continued escalation of student lunch participation from 1992 through 1995, there has been a decline in participation at elementary and high schools. Correspondingly, the rate of lunch revenue increases have declined since 1995. Although Exhibit 14-11 illustrates a 7.8 percent growth in lunch revenue between 1994 and 1996, most of this increase occurred between 1994 and 1995. The increase in

lunch revenue was 5.8 percent between 1994 and 1995, compared with 2.4 percent between 1995 and 1996.

Student participation at elementary and high schools has declined since 1995. However, middle or junior high school participation has remained relatively stable. A major factor contributing to the decline in high school participation in the past year is likely to be the increase in high schools that have double sessions. These double session arrangements significantly reduce student lunch participation, as students either eat lunch after they are dismissed or before they arrive at school.

As illustrated in Exhibit 14-10 and 14-12, participation in the NSLP among the district's students follows a progressive decline from elementary to high school in all three categories (free, reduced price, paid). Only 71 percent of middle/junior high school students and 52 percent of high school students who are approved to receive free lunches participate in the NSLP on an average daily basis. Further, less than 50 percent of those students approved to receive reduced priced meals regularly purchase the reimbursable lunch. Thus, the district is not maximizing its revenue potential from federal reimbursement income.

One major barrier to increasing student lunch participation in district schools is the inadequate dining area capacity to serve the student population with the traditional number of lunch periods and length of lunch periods. Present campus policies at most district schools result in an insufficient number of lunch periods, overcrowded dining rooms, and too short of a time for a student to eat lunch. This is particularly true in high schools, where only two lunch periods are scheduled. These situations result in an unpleasant dining atmosphere whereby students are discouraged from participating in the district's lunch program.

COMMENDATION

The Food Service Director is commended for the actions taken to achieve significant increases in student lunch participation, particularly at secondary schools.

These efforts resulted in the development of menus and services that have been tailored to the tastes and preferences of students. The changes in products and services have allowed more students to participate in the school lunch program, despite the districtwide problems of overcrowded cafeterias and short lunch periods.

RECOMMENDATION

Recommendation 14-1:

Increase student lunch participation at district cafeterias by increasing the number of lunch periods, increasing the length of lunch periods, and expanding promotions and points of service.

Despite overcrowding in most district schools, there remains the potential for reducing the magnitude of the problem, particularly in high schools. Principals should evaluate school policies with respect to the number of lunch periods and the length of the lunch periods. For example, high schools should schedule, where feasible, four lunch periods, rather than the present two periods, and lunch periods should average at least 30 minutes in length. These changes should reduce the length of lines, alleviate overcrowded dining areas, and provide students with an adequate time for lunch.

The department should continue to expand the use of lunch promotions, such as the \$2.00 meal deal at elementary schools. This is an a la carte meal that is targeted to those elementary school students who typically bring a lunchbox. This promotion has been used daily in approximately 10 schools and has resulted in increases in student participation of up to 12 percent.

Secondary school principals should also support food service administrators with their efforts to expand the points of service. This may include the use of more food carts in various locations inside and outside of the cafeteria. Another strategy that has alleviated congestion of overcrowded facilities in other districts is the increased use of vending machines. The food service departments in these districts are responsible for the operation and maintenance of the machines as an expansion of the food service programs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Food Service should meet with the steering committee of principals to discuss ideas to increase lunch participation. August 1997-
December 1997
2. The Director of Food Service and area field specialists should select the specific meeting with principals at selected schools to solicit support for the implementation of strategies to increase lunch participation. January 1998 -
March 1998
3. The Director of Food Service and area field specialists should select specific campuses for the implementation of strategies to increase participation. The criteria to select schools should be based on the support and commitment of the principals and the potential for increased participation. January 1998-
March 1998
4. The Director of Food Service and area field specialists should develop a detailed plan to implement the new marketing strategies. These plans should be specific to each campus. April 1998 - May 1998
5. The Director of Food Service and area field specialists should meet with cafeteria personnel, school principals, and faculty at each campus prior to program implementation. August 1998

6. The Director of Food Service should evaluate the results of the enhancements that have been implemented at each campus and make necessary revisions. If successful, these programs should be expanded to other campuses. Annually commencing in August 1998

FISCAL IMPACT

The successful implementation of the recommendation to increase student lunch participation should generate an increase in annual departmental income of approximately \$86,400. This would translate into an increase in student lunch participation from 69.4 percent in the 1996-97 school year (Exhibit 14-10) to 73 percent in 2001-02 school year. These figures are based on the district's January 1997 year-to-date student average daily attendance of 135,434, the department's 1995-96 average revenue per lunch meal of \$1.79 (\$30,286,524 in student lunch sales/180 school days/93,991 average daily lunches served), and 1995-96 departmental net income of 5.5 percent of revenue.

Lunch meal participation	
Current average daily attendance	135,434
x proposed student lunch participation percentage	73%
= Proposed average daily lunches served	98,867
Less: current average daily lunches @ 69.4% participation	93,991
Estimated increase in average daily lunches	4,876
x average revenue per lunch	\$1.79
x days in school year	180
Estimated annual increase in lunch revenues	\$1,571,047
x departmental net income percentage	5.5%
Estimated increase in departmental income	\$86,408

Source: Hillsborough County School District, Food Service Department, 1997.

Assuming that student lunch meal participation increased gradually over the four-year period from 1998-99 through 2001-02, the annual departmental net income increase of \$21,600 in 1998-99 would escalate to \$86,400 by the 2001-02 school year. These estimates do not include future increases to the district's student enrollment or the current federal lunch meal reimbursement rate, and do not consider any future district menu price increases. These projections include estimated costs to augment participation rate (e.g., food costs, vending machines). It also is assumed that principals at most district schools will provide their support and commitment to food service administrators in their efforts to increase student lunch participation.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Increase Student Lunch Participation	- 0 -	\$21,600	\$43,200	\$64,800	\$86,400

14.5 Student Breakfast Participation

CURRENT SITUATION

Student participation in the breakfast program increased slightly between 1992 and 1996, as illustrated in Exhibit 14-13. Elementary school breakfast participation has ranged from 26 percent to 29 percent during this period, while middle/junior high student participation has increased from seven to 11 percent. High school participation has ranged from six percent in 1992 to nine percent in 1995.

**EXHIBIT 14-13
STUDENT BREAKFAST PARTICIPATION
1992 THROUGH 1996**

Year	Elementary	Middle/Junior High	Senior High
1991-1992	26%	7%	6%
1992-1993	25%	7%	6%
1993-1994	26%	8%	8%
1994-1995	29%	10%	9%
1995-1996	28%	11%	8%
Through 12/96	29%	12%	7%

Source: Hillsborough County School District, Food Service Department.

The school district's January 1997 year-to-date average daily student breakfast participation was 20.5 percent. Year-to-date student participation percentages by school level is presented in Exhibit 14-14. This exhibit also provides a breakdown of student participation in the School Breakfast Program (SBP). This indicates the percentage of potential students who were served a free, reduced price, or full price reimbursable breakfast meal on an average daily basis. These meals served, unlike a la carte menu item cash sales, qualify for federal reimbursement income. During 1996-97, the district receives a \$0.82 reimbursement for each free breakfast meal served and a \$0.52 reimbursement for each reduced priced meal served. The rates increase to \$1.02 for maximum severe need free breakfasts and \$.72 for maximum severe need reduced breakfasts. The district receives approximately \$.20 for each regular paid breakfast meal served.

**EXHIBIT 14-14
STUDENT BREAKFAST PARTICIPATION RATE
YEAR-TO-DATE THROUGH JANUARY 1997**

School Level	Average Daily Participation Percentage	Participation Percentage of Approved Free	Participation Percentage of Approved Reduced	Participation Percentage of Paid
Elementary	28.2%	48.2%	17.7%	5.7%
Middle/Junior High	11.3%	23.8%	7.1%	1.3%
High School	7.5%	19.0%	8.3%	1.4%
Total	20.5%	40.3%	14.4%	3.5%

Source: Hillsborough County School District, Food Service Department, 1997.

Exhibit 14-15 presents a breakdown in the sources of breakfast revenue between 1994 and 1996. Since district menu prices for reimbursable breakfasts were not increased during this time period, revenue increases would have primarily been the result of increased student participation, increased a la carte menu prices, or increased federal reimbursement rates. The primary factor contributing to the 8.1 percent increase in breakfast revenue during this period was the 38.9 percent increase in breakfast a la carte sales.

**EXHIBIT 14-15
STUDENT BREAKFAST REVENUE
1994 THROUGH 1996**

Category	1994	1995	1996	Percent Change 1994-96
Breakfast reimbursement	\$4,931,486	\$5,237,178	\$5,300,981	7.5%
Reimbursement breakfast sales	\$239,624	\$248,440	\$265,153	10.7%
Student a la carte breakfast sales	\$77,427	\$86,669	\$107,576	38.9%
Total Revenue	\$5,248,537	\$5,572,287	\$5,673,710	8.1%

Source: Hillsborough County School District, Food Service Department, 1997.

The popularity of a la carte breakfast menu items at high schools may be reflected in the mix of student lunches served. Exhibit 14-16 illustrates that a la carte meals represent 22 percent of high school meals served. Conversely, 91 percent of breakfast meals served at elementary and middle/junior high schools are free or reduced priced, compared with 64 percent at high schools.

**EXHIBIT 14-16
STUDENT BREAKFASTS SERVED AS A PERCENTAGE OF TOTAL
1994 THROUGH 1996**

School Level	Free	Reduced	Paid	À la Carte
Elementary	86.5%	4.7%	8.4%	0.4%
Middle/Junior High	86.4%	4.4%	6.0%	3.2%
High School	60.4%	4.0%	13.4%	22.2%
Total	84.5%	4.6%	8.6%	2.4%

Source: Hillsborough County School District, Food Service Department, 1997.

FINDING

Despite achieving an increase in breakfast participation during the past several years, only 20 percent of the district's students participate in the program on an average daily basis. Although Exhibit 14-15 illustrates an 8.1 percent growth in breakfast revenue between 1994 and 1996, most of this increase occurred between 1994 and 1995. The increase in breakfast revenue was 6.2 percent between 1994 and 1995, compared with 1.8 percent between 1995 and 1996.

Research findings support the linkage between the serving of school breakfast and student learning. As a result, principals and food service administrators across the United States are continuing to implement innovative programs to increase student breakfast participation at elementary and secondary schools. These programs include replacing cafeteria lines with a number of mobile carts located in building hallways that serve fast-food grab-and-go quick-serve menu formats. One high school reported an increase from 50 to over 750 average daily reimbursable breakfasts. Other programs have used teachers to deliver bag breakfasts to their classrooms and students eat at their desks while listening to morning announcements. A high school in Brownsville, Texas using the breakfast-in-a-bag program reported a 600 percent increase in the number of average daily breakfasts served.

As illustrated in Exhibit 14-14, only 40 percent of the district's students who are approved to receive free breakfast meals participate in the breakfast program on an average daily basis. Further, only 14 percent of those district students approved to receive reduced priced breakfast meals regularly purchase the reimbursable breakfast. This low participation among free and reduced approved students is especially acute at the district's secondary schools. Thus, the district is not maximizing its revenue potential from federal reimbursement income.

One major barrier to increasing student breakfast participation in district schools is the short serving periods. The breakfast period at most schools is only 20 minutes. The incidence of late buses further compresses the time students have to eat. In addition, principals at some schools hold students on the buses until the bell rings. This provides a further constraint to breakfast participation.

RECOMMENDATION

Recommendation 14-2:

Increase student breakfast participation for students eligible to receive free breakfasts at district cafeterias by increasing the length of breakfast periods, allowing students sufficient time to eat breakfast, and implementing innovative promotional programs.

Principals should work with food service administrators to remove some of the barriers to increase participation in the district's breakfast program. Principals should increase the length of the breakfast periods to allow sufficient time for students to eat breakfast. Further, if it is necessary to hold students on buses until the bell rings, principals should explore other alternatives to allowing children access to a nutritional breakfast. One such option might be to feed students on the buses; however, this is not the preferred alternative.

Food service administrators should develop promotional strategies to increase breakfast participation at schools. This may include the use of bag breakfasts or the use of carts to serve grab-and-go reimbursable breakfasts in convenient building locations. Price discounting and special breakfast promotions, similar to those used now at some of the district's elementary schools, may be evaluated for modification and/or expansion.

School principals should collaborate with food service administrators in building breakfast participation at their schools. This may include the incorporation of breakfast meal periods into daily class schedules. The more supportive the school principal is in increasing student breakfast participation, the greater the likelihood of a program's success.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|--|---------------------------------------|
| 1. The Director of Food Service should meet with the steering committee of principals to discuss ideas to increase student breakfast participation. | August 1997-
December 1997 |
| 2. The Director of Food Service and area field specialists should select the specific meeting with principals at selected district schools to solicit support for the implementation of strategies to increase breakfast participation. | January 1998-
March 1998 |
| 3. The Director of Food Service and area field specialists should select specific campuses for the implementation of strategies to increase breakfast participation. The criteria to select schools should be based on the support and commitment of the principals and the potential for increased participation. | January 1998-
March 1998 |
| 4. The Director of Food Service and area field specialists should develop a detailed plan to implement the new marketing strategies. These plans should be specific to each campus. | April 1998-
May 1998 |
| 5. The Director of Food Service and area field specialists should meet with cafeteria personnel, school principals, and faculty at each campus prior to program implementation. | August 1998 |
| 6. The Director of Food Service should evaluate the results of the enhancements that have been implemented at each campus and make necessary revisions. If successful, these programs should be expanded to other campuses. | Annually commencing
in August 1998 |

FISCAL IMPACT

The successful implementation of the recommendation to increase student breakfast participation by district students approved to receive free breakfast meals should generate an increase of approximately \$45,800 in annual departmental net income. This would translate into an increase in breakfast participation among those students eligible to receive free breakfast meals from 40.3 percent in the 1996-97 school year (Exhibit 14-14) to 50 percent in 2001-02 school year -- this is a conservative projected

increase based on best practices seen elsewhere (e.g. Brownsville, Texas). These figures are based on the 58,147 district students eligible to receive free breakfast meals in January 1997, the 1996-97 regular federal breakfast free meal reimbursement rate of \$0.82 per meal, and a departmental net income percentage of 5.5 percent.

Breakfast meal participation for free meals	
Current number of district students approved for free breakfast meals	58,147
x Proposed participation percentage	50%
Proposed average daily free breakfasts	29,074
Less current average daily free breakfasts @ 40.3%	23,433
Estimated increase in average daily free breakfasts	5,641
x breakfast free meal reimbursement rate	\$0.82
x days in school year	180
Estimated annual increase in reimbursement income	\$832,612
x departmental net income percentage	5.5%
Estimated annual increase in departmental net income	\$45,794

Assuming that student breakfast meal participation increased gradually over the four-year period from 1998-99 through 2001-02, the increase in annual departmental net income of \$11,450 in 1998-99 would escalate to \$45,800 by the 2001-02 school year. These estimates do not include future increases to the district's student enrollment, federal breakfast meal reimbursement rates, or the number of reduced priced and regular priced student breakfasts served. The estimates include projected costs to augment student participation. It also is assumed that principals at most schools will provide their support and commitment to food service administrators in their efforts to increase student breakfast participation.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Increase Student Breakfast Participation	- 0 -	\$11,450	\$22,900	\$34,350	\$45,800

14.6 Paid Cafeteria Monitor Positions

CURRENT SITUATION

Two dining room aides are paid to monitor the cafeterias of each of the district's elementary schools. These pay grade 13 positions work 3 to 3.5 hour shifts during the lunch period of each school day. The total payroll costs charged to the department for the district's 200 dining room aides during the 1995-96 school year was \$821,686.

These costs included \$624,951 in salaries and \$196,735 in benefits. This translates into an annual cost of \$4,108 per dining room aide.

There are no paid dining room aides at secondary schools. Instead, school administrators and staff are responsible for monitoring the school dining areas during the lunch meal period.

FINDING

School administrators, staff, and site-based support personnel in many school districts in the country share the responsibilities of monitoring campus dining areas during the lunch period. We did observe that paid dining room aides also are used in the elementary schools of Lee County. However, there is only one dining room aide per school and these aides work 2.5 hour shifts, instead of the 3 to 3.5 hour shifts of Hillsborough County dining room aides.

RECOMMENDATION

Recommendation 14-3:

Eliminate one-half of the district's dining room aide positions.

The district should eliminate 100 of the 200 paid elementary school dining room aide positions. This should result in one paid dining room aide position at each district elementary school. Administration, staff, or other site-based support positions may share the responsibilities for monitoring the dining areas during the lunch period on a rotating basis, if necessary. The potential for cross-utilization of other site-based personnel, such as teacher aides or volunteers, may also be evaluated to increase the daily productivity of these positions.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|--|--------------------------------|
| 1. The Assistant Superintendent of Administration and area administrators should review the union contract relevant to teacher non-contact and planning time and discuss potential approaches to shift cafeteria monitor responsibilities to other site-based personnel. | September 1997 |
| 2. Area administrators should meet with the principals of their schools to discuss ideas for the transfer of cafeteria monitoring responsibilities to other personnel at their campuses, if necessary. | October 1997-
November 1997 |
| 3. Based on feedback from elementary school principals, the Assistant Superintendent of Administration and area administrators should develop an implementation plan for the transfer of cafeteria monitoring responsibilities to other personnel, if necessary. | December 1997 |

4. Area administrators should present the proposed plan to the principals of their schools to discuss any potential constraints and to make necessary revisions. January 1998-
February 1998

5. Based on feedback from elementary school principals, the Assistant Superintendent of Administration and area administrators should finalize the implementation plan. March 1998

6. The Assistant Superintendent of Administration should communicate the implementation plan to affected positions of all elementary schools. The principals of each school should follow-up with a meeting with personnel at their campuses. May 1998

7. The 100 dining room aide positions should be eliminated. Beginning in
August 1998

FISCAL IMPACT

The elimination of 100 lunchroom aide positions should result in a cost savings to the district beginning in the 1998-99 school year. Assuming that the 1995-96 average annual cost per lunchroom aide of \$4,108 per dining room aide (\$821,686 annual cost/200 dining room aides), the district's annual cost savings is estimated to be \$410,800 per year.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Reduce Paid Cafeteria Monitors	-----	\$410,800	\$410,800	\$410,800	\$410,800

14.7 Complimentary Lunch Meals For Custodial Staff

CURRENT SITUATION

Custodians at district campuses have traditionally received a complimentary lunch meal. These meals were provided under the assumption that the custodial staff at a number of campuses may provide some assistance to food service personnel in district kitchens. Assuming a 1997-98 lunch cost per plate of \$1.71, the estimated annual costs of serving one complimentary lunch meal an estimated 200 custodians for 180 school days per year is \$61,560.

FINDING

Although it is a common practice in school districts to provide daily lunch meals to food service personnel at no cost, free meals are usually not provided to any other site-based positions. The practice of offering free lunch meals to the custodial staff at district campuses has been a traditional practice for a number of years. These free meals have been provided because it was assumed that custodial staff provide daily

assistance to food service personnel in performing certain duties (i.e., lifting heavy objects).

Based on observations and interviews at district campuses, school custodians are rarely involved in kitchen operations. Kitchen personnel in most locations were observed cleaning dining room tables and floors, while custodians swept and mopped the floors at the end of the lunch period. The department is charged a custodial expense at the end of each fiscal year through the district's indirect cost allocation formula.

RECOMMENDATION

Recommendation 14-4:

Discontinue providing free meals to all custodial staff at district campuses.

The district should discontinue the practice of providing free meals to the custodial staff at district campuses. Custodians should be required to pay the same adult meal prices as all other site-based positions, with the exception of food service personnel.

IMPLEMENTATION STRATEGIES AND TIMELINE

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|--|------------------------|
| 1. The Assistant Superintendent of Administration, area administrators, and the custodial administrator should meet to discuss the traditional practice of providing free meals to custodial staff at district campuses and the issues concerning the discontinuation of these privileges. | July 1997 |
| 2. The Assistant Superintendent of Administration, area administrators, and the custodial administrator should meet with the school board to discuss the policy changes and issues concerning the discontinuation of free meal privileges for custodial staff. | July 1997 |
| 3. The Assistant Superintendent of Administration, area administrators, and the custodial administrator should meet with all union officials to discuss the change in free meal privilege policy. | August 1997 |
| 4. Area administrators, principals, and the custodial administrator should meet with all district custodians to discuss the change in free meal privilege policy. | August 1997 |
| 5. The board should revise the district policy with respect to custodial staff free meal privileges. | August 1997 |
| 6. Custodians should begin paying regular adult prices for all meals purchased in district cafeterias. | 1997-98
school year |

FISCAL IMPACT

The discontinuation of free lunch meals to district custodial staff should result in an estimated annual food cost savings to the Food Service Department beginning in the

1997-98 school year. Assuming the cost per plate of one free lunch meal per day at each district campus (200 custodians x \$1.71 per plate x 180 school days), the annual cost savings is estimated to be approximately \$61,600 per year. There also will likely be additional positive impact of additional revenue from custodial staff that will be required to pay adult lunch prices, similar to other site-based personnel. However, these estimates do not include additional per meal profits that would be realized as a result of this increased lunch revenue.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Discontinue Free Lunch for Custodians	\$61,600	\$61,600	\$61,600	\$61,600	\$61,600

14.8 Part-Time Employee Benefits Costs

CURRENT SITUATION

As presented in Exhibit 14-6, food service employee benefit expenses in the 1995-96 school year represented 14.3 percent of total departmental revenue and 39.7 percent of payroll costs. All food service personnel receive the district's full employee benefit package, irrespective of their part-time or full-time employment status. Thus, food service personnel who work 15 hours per week at district kitchens receive the same benefit package as employees scheduled to work 40 hours per week.

Exhibit 14-17 indicates that benefit costs of food service personnel have increased by 22.7 percent from 1990 through 1996. This is primarily the result of benefit cost increases of over nine percent in 1991 and 1995.

FINDING

The benefit costs for food service personnel in the 1995-96 school year represented almost 40 percent of departmental payroll costs. Employee benefit costs overall in the Hillsborough County School District represent approximately 32 percent of payroll costs. Given 1995-96 departmental employee benefit costs of \$6,126,256, the department's benefit costs were 24 percent higher than the \$4,941,563 they would have been had employee benefit costs been at the district average of 32 percent of payroll expenses. If the department had achieved the district average of 32 percent in 1995-96, the department would have reported \$1,184,693 less in employee benefit costs.

**EXHIBIT 14-17
EMPLOYEE BENEFIT EXPENSES FOR THE
FOOD SERVICE DEPARTMENT
1990 THROUGH 1996**

Year	Benefits Expense	Year-to-Year Percent Change
1990	\$4,991,043	
1991	\$5,480,004	9.8%
1992	\$5,553,900	1.3%
1993	\$5,503,866	-0.9%
1994	\$5,651,356	2.7%
1995	\$6,184,690	9.4%
1996	\$6,126,256	-0.9%
1990-96 Percent Change		22.7%

Source: Hillsborough County School District, Food Service Department, 1997.

Food service personnel in the private sector rarely receive company benefits unless they are classified in full-time positions. Since most school district positions are classified as full-time, it has been a common practice in school districts across the country to provide a universal benefit package for all district personnel. However, food service is unique from most other district programs and activities in that most food service positions are classified as part-time rather than full-time status.

Due to the relatively high benefit costs associated with part-time food service positions in another Florida school district, the school board instituted a policy change that now requires district food service personnel to work a minimum of 30 hours per week (6 hours per day) to qualify for district benefits. This policy was imposed on the union and became effective during the 1996-97 school year. The former policy was grandfathered in to protect all of the current part-time food service personnel from losing their benefits. However, all new food service personnel hired following this policy change and scheduled to work less than 30 hours per week (6 hours per day) do not receive district benefits.

The policy change by the school district cited above was similar to that being taken by school boards throughout the country. With the continued escalation of employee benefit costs, public sector administrators continue to look to traditional private sector employment practices for cost reduction initiatives.

RECOMMENDATION

Recommendation 14-5:

Discontinue providing free employee benefits to positions that are classified as part-time.

The Board should institute a policy that requires that a position must be classified as full-time to receive free employee benefits. Full-time personnel should be classified as those individuals who work a minimum of 30 hours per week (6 hours per day). The former policy should be grandfathered in to protect all of the current part-time food service personnel from losing their benefits. All new food service personnel hired following this policy change and scheduled to work less than 30 hours per week (6 hours per day) should not receive free district benefits.

In conjunction to this policy change, the Director of Food Service should continue to replace full-time positions (6 to 8 hours per day) with part-time positions (less than 6 hours per day) at all district kitchens. This continued shift from full to part-time positions, coupled with the elimination of district benefits for part-time food service personnel, should result in continued annual incremental reductions in the relatively high departmental benefit expenses.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|------------------------|
| 1. District personnel administrators should develop a proposed change in the district personnel benefits policy to reflect the change in benefit qualifications by employment status. | July 1997 |
| 2. District personnel administrators should meet with the school board to present proposed changes in the employee benefits policy. | July 1997 |
| 3. District personnel administrators should meet with union representatives to present the proposed changes in the employee benefits policy. | August 1997 |
| 4. The board should revise the district policy with respect to qualifications to receive district benefits. | August 1997 |
| 5. The revised benefits policy should be formally communicated by district administration to all district personnel. | August 1997 |
| 6. All new personnel hired to fill part-time positions should not receive a free district benefit package. | 1997-98
school year |

FISCAL IMPACT

The elimination of free district benefits for part-time employees should result in an continued reduction to the Food Service Department payroll costs beginning in the 1998-99 school year. However, it is unlikely that the department could achieve the districtwide benefit of the salary percentage of 32 percent for several reasons. First, the disproportionate number of part-time food service workers (less than 30 hours per week) results in higher cost percentages, especially when compared to the standard full-time (40 hours a week) positions of most other departments). Second, since the

pay grade of food service workers is the lowest in the district, benefits will remain relatively higher as a percentage of salaries. Third, the low annual turnover of approximately 10 percent will provide an opportunity for only incremental reductions, as positions receiving benefits are vacated and filled with new part-time employees that are not eligible for benefits.

Food service benefit costs are estimated to be \$2,500 per year for a food service worker. This is based on benefit costs of \$2.30 per hour (40% of \$5.76 hourly wage of entry-level position) for a 30-hour per week employee for 180 days per school year. Assuming a 10 percent annual turnover rate among the estimated 1,000 full-and part-time food service workers, this would represent an annual cost savings of approximately \$250,000 (1,000 employees x 10% x \$2,500 benefit costs per employee).

The \$250,000 in annual cost savings is likely to occur only in the first year following the policy change, since most employees who leave during this first year would likely be replaced by employees who do not qualify for free employee benefits. However, this annual cost savings should decline in future years, as more employees begin to leave who were hired subsequent to the policy change and did not receive free benefits. As a result, the number of positions vacated by employees receiving district benefits is projected to be: 100 in 1998-99; 75 in 1999-2000 ; 50 in 2000-01; and 25 in 2001-02.

This translates into additional annual cost savings for the four-year period from 1998-99 through 2001-02. This translates into additional annual costs savings of \$250,000 (100 x \$2,500), \$187,000 (75 x \$2,500), \$125,000 (50 x \$2,500), and \$62,500 (25 x \$2,500) in the respective years. By 2001-02, the savings is estimated to be \$625,000. Given 1995-96 departmental payroll costs of \$15,442,385, this would represent a decrease in benefit costs from 39.7 percent of payroll to 35.6 percent of payroll.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Discontinue Benefits for Part-Time Food Service Workers	---	\$250,000	\$437,500	\$562,500	\$625,000

14.9 Emergency Meal Practices

CURRENT SITUATION

District students who do not have money to pay for their breakfast and lunch meals are allowed to purchase the meals on credit. The increase in revenues from emergency meal payments from 1990 to 1996 is presented in Exhibit 14-18. During this period, there was a 41.9 percent increase in emergency lunch meal payments and a 62.4 percent increase in emergency breakfast payments.

FINDING

Corresponding with the significant increase in revenue from emergency meal payments during recent years, there has been a continued increase in uncollected meal payments. During the 1995-96 school year, 25.7 percent or \$112,459, of emergency meal revenue went uncollected. As of January 1997, 17.4 percent or \$91,358, of emergency meal revenue has gone uncollected in the 1996-97 school year.

**EXHIBIT 14-18
EMERGENCY MEAL PAYMENT REVENUE
1990 THROUGH 1996**

Year	Emergency Lunch Payments	Year-to-Year Percent Change	Emergency Breakfast Payments	Year-to-Year Percent Change
1990	\$295,325		\$11,478	
1991	\$251,271	-14.9%	\$9,294	-19.0%
1992	\$281,894	12.2%	\$9,471	1.9%
1993	\$313,222	11.1%	\$12,154	28.3%
1994	\$322,469	3.0%	\$13,319	9.6%
1995	\$379,245	17.6%	\$14,365	7.9%
1996	\$419,040	10.5%	\$18,642	29.8%
1990-96 Percent Change		41.9%		62.4%

Source: Hillsborough County School District, Food Service Department, 1997.

Most school districts in the country require pre-payment for school meals before the meals are consumed. The meal payment may occur before or during meal service. Other school food service programs often provide an emergency meal (i.e., peanut butter and jelly sandwich) or establish a PTO loan fund for elementary school students that forget their lunch money. However, an emergency meal is usually not provided to students at secondary schools.

In addition to the loss of district revenues from uncollected meal payments, the costs of serving food that is not paid for negatively impacts departmental food costs. Further, the process of collection for unpaid meals is very time consuming for food service managers, food service administrators, principals, and school staff who serve as collection agents for unpaid meals. A news article on elementary school's use of credit cards for meals indicated the district wrote-off over \$400,000 in uncollected revenue.

RECOMMENDATION

Recommendation 14-6:

Discontinue the practice of extending credit for meals served to students.

The school board should institute a policy that requires pre-payment for all meals served in district cafeterias. Schools should maximize their flexibility with alternatives

such as a PTO loan fund, credit charges for a pre-set number of meals or an automatic meal plan, or other options. This process has the effect of reducing the school's liability. An emergency meal policy should reflect what food item may be served at district cafeterias (i.e., peanut-butter and jelly) to elementary school students who do not have money to pay for their meals. Commodity products should be used, where possible, to minimize the cost of these meals. Students who do not pre-pay for meals served at secondary schools should not be served.

The implementation of this policy should force most students to become more aware of the importance of having money to pay for their meals. Students who realize they can buy meals on credit will likely not be as concerned about bringing money each day or pre-paying for their meals. In addition to the reduction in departmental food costs, central office and school administrators and staff personnel should be freed to perform more essential duties than the collection of money for unpaid meals.

IMPLEMENTATION STRATEGIES AND TIMELINE

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| 1. The Food Service Director should meet with the assistant superintendent of administration and area administrators to discuss proposed changes to emergency meal policies. | July 1997 |
| 2. The Food Service Director should meet with the school board to present proposed changes in emergency meal policy. | July 1997 |
| 3. The Board should revise the district policy to reflect proposed changes in district emergency meal procedures. | August 1997 |
| 4. The revised emergency meal policy should be formally communicated by the food service director to all relevant district and campus administration, staff, and food service personnel. | August 1997 |
| 5. Pre-payment will be required for all meals served to district students. Credit will not be extended to students and specific elementary school kitchen managers should be informed of emergency meal food items that can be served to elementary school students. | Beginning
1997-98
school year |

FISCAL IMPACT

The elimination of the extension of credit for meals served should reduce departmental food costs beginning in the 1997-98 school year. Assuming the use of free commodity products as emergency meals for elementary school students, the pre-payment for all meals served is estimated to result in minimal additional food costs.

As presented in Exhibit 14-6, departmental costs represented 94.5 percent of revenue. Assuming this cost ratio, the costs of uncollected meal revenue of \$112,459 in 1995-96 would translate into \$106,274. However, there will likely be fewer students that purchase meals with the discontinuation of the emergency meal payment provision. A 50 percent decline in the 1995-96 potential emergency meal payment revenue of \$437,682 would result in \$218,841. If 20 percent of these payments went uncollected, the discontinuation of the current emergency meal payment practices would represent a cost savings of approximately \$41,400 ($\$218,841 \times .20 \times 94.5$ percent cost factor).

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Discontinue Credit for Meals	-----	\$41,400	\$41,400	\$41,400	\$41,400

14.10 Disposable Serving Products

CURRENT SITUATION

Beginning in the 1996-97 school year, the department discontinued the use of dishwashers in district kitchens and switched to disposable trays, plates, and utensils. The rationale for this conversion to disposable products was to reduce kitchen labor costs. It is estimated that an average of two labor hours per district kitchen and corresponding were saved by discontinuing the use of dishwashers. Assuming an average food service worker cost of \$8.06 per hour (including benefits), this resulted in an estimated daily labor cost savings of \$2,530 for 157 sites. This translates into an annual cost savings of approximately \$455,500.

The increased use of disposable products in district cafeterias during the 1990s, as illustrated in Exhibit 14-19, may be reflected in the corresponding increase in non-food product costs. The increase in non-food costs is primarily due to the increase in the sale of a la carte products and the discontinued use of trays/plates and silverware, especially in the past four years. From 1992 through 1996, annual non-food costs increased by \$665,788 or 68 percent. Most of these a la carte products are grab-and-go type food items that are packaged similar to that found in fast-food restaurants.

FINDING

Despite the productivity increases and corresponding labor cost savings achieved by switching from dishwashers to disposable products, the tangible and intangible costs associated with the use of disposable products may need further evaluation. The product costs of disposable and the solid waste generated by these products result in increased operating costs. Most of the \$665,788 or 68 percent increase in non-food costs and high escalation of trash removal costs from 1992 through 1996 was primarily the result of increased product costs of disposal.

The reduction of an estimated \$455,500 in labor costs and the product costs associated with dishwashers chemicals and the replacement of silverware, plates, and

trays may not have offset the cost increases resulting from the increased use of disposable products. There may be a tradeoff from an environmental perspective, since there is a dramatic increase in solid waste, but there is also a decrease in energy/water usage and elimination of water polluting chemicals.

**EXHIBIT 14-19
NON-FOOD OPERATING EXPENSES IN THE
FOOD SERVICE DEPARTMENT
1990 THROUGH 1996**

Year	Non-Food Operating Supplies	Year-to-Year Percent Change
1990	\$925,031	
1991	\$914,119	-1.2%
1992	\$974,712	6.6%
1993	\$1,115,690	14.5%
1994	\$1,196,373	7.2%
1995	\$1,477,450	23.5%
1996	\$1,640,500	11.0%
1990-96 Percent Change		77.3%

Source: Hillsborough County School District, Food Service Department, 1997.

From a merchandising and food quality perspective, the serving of pre-wrapped food products may also detract from the appearance and perceived quality of food items and negatively impact participation. This was one of the primary areas of dissatisfaction expressed during interviews with administrators and staff during the diagnostic phase of this study. Specific concerns expressed in interviews conducted during early phases of this study included the dissatisfaction with quality and appearance of pre-wrapped and pre-packaged menu items on cafeteria serving lines.

Since dishwasher equipment are already located in most district kitchens, there is no additional cost of the purchase of additional equipment. Further, since plastic trays/dishes and silverware are in storage, these items would be available for use with minimal additional costs. Thus, kitchen areas, equipment, and existing operating supplies are presently not being used to their capacity. The dishwasher areas in some kitchens were observed being used as storage areas for the additional disposable products now required.

RECOMMENDATION

Recommendation 14-7:

Resume the use of kitchen dishwashers at some district kitchens to reduce the costs associated with disposable serving products.

The use of dishwashers in varying degrees by location may result in a net reduction at some schools. For example, elementary schools may switch back to the use of dishwashers at most locations due to the low percentage of a la carte sales. Conversely, the high percentage of a la carte sales at most high schools may reduce the viability of switching back to dishwashers. The condition of dishwashers should also be factored into the decision. If a dishwasher must be replaced or a significant expense is required for repair, it may be more cost effective to use disposable products. Further, the purchase of additional replacement trays or dishes and silverware also may not be cost effective.

IMPLEMENTATION STRATEGIES AND TIMELINE

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| 1. The Food Service Director should request that all area food specialists submit documentation relevant to the condition of dishwashers, amount of operating supplies (i.e., plastic trays/dishes, silverware), and the amount of space allocated to the dishrooms in their respective kitchens. | Summer 1997 |
| 2. The Food Service Director should meet with area food specialists to discuss the feasibility for converting back to the dishwashers in each kitchen location and the issues involved in these changes. | Summer 1997 |
| 3. The Food Service Director should revise current procedures regarding the use of dishwashers and disposables. | September 1997 |
| 4. Area specialists should meet with school principals to discuss proposed changes concerning the use of trays, plates, and silverware instead of disposables. | October 1997 |
| 5. The Food Service Director and area food specialists should formally communicate the proposed changes to all food service personnel. | November 1997 |
| 6. There will be a return to the use of dishwashers at most district kitchens and an overall decrease in the use of disposable serving products at district schools. | January 1998 |

FISCAL IMPACT

The conversion back to the use of dishwashers will result in the decrease of costs associated with disposable products and trash removal, but there will be an increase in dishwasher chemicals, tray/plate and silverware replacement, labor costs, repair costs, and the water/energy costs associated with operating the machines. Although there may be a tradeoff between the costs of using disposables and operating dishwashers, the next recommendation concerning the elimination of staff menus and serving lines should allow a transfer of these labor hours back to the dishroom. Thus, a cost savings associated with the reduction in the use of disposable products should be realized.

Although the department officially discontinued the use of all dishwashers in district kitchens in the 1996-97 school year, this conversion to disposable products was phased in over the past several years. It is estimated that 75 percent of the \$444,000, or 37 percent increase in non-food costs between 1994 and 1996 was attributed to the transition from the use of dishwashers to disposable products. As a result, the cost of these additional disposable products is estimated to be \$333,000 (\$444,000 x 75%). Since disposable products will continue to be used to varying degrees at district schools (i.e., schools would resume the use of dishwashers only where feasible), the projection assumes a 50 percent reduction in this \$333,000 increase in disposable costs by resuming the use of dishwashers at many district kitchens. This would result in an annual departmental cost savings of approximately \$166,500 beginning in the 1998-99 school year.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Reduce Use of Disposables	---	\$166,500	\$166,500	\$166,500	\$166,500

14.11 Staff Menus and Serving Lines

CURRENT SITUATION

A staff lunch menu is provided at all district campuses, in addition to a student lunch menu. Separate staff serving lines are also provided to school staff personnel at most secondary schools. Although some of these serving lines are an extension to the kitchen serving line, separate serving lines are offered in the staff lounges at a number of locations.

FINDING

Despite successful efforts to increase productivity at district kitchens through well implemented staffing formulas, the offering of separate staff menus and serving lines in district cafeterias provides a barrier to further productivity enhancements. The Food Service Director was commended previously for high student lunch participation in district schools. These increases in student participation may be largely attributed to a continued expansion of main menu and a la carte items.

There is a tradeoff that must be made between menu variety and employee productivity or customer service. The continued expansion of menu choices provides additional obstacles to the achievement of further productivity enhancements and increased operating efficiencies at district kitchens. At some point, as can be evidenced by many fast-food restaurant chains, the continued expansion of menu items also can result in slower customer service time. Staffing shortages at a number of district kitchens has further aggravated this situation.

The continued expansion of student menu choices and staffing shortages has been compounded with the additional variety of choices provided to school staff personnel.

Separate menus, separate dining areas, and separate serving lines not only increase food service operating costs, but also may raise questions among students, such as:

- Why are adults provided different menu choices than students?
- Why do adults go through a separate serving line than students?
- Why do adults eat in a different area from students?

RECOMMENDATION

Recommendation 14-8:

Discontinue separate staff menus and separate staff serving lines.

The district should require the discontinuation of a distinction between student and staff menus and serving lines. All staff personnel should go through the same serving line as students and be offered the same menu choices as students. Since students are the primary customer of the school breakfast and lunch program, then products and services should be tailored to them as the primary customer. Based on observations of many other school districts in the United States, there are few food service programs that offer students the variety of main menu and a la carte choices of those provided to students in Hillsborough County.

The labor hours that were dedicated to preparing and serving staff lunch meals should be transferred into the additional labor hour requirements that will be necessary to resume the operation of dishwashers at selected kitchen locations. The net effect should result in the additional costs savings that will result from a reduction in the use of disposable product costs.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Food Service Director should work with food area specialists to develop a proposed change in the staff meal policy to reflect the discontinuation of a separate staff menu and serving lines. Summer 1997
2. The Food Service Director should meet with the Assistant Superintendent of Administration and area administrators to discuss proposed changes to staff meal policies. Summer 1997
3. The Food Service Director, area administrators, and area specialists should meet with all school principals to discuss proposed changes to staff meal procedures. August 1997
4. The revised staff meal policy should be formally communicated by the Food Service Director to all relevant campus administration, staff, and food September 1997

service personnel.

5. Separate staff menu items and serving lines should no longer be offered at any district campus. Beginning 1997-98
school year

FISCAL IMPACT

The elimination of separate staff menus and serving lines will allow for the more efficient use of personnel and equipment by transferring these labor hours back to the operation of the dishroom (as noted in prior recommendation). This will allow for the net cost savings from the decreased use of disposable products, as discussed in the prior recommendation.

14.12 Warehouse Freezer Storage

CURRENT SITUATION

Freezer storage space in the district warehouse is inadequate for the storage of frozen USDA commodities, causing the department to pay an annual lease of approximately \$30,000 a year for frozen storage. At the request of Warehouse administrators, the department contracts with Seaboard Storage to lease additional storage space to cover very large shipments of USDA frozen commodity products that come in at the same time. Additional freezer storage is also used at the district's Green Street warehouse location.

FINDING

Based on observations, the warehouse freezer is not used to its full capacity. With improved utilization of freezer space, there appears to be potential for increased storage of frozen food commodities at the district warehouse. The continued decline in the value of USDA food commodity products delivered to the district, coupled with additional frozen storage space provided by new walk-in freezers in district kitchens, has resulted in reduced space requirements in the district warehouse.

The value of USDA food commodities delivered to the district during the 1990s is presented in Exhibit 14-20. As illustrated, there was a 38.4 percent decline in the value of commodity products received by the district during this time. This decline was especially significant in the past year, as evidenced by the 28.3 percent decrease in commodities received. This trend is projected to continue into the foreseeable future.

RECOMMENDATION

Recommendation 14-9:

Improve the space utilization of the warehouse freezer and reduce the costs associated with leased storage space for frozen food commodity products.

The improved utilization of district warehouse freezer space and the continued decline in the volume of USDA products delivered should allow for the ongoing reduction in annual contract costs for leased storage. The decline in USDA products delivered to the warehouse and the expansion of frozen food storage space in district kitchens should contribute to the reduced space requirements of the district warehouse freezer.

**EXHIBIT 14-20
VALUE OF USDA FOOD COMMODITIES
1990 THROUGH 1996**

Year	Commodities Dollar Value	Percent Change
1990	\$2,302,623	
1991	\$2,617,464	13.7%
1992	\$2,434,514	-7.0%
1993	\$1,895,290	-22.1%
1994	\$1,896,886	0.1%
1995	\$1,978,418	4.3%
1996	\$1,418,852	-28.3%
Total Percent Change, 1990-1996		-38.4%

Source: Hillsborough County School District, Food Service Department, 1997.

The storage of all frozen commodity products should be consolidated into the district warehouse freezer, where possible, and there should be a reduction in the need for leased storage space.

IMPLEMENTATION STRATEGIES AND TIMELINE

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| 1. Based on historical trends, the Warehouse Manager and Food Service Director should estimate the annual storage requirements for frozen commodity products for the next several years. | August 1997-
September 1997 |
| 2. The Warehouse Manager and warehouse laborers should develop a plan to improve the utilization of existing warehouse freezer space. | November 1997 |
| 3. The leased storage space requirements should be reduced to reflect improved warehouse freezer utilization and the continued decline in the delivery of commodity products. | December 1997 |

FISCAL IMPACT

Assuming a 50 percent reduction in leased storage space requirements, the annual costs of leased storage would be reduced from \$30,000 to \$15,000. Since there is likely to be a continued reduction in commodities received and the ongoing improvement in space utilization, these costs savings are estimated to phase in over the four-year period. This should result in an annual savings of \$3,750 beginning in the 1998-99 school year.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-2002
Phase Out Use of Leased Warehouse Space	-----	\$3,750	\$7,750	\$11,250	\$15,000

14.13 Staffing Shortages

CURRENT SITUATION

During the early 1990s, district kitchens were overstaffed and departmental payroll costs were excessive. To reduce labor costs and improve employee productivity, the Food Service Director initiated a hiring freeze combined with a natural attrition program and intercampus transfers. After achieving targeted labor cost reductions and productivity gains last year, the hiring freeze was lifted. The department has now moved from an overstaffed to an understaffed situation, with 85 positions being vacant at district kitchens. Since the departmental hiring freeze was lifted, it has been difficult to recruit new applicants to work in regular or substitute positions at district kitchens.

FINDING

One reason for the shortage of food service worker applicants and the large number of vacant kitchen positions may be the low pay for these positions relative to other district positions. Kitchen food service workers are classified at pay grade 11 with a starting pay of \$5.76 an hour. Pay grade 11 is the lowest pay grade among non-instructional district positions. All other non-instructional district positions are classified at pay grade 13 or higher.

A proposal has been developed that, if approved, would result in a shift of food service positions from pay grade 11 to pay grade 12 in July 1997. This would result in a \$0.33 an hour increase for beginning food service workers to \$6.09 an hour. A step increase is also planned to go into effect that will result in a two percent across the board pay increase for all food service workers.

In addition to pay, there is an inconvenience associated with the application process for new food service personnel, especially substitutes. When hired, each new employee must pay \$45 for fingerprinting and \$35 for a physical exam before they can begin work. This appears to be a high initial cost for a regular employee who is paid \$5.76 an hour and may be scheduled to work less than 20 hours a week. These costs are especially high for hourly substitute workers who are scheduled on an on-call basis and may work on an irregular or sporadic basis.

The application process becomes further inconvenient by requiring new applicants to go to one location in the Tampa area to complete the application process. This may be a significant driving distance for some individuals. The relatively low starting pay, the \$80 initial employment costs, and the time and effort required to complete the application process all appear to be barriers to the district's recruitment of food service

personnel. It is likely that vacant regular and hourly substitute positions for district kitchens will continue to be difficult to fill until these issues are addressed and resolved.

RECOMMENDATION

Recommendation 14-10:

Reevaluate the pay scale of all food service personnel and improve the convenience of the application process.

The Office of Non-instructional Personnel should conduct a wage survey of other Florida districts and of similar food service positions in the local private sector. Based on the results of the survey, an evaluation should be made to determine where the pay of all district food service positions are ranked relative to other organizations. If necessary, recommendations should be made for revising the pay grade and pay scales of certain food service positions.

The burden placed on new employees with the high initial employment costs and the inconvenience of having only one application processing center should also be addressed. These issues should be incorporated into a plan to enhance district recruitment practices for food service personnel at district kitchens.

IMPLEMENTATION STRATEGIES AND TIMELINE

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| 1. The Food Service Director should work with non-instructional personnel administrators to conduct a market wage survey for food service positions. | August 1997-
September 1997 |
| 2. The Food Service Director and non-instructional personnel administrators should evaluate the results of the market surveys and propose changes to the current wage structure, if necessary. | November 1997 |
| 3. The Food Service Director should work with non-instructional personnel administrators to develop improved recruitment strategies for food service personnel. | December 1997 |
| 4. The Food Service Director, area administrators, and area specialists should meet with principals to discuss proposed changes to food service personnel recruitment and pay practices. | January 1998-
February 1998 |
| 5. The Food Service Director should meet with the school board to discuss proposed changes in food service personnel pay and recruitment practices. | March 1998 |
| 6. The Food Service Director should meet with union | April 1998 |

representatives to discuss proposed changes.

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| 7. The Board should revise the district policy, where appropriate, to improve the pay and recruitment of food service personnel. | May 1998 |
| 8. The revised pay and recruitment strategies should be formally communicated by the Food Service Director to all relevant campus administration, staff, and food service personnel. | May 1998 |
| 9. New pay grades for food service personnel should be established, if necessary, and strategies should be implemented to improve the recruitment practices for both permanent and substitute workers. | Beginning August 1998 |

FISCAL IMPACT

The strategies planned for improving the recruitment of food service personnel may result in additional costs. The scope and magnitude of these cost increases should correspond with the results of the wage survey and the strategies developed to enhance the recruitment of food service personnel to district kitchens.

14.14 Condition of Kitchen Facilities and Equipment

CURRENT SITUATION

The poor condition of aged kitchen equipment and facilities at a number of district schools has resulted in high demands on district maintenance personnel. Although two maintenance personnel are assigned to the food service department, there are over 3,500 pieces of equipment in district kitchens that must be maintained. Since most of this equipment is dated, the magnitude of work orders for kitchen equipment and facility problems has required the assistance of numerous maintenance personnel on a routine basis. Outside vendors are also regularly called to assist with kitchen equipment repairs. Exhibit 14-21 presents kitchen equipment repair and maintenance costs from 1990 through 1996. As illustrated, there was a 37.3 percent increase in these expenses during this time period.

FINDING

The poor layout, insufficient size, and inadequate equipment at a number of district kitchens results in operating inefficiencies, a poor work environment, food quality issues, and safety or sanitation concerns. The following concerns were noted during visits to district kitchens or interviews with district administrators:

- The layout in some cafeterias do not allow a sufficient amount of aisle work space or number of serving lines to adequately serve school enrollment.

EXHIBIT 14-21
EQUIPMENT REPAIR AND MAINTENANCE EXPENSES FOR THE
FOOD SERVICE DEPARTMENT
1990-1996

Year	Repair and Maintenance Expenses	Year-to-Year Percent Change
1990	\$230,478	-----
1991	\$267,041	15.9%
1992	\$226,409	-15.2%
1993	\$236,762	4.6%
1994	\$286,888	21.2%
1995	\$273,595	-4.6%
1996	\$316,425	15.7%
1990-96 Percent Change		37.3%

Source: Hillsborough County School District, Food Service Department, 1997.

- Congested kitchens and aged or inadequate equipment provides constraints for preparing and serving selected menu items each day.
- The hot, non-air conditioned kitchens in all district kitchens and hard cement floors in other locations results in a poor work environment for food service personnel. It was surprising to find that even the kitchen facilities in district's new schools were not air-conditioned.
- The absence of steam table equipment at a number of locations precludes the serving of hot food to those students who are not first in line. This also presents a food safety/sanitation concern due to the insufficient temperatures of food being served.
- One district kitchen had been without hot water (due to a broken hot water heater) for over three months. A work order had been submitted three months earlier but the hot water heater had not been repaired or replaced.
- An older kitchen had electrical capacity problems that caused all equipment to shut down when the mixer was turned on.
- Cracked concrete floors and wooden shelving in refrigerated and dry storage areas at a number of locations were in violation of the health code. A green rubber cushion surface that was tearing off was observed on kitchen floors at some locations.
- The handle was missing on a tilt skillet in one location and a work order had not been called in.
- With one exception, the district's warehouse vehicles that deliver refrigerated and frozen food products to district kitchens are not refrigerated. This results in a food safety concern due to the travel distance required from the warehouse to district kitchens.

Despite the poor condition of kitchen facilities and equipment at a number of district locations, the district's 1995 annual expenditures for kitchen equipment replacement were only \$306,344. However, the district's purchases for equipment of \$598,482 in 1994 and \$768,564 in 1993 were more appropriate, given the size and scope of food service operations.

The largest increases in expenses occurred in years following a relatively low capital outlay for equipment. For example, following the purchase of \$306,000 in equipment in 1995, there was a 15.7 percent increase in equipment repair costs. Conversely, after the \$598,480 in 1994 equipment purchases, there was a 4.6 percent decrease in repair costs.

Despite the number of kitchens in the district, equipment records are not maintained to track warranties, age, condition, repairs, and other key information of each piece of equipment by location. Further, there is no annual equipment inventory taken and preventive maintenance is not performed on kitchen equipment other than refrigeration equipment. There are no equipment specifications and standardized procedure for the purchasing for equipment parts or the requesting of maintenance services from outside vendors. These problems are further compounded with service delays from the Maintenance Department. During our visits with district administrators and site personnel, there was a concern over the length of time required to repair kitchen equipment from the time of the initial service call.

Due to the magnitude of problems related to the repair and maintenance of district kitchen equipment, the Director of Food Service has proposed to reassign a supervisor and two additional maintenance personnel to the existing two maintenance positions that are dedicated to food services. The dedication of a supervisor and four maintenance workers to food service is suggested to increase the service and efficiency of repairs at district kitchens. The salary and benefit costs for the three additional maintenance positions would be charged to food service by the Maintenance Department.

RECOMMENDATION

Recommendation 14-11:

Increase the efficiency and effectiveness of the kitchen equipment repair and maintenance program and formalize capital replacement and facilities planning decisions for district kitchens.

Although MGT was not involved in the recommendation to dedicate three additional maintenance positions to food services, this proposal initiated by the Director of Food Services would likely improve the efficiency and effectiveness of kitchen repairs and maintenance. Irrespective of the implementation of these changes, maintenance personnel and area specialists should inventory all kitchen equipment and establish and maintain records for each piece of equipment. These records should include age, condition, warranty information, and the date and nature of all repair calls. This information should be used as a basis for equipment repair and replacement decisions.

The Food Service Director should work with maintenance personnel and area specialists to develop a five-year capital replacement plan for district kitchen equipment. A capital replacement budget should be established for a five-year planning period. A minimum of two percent of annual revenues should be reserved for the replacement of equipment at district kitchens. Since equipment has not been traditionally replaced on an ongoing basis, the replacement costs may be higher than two percent of annual revenues during the next decade.

To increase the quality of products and services at kitchen operations, the Maintenance Supervisor and Food Service Director should work closely with district facility planners to develop a plan to renovate and upgrade outdated kitchen facilities and equipment. The Food Service Director and Maintenance Supervisor should also be asked for input on the kitchen facilities of all new schools.

Kitchens in most of today's food service operations are air-conditioned. This includes schools, restaurants, hotels, hospitals, correctional facilities, colleges and universities, etc. Future district plans should call for all new kitchen facilities to be air-conditioned.

The Warehouse Manager indicated that there are plans to purchase three new refrigerated vehicles for the delivery of commodity products to district schools. However, bids have not been issued for the purchase of these vehicles. The estimated cost of the vehicles to the district would be approximately \$55,000 each. The district should consider the food safety issues when evaluating the feasibility of the purchase of these vehicles. The district should also consider the significant and continued decline in the USDA commodity program when planning the number of trucks needed on a long-term basis.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------------------------|
| 1. The Director of Maintenance and Director of Food Service should work together to establish a plan to improve the effectiveness and efficiency of the kitchen repairs and maintenance program. | September 1997-
December 1997 |
| 2. The Director of Maintenance and Food Service Director should select the appropriate maintenance personnel that will be dedicated to food service and provide the necessary training for these positions. | January 1998-
March 1998 |
| 3. The Director of Maintenance and Director of Food Service should meet with the appropriate maintenance personnel to implement any changes in job responsibilities, reporting relationships, job performance standards, etc. | April 1998 |
| 4. The Director of Maintenance and Director of Food Service should review the progress of changes and continue to enhance the coordination of activities between the two departments. | July 1998 |

FISCAL IMPACT

Since MGT did not recommend organizational changes to district maintenance and food services, we have not estimated the fiscal impact of these changes. The fiscal impact of these changes will depend on the arrangements agreed to by the Director of Food Service and the Director of Maintenance. According to the Director of Food Service, the plan to increase the number of maintenance personnel dedicated to food services may result in no additional costs to the district, since the responsibilities of existing maintenance personnel would simply be revised and reallocated. Presently, the Food Service Department is not charged for the labor costs associated with repair and maintenance service calls by district maintenance personnel.

The district warehouse has planned for the purchase of three new refrigerated vehicles at a cost of approximately \$55,000 each, therefore, these are not additional costs due to this review. Nonetheless, these additional vehicles would improve the food safety of commodity products delivered to district kitchens. Due to the uncertainty surrounding the continuation of the USDA commodity program and the ongoing decline in commodities delivered to the warehouse, the addition of these vehicles might be phased in over a three-year period.

Based on the establishment of a capital replacement reserve of two percent of departmental revenue, this recommendation should result in an annual cost of \$856,000, based on 1995-96 departmental revenue of approximately \$42.8 million. This represents an increase of approximately \$87,400, or 11.4 percent, over 1995-96 kitchen equipment expenses.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-2002
Establish Capital Replacement Reserve	\$0	(\$87,400)	(\$87,400)	(\$87,400)	(\$87,400)

14.15 Food Service Administrative Authority

CURRENT SITUATION

Although food service administrators are held accountable for the performance of district kitchen operations, principals are provided all line authority with respect to the management of kitchen operations. This includes the line authority over all site kitchen personnel. For example, principals conduct performance appraisals for district kitchen managers. Based on interviews with area field specialists, the degree of input requested from principals concerning the management of school kitchen operations varies by school.

FINDING

Food service administrators in most school districts throughout the United States are given the authority necessary to effectively and efficiently manage district kitchen

operations. Most school districts operate under the philosophy that the primary mission of schools is to provide an education for students. To focus on that educational mission, specialists are provided with the authority and responsibility for other ancillary services, such as food service. Thus, food service departmental administrators, supervisors and managers assume the responsibility and authority to effectively and efficiently manage district kitchen operations. This includes the authority to conduct performance appraisals for all departmental personnel and to take corrective actions, where necessary. This results in more uniform and consistent district operating practices at all district kitchens.

The lack of authority provided to district food service administrators results in inconsistent operating practices in school kitchen operations. For example, some principals may give a kitchen manager a good performance appraisal when the detailed site inspections completed by area field specialists reveal a poorly managed kitchen operation. In addition to often not being involved in the performance appraisal process, area field managers do not have the authority to correct inefficient and ineffective operating practices at a number of district kitchens. Since some principals allow more feedback from food service administrators than others, the result is an inconsistency among kitchen operating practices.

A detailed analysis of the operating statistics of district kitchens reveals significant variances in financial performance and cost per meal statistics. This variation partially reflects the inconsistent practices and subsequent operating efficiencies across district kitchens. For example, although the aggregate cost per meal served at elementary schools is \$1.56, the cost per meal served ranges from \$1.40 to \$2.02 at district schools. The financial performance of these schools, as represented by net operating income/loss as a percentage of revenue, range from a 10 percent net operating loss to a 27 percent net profit margin. Similarly, costs per meal range from \$1.45 to \$2.02 at middle/junior high schools, with net income/loss ranging from an 11 percent loss to a 22.2 percent profit. Some high school food service programs operate at a financial loss to the district.

RECOMMENDATION

Recommendation 14-12:

Provide district food service administrators the appropriate degree of authority to operate an efficient and uniform food service program.

Food service administrators should be provided a level of authority to be coupled with their current level of responsibility and accountability. This includes the authority of food service administrators to conduct performance appraisals and take corrective personnel action, when necessary. By providing an appropriate level of authority to food service administrators, the district's food service program should operate more professionally and more uniform practices could be implemented at all district campuses.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Assistant Superintendent of Administration and area administrators meet with the Food Service Director and area food specialists to review the current levels of authority and responsibility with respect to the management of district kitchen operations. September 1997
2. Area administrators should meet with the principals of their schools to discuss issues relevant to the transfer of appropriate authority for kitchen operations from principals to food service administrators. October 1997-
November 1997
3. The Director of Food Service should meet with the steering committee of principals to discuss issues relevant to the transfer of appropriate authority for kitchen operations from principals to food service administrators. December 1997
4. Area administrators, the Director of Food Service, area food specialists, and the principal steering committee should work together to prepare an action plan for the transfer of appropriate authority for kitchen operations from principals to food service administrators. This plan should be communicated to all district principals and feedback should be solicited. January 1998-
February 1998
5. Based on feedback from district principals, the Assistant Superintendent of Administration, area administrators, and the Food Service Director should finalize the implementation plan. March 1998
6. The appropriate authority for district kitchen operations should be transferred from principals to food service administrators. Beginning in
August 1998

FISCAL IMPACT

This recommendation can be implemented using existing resources.

14.16 Cash Handling Practices

CURRENT SITUATION

Managers were observed counting large sums of cash for daily lunch deposits in kitchen offices with windows providing a full view. The office doors were unlocked and individuals were observed entering and exiting the offices. The back doors to some of these kitchens were also unlocked.

FINDING

Although the departmental policies and procedures manual covers the details of daily recordkeeping and cash deposit procedures for kitchen operations, there is not much discussion on cash management policies for food service personnel at district kitchens. The relaxed cash handling practices observed at district kitchens provides a concern for both employee safety and the protection of district funds.

RECOMMENDATION

Recommendation 14-13:

Strengthen the controls to safeguard daily cash receipts in district kitchen operations.

A section should be added to the department's policies and procedures manual that addresses the safeguarding of district funds. All managers and employees who deal with cash should be trained or retrained on proper cash handling procedures. Area food specialists should incorporate cash handling in the site visitation report and should make sure that proper practices are being followed on each visit to their respective kitchens. Where applicable, curtains or screens should be on office windows and should be closed when cash is being counted. Office doors should be locked when cash is out and cash drawers should be locked when manager or cashier leaves cash in the office.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|------------------------|
| 1. The Food Service Director and area field specialists should add to policies and procedures documentation to improve cash handling practices at district kitchens. | July 1997 |
| 2. Area field specialists should meet with kitchen managers and other relevant food service personnel to discuss cash handling policies and procedures. | Summer 1997 |
| 3. Improved cash handling policies and procedures should be implemented at all district kitchen operations. | 1997-98
school year |

FISCAL IMPACT

The implementation of improved campus-level cash management practices should improve employee safety while providing better safeguards for district funds.

14.17 Budgeting and Financial Reporting

FINDING

The department has not implemented an effective budgeting and management reporting system. The Director of Food Service and area food specialists are not involved in the budget preparation process. Monthly departmental and campus-level income and expense statements are not generated to compare year-to-date and monthly operating results with budgeted standards and prior year results. Key operating statistics (student participation, cost percentages, meal costs, meals per labor hour, etc.) are reported in formats that are difficult to interpret. Without the effective implementation of campus-level budgets, monthly profit and loss statements, and key operating statistics, management does not have the necessary information to evaluate and improve departmental operating performance on a timely basis.

RECOMMENDATION

Recommendation 14-14:

Develop and implement an accurate and detailed departmental budgeting and financial reporting system.

Budgets for each cost center should be consolidated into a departmental budget and targeted revenues and expenses should serve as performance benchmarks. Monthly profit and loss statements should be generated to compare actual results with budgeted standards and prior year results. Key operating statistics (i.e., student participation, food and payroll expenses as a percentage of revenue, cost per meal, meals served per labor hour) should be tracked by cost center and integrated with profit and loss statements. Area food specialists should identify unfavorable budget variances or trends and work with managers to reverse these situations in a timely manner

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------------------------|
| 1. The Food Service Director, area field specialists, and the district accountant should establish performance standards for each food service cost center and develop budgeted revenues and expenses that are targeted to meet these standards. | September 1997-
December 1997 |
|--|----------------------------------|

2. The Food Service Director should obtain copies of reports associated with campus-level food service budgets, profit and loss statements, and key operating statistics from other Florida school districts. January 1998-
April 1998
3. The Food Service Director and area specialists should work with the district accountant to develop the appropriate format for management and financial reports. May 1998-
June 1998
4. Accounting and data processing clerks should input relevant data on an ongoing basis and generate monthly financial and management reports. July 1998
5. The Food Service Director should identify unfavorable variances and meet with area field specialists to discuss strategies to work with cafeteria managers to correct these deficiencies in a timely manner. September 1998

FISCAL IMPACT

The implementation of an effective departmental and campus-level budgeting and management reporting system should further enhance departmental cost controls. This recommendation can be implemented with existing software currently used by the district.

14.18 Food Costs

CURRENT SITUATION

The costs associated with food purchases increased by 5.9 percent between the 1994-95 and 1995-96 school years. However, departmental operating revenue increased by only 1.9 percent during this same time period. This compares to an 8.3 percent revenue increase between the 1993-94 and 1994-95 school year. As a result, Exhibit 14-6 indicates that food costs as a percentage of total revenues increased from 35.6 percent to 36.9 percent between 1994-95 and 1995-96, result in a 18 percent decline in departmental net income during this period. This is further illustrated by the decrease in departmental income as a percentage of revenue from 7.7 percent to 5.5 percent.

FINDING

The ongoing improvements to district food purchasing practices and the effective implementation of food cost controls into district kitchens have resulted in a continued reduction of food costs (as a percentage of revenue) until the 1995-96 school year. However, incremental improvements to operating efficiencies can only provide part of the support for the maintenance of appropriate food cost percentages.

Without appropriate menu pricing adjustments, food costs as a percentage of revenue will continue to increase. This will result in the continual erosion of departmental profit margins. As presented in Exhibit 14-22, the district lunch and breakfast menu prices have not been increased in over eight years, despite a continued rise in the market prices of food products.

**EXHIBIT 14-22
LUNCH AND BREAKFAST MENU PRICES
1980 - 1981 THROUGH 1996 - 1997**

Year	Elementary Lunch/Breakfast	Secondary Lunch/Breakfast	Adult Lunch/Breakfast
1980-81	\$.60/\$.25	\$.75/\$.35	\$1.15/\$.50
1981-82	\$.85/\$.35	\$1.00/\$.45	\$1.50/\$.65
1982-83 (3/14/83*)	\$1.00/\$.40	\$1.25/\$.50	\$1.75/\$.75
1983-84	\$1.00/\$.40	\$1.25/\$.50	\$1.75/\$.75
1984-85	\$1.00/\$.40	\$1.25/\$.50	\$1.75/\$.75
1985-86	\$1.00/\$.40	\$1.25/\$.50	\$1.75/\$.75
1986-87	\$1.00/\$.40	\$1.25/\$.50	\$1.75/\$.75
1987-88	\$1.00/\$.40	\$1.25/\$.50	\$1.75/\$.75
1988-89	\$1.00/\$.40	\$1.25/\$.50	\$1.75/\$.75
1989-90	\$1.15/\$.50	\$1.55/\$.60	\$1.90/\$.85
1990-91	\$1.25/\$.50	\$1.55/\$.60	\$2.00/\$.85
1991-92	\$1.25/\$.50	\$1.55/\$.60	\$2.00/\$.85
1992-93	\$1.25/\$.50	\$1.55/\$.60	\$2.00/\$.85
1993-94	\$1.25/\$.50	\$1.55/\$.60	\$2.00/\$.85
1994-95	\$1.25/\$.50	\$1.55/\$.60	\$2.00/\$.85
1995-96	\$1.25/\$.50	\$1.55/\$.60	\$2.00/\$.85
1996-97	\$1.25/\$.50	\$1.55/\$.60	\$2.00/\$.85

Source: Hillsborough County School District, Food Service Department, 1997.

*Date of price change.

RECOMMENDATION

Recommendation 14-15:

Establish a departmental budgeted food cost standard of 36 percent of revenue, and reduce and maintain departmental food costs to this level.

The reduction of food costs will require the continued implementation of increased cost controls at district kitchens. The increased authority of departmental administrators (as previously recommended) should serve to strengthen overall cost controls at district kitchen operations. To further strengthen cost controls, area field specialists should implement the following at their assigned kitchen locations:

- evaluate* menu prices on an annual basis and make adjustments, where appropriate, to keep pace with increasing costs of administration, training, food, labor, and other operating expenses;
- revise menu items and portion sizes for menu items to reflect departmental food cost standards;
- continue to focus on manager and employee training programs to strengthen food and labor cost controls; and
- increase the level of monitoring and improvement of food portion controls during meal service times at district schools. The additional area field specialist position that is proposed as part of the district reorganization plan will reduce the span of control of these positions. This should provide more time for each specialist to spend in their assigned kitchen operations.

The focus on cost controls will not alone result in the continued improvement in departmental financial performance. This was illustrated by the 18 percent decrease in departmental net operating income during the past school year. To reverse this decline, menu prices for both reimbursable and a la carte menu items must be reviewed on an annual basis. Menu prices should be evaluated on an annual basis and adjustments should be made, where appropriate, to keep pace with increasing costs of administration, training, food, labor, and other operating expenses. Pricing strategies may include incremental annual price increases (i.e., 10 cents) that will at least cover the annual increases in departmental operating costs.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|---------------------|
| 1. The Director of Food Service should develop proposed revisions to menu prices (reimbursable and a la carte). This process should occur on an ongoing annual basis. | July 1997 |
| 2. The proposed menu price increases should be reviewed with the Assistant Superintendent of Administration. | August 1997 |
| 3. The Director of Food Service and area field specialists should work with cafeteria managers to establish food cost percentage standards for each campus. | August 1997 |
| 4. The food cost standards should be incorporated into campus-level budgets. | 1997-98 school year |
| 5. The prior month's food cost percentages should be reviewed at monthly manager's meetings. Managers should be recognized for favorable variances from standards, while unfavorable variances should be identified and corrected in a timely manner. | Ongoing |

*Note: Since student participation may be effected by any change in meal prices, a proposed increase should be carefully evaluated.

FISCAL IMPACT

Assuming no increases in 1995-96 department revenues, a food cost of 36 percent would represent \$15, 416,279. This represents a food cost reduction of approximately \$404,800 from 1995-96 levels. The implementation of our recommendations concerning campus food cost percentage standards and menu pricing adjustments should begin in the 1997-98 school year, with an annual estimated food cost savings of \$404,800.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-2002
Reduce Food Costs to 36 Percent of Revenue	\$404,800	\$404,800	\$404,800	\$404,800	\$404,800

15.0 SAFETY AND SECURITY

This section of the report reviews the overall safety and security functions for Hillsborough County School District and is organized as follows:

- 15.1 Safety Program
- 15.2 Security

Throughout the United States, violence and crime have found their way into public schools. A primary objective for school districts is to provide a safe and secure learning environment for students and an accident-free environment for its employees and visitors. To provide such an environment, safety and security programs must be interactive and include elements of prevention, intervention, and enforcement. For example, the predominant mission of a security program is to provide a deterrent to crime and violence and react quickly to prevent unnecessary harm (prevention and enforcement). A school safety program is designed to minimize on-the-job incidents, resulting in more healthy employees and fewer workers' compensation claims for the district (prevention). Intervention programs include discipline management and alternative learning away from the regular classroom.

The success of a safety and security program is best measured by the perception of safety by students, employees, parents, and members of the community. Crime or incident statistics, while useful in allocating resources, do not necessarily measure performance in this area, because not all incidents are reported. An increase in the number of incidents may reflect a growing crime problem or it might represent an improvement in reporting, or both. Consequently, measuring the public's perception of safety is important in managing safety and security.

Usually, parents with children in public schools believe their own children's schools are safer than schools in general; while adults without children overwhelmingly perceive violence in public schools to be a problem. There are two factors that contribute most to this perception. First, parents who see their children come home unharmed each day during the school year typically believe schools are safe. Second, the perception of adults without children in public schools is based primarily on what they read or hear in the media, which is unlikely to report that the overwhelming majority of students come home safely each day. This perception problem is a worthy challenge for district administrators who must manage a safety and security function based on perceptions of safety.

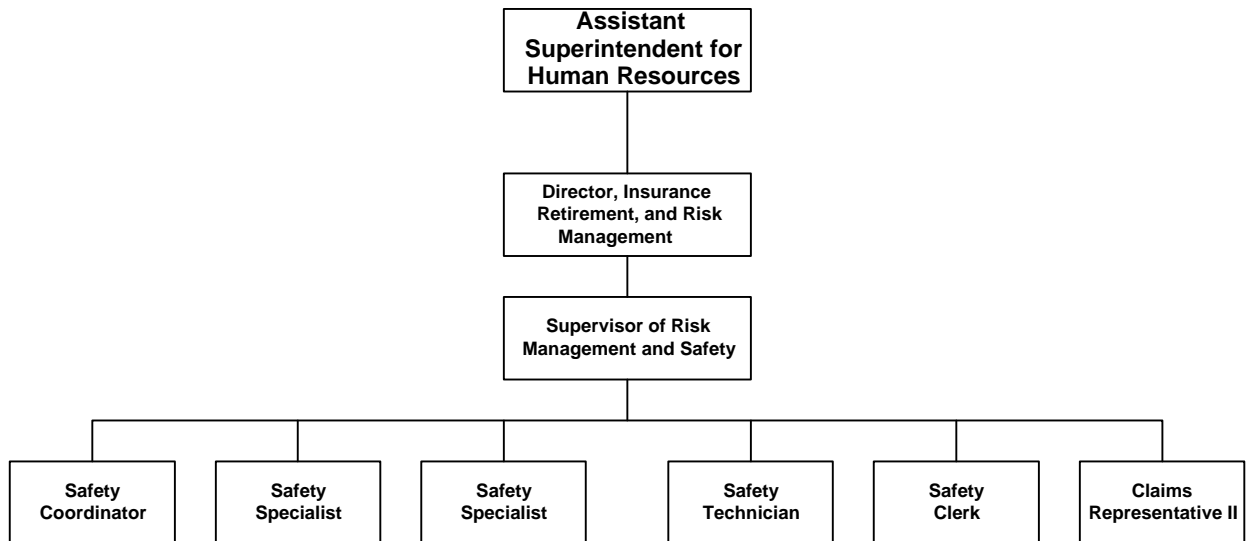
15.1 Safety Program

CURRENT SITUATION

The Assistant Superintendent for Human Resources has overall responsibility for the Hillsborough County School District risk management function, which includes the safety program. The Director of Employee Benefits and Risk Management (also

referred to as the Director of Risk Management) is primarily responsible for administering the district's safety program. Exhibit 15-1 presents the current organization structure for the risk management function that includes the district's safety program.

**EXHIBIT 15-1
ORGANIZATIONAL CHART
RISK MANAGEMENT FUNCTION INCLUDING SAFETY PROGRAMS
IN THE HILLSBOROUGH COUNTY SCHOOL DISTRICT**



Source: Hillsborough County School District, 1997.

Safety coordinators and specialists are responsible for assisting the Director of Risk Management with developing, implementing, coordinating, and promoting a comprehensive safety training program for Hillsborough County students.

The district's *Guidebook of Policies and Procedures*, Policy G-49.2 is the formal authority delegating the responsibility for developing, implementing, directing, and evaluating the district's safety program outlined in the Occupational Safety and Health Program manual approved by the School Board February 20, 1996.

The Director of Risk Management also chairs the District Safety Committee. The District Safety Committee is comprised of 27 members, including principals, school district administrators, supervisors and directors of various school district operations (e.g., Food Service, Transportation, and Maintenance departments), and members of the community. Objectives of the District Safety Committee include:

- providing a safe educational environment for the student population;
- providing a safe work place for district employees;

- providing safe facilities for use by the general public; and
- reducing property and liability losses.

The Risk Management Office currently provides the following safety training programs:

- new hire safety training in areas such as using fire extinguishers, lifting, and blood-borne pathogens;
- annual re-training of *all* employees related to occupational safety and health issues;
- job-specific safety training for custodians, grounds keepers, warehousemen; and
- respiratory protection.

Safety coordinators and specialists conduct Occupational Safety and Health Administration (OSHA) inspections for facilities throughout the district. Maintenance personnel in the Facilities Compliance Department conduct fire inspections, hazardous materials inspections, and indoor air quality inspections (See Chapter 9 for discussion of duplicate functions performed by both Risk Management and Facilities Compliance).

Risk Management is also responsible for directing requests for crossing guards to the Hillsborough County Sheriff who determines if they are needed. The Hillsborough County Sheriff is responsible for administering the crossing guard program under the authority of Hillsborough County Ordinance #86-36, which established a school crossing guard in the county in December 1986. The ordinance provides that 75 percent of the civil penalties received by a county court for non-criminal traffic violations in the county will be used to fund the school crossing guard program.

Since the Hillsborough County Sheriff is responsible for hiring and compensating all school crossing guards, it is equally responsible for providing safety training. Under Section 234.302, Florida Statutes, each local government entity administering a school crossing guard program must provide a training program for school crossing guards according to uniform guidelines for the training of school crossing guards adopted by the Department of Transportation.

FINDING

Interviews with district personnel revealed that the district does not have a formal, long-term, coordinated strategy to address safety training throughout the district. Long-range goals, objectives, and action plans have not been developed as part of an overall strategic planning effort. For example, the Director of Risk Management included much more could be done in terms of developing more safety programs to prevent crisis management situations. Moreover, the Maintenance Department is unclear as to whether technical training should be provided by specialists from within the department of staff from Risk Management.

RECOMMENDATION

Recommendation 15-1:

Develop a formal, long-term, and coordinated safety strategy for the district.

As part of a districtwide strategic planning effort, long-range goals, objectives, and action plans should be developed to address safety training throughout the district. The strategy and accompanying plans should specifically address the direction of safety training, type of training envisioned, and roles and responsibilities for providing such training.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------------------------|
| 1. The Assistant Superintendent for Human Resources should appoint a committee consisting of the Director of Employee Benefits and Risk Management, the Director of Maintenance, the Director of Facilities Compliance, the Director of Transportation, campus principals, and teachers to review the performance of existing safety programs and related safety training. | Summer 1997 |
| 2. The committee should compare the results of this review to exemplary safety programs in other school districts around the country. | Fall 1997 |
| 3. The committee should develop a long-term strategy, with an accompanying plan, for enhancing safety and related training to ensure the safety of Hillsborough County students and employees. | December 1997 |
| 4. The board should review and approve the strategy. | January 1998 |
| 5. The Assistant Superintendent for Human Resources should periodically report on performance and attainment of goals and objectives to the board. | June 1998
annually thereafter |

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

In 1995-96, two inspectors in the Facilities Compliance Department conducted fire safety inspections for 202 district-owned facilities. The inspectors identified 23,348 deficiencies, of which 17,294 or 77 percent have been corrected. Because of the volume of data collected during the inspections, inspectors developed a computer software program that tracks the status of all fire safety inspections for district facilities. The model tracks deficiencies by location, type of deficiency, corrective action required,

number of times deficiency has been cited in the past, deficiencies corrected, and projected cost to correct outstanding deficiencies. At any time, the software can print summary reports to allow management to review the status of fire safety inspections.

COMMENDATION

Facilities Compliance is commended for developing a comprehensive computer software model to monitor compliance with fire safety.

FINDING

Indoor air quality is a critical environmental issue affecting workers' compensation claims filed by Hillsborough County School District employees. Indoor air quality is affected by various factors including temperature, humidity, moisture intrusion contributing to the growth of bacteria and mold, chemicals, and normal air pollutants (e.g., pollen, dust, bus and car exhaust, and mites). Based on interviews with Risk Management and Maintenance Department personnel, the district is concerned about the affect poor indoor air quality may have on future workers' compensation claims. As a result, the Director of Risk Management has established an "indoor air quality protocol" outlining how Risk Management is to handle calls related to indoor air quality complaints. Typically calls are received in the Risk Management Office and the Director sends someone out to the site to investigate the complaint. Depending on the severity of the situation, independent consultants may be hired by Risk Management to correct the problem.

Although an indoor air quality protocol for answering complaints has been established, consistent guidelines or standards related to preventing or resolving indoor air quality problems have not been developed.

RECOMMENDATION

Recommendation 15-2:

Develop formal standards and guidelines related to improving indoor air quality.

Formal standards and guidelines related to temperature control, types of flooring in moisture-prone areas, standard air handling for HVAC units, and chemicals used or stored in district facilities will improve indoor air quality. For example, carpeted floors in schools with moisture intrusion problems often cause bacteria or mold to form that contribute to poor indoor air quality. Construction standards requiring tile floors in moisture-prone areas will abate poor indoor air quality.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Risk Management, in cooperation with the Director of Maintenance and the Director of Facilities Planning and Construction, should develop formal standards and guidelines related to improving indoor air quality. Summer 1997

2. The Director of Risk Management, with Assistant of the Directors of Facilities Planning and Construction and the Director of Maintenance, should draft formal standards and guidelines. September 1997
3. The Assistant Superintendent for Human Resources should review and approve the draft. September 1997
4. The Board should approve the indoor air quality standards and guidelines. October 1997
5. The standards should become a part to the facilities construction and maintenance guidelines and implemented. November 1997

FISCAL IMPACT

This recommendation can be implemented with existing resources.

15.2 Security

CURRENT SITUATION

The Hillsborough County School District has its own security force that operates within the Security Services Department. The primary mission of the Security Services Department is to “protect and serve” the school community; focusing on protecting students and personnel, and preserving county-owned and privately-owned property throughout the district.

The Security Services Department provides security officers and law enforcement personnel 24 hours per day, seven days per week. Security Services Department personnel cover over 200 school district properties within 1,038 square miles and monitor communications, including over 900 fire and burglar alarm systems throughout the district. Security officers and law enforcement personnel routinely handle school and site disruptions, threats to school personnel, trespassers, and property damage. The Security Services Department personnel also investigate incidents of theft, vandalism, burglary, and alleged employee misconduct or criminal behavior. Moreover, the department provides specialized detection devices, surveillance capabilities, and general guidance to school personnel on safety and security measures and concerns.

Security personnel within the department are either State certified and commissioned police officers (18 persons) or are armed security officers possessing both Unarmed Guard ‘D’ and Statewide Firearm ‘G’ licenses (46 persons). Training courses are provided by both the department and outside agencies to ensure personnel maintain the proper proficiency and licensure requirements.

The Security Services Department is organized into two divisions: the Operations Division and the Support Division. The Operations Division is responsible for patrolling campuses and sites throughout the district, providing security for 23 fixed sites (e.g.,

ROSSAC Building), conducting internal affairs investigations, serving expulsion letters and providing security for disciplinary hearings, and collecting money from parents who have written checks to the district against insufficient funds, providing traffic control for the Magnet bus ramps, delivering employee notifications of suspension or termination, obtaining criminal report affidavits from local law enforcement agencies for arrested employees, and selected case investigation follow-up. The Support Division is responsible for planning and implementing the districtwide burglar alarm system; maintaining the communications system; supporting the Operations Division through fleet maintenance activities, fingerprinting, and training all security personnel; monitoring and reporting to campus principals students who have been arrested in Hillsborough County in accordance with Florida Statutes; and providing in-house network administration for the department's computer system.

The Security Services Department has budget authorization for a total of 76 full-time equivalent (FTE) positions in 1997-98. Exhibit 15-2 presents authorized positions and FTEs. Exhibit 15-3 presents the organization structure for the Security Services Department as proposed by the Superintendent for 1997-98.

**EXHIBIT 15-2
SECURITY SERVICES DEPARTMENT
AUTHORIZED POSITIONS AND FTES FOR 1997-98 BUDGET**

Authorized Position	FTEs
Director	1.0
Coordinator	2.0
Senior School Special Investigator	3.0
School Special Investigator	9.0
Security Officer	49.0
Communications Technician	6.0
Custodian	1.0
Office Staff	5.0
Total	76.0

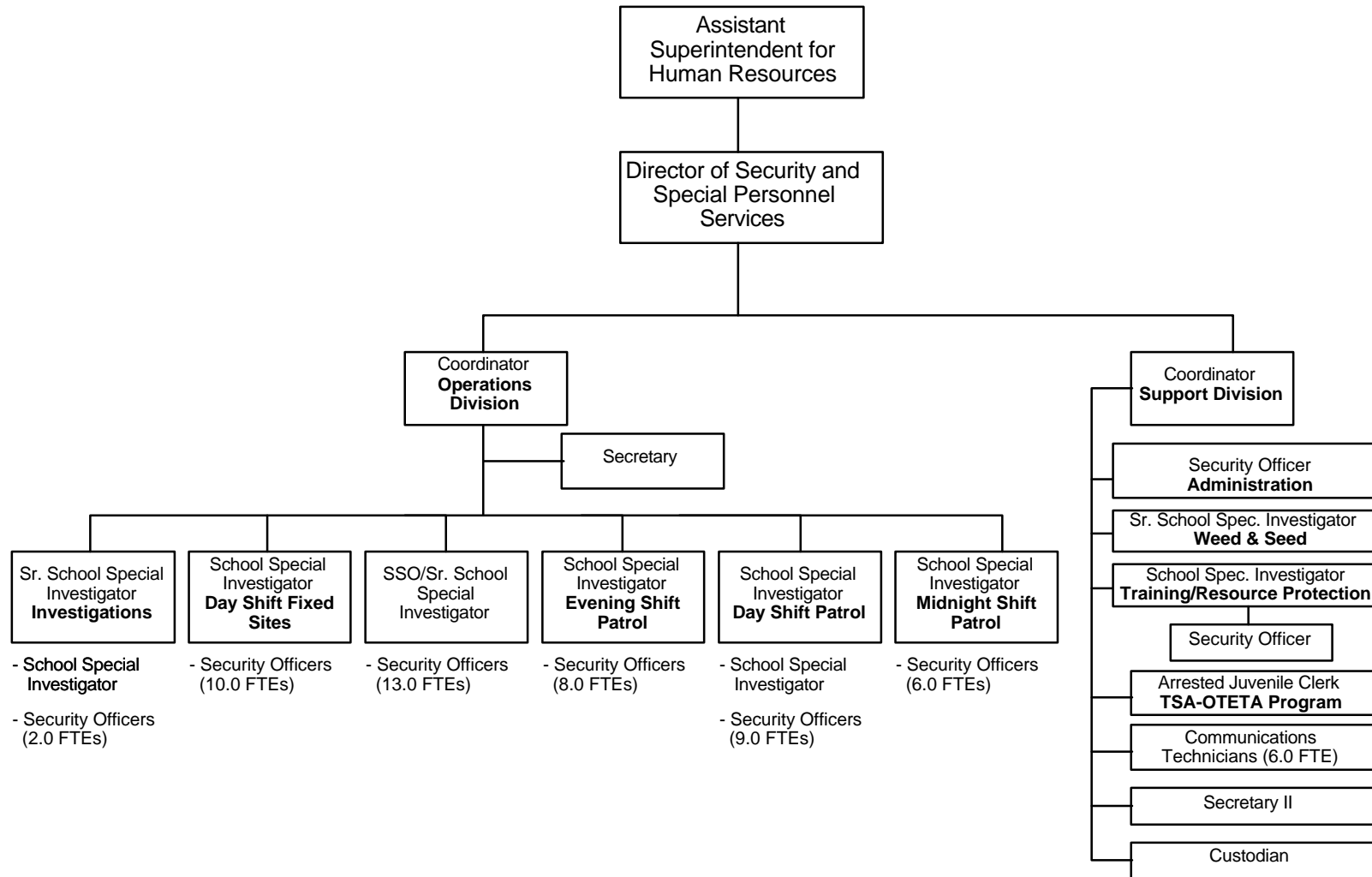
Source: Security Services Department, 1997.

The Security Services Department's expenditures over the past three fiscal years have averaged \$2.6 million. The department's budget for 1996-97 totaled \$2,675,736. Exhibit 15-4 presents a summary of actual expenditures for the Security Services Department over the past three fiscal years.

Actual expenditures for the Security Services Department increased approximately 33 percent between 1993-94 and 1994-95 because of increases in salaries, department patrol vehicles, and benefits, and professional services related to contract security officers funded by the Safe Schools program, which was implemented in 1994-95.

Exhibit 15-5 presents a summary of the department's 1996-97 budget.

**EXHIBIT 15-3
SECURITY SERVICES DEPARTMENT ORGANIZATIONAL STRUCTURE
PROPOSED BY SUPERINTENDENT FOR 1997-98**



Note: Positions referenced as Sr. or School Special Investigators are Supervisory Positions.

Source: Hillsborough County School District, 1997.

**EXHIBIT 15-4
SECURITY SERVICES DEPARTMENT
ACTUAL EXPENDITURES 1995-96, 1994-95 AND 1993-94**

	1995-96	1994-95	1993-94
Salaries and Benefits	\$2,460,133	\$2,431,478	\$2,051,422
Professional Services	210,401	211,581	0
Repairs and Maintenance	38,167	16,888	4,980
Gasoline-Automotive	16,802	11,566	0
Equipment	14,338	25,867	6,194
Vehicles	13,028	124,680	0
Other	55,348	86,482	130,299
Total Expenditures	\$2,808,217	\$2,908,545	\$2,192,895

Source: Hillsborough County School District Budget Department

**EXHIBIT 15-5
SECURITY SERVICES DEPARTMENT
1996-97 BUDGET**

Line Item	Amount
Salaries and Benefits	\$2,402,707
Professional Services	108,620
Other Purchased Services	73,863
Repairs and Maintenance	9,725
Utilities	13,696
Equipment	15,966
Other Material and Supply	11,787
Other	39,372
Total Expenditures	\$2,675,736

Source: Cost Center Summary by Site (3/3/97)

In addition to the Security Services Department, the district has implemented numerous security measures to improve security throughout the district. These measures include:

- identification cards for ROSSAC employees and visitors;
- fenced in campuses with limited access;
- campuses with gates that are padlocked nightly;
- motion detectors and door contacts placed in high risk areas (e.g., entrance/exits to buildings, cafeteria, media center, hallways) to signal alarms into the communications center of Security Services Department;
- a formal policy, documented in student handbooks, prohibiting possession of radios, tape recorders, paging devices, or cellular phones while attending school; and
- intercoms in some portable classrooms.

FINDING

Technology used by the Security Services Department to monitor and report incidents is out-of-date and not sufficient to enable the department to match security needs to manpower utilization and allocate resources in the most efficient and effective manner. Currently, the department's computer hardware is not capable of running computer-aided dispatch software that is essential to enable the department to deploy available manpower in the best possible way to serve the district. Moreover, the existing software will not generate custom management reports related to incidents, locations, number of calls, cost per incident, man hours per incident, and property damage lists.

The Security Services Department has a local area network (LAN) installed that has the following configuration:

- Tandy 80 486SX file server running at 33 MHz;
- 15 Tandy 386SX work stations with 4 MB of RAM, running at 25 MHz;
- Novell Netware, Version 3.1; and
- MS DOS Version 6.21.

The department's existing computer hardware is behind state-of-the art technology necessary to run Dispatch-Incident Tracking software necessary to upgrade the dispatch system. For example, 386SX work stations were first introduced in the late 1980s and current technology has evolved to Pentium workstations in 1997, at least seven generations.

The Director of Security has requested that budget resources be allocated to upgrading the department's technology. Because of limited budget resources, the Personnel and Human Resources Department is attempting to upgrade the Security Services LAN rather than replace it. The planned upgrade will be to a 486DX, 50 MHz computer that is still outdated and will not provide a workable solution to the department's management information requirements.

Additional steps have been taken by the department to identify workable, computer-aided dispatch solutions. In January 1997, a proposal to provide integrated Dispatch-Incident Tracking System software was received from a local vendor. The system has the functionality to:

- create an environment within the application for real-time tracking of active calls;
- show the activities of the entire department; available officers, officers enroute, and officers on the scene;
- allow printing of a "Daily Tracking Blotter" showing all incident activity and status;
- allow for integration into an annual reporting database storing additional information, including: arrest lists, suspect lists, property damage lists, received property lists, location, officer, incident number, etc.; and

- provide an integrated report generator that has the capability to create any subset of information stored in a database into a printable management report.

To fully optimize the recommended software solution, the vendor recommended that both the file server and work stations be upgraded to Pentium computers.

RECOMMENDATION

Recommendation 15-3:

Upgrade existing computer technology in the Security Services Department.

The Hillsborough County School District should allocate the resources to upgrade the computer technology in its Security Services Department. These resources should be included in the districtwide technology plan as a top priority. Upgrading the department's technology will facilitate on-line, real-time tracking and reporting of incidents and manpower utilization and result in a more efficient and effective use of security resources.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Security and Special Personnel Services should revise the current departmental technology upgrade plan to reflect a move to Pentium-based computer Technology. July 1997
2. The Director of Security and Special Personnel Services should submit the revised plan to the Assistant Superintendent for Human Resources. July 1997
3. The Assistant Superintendent for Human Resources should present the technology upgrade plan for the Security Services Department to the Superintendent for approval. August 1997
4. The Superintendent should approve the plan. September 1997
5. The Assistant Superintendent for Human Resources, in cooperation with the Director of MIS, should give the Security Services Department computer technology upgrade top priority in the revised districtwide technology plan. September 1997

FISCAL IMPACT

The fiscal impact of this recommendation will be included with implementing the overall technology plan for the district in the Management Information Systems.

FINDING

The Security Services Department has supervisory positions for two separate daytime activities. One supervisory School Special Investigator is responsible for the Day Shift Patrol, has a School Special Investigator reporting to him, and supervisory responsibility for nine security officers. Another supervisory School Special Investigator is responsible for Day Shift Fixed sites, which includes supervising 10 security officers. The Security Services Department is responsible for 23 fixed sites, which are five-day per week security operations during the day in administrative buildings throughout the district. The Security Services Department has allocated two supervisory positions to administer security functions for daytime activities. Moreover, the School Special Investigator that supervises the day shift patrol has an additional FTE between the supervisory position and the nine security officers, constituting a "one-to-one" supervisory relationship and, therefore, unnecessary duplication of administrative functions.

Recommendation 15-4:

Consolidate daytime patrol and fixed site functions under one daytime supervisor and eliminate the non-supervisory position for School Special Investigator for the day shift patrol.

One supervisor should be responsible for both day shift fixed sites and day shift patrol functions. In addition, a School Special Investigator reporting to a supervisory School Investigator is an unnecessary duplication of supervisory responsibility, especially since it appears that the lower tier special investigator potentially supervises nine security officers.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Director of Security and Special Personnel Services should consolidate Day Shift Fixed Sites and Day Shift Patrol under one supervisor and eliminate one supervisory position and the School Special Investigator reporting to the Day Shift Supervisory School Special Investigator. January 1998
2. The Assistant Superintendent for Human Resources should approve the consolidation of day shift functions and elimination of the non-supervisory School Special Investigator position. February 1998
3. The Superintendent should review and approve both the consolidation and the positions to be eliminated. March 1998

- | | |
|---|------------|
| 4. The Superintendent should present the consolidation and positions to be eliminated to the board for approval. | April 1998 |
| 5. The Assistant Superintendent for Human Resources should change the organizational chart and eliminate the positions for the 1998-99 budget year. | June 1998 |

FISCAL IMPACT

The salary for a School Special Investigator is \$35,795 before benefits. With a 32 percent fringe benefits rate, eliminating one supervisory position will save the district \$47,249 (\$35,795, plus \$11,454 in benefits calculated at 32 percent of salary cost). The salary for a non-supervisory School Special Investigator for the Day Shift Patrol is \$26,749 before benefits. With a 32 percent fringe benefits rate, eliminating the non-supervisory School Special Investigator position will save the district \$35,309 (\$26,749, plus \$8,560 in benefits calculated at 32 percent of salary cost). The total annual recurring cost savings is \$82,558.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Consolidate Security Functions and Eliminate Positions	----	\$82,558	\$82,558	\$82,558	\$82,558

FINDING

The Hillsborough County School District has 76 FTE positions authorized for the Security Services Department in its 1997-98 budget. Of these positions, 64 FTEs are for security officer positions (including the chief and two captains) and another 12 FTEs are for six communication technicians, five clerical staff, and one custodian. Eight positions are currently vacant—seven security officers and one secretary. Even with the current vacancies and limited technology, the department continues to provide adequate to outstanding security for the entire district. This is supported by responses to MGT’s survey of administrators, principals, and teachers conducted during January 1997. Seventy-four (74) percent of administrators, 83 percent of principals, and 41 percent of teachers perceived law enforcement and security to be adequate to outstanding. This perception is further supported when comparing the perceptions of administrators and teachers in the Hillsborough County School District to administrators and teachers in other districts. Seventy-eight (78) percent of administrators (combining principals and central administrators) in Hillsborough County School District perceived law enforcement and security to be adequate to outstanding, while 54 percent of administrators in other districts (i.e., Alachua, Fairfax, Grand Prairie, Jefferson, St. Mary’s, San Diego, Seguin, and United) perceived law enforcement and security in their districts to be adequate to outstanding.

Benchmark comparisons to peer districts in Florida and Virginia revealed that the Hillsborough County School District has more than adequate security coverage for the number of square miles and facilities covered. Exhibit 15-6 presents peer district comparisons for two benchmarks: the amount of square miles and the number of facilities covered by security personnel.

**EXHIBIT 15-6
PEER DISTRICT COMPARISONS FOR SECURITY BENCHMARKS**

Benchmark	Dade County School District	Broward County School District	Hillsborough County School District	Fairfax Co. (Virginia) Public Schools	Duval County School District	Average without Hillsborough County
Square Miles	2,054	1,196	1,038	399	835	1,121
Facilities	312	218	200	201	157	222
Security/Police Officers	134	23	70	32	18	52
Square Miles per Security/Police Officer	15.3 miles	52.0 miles	14.8 miles	12.5 miles	46.4 miles	21.6 miles
Facilities per Security/Police Officer	2.3	9.5	2.9	6.3	8.8	6.7

Source: Survey conducted by Hillsborough County School District Security Services Department in 1995-96 and telephone interviews.

As presented in Exhibit 15-6, the Security Services Department in the Hillsborough County School District covers eight percent less square miles and 10 percent less facilities than the peer district averages of 21.6 square miles and 6.7 facilities per security officer. The comparative data appear to indicate that, at current authorized position levels, the Security Services Department has more than adequate coverage for a security department serving a district the size of the Hillsborough County School District, and probably has more security officer positions than actually needed.

Even with existing resources and an anachronistic computer system, the total number of incidents reported in the Hillsborough County School District has increased by only five percent (cumulative) between 1993-94 and 1995-96, with a decrease of five percent between 1993-94 and 1994-95, and an increase of 10 percent between 1994-95 and 1995-96. Exhibit 15-7 presents the number of incidents reported by the Security Services Department between 1993-94 and 1996-96.

**EXHIBIT 15-7
INCIDENTS REPORTED BY SECURITY SERVICES DEPARTMENT
1993-94, 1994-95, 1995-96**

Incident	Percent Change from 1993-94 to 1995-96	1995-96	Percent Change from 1994-95	1994-95	Percent Change from 1993-94	1993-94
Burglaries	-6%	309	-1%	313	-5%	329
Vandalism	-1%	856	+6%	809	-7%	868
Thefts	+46%	288	+52%	190	-4%	197
Arson	+70%	17	-11%	19	+90%	10
Total	+5%	1,470	+10%	1,331	-5%	1,404

Source: Security Services Department Annual Report for year indicated.

With such a nominal increase in incidents, the existing security force is providing sufficient coverage to prevent the occurrence of activities contributing to the destruction and pilfering of Hillsborough County School District property. Data show that, even before implementing computer technology that will improve the allocation and use of security resources, sufficient manpower is available to provide adequate to outstanding security services throughout the district.

RECOMMENDATION

Recommendation 15-5:

Eliminate as many as five of the seven vacant positions for security officers.

Even without implementing state-of-the-art computer-aided dispatch technology to improve the allocation of security resources, the Hillsborough County School District should eliminate at least five of the seven vacant positions. Two of the positions should remain because of security coverage necessary for fixed sites and potential absences. The savings from eliminating these positions could be used to upgrade computer technology.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------|
| 1. The Director of Security and Special Personnel Services should determine which of the security officer positions should be eliminated. | July 1997 |
| 2. The Assistant Superintendent for Human Resources should approve the elimination of five of the seven vacant security officer positions. | July 1997 |
| 3. The Superintendent should review and approve the positions to be eliminated. | August 1997 |
| 4. The Superintendent should present the positions to be eliminated to the board for approval. | August 1997 |
| 5. The Assistant Superintendent for Human Resources should eliminate the positions for the 1997-98 school year. | August 1997 |

FISCAL IMPACT

Entry level salary for Hillsborough County School District security officers is \$17,311 before benefits. With a 32 percent fringe benefits rate, each position eliminated will save the district \$22,850 (\$17,311, plus \$5,539 in benefits calculated at 32 percent of salary cost). Eliminating five of the vacant positions will produce annual, recurring cost savings of \$114,250 (\$22,850 x 5 positions).

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Eliminate Five Security Officers	\$114,250	\$114,250	\$114,250	\$114,250	\$114,250

FINDING

The Security Services Department has significant employee turnover because of low entry level salaries. Base salaries for entry level positions for licensed security officers is significantly higher for both the Tampa Police Department and the Hillsborough County Sheriff's Department. Exhibit 15-8 presents base salaries for Hillsborough County School District, Tampa Police Department, and Hillsborough County Sheriff's Department.

**EXHIBIT 15-8
BASE SALARIES FOR LOCAL LAW ENFORCEMENT/SECURITY ORGANIZATION
AS OF JULY 1996**

Law Enforcement/Security Organization	Base Salary
Tampa Police Department	\$31,000
Hillsborough County Sheriff's Department	\$26,500
Hillsborough County School District Security Services Department	\$17,300

Source: Security Services Department, 1997.

As presented in Exhibit 15-8, security officers in the school district are paid 44 percent less than Tampa Police Department officers and 35 percent less than Hillsborough County Sheriff's Department officers. Because of the disparity in base salaries, some security personnel obtain the appropriate training from the Security Services Department and resign to accept employment with local police or corrections agencies for higher salaries.

The Director of Security and Special Services became alarmed when it was determined that, during the 19-month period between December 1994 and June 1996, 20 security officers resigned because of low salaries—an average of one security officer per month. Ten of the personnel resigning had less than one year of service to the Hillsborough County School District, five had less than two years, and five had less than three years of service. The cost of training the 20 employees averaged \$3,573 each, and included physical examinations, psychological examinations, licensing (class "G" and "D"), uniforms, handgun training, body vests, first aid and CPR certification, and salary cost during training.

The Director informed the Assistant Superintendent for Human Resources of the district's turnover in a memo dated July 1, 1996. In this memo, the Director expressed the need to examine alternatives for retaining quality employees and recouping some portion of the district's cost to train security personnel that leave prior to completing three years of service with the district. The memo recommended that all new security officers enter into a contract with the district to ensure that the Security Services

Department receive a minimum of three years service in return for the training provided. If the officer resigned prior to fulfilling the three-year commitment, the cost of training would be credited for the months of service rendered by the officer, with the balance payable to the Hillsborough County School District. For example, if a security officer resigned after one year of service, one-third of the \$3,573 training cost would be "earned" and credited, while the remaining two-thirds would be payable to the district. The Board approved this recommendation in August 1996.

COMMENDATION

The district is commended for developing and implementing a three-year employment contract with entry level security officers to ensure that the Security Services Department receives a commitment of a minimum three years service in return for training provided by the district.

RECOMMENDATION

Recommendation 15-6:

Reduce employee turnover by phasing in salary increases for security officers over a three-year period.

The Hillsborough County School District should use savings from eliminating vacant positions and upgrading technology to phase in salary increases over three years to a competitive level. The Director of Security and Special Personnel Services informed the review team that increases in base pay for entry level security officers will be competitive in the \$22,000-\$23,500 range.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|----------------|
| 1. The Director of Security and Special Personnel Services should develop a plan to increase salaries to a competitive level over three years, beginning in 1998-99. | September 1997 |
| 2. The Director of Security and Special Personnel Services should link savings from eliminating vacant positions and upgrading technology to the plan to increase salaries. | Fall 1997 |
| 3. The Assistant Superintendent for Human Resources and the Superintendent should review and approve the plan. | November 1997 |
| 4. The Board should approve the plan to increase security officers' salaries. | December 1997 |
| 5. The Assistant Superintendent for Human Resources, in cooperation with the Budget Director, should include salary for the first year in the 1998-99 budget. | January 1998 |

FISCAL IMPACT

The fiscal impact for this recommendation is calculated based on increasing entry level base salaries for security officers to \$22,000 from \$17,300. This \$4,700 increase would be phased in over a period of three years, beginning in 1998-99. The fiscal impact is calculated as follows:

Total increase in base salary	\$4,700
Number of years to phase-in	÷ 3
Annual salary increment to be phased-in	\$1,566
Number of security officers earning minimum salary as of January 1997 (A)	x 26
Total annual salary cost	\$40,733
Multiply by 32 percent fringe benefits rate	x 1.32
Total annual salary and benefits cost	\$53,768

(A) From Security Services Department Personnel Roster as of 12/19/96

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Increase Salaries for Security Officers	----	(\$53,768)	(\$53,768)	(\$53,768)	(\$53,768)

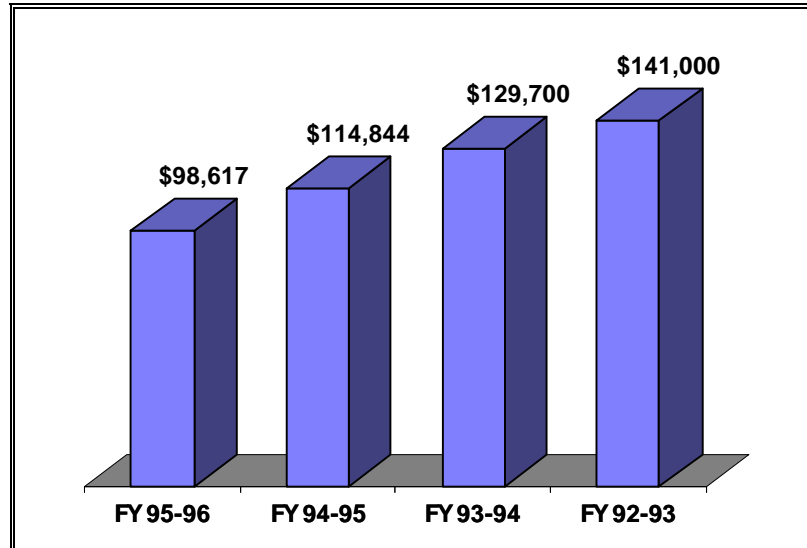
FINDING

The Security Services Department monitors 800-825 alarm panels at 200 sites throughout the district, 24 hours per day. Each school has as few as three and as many as 15 alarm control panels. Motion detectors, door contacts, and infrared photo-electric beams are used to signal intrusion alarms to the department's central communications center. Alarm technicians determine the validity of the signal and takes the appropriate action, which includes dispatching a security officer, dispatching local law enforcement (e.g., Tampa Police Department), dispatching the fire department, or notifying school personnel or administrators.

Since installing the alarm systems in the early 1980s when losses from burglaries totaled \$985,000, burglary losses have been reduced to \$98,617 in 1995-96. Exhibit 15-9 shows the steady decline of burglary losses since 1992-93.

As depicted in Exhibit 15-9, burglary losses have decreased 30 percent over the past four years, indicating that the district has an effective intrusion detection system that leading to rapid responses from the Security Services Department's Central Communications Center.

**EXHIBIT 15-9
LOSSES FROM BURGLARIES IN THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT
1992-93 THROUGH 1995-96**



Source: Security Services Department Annual Report, 1995-96

COMMENDATION

The Security Services Department is commended for using sophisticated alarm systems to notify central security of building intrusions, thereby decreasing burglary losses.

FINDING

There are approximately 1,700 portable classrooms in the Hillsborough County School District. During the diagnostic phase of the review, concerns were expressed by district administrators about the lack of alarm panels in most portables. Although uncertain, because data do not exist regarding the number of portables without alarm panels, the Director of Security and Special Personnel Services estimates that about 60 percent of portables (i.e., approximately 1,000) do not have alarm panels installed. As a result, the district is exposed to potential property losses from burglaries and vandalism in high-risk areas. For example, the *Tampa Tribune*, in its Thursday, January 23, 1997 issue reported the following story line: "Vandals hit 3 Hillsborough schools, stealing computers and other items." According to the article, Dickenson Elementary was the hardest hit of the three schools, with vandals stealing \$4,700-\$6,500 worth of computers, monitors, printers, software, and videocassette recorders. In this instance, the main building had an alarm system, but the property was stolen from classrooms on the wings extending out from the main hall, which had no alarm system. The same situation could occur with portables without alarm panels installed.

RECOMMENDATION

Recommendation 15-7:

Conduct an inventory to identify portables without alarm systems and install alarm panels in those located in high-risk areas.

An inventory should first be conducted to determine which portables are without alarm systems. Detailed records should be maintained by the Security Services Department identifying the location of all portables and whether or not alarm panels have been installed. Alarm systems should initially be installed in portables located in high-risk areas to avert potential monetary losses from burglaries and vandalism.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|-------------------------|
| 1. The Director of Security and Special Personnel Service, in cooperation with the Director of Planning and Construction, should dedicate appropriate resources from their respective staffs to conduct an inventory of portables. | July 1997 |
| 2. Staff from the Security Services Department, and the Planning and Construction Department, should conduct an inventory of portables to identify those without alarm systems. | Summer 1997 |
| 3. The Director of Security and Special Personnel Services should maintain a database (in spreadsheet format) of inventory results. | October 1997
Ongoing |
| 4. The Director of Security and Special Personnel Services should identify portables in high-risk areas without alarm systems. | October 1997 |
| 5. The Supervisor of Purchasing should issue an invitation for bids (IFB) to install alarm panels in the portables identified. | November 1997 |
| 6. The Supervisor of Purchasing should evaluate responses to the IFB, select the lowest bidder, and submit the recommended award to the board for approval. | December 1997 |
| 7. The board should approve the vendor recommended to install the alarm panels. | December 1997 |
| 8. The alarm panels should be installed. | Winter 1998 |

FISCAL IMPACT

According to estimates prepared by the Director of Security and Special Personnel Services, alarm panels can be installed for \$500 per portable. Assuming approximately

1,000 portables do not have alarm systems and 15 percent are located in high-risk areas (approximately 150 portables), the total cost of installing alarm panels is \$75,000.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Install Alarm Panels in Portables in High-Risk Areas	(\$75,000)	----	----	----	----

FINDING

A document entitled *Security Services Department FY 1997 Goals*, dated January 31, 1997, lists specific goals for the Security Services Department to accomplish during 1996-97. Included in this document are specific goals for the Director of Security and Personnel Services to inquire as to the executive staff’s and Board’s opinion regarding video surveillance, and the department’s plans for random metal detection and random K-9 (i.e., trained dogs) drug detection to be used in schools. In the past, executive staff has been reluctant to use surveillance cameras and metal detection devices in campus facilities because of the perception of invasion of privacy.

In 1995-96, the department conducted a survey of the 16 largest school districts in the country to determine best practices in the area of metal detection devices used in campus facilities. A review of the survey results revealed that 12 of the 16 districts used hand-held metal detection devices and four of the 12 also used walk-through metal detection equipment in district facilities. Exhibit 15-10 summarizes survey results for the 16 school districts.

Eight of the 16 largest school districts surveyed conduct metal detection activities at campus facilities at random. The Hillsborough County School District does not have a policy authorizing the Security Services Department to conduct random metal detection.

In the 1995-96 survey, each district was also asked if K-9 units were maintained to detect drugs. Only Detroit City Schools maintained its own K-9 unit. Seven of the districts had an agreement with local law enforcement agencies to provide K-9 drug detection units, if required.

RECOMMENDATION

Recommendation 15-8:

Begin using surveillance cameras and random metal detection devices at targeted facilities throughout the district.

Using surveillance cameras and random metal detection devices at targeted facilities throughout the district will allow the Security Services Department to better utilize its security resources. Strategically placed surveillance cameras could eliminate the need for at least three security officer positions at fixed sites throughout the district (e.g., ROSSAC Building). A random metal detection policy will enhance the security for students, parents, and district employees on campuses and at extracurricular activities.

**EXHIBIT 15-10
SURVEY RESULTS REGARDING USE OF METAL DETECTION EQUIPMENT IN THE
SIXTEEN LARGEST SCHOOL DISTRICTS IN THE UNITED STATES**

School District	Hand-Held Detection Device	Walk-Through Detection Device	Metal Detection Conducted at Random	Metal Detection Conducted as Needed
New York City Public Schools	●	●		
Los Angeles Unified School District	●		●	●
Chicago Public Schools	●	●	●	●
Dade County Public Schools	●		●	
Philadelphia District Schools	●		●	●
Houston Independent School District	●		●	●
Broward County Schools	●	NO RESPONSE		●
Hawaii Department of Education			NO RESPONSE	NO RESPONSE
Detroit City Schools	●	●	●	NO RESPONSE
Dallas Independent School District	●	●	●	●
Hillsborough County School District	●			●
Fairfax County Public Schools	NO RESPONSE	NO RESPONSE	NO RESPONSE	NO RESPONSE
San Diego City Schools			NO RESPONSE	NO RESPONSE
Duval County Public Schools	●	NO RESPONSE	●	NO RESPONSE
Baltimore City Public Schools	NO RESPONSE	NO RESPONSE	NO RESPONSE	NO RESPONSE
Memphis City Schools	●	NO RESPONSE	NO RESPONSE	NO RESPONSE

Source: Survey conducted by Security Services Department in 1995-96.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|---|-------------|
| 1. The Director of Security and Special Personnel Services should develop a plan for implementing video surveillance and update the existing plan for using random metal detection. | July 1997 |
| 2. The Director of Security and Special Personnel Services should also draft a policy authorizing the | August 1997 |

department to use random metal detection at district facilities and extracurricular events.

3. The Director of Security and Special Personnel Services should submit both plans and the draft metal detection policy to the Assistant Superintendent for Human Resources for review. September 1997
4. The Director of Security and Special Personnel Services should revise both plans and the draft policy as necessary. September 1997
5. The Assistant Superintendent for Human Resources should prevent both plans and the policy to the Superintendent for approval. October 1997
6. The Board should approve both plans and the random metal detection policy. November 1997
7. The Director of Security and Special Personnel should implement the plans for surveillance cameras and random metal detection and eliminate at least four security officer positions. January 1998
8. The Board should approve eliminating four security officer positions. February 1998
9. The Assistant Superintendent for Human Resources, in cooperation with the Budget Director, should eliminate the positions from the 1998-99 budget. March 1998

FISCAL IMPACT

Additional cost will be incurred to purchase and install surveillance cameras. For purposes of this recommendation, it is assumed that surveillance cameras will be installed at two fixed sites: the ROSSAC and D. W. Waters Buildings. According to cost estimates prepared by the Security Services Department, surveillance cameras can be installed in the ROSSAC Building for an investment of \$25,000 and in the D. W. Waters Building for \$8,000, for a total of \$33,000.

However, anticipated cost savings from eliminating four security officer positions at ROSSAC will total \$91,400 per year (\$22,850 salary plus benefits x 4 positions) beginning in 1998-99. Positions eliminated include one security for the midnight, weekend and evening shifts at ROSSAC and one security position at the D. W. Waters Building.

Recommendation	1997-98	1998-99	1999-2000	2000-01	2001-02
Install Surveillance Cameras at Two Sites	(\$33,000)	-----	-----	-----	-----
Eliminate Four Security Officer Positions	-----	\$91,400	\$91,400	\$91,400	\$91,400
Total	(\$33,000)	\$91,400	\$91,400	\$91,400	\$91,400

FINDING

During on-site activities in February 1997, a member of the review team toured selected campuses with the Coordinator of the Security Services Operations Division. Campuses visited included Sulfur Springs Elementary School, Hillsborough High School, and Hillsborough Exceptional Center (for students with severe discipline problems).

Exhibit 15-11 summarizes the review team member's observations during the campus tours.

**EXHIBIT 15-11
SECURITY OBSERVATIONS AT SELECTED CAMPUSES**

Campus	Observations
<i>Sulfur Springs Elementary School</i>	<ul style="list-style-type: none"> ■ Located in a tough area ■ Special gates that allow exit, but no entry because of previous walk-through access (e.g., a key must be used to enter gates, but a lever is used to exit from inside property) ■ Gates are padlocked at night ■ Portables have intercoms ■ School has alarms
<i>Hillsborough High School</i>	<ul style="list-style-type: none"> ■ Located near projects in a tough area with gang activity ■ Campus is an "open campus" but has wrought iron fences ■ Student and teacher parking is secured ■ School has alarms
<i>Hillsborough Exceptional Center</i>	<ul style="list-style-type: none"> ■ Heavily secured and fenced in ■ Students not allowed to leave portable buildings ■ School has alarms

Source: Created by MGT, 1997.

Campuses observed during the tour were fenced and appeared to have adequate security in the form of school resource officers or security officers, or both. Campuses visited by other team members throughout the district were also noted to be fenced and secure.

COMMENDATION

The Hillsborough County School District is commended for providing a secure campus environment for students, teachers, administrators, and staff.

FINDING

The district has cooperative agreements with the Tampa Police Department, Temple Terrace Police Department, and the Hillsborough County Sheriff to provide school resource officers (SROs) for all middle and high schools in return for the district paying 50 percent of the officers' salaries. Exhibit 15-12 presents a summary of cooperative agreements with local law enforcement agencies to provide SROs for the Hillsborough County School District.

**EXHIBIT 15-12
SUMMARY OF COOPERATIVE AGREEMENTS
FOR SCHOOL RESOURCE OFFICERS
1996-97**

Law Enforcement Agency	Number of Schools Served	Total Salary and Benefits Cost	Hillsborough County School District's 50 Percent Share of Total Cost
City of Tampa Police Department	20	\$1,430,738	\$715,369
Hillsborough County Sheriff	24	1,686,582	843,291
City of Temple Terrace Police Department	1	59,300	29,650
Total	45	\$3,176,620	\$1,588,310

Source: Executed Contracts with Law Enforcement Agency Indicated

COMMENDATION

The district is commended for entering into cooperative agreements with local law enforcement agencies to provide additional security for middle and high school campuses.

FINDING

The Director of Security and Special Personnel Services implemented a Darkened School Program in 1994-95. The objective of the program is to reduce burglaries and vandalism and conserve utilities costs. The Darkened School Program is a departure from conventional building security practices. Conventional building security practices

require school facilities to be illuminated throughout the night to enable either security personnel or members of the community to see potential intruders. However, the Darkened School Program discourages intruders because there is no light on the entire campus and intruders must provide sufficient lighting to enable them to commit burglaries or acts of vandalism—thereby becoming conspicuous to either security patrols or community members.

Establishing the Darkened School Program required the cooperation of school sites, community members, local law enforcement agencies, and the school district's Security Services Department. Currently, over 70 percent of schools participate in the program. Schools participating in the program have contributed to the reduction in net monetary losses from vandalism and burglaries. Burglary losses decreased to \$98,617 in 1995-96 from \$114,844 in 1994-95, approximately 14 percent. One of the Security Services Department FY 1997 goals included in *Security Services Department FY 1997 Goals*, dated January 31, 1997, is to increase participation in the Darkened Schools Program by 15 percent.

COMMENDATION

The Security Services Department is commended for reducing net dollar losses from burglaries and vandalism with its innovative Darkened Schools Program.

FINDING

The Security Services Department has a training coordinator responsible for coordinating mandatory, annual in-service training for security officers. The training coordinator offers a variety of training sessions for security personnel using a video cassette library (seven video cassettes) to enhance the delivery of various training courses. The department offers a total of 184 hours of mandatory training for new security officers, including Security Services Department required training (104 hours), State Security Officer training for a "D" license for unarmed guards (40 hours), State Armed Officer training for a "G" license (32 hours), and other department required training (8 hours). Examples of in-service training provided by the Security Services Department include:

- Building searches;
- CPR and first aid certification;
- Blood-borne pathogens (e.g., AIDS, Hepatitis);
- Report writing;
- Handcuffing;
- Alarm panel procedures;
- "ASP" expanded baton training;

- Weapon retention; and
- Defensive tactics.

Specific training curricula have been developed for each training program and included in a comprehensive training manual that includes detailed standard operating procedures for the department. Although a comprehensive training manual exists, complete with training curricula for the various training courses offered, no formal, written training plan exists for security officers to use to determine both the availability and sequencing of mandatory in-service training. Typically, training plans contain detailed schedules of sessions offered with dates and times, course descriptions and the appropriate sequence in which the courses should be taken.

RECOMMENDATION

Recommendation 15-9:

Develop a formal, written training plan for security officers outlining course content, schedules, and the appropriate sequence in which courses should be taken.

A formal, written training plan will provide more structure to the existing training process. While the existing training sessions are comprehensive, it is beneficial to both security officers and the department when courses are planned and scheduled sufficiently in advance to decrease instances in which mandatory training sessions could potentially missed or taken out of sequence because of work responsibilities.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Director of Security and Special Personnel Services should direct the Training Coordinator to develop a written training plan, complete with course content, schedules, an course sequencing. | July 1997 |
| 2. The Training Coordinator should prepare the training plan using existing course curricula and Security Services Department activities scheduled for the year. | Summer 1997 |
| 3. The Training Coordinator should submit a draft of the plan to the Director of Security and Special Personnel Services for review. | September 1997 |
| 4. The Training Coordinator should incorporate the comments of the Director of Security and Special Personnel Services and finalize plan. | September 1997 |
| 5. The Director of Security and Special Personnel Services should approve the plan. | October 1997 |

- | | |
|--|-------------------------|
| 6. The Training Coordinator should make the training plan available to the department personnel and update annually. | October 1997
Ongoing |
|--|-------------------------|

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

Interviews with district personnel while conducting the on-site visit and comments received during public input revealed that the Security Services Department does not conduct periodic surveys of district personnel to obtain their perceptions of security within the district. For example, interviews conducted with security and campus personnel revealed that certain individuals feel quality security services are provided by the Security Services Department, but wish there were more security officers assigned to the sites. Periodic opinion surveys can identify the security concerns of students, teachers, administrators and parents. They can also help target the department's efforts to improve intervention strategies and enhance the quality of security throughout the district.

RECOMMENDATION

Recommendation 15-10:

Conduct annual customer surveys related to security issues and analyze the results with a view to evaluate and improve the performance of the district's Security Services Department.

The Hillsborough County School District should conduct annual customer surveys of district personnel, students, and parents to obtain their input about the effectiveness of security within the district. The results should be analyzed to look for opportunities to enhance the delivery of security services by improving the performance of Security Services Department.

IMPLEMENTATION STRATEGIES AND TIMELINE

- | | |
|--|----------------|
| 1. The Superintendent should direct the Research Department to develop a customer survey related to security issues. | July 1997 |
| 2. The Director of the Research Department, in cooperation with the Director of Security and Special Personnel Services, should develop the survey instrument. | September 1997 |
| 3. The Superintendent should conduct annual customer surveys related to security issues. | Fall 1997 |

4. The Director of Security and Special Personnel Services should use the results of the survey to improve security in the district.

Spring 1998
Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

FINDING

During interviews with personnel in the Security Services Department, it was determined that some of the security officers, including the Director of Security and Special Personnel Services, participated in community-based programs to enhance security. Although no formal strategy for developing community-based partnerships exists, the department provided the following list of community-based programs/organizations department personnel have been involved with:

- Hillsborough Tomorrow
- University Civic Association
- Safe Haven Advisory Community
- Police Athletic League
- SHARE
- Sheriff's Black Advisory Committee
- National Organization of Black Law Enforcement Executives
- City of Tampa Community Awareness Council
- Good Community Fair Committee
- Tampa Bay Area Intelligence Unit
- Big Brothers and Big Sisters
- Tampa Bay Area Chiefs of Police Organization
- Hillsborough County Serious Habitual Offenders Committee
- local PTAs
- National Association of School Safety and Law Enforcement Officers
- Tampa Mayor's Advisory Committee

- Hillsborough County Special Olympics
- Hillsborough County Blood Bank
- County Ad Hoc Committee on Truancy
- American Society for Industrial Security

Even though some Security Services Department personnel participate in crime prevention and intervention activities with community-based organizations in a few schools within Hillsborough County School District, the absence of a formal strategy to develop partnerships with community-based organizations is a missed opportunity for increased community involvement in crime prevention and intervention activities, ultimately resulting in safer schools.

RECOMMENDATION

Recommendation 15-11:

Develop a formal strategy for creating partnerships between Hillsborough County schools and community-based organizations to increase community participation with Security Services Department personnel and schools in crime prevention and intervention activities.

Community-based programs can provide effective solutions to crime and security at little or no cost to the district. For example, programs created by these partnerships could include conflict management and peer mediation for elementary and middle school students, or outreach programs (in cooperation with corrections institutions) concentrating on education through real-life experiences to combat drugs and peer pressure to commit crimes. Effective use of community service partnerships with Hillsborough County schools will lead to developing community-based programs to improve security and maintain safer schools.

IMPLEMENTATION STRATEGIES AND TIMELINE

1. The Superintendent should direct the Director of Security and Special Personnel Services to work with the Director of Communications and Governmental Relations to develop a strategy for creating community-based partnerships to enhance security within the Hillsborough County School District. August 1997
2. The Director of Security and Special Personnel Services, in cooperation with the Director of Communications and Governmental Relations, should develop the strategy and a formal plan for creating the community-based partnerships related to crime prevention and intervention. Fall 1997

3. The Superintendent should review and approve both the strategy and plan. November 1997
4. The Board should review both the strategy and plan. December 1997
5. The Director of Security and Special Personnel Services, in cooperation with the Director of Communications, should implement the plan. January 1998
Ongoing

FISCAL IMPACT

This recommendation can be implemented with existing resources.

16.0 SUMMARY OF POTENTIAL COSTS AND SAVINGS

Based on analyses of data obtained from interviews, surveys, community input, state and local documents, and first-hand observations in the Hillsborough County School District, the MGT team developed about 300 recommendations for this report. About one fourth of the recommendations have fiscal implications and are summarized in this chapter. **It is important to keep in mind that the identified cost savings are incremental and cumulative.**

MGT identified total gross savings of \$57.2 million that could be realized by the Hillsborough County School District over the next five years (school years 1997-98 to 2001-02) if the recommendations are implemented. The recommendations include investment opportunities of \$288,319 in fiscal 1998 and total investment opportunities of \$1.3 million over the next five years.

As shown below, and in detail in Exhibit 16-2, full implementation of the recommendations in this report could produce net savings of over \$2.5 million in the next year. The Hillsborough County School District could achieve total net savings of almost \$55.7 million by the 2001-02 school year if all recommendations are implemented.

EXHIBIT 16-1 SUMMARY OF NET SAVINGS

Year Savings Begin		Total
1997-1998	Initial Annual Net Savings	\$2,513,350
1998-1999	Annual Net Savings	\$10,661,398
1999-2000	Annual Net Saving	\$13,495,528
2000-2001	Annual Net Savings	\$14,406,582
2001-2002	Annual Net Savings	\$14,796,013
	Total One-Time (Costs)	(\$185,770)
TOTAL SAVINGS PROJECTED FOR 1997-2002		\$55,687,101

It is important to keep in mind that only recommendations with fiscal impact are identified in this chapter. Many additional recommendations to improve the efficiency and effectiveness of the district are contained in Chapters 4 through 15.

Implementation strategies, timelines and fiscal impacts follow each recommendation in this report. The implementation section associated with each recommendation identifies specific actions to be taken. Some recommendations should be implemented immediately, some over the next year or two, and others over several years.

MGT recommends that the School Board ask Hillsborough County administrators to give each of these recommendations their most serious consideration, to develop a plan to proceed with their implementation, and to establish a system to monitor subsequent progress.

EXHIBIT 16-2
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN HILLSBOROUGH COUNTY

CHAPTER REFERENCE	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
Chapter 4: School District Organization and Management							
4-14	Eliminate Director of Comprehensive Planning (p.4-41)	\$0	\$108,200	\$108,200	\$108,200	\$108,200	\$432,800
4-15	Reduce Legal Costs (p.4-45)	\$83,000	\$176,000	\$176,000	\$176,000	\$176,000	\$787,000
4-17	Reduce Teachers on Assignment (p.4-48)	\$192,840	\$771,350	\$771,350	\$771,350	\$771,350	\$3,278,240
Chapter 5: Educational Service Delivery							
5-3	Combine Pre-K and Kindergarten Programs (p.5-14)	\$0	\$146,200	\$146,200	\$146,200	\$146,200	\$584,800
5-6	Hire and Train a Grants Clerk (p.5-18)	\$20,000	(\$40,000)	(\$40,000)	(\$40,000)	(\$40,000)	(\$140,000)
5-6	Combine the Coordinator, Health Education with Supervisor, Physical Education (p.5-18)	\$0	\$70,900	\$70,900	\$70,900	\$70,900	\$283,600
5-7	Combine Elementary Art and Music (p.5-19)	\$0	\$115,000	\$115,000	\$115,000	\$115,000	\$460,000
5-9	Combine Middle and Secondary Education (p.5-32)	\$0	\$573,500	\$573,500	\$573,500	\$573,500	\$2,294,000
5-15	Run Fee-Based Summer Gifted Program (p.5-47)	\$355,709	\$736,418	\$736,418	\$736,418	\$736,418	\$3,301,381
5-16	Change Title I General Director to Director (p.5-51)	\$0	\$25,872	\$25,872	\$25,872	\$25,872	\$103,488
5-21	Restructure Adult and Community Education (p.5-67)	\$0	\$132,150	\$132,150	\$132,150	\$132,150	\$528,600
5-22	Eliminate Three Secretaries in Vocational Education (p.5-69)	\$0	\$105,000	\$105,000	\$105,000	\$105,000	\$420,000
5-24	Eliminate Department of Special Instructional Services Administration (p.5-76)	(\$40,000)	\$110,400	\$110,400	\$110,400	\$110,400	\$401,600
5-30	Implement Printing Improvements (p.5-91)	\$110,000	\$225,000	\$225,000	\$225,000	\$225,000	\$1,010,000
5-31	Create Central Printing Guide (p.5-93)	\$0	\$0	\$0	\$0	\$0	\$0
Chapter 6: Personnel Management							
6-1	Eliminate Supervisor of Risk Management (p.6-6)	\$85,600	\$85,600	\$85,600	\$85,600	\$85,600	\$428,000
6-2	Eliminate Supervisor of Employee Relations (p.6-7)	\$0	\$85,600	\$85,600	\$85,600	\$85,600	\$342,400
6-3	Eliminate Supervisor of Instructional Personnel (p.6-8)	\$0	\$85,600	\$85,600	\$85,600	\$85,600	\$342,400
6-5	Replace Risk Management Secretary with Clerical Staff (p.6-12)	\$0	\$30,330	\$30,330	\$30,330	\$30,330	\$121,320
6-6	Replace Two Secretarial Positions with Clerical Staff (p.6-13)	\$0	\$2,515	\$2,515	\$2,515	\$2,515	\$10,060
6-8	Develop Personnel Handbook (p.6-16)	\$0	\$0	\$0	\$0	\$0	(\$2,500)

EXHIBIT 16-2 (Continued)
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN HILLSBOROUGH COUNTY

CHAPTER REFERENCE	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
Chapter 7: Community Involvement							
7-7	Reclassify a Supervisor as a Coordinator (p.7-33)	\$0	\$10,300	\$10,300	\$10,300	\$10,300	\$41,200
7-12	Conduct Business Survey (p.7-54)	\$0	\$0	\$0	\$0	\$0	(\$14,000)
7-13	Eliminate Supervisor for District, Publications/ Internal Communications (p.7-59)	\$65,000	\$65,000	\$65,000	\$65,000	\$65,000	\$325,000
Chapter 8: Facilities Use and Management							
8-1	Reorganize Department (p.8-6)	\$0	\$33,000	\$33,000	\$33,000	\$33,000	\$132,000
8-7	Reduce Construction Costs (p.8-28)	\$100,000	\$525,000	\$525,000	\$525,000	\$525,000	\$2,200,000
8-8	Implement Preventive Maintenance (p.8-37)	\$0	\$334,000	\$667,000	\$1,000,000	\$1,300,000	\$3,301,000
8-12	Reduce Custodial Positions (p.8-47)	\$720,000	\$1,440,000	\$1,440,000	\$1,440,000	\$1,440,000	\$6,480,000
8-13	Implement Passive Order System (p.8-53)	\$62,350	\$124,700	\$124,700	\$124,700	\$124,700	\$561,150
8-14	Hire Technical Assistant (p.8-58)	\$0	\$300,000	\$300,000	\$300,000	\$300,000	\$1,200,000
8-15	Hire Conservation Educator and Conserve Energy (p.8-59)	\$0	\$297,200	\$297,200	\$297,200	\$297,200	\$1,188,800
Chapter 9: Asset and Risk Management							
9-3	Consolidate Risk Management and Facilities Compliance Inspection (p.9-17)	\$0	\$42,240	\$42,240	\$42,240	\$42,240	\$168,960
9-4	Explore Lower Cost Health Plan Alternatives (p.9-24)	\$0	(\$15,000)	\$1,896,000	\$1,896,000	\$1,896,000	\$5,673,000
9-6	Eliminate Property Control Manager (p.9-35)	\$0	\$54,740	\$54,740	\$54,740	\$54,740	\$218,960
9-8	Eliminate Property Control Clerk (p.9-38)	\$0	\$38,191	\$38,191	\$38,191	\$38,191	\$152,764
9-12	Obtain Audit Software (p.9-45)	\$0	\$0	\$0	\$0	\$0	(\$4,900)
Chapter 10: Financial Management							
10-11	Eliminate Three Accounts Payable Clerks Positions (p.10-23)	\$0	\$32,800	\$98,400	\$98,400	\$98,400	\$328,000
10-23	Eliminate Two Payroll Clerk Positions (p.10-38)	\$0	\$42,258	\$84,516	\$84,516	\$84,516	\$295,806
10-26	Upgrade the Equipment and Software Systems (p. 10-46)	\$0	(\$35,000)	(\$35,000)	\$0	\$0	(\$70,000)
10-31	Eliminate the Word Processing Unit (p.10-53)	\$0	\$117,365	\$117,365	\$117,365	\$117,365	\$469,460
Chapter 11: Administrative and Instructional Technology							
11-2	Phase Out Data Entry Function (p.11-6)	\$0	\$0	\$163,980	\$163,980	\$163,980	\$491,940
11-4	Hire MIS Support Clerk (p.11-9)	(\$11,000)	(\$26,400)	(\$26,400)	(\$26,400)	(\$26,400)	(\$116,600)
11-9	Acquire Additional Disk Capacity (p.11-20)	(\$75,000)	\$10,000	\$10,000	\$10,000	\$10,000	(\$35,000)

**EXHIBIT 16-2 (Continued)
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN HILLSBOROUGH COUNTY**

CHAPTER REFERENCE	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
Chapter 12: Purchasing and Warehousing							
12-4	Implement Procurement Cards (p.12-9)	\$0	\$14,954	\$14,954	\$14,954	\$14,954	\$59,816
12-5	Combine Databases (p.12-10)	\$0	\$14,953	\$14,953	\$14,953	\$14,953	\$59,812
12-8	Implement New Methods to Distribute RFPs (p.12-15)	\$1,720	\$3,445	\$3,445	\$3,445	\$3,445	\$15,500
12-9	Implement On-line Warehouse Requisition System (p.12-20)	\$0	\$27,236	\$54,472	\$54,472	\$54,472	\$190,652
12-11	Implement Passive Order System (p.12-26)	\$0	\$76,373	\$152,747	\$229,120	\$229,120	\$687,360
12-12	Install Racking System in Warehouse (p.12-28)	(\$128,669)	\$69,322	\$69,322	\$69,322	\$69,322	\$148,619
12-16	Establish Internal Service Fund (p.12-36)	\$311,800	\$623,600	\$623,600	\$623,600	\$623,600	\$2,806,200
Chapter 13: Transportation							
13-1	Use HART Line Passes (p. 13-27)	\$113,000	\$226,000	\$226,000	\$226,000	\$226,000	\$1,017,000
13-2	Charge Courtesy Rider Fees (p. 13-29)	\$0	\$15,600	\$15,600	\$15,600	\$15,600	\$62,400
13-3	Construct Safety Awareness Posters (p.13-31)	(\$650)	(\$1,300)	(\$1,300)	(\$1,300)	(\$1,300)	(\$5,850)
13-9	Eliminate Assistant Director (p.13-53)	\$0	\$88,750	\$88,750	\$88,750	\$88,750	\$355,000
13-11	Implement Electronic Routing System (p.13-60)	\$0	\$873,000	\$873,000	\$873,000	\$873,000	\$3,492,000
13-13	Develop Two Bus Compounds (p.13-69)	\$0	\$179,430	\$179,430	\$494,430	\$494,430	\$1,347,720
13-16	Upgrade SHOP-NET System (p.13-73)	\$0	\$0	\$0	\$0	\$0	\$0
13-17	Implement ASE Certification (p.13-74)	\$0	(\$4,934)	(\$14,802)	(\$24,671)	(\$34,540)	(\$78,947)
Chapter 14: Food Service							
14-1	Increase Student Lunch Participation (p.14-17)	\$0	\$21,600	\$43,200	\$64,800	\$86,400	\$216,000
14-2	Increase Student Breakfast Participation (p.14-22)	\$0	\$11,450	\$22,900	\$34,350	\$45,800	\$114,500
14-3	Reduce Paid Cafeteria Monitors (p.14-24)	\$0	\$410,800	\$410,800	\$410,800	\$410,800	\$1,643,200
14-4	Discontinue Free Lunch for Custodians (p.14-26)	\$61,600	\$61,600	\$61,600	\$61,600	\$61,600	\$308,000
14-5	Discontinue Benefits for Part-Time Food Service Workers (p.14-29)	\$0	\$250,000	\$437,500	\$562,500	\$625,000	\$1,875,000
14-6	Discontinue Credit for Meals (p.14-32)	\$0	\$41,400	\$41,400	\$41,400	\$41,400	\$165,600
14-7	Reduce Use of Disposable Items (p.14-35)	\$0	\$166,500	\$166,500	\$166,500	\$166,500	\$666,000
14-9	Phase Out Use of Leased Warehouse Space (p.14-39)	\$0	\$3,750	\$7,750	\$11,250	\$15,000	\$37,750
14-11	Establish Capital Replacement Reserve (p.14-45)	\$0	(\$87,400)	(\$87,400)	(\$87,400)	(\$87,400)	(\$349,600)
14-15	Reduce Food Costs to 36 Percent of Revenue (p.14-53)	\$404,800	\$404,800	\$404,800	\$404,800	\$404,800	\$2,024,000

**EXHIBIT 16-2 (Continued)
SUMMARY OF POTENTIAL SAVINGS AND COSTS IN HILLSBOROUGH COUNTY**

CHAPTER REFERENCE	Annual (Costs) or Savings/Revenue					Total 5-year (Costs) or Savings	One-Time (Costs) or Savings
	1997-1998	1998-1999	1999-2000	2000-2001	2001-2002		
Chapter 15: Safety and Security							
15-4	Consolidate Security Functions (p.15-13)	\$0	\$82,558	\$82,558	\$82,558	\$82,558	\$330,232
15-5	Eliminate Five Security Officers (p.15-16)	\$114,250	\$114,250	\$114,250	\$114,250	\$114,250	\$571,250
15-6	Increase Salaries for Security Officers (p.15-18)	\$0	(\$53,768)	(\$53,768)	(\$53,768)	(\$53,768)	(\$215,072)
15-7	Install Alarm Panels in Portables in High-risk Areas (p.15-21)	\$0	\$0	\$0	\$0	\$0	\$0
15-8	Install Surveillance Cameras and Eliminate Four Security Officer Positions (p.15-24)	(\$33,000)	\$91,400	\$91,400	\$91,400	\$91,400	\$332,600
TOTAL SAVINGS		\$2,801,669	\$10,925,200	\$13,754,198	\$14,640,121	\$15,039,421	\$57,160,609
TOTAL (COSTS)		(\$288,319)	(\$263,802)	(\$258,670)	(\$233,539)	(\$243,408)	(\$185,770)
TOTAL NET SAVINGS		\$2,513,350	\$10,661,398	\$13,495,528	\$14,406,582	\$14,796,013	\$55,872,871

Total Five-Year Net Savings Minus One-Time Costs	=	\$55,687,101
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**APPENDIX A:
SURVEY INSTRUMENTS**

**PERFORMANCE REVIEW OF THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

DISTRICT ADMINISTRATOR SURVEY

No attempt will be made to identify individual district administrators in this survey. Please mail your completed survey directly to MGT of America by February 3, 1997 as directed on page 7.

PART A:

DIRECTIONS: For items 1-8, please place a check (✓) on the blank line that completes the statement or answers the question. For items 9 and 10, please write in the numbers.

- | | |
|---|--|
| <p>1. I think the overall quality of public education in Hillsborough County School District is:</p> <p>_____ Excellent
_____ Good
_____ Fair
_____ Poor
_____ Don't Know</p> | <p>2. I think the overall quality of education in Hillsborough County School District is:</p> <p>_____ Improving
_____ Staying the Same
_____ Getting Worse
_____ Don't Know</p> |
|---|--|

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

- | | |
|---|---|
| <p>3. In general, what grade would you give the teachers in Hillsborough County School District?</p> <p>_____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know</p> | <p>4. In general, what grade would you give the school-level administrators in Hillsborough County School District?</p> <p>_____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know</p> |
| <p>5. In general, what grade would you give the district-level administrators in the Hillsborough County School District?</p> <p>_____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know</p> | <p>6. In what area of the district office do you work this year?</p> <p>_____ Human Resources
_____ Business Services
_____ Curriculum and Instruction
_____ Student Support Services
_____ Facilities/Transportation
_____ Other (Please categorize)
_____</p> |
| <p>7. I am a:</p> <p>_____ Female _____ Male</p> | <p>9a. How long have you been in your current position in the Hillsborough County School District?</p> <p>_____ Years</p> |
| <p>8. What is your race/ethnic group?</p> <p>_____ White _____ Black
_____ Hispanic _____ Asian
_____ Other</p> | <p>9b. How long have you been in a similar position in the Hillsborough County School District?</p> <p>_____ Years</p> |
| <p>10. How long have you worked in the Hillsborough County School District?</p> <p>_____ Years</p> | |

PART B:

DIRECTIONS: Please indicate whether you strongly agree (SA), agree (A), neither agree or disagree (N), disagree (D), or strongly disagree (SD) with each statement. Please circle the appropriate response (SA, A, N, D, SD) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- | | | | | | | |
|---|----|---|---|---|----|----|
| 1. The emphasis on learning in Hillsborough County School District has increased in recent years. | SA | A | N | D | SD | DK |
| 2. Hillsborough County schools are safe and secure from crime. | SA | A | N | D | SD | DK |
| 3. Our schools do not effectively handle misbehavior problems. | SA | A | N | D | SD | DK |
| 4. Our schools have sufficient space and facilities to support the instructional programs. | SA | A | N | D | SD | DK |
| 5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics. | SA | A | N | D | SD | DK |
| 6. Our schools can be described as "good places to learn." | SA | A | N | D | SD | DK |
| 7. There is administrative support for controlling student behavior in our schools. | SA | A | N | D | SD | DK |
| 8. Most students in our schools are motivated to learn. | SA | A | N | D | SD | DK |
| 9. Lessons are organized to meet students' needs. | SA | A | N | D | SD | DK |
| 10. The curriculum is broad and challenging for most students. | SA | A | N | D | SD | DK |
| 11. There is little a teacher can do to overcome education problems due to a student's home life. | SA | A | N | D | SD | DK |
| 12. Teachers in our schools know the material they teach. | SA | A | N | D | SD | DK |
| 13. Teachers in our schools care about students' needs. | SA | A | N | D | SD | DK |
| 14. Teachers expect students to do their very best. | SA | A | N | D | SD | DK |
| 15. Principals and assistant principals in our schools care about students' needs. | SA | A | N | D | SD | DK |
| 16. In general, parents do not take responsibility for their children's behavior in our schools. | SA | A | N | D | SD | DK |
| 17. Parents in this district are satisfied with the education their children are receiving. | SA | A | N | D | SD | DK |
| 18. Most parents really don't seem to know what goes on in our schools. | SA | A | N | D | SD | DK |
| 19. Parents play an active role in decision-making in my school. | SA | A | N | D | SD | DK |
| 20. This community really cares about its children's education. | SA | A | N | D | SD | DK |
| 21. Taxpayer dollars are being used wisely to support public education in the Hillsborough County School District. | SA | A | N | D | SD | DK |
| 22. Sufficient student services are provided in the Hillsborough County School District (e.g., counseling, speech therapy, health) | SA | A | N | D | SD | DK |
| 23. Site-based management has been implemented effectively in the Hillsborough County School District. | SA | A | N | D | SD | DK |

PART C:

DIRECTIONS: For each item, please indicate whether you feel the Hillsborough County School District situation is excellent (E), good (G), fair (F), or poor (P). Please circle the appropriate response (E, G, F, P) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- | | | | | | |
|---|---|---|---|---|----|
| 1. School board members' knowledge of the educational needs of students in the Hillsborough County School District. | E | G | F | P | DK |
| 2. School board members' knowledge of operations in the Hillsborough County School District. | E | G | F | P | DK |
| 3. School board members' work at setting or revising policies for the Hillsborough County School District. | E | G | F | P | DK |
| 4. The district school superintendents' work as the educational leader of the Hillsborough County School District. | E | G | F | P | DK |
| 5. The district school superintendents' work as the chief administrator (manager) of the Hillsborough County School District. | E | G | F | P | DK |
| 6. Principals' work as the instructional leaders of their schools. | E | G | F | P | DK |
| 7. Principals' work as the managers of the staff and teachers. | E | G | F | P | DK |
| 8. Teachers' work in meeting students' individual learning needs. | E | G | F | P | DK |
| 9. Teachers' work in communicating with parents. | E | G | F | P | DK |
| 10. Teachers' attitudes about their jobs. | E | G | F | P | DK |
| 11. Students' ability to learn. | E | G | F | P | DK |
| 12. The amount of time students spend on task learning in the classroom. | E | G | F | P | DK |
| 13. Parents' efforts in helping their children to do better in school. | E | G | F | P | DK |
| 14. Parents' participation in school activities and organizations. | E | G | F | P | DK |
| 15. How well students' test results are explained to parents. | E | G | F | P | DK |
| 16. The condition in which Hillsborough County School District schools are kept. | E | G | F | P | DK |
| 17. How well relations are maintained with various groups in the community. | E | G | F | P | DK |
| 18. The opportunities provided by the district to improve the skills of teachers. | E | G | F | P | DK |
| 19. The opportunity provided by the district to improve the skills of school administrators. | E | G | F | P | DK |
| 20. The district's job of providing adequate instructional technology. | E | G | F | P | DK |
| 21. The district's use of technology for administrative purposes. | E | G | F | P | DK |

PART D: Work Environment. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I find the Hillsborough County School District to be an exciting, challenging place to work.						
2. The work standards and expectations in the Hillsborough County School District are equal to or above those of most other school districts.						
3. Hillsborough County School District officials enforce high work standards.						
4. Most Hillsborough County School District teachers enforce high student learning standards.						
5. Hillsborough County School District teachers and administrators have excellent working relationships.						
6. <u>Teachers</u> who do not meet expected work standards are disciplined.						
7. <u>Staff</u> who do not meet expected work standards are disciplined.						
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.						
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.						
10. I feel that I have the authority to adequately perform my job responsibilities.						
11. I have adequate facilities in which to conduct my work.						
12. I have adequate equipment and computer support to conduct my work.						
13. The workloads are equitably distributed among teachers and among staff members.						
14. No one knows or cares about the amount or quality of work that I perform.						
15. Workload is evenly distributed.						
16. The failure of Hillsborough County School District officials to enforce high work standards results in poor quality work.						
17. I often observe other teachers and/or staff socializing rather than working while on the job.						

PART E: Job Satisfaction. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I am very satisfied with my job in the Hillsborough County School District.						
2. I plan to make a career in the Hillsborough County School District.						
3. I am actively looking for a job outside of the Hillsborough County School District.						
4. Salary levels in the Hillsborough County School District are competitive.						
5. I feel that my work is appreciated by my supervisor(s).						
6. I feel that I am an integral part of the Hillsborough County School District team.						
7. I feel that there is no future for me in the Hillsborough County School District.						
8. My salary level is adequate for my level of work and experience.						
9. I enjoy working in a culturally diverse environment.						

PART F: Administrative Structure and Practices. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. Most administrative practices in Hillsborough County School District are highly effective and efficient.						
2. Administrative decisions are made quickly and decisively.						
3. Hillsborough County School District administrators are easily accessible and open to input.						
4. Authority for administrative decisions are delegated to the lowest possible level.						
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.						
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.						
7. The extensive committee structure in Hillsborough County School District ensures adequate input from teachers and staff on most important decisions.						
8. Hillsborough County School District has too many committees.						
9. Hillsborough County School District has too many layers of administrators.						
10. Most Hillsborough County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.						
11. Central Office Administrators are responsive to school needs.						
12. Central Office Administrators provide quality service to schools.						

PART G: Hillsborough County School District Operations. Please indicate your opinion of the operations of each of the following district functions by placing an "X" in the appropriate column for each function.

District/Program Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting						
b. Strategic planning						
c. Curriculum planning						
d. Financial management and accounting						
e. Community relations						
f. Program evaluation, research, and assessment						
g. Instructional technology						
h. Pupil accounting						
i. Instructional coordination/supervision						
j. Instructional support						
k. Federal Program (e.g., Chapter I, Special Education) coordination						
l. Personnel recruitment						
m. Personnel selection						
n. Personnel evaluation						
o. Staff development						
p. Data processing						
q. Purchasing						
r. Law enforcement/security						
s. Plant maintenance						
t. Facilities planning						
u. Pupil transportation						
v. Food service						
w. Custodial services						
x. Risk management						
y. Administrative technology						

PART H: General Questions

DIRECTIONS: Please respond to each item as indicated. Please print your comments.

1. The overall operation of the Hillsborough County School District is **(Check [✓] one)**.

- Highly efficient
- Above average in efficiency
- Less efficient than most other school districts
- Don't know

2. The operational efficiency of the Hillsborough County School District could be improved by **(Check [✓] as many as apply)**:

- Offering fewer programs
- Increasing some class sizes
- Increasing teacher workload
- Reducing the number of administrators
- Reducing the number of support staff
- Privatizing some support services
- Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)
- Taking advantage of more regional services
- Reducing the number of facilities operated by the district
- Other (please specify) _____

3. Do you have suggestions to improve the overall efficiency and effectiveness of the management and performance of the Hillsborough County School District? Please attach an additional page or write on back with comments, if needed.

PLEASE RETURN YOUR COMPLETED SURVEY BY FEBRUARY 3, 1997 IN THE ATTACHED POSTAGE-PAID ENVELOPE TO:

**MGT of America, Inc.
Post Office Box 38430
Tallahassee, Florida 32315-9958**

THANK YOU FOR YOUR COOPERATION!

**PERFORMANCE REVIEW OF THE
HILLSBOROUGH COUNTY SCHOOL DISTRICT**

PRINCIPAL SURVEY

No attempt will be made to identify individual principals in this survey. Please mail your completed survey directly to MGT of America by February 3, 1997 as directed on page 7.

PART A:

DIRECTIONS: For items 1-8, please place a check (✓) on the blank line that completes the statement or answers the question. For items 9 and 10, please write in the numbers.

- | | |
|---|--|
| <p>1. I think the overall quality of public education in Hillsborough County School District is:</p> <p>_____ Excellent
_____ Good
_____ Fair
_____ Poor
_____ Don't Know</p> | <p>2. I think the overall quality of education in Hillsborough County School District is:</p> <p>_____ Improving
_____ Staying the Same
_____ Getting Worse
_____ Don't Know</p> |
|---|--|

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

- | | |
|---|--|
| <p>3. In general, what grade would you give the teachers in Hillsborough County School District?</p> <p>_____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know</p> | <p>4. In general, what grade would you give the school-level administrators in Hillsborough County School District?</p> <p>_____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know</p> |
| <p>5. In general, what grade would you give the district-level administrators in the Hillsborough County School District?</p> <p>_____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know</p> | <p>6. In what type of school do you work this year?</p> <p>_____ Elementary School
_____ Junior High/Middle School
_____ High School
_____ District Office
_____ Other (Please categorize)
_____</p> |
| <p>7. I am a:</p> <p>_____ Female _____ Male</p> | <p>8. What is your race/ethnic group?</p> <p>_____ White
_____ Hispanic
_____ Other
_____ Black
_____ Asian</p> |
| <p>9a. How long have you been in your current position in the Hillsborough County School District?</p> <p>_____ Years</p> | <p>10. How long have you worked in the Hillsborough County School District?</p> <p>_____ Years</p> |
| <p>9b. How long have you been in a similar position in the Hillsborough County School District?</p> <p>_____ Years</p> | |

PART B:

DIRECTIONS: Please indicate whether you strongly agree (SA), agree (A), neither agree or disagree (N), disagree (D), or strongly disagree (SD) with each statement. Please circle the appropriate response (SA, A, N, D, SD) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

1. The emphasis on learning in Hillsborough County School District has increased in recent years.	SA	A	N	D	SD	DK
2. Hillsborough County schools are safe and secure from crime.	SA	A	N	D	SD	DK
3. Our schools do not effectively handle misbehavior problems.	SA	A	N	D	SD	DK
4. Our schools have sufficient space and facilities to support the instructional programs.	SA	A	N	D	SD	DK
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	SA	A	N	D	SD	DK
6. Our schools can be described as "good places to learn."	SA	A	N	D	SD	DK
7. There is administrative support for controlling student behavior in our schools.	SA	A	N	D	SD	DK
8. Most students in our schools are motivated to learn.	SA	A	N	D	SD	DK
9. Lessons are organized to meet students' needs.	SA	A	N	D	SD	DK
10. The curriculum is broad and challenging for most students.	SA	A	N	D	SD	DK
11. There is little a teacher can do to overcome education problems due to a student's home life.	SA	A	N	D	SD	DK
12. Teachers in our schools know the material they teach.	SA	A	N	D	SD	DK
13. Teachers in our schools care about students' needs.	SA	A	N	D	SD	DK
14. Teachers expect students to do their very best.	SA	A	N	D	SD	DK
15. Principals and assistant principals in our schools care about students' needs.	SA	A	N	D	SD	DK
16. In general, parents do not take responsibility for their children's behavior in our schools.	SA	A	N	D	SD	DK
17. Parents in this district are satisfied with the education their children are receiving.	SA	A	N	D	SD	DK
18. Most parents really don't seem to know what goes on in our schools.	SA	A	N	D	SD	DK
19. Parents play an active role in decision-making in my school.	SA	A	N	D	SD	DK
20. This community really cares about its children's education.	SA	A	N	D	SD	DK
21. Taxpayer dollars are being used wisely to support public education in the Hillsborough County School District.	SA	A	N	D	SD	DK
22. Sufficient student services are provided in the Hillsborough County School District (e.g., counseling, speech therapy, health)	SA	A	N	D	SD	DK
23. Site-based management has been implemented effectively in the Hillsborough County School District.	SA	A	N	D	SD	DK

PART C:

DIRECTIONS: For each item, please indicate whether you feel the Hillsborough County School District situation is excellent (E), good (G), fair (F), or poor (P). Please circle the appropriate response (E, G, F, P) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- | | | | | | |
|---|---|---|---|---|----|
| 1. School board members' knowledge of the educational needs of students in the Hillsborough County School District. | E | G | F | P | DK |
| 2. School board members' knowledge of operations in the Hillsborough County School District. | E | G | F | P | DK |
| 3. School board members' work at setting or revising policies for the Hillsborough County School District. | E | G | F | P | DK |
| 4. The district school superintendents' work as the educational leader of the Hillsborough County School District. | E | G | F | P | DK |
| 5. The district school superintendents' work as the chief administrator (manager) of the Hillsborough County School District. | E | G | F | P | DK |
| 6. Principals' work as the instructional leaders of their schools. | E | G | F | P | DK |
| 7. Principals' work as the managers of the staff and teachers. | E | G | F | P | DK |
| 8. Teachers' work in meeting students' individual learning needs. | E | G | F | P | DK |
| 9. Teachers' work in communicating with parents. | E | G | F | P | DK |
| 10. Teachers' attitudes about their jobs. | E | G | F | P | DK |
| 11. Students' ability to learn. | E | G | F | P | DK |
| 12. The amount of time students spend on task learning in the classroom. | E | G | F | P | DK |
| 13. Parents' efforts in helping their children to do better in school. | E | G | F | P | DK |
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| 16. The condition in which Hillsborough County School District schools are kept. | E | G | F | P | DK |
| 17. How well relations are maintained with various groups in the community. | E | G | F | P | DK |
| 18. The opportunities provided by the district to improve the skills of teachers. | E | G | F | P | DK |
| 19. The opportunity provided by the district to improve the skills of school administrators. | E | G | F | P | DK |
| 20. The district's job of providing adequate instructional technology. | E | G | F | P | DK |
| 21. The district's use of technology for administrative purposes. | E | G | F | P | DK |

PART D: Work Environment. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

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12. I have adequate equipment and computer support to conduct my work.						
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15. Workload is evenly distributed.						
16. The failure of Hillsborough County School District officials to enforce high work standards results in poor quality work.						
17. I often observe other teachers and/or staff socializing rather than working while on the job.						

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5. I feel that my work is appreciated by my supervisor(s).						
6. I feel that I am an integral part of the Hillsborough County School District team.						
7. I feel that there is no future for me in the Hillsborough County School District.						
8. My salary level is adequate for my level of work and experience.						
9. I enjoy working in a culturally diverse environment.						

PART F: Administrative Structure and Practices. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

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PART G: Hillsborough County School District Operations. Please indicate your opinion of the operations of each of the following district functions by placing an "X" in the appropriate column for each function.

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b. Strategic planning						
c. Curriculum planning						
d. Financial management and accounting						
e. Community relations						
f. Program evaluation, research, and assessment						
g. Instructional technology						
h. Pupil accounting						
i. Instructional coordination/supervision						
j. Instructional support						
k. Federal Program (e.g., Chapter I, Special Education) coordination						
l. Personnel recruitment						
m. Personnel selection						
n. Personnel evaluation						
o. Staff development						
p. Data processing						
q. Purchasing						
r. Law enforcement/security						
s. Plant maintenance						
t. Facilities planning						
u. Transportation						
v. Food service						
w. Custodial services						
x. Risk management						
y. Administrative Technology						

PART H: General Questions

DIRECTIONS: Please respond to each item as indicated. Please print your comments.

1. The overall operation of the Hillsborough County School District is **(Check [✓] one)**.

- Highly efficient
- Above average in efficiency
- Less efficient than most other school districts
- Don't know

2. The operational efficiency of the Hillsborough County School District could be improved by **(Check [✓] as many as apply)**:

- Offering fewer programs
- Increasing some class sizes
- Increasing teacher workload
- Reducing the number of administrators
- Reducing the number of support staff
- Privatizing some support services
- Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)
- Taking advantage of more regional services
- Reducing the number of facilities operated by the district
- Other (please specify) _____

3. Do you have suggestions to improve the overall efficiency and effectiveness of the management and performance of the Hillsborough County School District? Please attach an additional page with comments or write on back, if needed.

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**MGT of America, Inc.
Post Office Box 38430
Tallahassee, Florida 32315-9958**

THANK YOU FOR YOUR COOPERATION!

PERFORMANCE REVIEW OF THE HILLSBOROUGH COUNTY SCHOOL DISTRICT

TEACHER SURVEY

No attempt will be made to identify individual teachers in this survey. Please mail your completed survey directly to MGT of America by February 3, 1997 as directed on page 7.

PART A:

DIRECTIONS: For items 1-9, please place a check (✓) on the blank line that completes the statement or answers the question. For item 10, please write in the number.

1. I think the overall quality of public education in Hillsborough County School District is:
- _____ Excellent
_____ Good
_____ Fair
_____ Poor
_____ Don't Know
2. I think the overall quality of education in Hillsborough County School District is:
- _____ Improving
_____ Staying the Same
_____ Getting Worse
_____ Don't Know

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

3. In general, what grade would you give the teachers in Hillsborough County School District?
- _____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know
4. In general, what grade would you give the school-level administrators in Hillsborough County School District?
- _____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know
5. In general, what grade would you give the district-level administrators in the Hillsborough County School District?
- _____ A
_____ B
_____ C
_____ D
_____ F
_____ Don't Know
6. In what type of school do you teach this year?
- _____ Elementary School
_____ Junior High/Middle School
_____ High School
_____ District Office
_____ Other (Please categorize) _____
7. I am a:
- _____ Female
_____ Male
8. What is your race/ethnic group?
- _____ White
_____ Hispanic
_____ Other
_____ Black
_____ Asian
9. What grade or grades are you teaching this year?
- _____ Pre-K
_____ K
_____ 1
_____ 2
_____ 3
_____ 4
_____ 5
_____ 6
- _____ 7
_____ 8
_____ 9
_____ 10
_____ 11
_____ 12
_____ Adult
10. How long have you taught in the Hillsborough County School District?
- _____ Years

PART B:

DIRECTIONS: Please indicate whether you strongly agree (SA), agree (A), neither agree or disagree (N), disagree (D), or strongly disagree (SD) with each statement. Please circle the appropriate response (SA, A, N, D, SD) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

1. The emphasis on learning in Hillsborough County School District has increased in recent years.	SA	A	N	D	SD	DK
2. Hillsborough County schools are safe and secure from crime.	SA	A	N	D	SD	DK
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5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	SA	A	N	D	SD	DK
6. Our schools can be described as "good places to learn."	SA	A	N	D	SD	DK
7. There is administrative support for controlling student behavior in our schools.	SA	A	N	D	SD	DK
8. Most students in our schools are motivated to learn.	SA	A	N	D	SD	DK
9. Lessons are organized to meet students' needs.	SA	A	N	D	SD	DK
10. The curriculum is broad and challenging for most students.	SA	A	N	D	SD	DK
11. There is little a teacher can do to overcome education problems due to a student's home life.	SA	A	N	D	SD	DK
12. Teachers in our schools know the material they teach.	SA	A	N	D	SD	DK
13. Teachers in our schools care about students' needs.	SA	A	N	D	SD	DK
14. Teachers expect students to do their very best.	SA	A	N	D	SD	DK
15. Principals and assistant principals in our schools care about students' needs.	SA	A	N	D	SD	DK
16. In general, parents do not take responsibility for their children's behavior in our schools.	SA	A	N	D	SD	DK
17. Parents in this district are satisfied with the education their children are receiving.	SA	A	N	D	SD	DK
18. Most parents really don't seem to know what goes on in our schools.	SA	A	N	D	SD	DK
19. Parents play an active role in decision-making in my school.	SA	A	N	D	SD	DK
20. This community really cares about its children's education.	SA	A	N	D	SD	DK
21. Taxpayer dollars are being used wisely to support public education in the Hillsborough County School District.	SA	A	N	D	SD	DK
22. Sufficient student services are provided in the Hillsborough County School District (e.g., counseling, speech therapy, health)	SA	A	N	D	SD	DK
23. Site-based management has been implemented effectively in the Hillsborough County School District.	SA	A	N	D	SD	DK

PART C:

DIRECTIONS: For each item, please indicate whether you feel the Hillsborough County School District situation is excellent (E), good (G), fair (F), or poor (P). Please circle the appropriate response (E, G, F, P) located to the right of each item. If you feel you do not have enough information to give an opinion, circle the don't know (DK) response.

- | | | | | | |
|---|---|---|---|---|----|
| 1. School board members' knowledge of the educational needs of students in the Hillsborough County School District. | E | G | F | P | DK |
| 2. School board members' knowledge of operations in the Hillsborough County School District. | E | G | F | P | DK |
| 3. School board members' work at setting or revising policies for the Hillsborough County School District. | E | G | F | P | DK |
| 4. The district school superintendents' work as the educational leader of the Hillsborough County School District. | E | G | F | P | DK |
| 5. The district school superintendents' work as the chief administrator (manager) of the Hillsborough County School District. | E | G | F | P | DK |
| 6. Principals' work as the instructional leaders of their schools. | E | G | F | P | DK |
| 7. Principals' work as the managers of the staff and teachers. | E | G | F | P | DK |
| 8. Teachers' work in meeting students' individual learning needs. | E | G | F | P | DK |
| 9. Teachers' work in communicating with parents. | E | G | F | P | DK |
| 10. Teachers' attitudes about their jobs. | E | G | F | P | DK |
| 11. Students' ability to learn. | E | G | F | P | DK |
| 12. The amount of time students spend on task learning in the classroom. | E | G | F | P | DK |
| 13. Parents' efforts in helping their children to do better in school. | E | G | F | P | DK |
| 14. Parents' participation in school activities and organizations. | E | G | F | P | DK |
| 15. How well students' test results are explained to parents. | E | G | F | P | DK |
| 16. The condition in which Hillsborough County School District schools are kept. | E | G | F | P | DK |
| 17. How well relations are maintained with various groups in the community. | E | G | F | P | DK |
| 18. The opportunities provided by the district to improve the skills of teachers. | E | G | F | P | DK |
| 19. The opportunity provided by the district to improve the skills of school administrators. | E | G | F | P | DK |
| 20. The district's job of providing adequate instructional technology. | E | G | F | P | DK |
| 21. The district's use of technology for administrative purposes. | E | G | F | P | DK |

PART D: Work Environment. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I find the Hillsborough County School District to be an exciting, challenging place to work.						
2. The work standards and expectations in the Hillsborough County School District are equal to or above those of most other school districts.						
3. Hillsborough County School District officials enforce high work standards.						
4. Most Hillsborough County School District teachers enforce high student learning standards.						
5. Hillsborough County School District teachers and administrators have excellent working relationships.						
6. <u>Teachers</u> who do not meet expected work standards are disciplined.						
7. <u>Staff</u> who do not meet expected work standards are disciplined.						
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.						
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.						
10. I feel that I have the authority to adequately perform my job responsibilities.						
11. I have adequate facilities in which to conduct my work.						
12. I have adequate equipment and computer support to conduct my work.						
13. The workloads are equitably distributed among teachers and among staff members.						
14. No one knows or cares about the amount or quality of work that I perform.						
15. Workload is evenly distributed.						
16. The failure of Hillsborough County School District officials to enforce high work standards results in poor quality work.						
17. I often observe other teachers and/or staff socializing rather than working while on the job.						

PART E: Job Satisfaction. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. I am very satisfied with my job in the Hillsborough County School District.						
2. I plan to make a career in the Hillsborough County School District.						
3. I am actively looking for a job outside of the Hillsborough County School District.						
4. Salary levels in the Hillsborough County School District are competitive.						
5. I feel that my work is appreciated by my supervisor(s).						
6. I feel that I am an integral part of the Hillsborough County School District team.						
7. I feel that there is no future for me in the Hillsborough County School District.						
8. My salary level is adequate for my level of work and experience.						
9. I enjoy working in a culturally diverse environment.						

PART F: Administrative Structure and Practices. Please indicate your level of agreement or disagreement with each statement by placing an "X" in the appropriate column. (Definitions of Columns: SA = Strongly Agree; A = Agree; N = Neutral; D = Disagree; SD = Strongly Disagree; DK = Don't Know).

STATEMENT	SA	A	N	D	SD	DK
1. Most administrative practices in Hillsborough County School District are highly effective and efficient.						
2. Administrative decisions are made quickly and decisively.						
3. Hillsborough County School District administrators are easily accessible and open to input.						
4. Authority for administrative decisions are delegated to the lowest possible level.						
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.						
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.						
7. The extensive committee structure in Hillsborough County School District ensures adequate input from teachers and staff on most important decisions.						
8. Hillsborough County School District has too many committees.						
9. Hillsborough County School District has too many layers of administrators.						
10. Most Hillsborough County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.						
11. Central Office Administrators are responsive to school needs.						
12. Central Office Administrators provide quality service to schools.						

PART G: Hillsborough County School District Operations. Please indicate your opinion of the operations of each of the following district functions by placing an "X" in the appropriate column for each function.

District/Program Function	Should Be Eliminated	Needs Major Improvement	Needs Some Improvement	Adequate	Outstanding	Don't Know
a. Budgeting						
b. Strategic planning						
c. Curriculum planning						
d. Financial management and accounting						
e. Community relations						
f. Program evaluation, research, and assessment						
g. Instructional technology						
h. Pupil accounting						
i. Instructional coordination/supervision						
j. Instructional support						
k. Federal Program (e.g., Chapter I, Special Education) coordination						
l. Personnel recruitment						
m. Personnel selection						
n. Personnel evaluation						
o. Staff development						
p. Data processing						
q. Purchasing						
r. Law enforcement/security						
s. Plant maintenance						
t. Facilities planning						
u. Transportation						
v. Food service						
w. Custodial services						
x. Risk management						
y. Administrative Technology						

PART H: General Questions

DIRECTIONS: Please respond to each item as indicated. Please print your comments.

1. The overall operation of the Hillsborough County School District is **(Check [✓] one)**.

- Highly efficient
- Above average in efficiency
- Less efficient than most other school districts
- Don't know

2. The operational efficiency of the Hillsborough County School District could be improved by **(Check [✓] as many as apply)**:

- Offering fewer programs
- Increasing some class sizes
- Increasing teacher workload
- Reducing the number of administrators
- Reducing the number of support staff
- Privatizing some support services
- Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)
- Taking advantage of more regional services
- Reducing the number of facilities operated by the district
- Other (please specify) _____

3. Do you have suggestions to improve the overall efficiency and effectiveness of the management and performance of the Hillsborough County School District? Please attach an additional page with comments or write on back, if needed.

PLEASE RETURN YOUR COMPLETED SURVEY BY FEBRUARY 3, 1997 IN THE ATTACHED POSTAGE-PAID ENVELOPE TO:

**MGT of America, Inc.
Post Office Box 38430
Tallahassee, Florida 32315-9958**

THANK YOU FOR YOUR COOPERATION!

**APPENDIX B:
SURVEY RESULTS**

PERFORMANCE REVIEW OF HILLSBOROUGH COUNTY SCHOOL DISTRICT

DISTRICT ADMINISTRATOR SURVEY RESULTS (n=137)

PART A:

<p>1. I think the overall quality of public education in Hillsborough County School District is:</p> <table border="0" style="width: 100%;"> <tr><td>Excellent</td><td style="text-align: right;">37%</td></tr> <tr><td>Good</td><td style="text-align: right;">56</td></tr> <tr><td>Fair</td><td style="text-align: right;">5</td></tr> <tr><td>Poor</td><td style="text-align: right;">2</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	Excellent	37%	Good	56	Fair	5	Poor	2	Don't Know	0	<p>2. I think the overall quality of education in Hillsborough County School District is:</p> <table border="0" style="width: 100%;"> <tr><td>Improving</td><td style="text-align: right;">80%</td></tr> <tr><td>Staying the Same</td><td style="text-align: right;">15</td></tr> <tr><td>Getting Worse</td><td style="text-align: right;">6</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	Improving	80%	Staying the Same	15	Getting Worse	6	Don't Know	0
Excellent	37%																		
Good	56																		
Fair	5																		
Poor	2																		
Don't Know	0																		
Improving	80%																		
Staying the Same	15																		
Getting Worse	6																		
Don't Know	0																		

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

<p>3. In general, what grade would you give the teachers in Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">18%</td></tr> <tr><td>B</td><td style="text-align: right;">68</td></tr> <tr><td>C</td><td style="text-align: right;">12</td></tr> <tr><td>D</td><td style="text-align: right;">2</td></tr> <tr><td>F</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	A	18%	B	68	C	12	D	2	F	0	Don't Know	0	<p>4. In general, what grade would you give the school-level administrators in Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">28%</td></tr> <tr><td>B</td><td style="text-align: right;">56</td></tr> <tr><td>C</td><td style="text-align: right;">13</td></tr> <tr><td>D</td><td style="text-align: right;">2</td></tr> <tr><td>F</td><td style="text-align: right;">2</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	A	28%	B	56	C	13	D	2	F	2	Don't Know	0
A	18%																								
B	68																								
C	12																								
D	2																								
F	0																								
Don't Know	0																								
A	28%																								
B	56																								
C	13																								
D	2																								
F	2																								
Don't Know	0																								

<p>5. In general, what grade would you give the district-level administrators in the Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">27%</td></tr> <tr><td>B</td><td style="text-align: right;">57</td></tr> <tr><td>C</td><td style="text-align: right;">11</td></tr> <tr><td>D</td><td style="text-align: right;">3</td></tr> <tr><td>F</td><td style="text-align: right;">2</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	A	27%	B	57	C	11	D	3	F	2	Don't Know	0	<p>6. In what area of the district office do you work this year?</p> <table border="0" style="width: 100%;"> <tr><td>Human Resources</td><td style="text-align: right;">9%</td></tr> <tr><td>Business Services</td><td style="text-align: right;">4</td></tr> <tr><td>Curriculum and Instruction</td><td style="text-align: right;">49</td></tr> <tr><td>Student Support Services</td><td style="text-align: right;">11</td></tr> <tr><td>Facilities/Transportation</td><td style="text-align: right;">5</td></tr> <tr><td>Other</td><td style="text-align: right;">22</td></tr> </table>	Human Resources	9%	Business Services	4	Curriculum and Instruction	49	Student Support Services	11	Facilities/Transportation	5	Other	22
A	27%																								
B	57																								
C	11																								
D	3																								
F	2																								
Don't Know	0																								
Human Resources	9%																								
Business Services	4																								
Curriculum and Instruction	49																								
Student Support Services	11																								
Facilities/Transportation	5																								
Other	22																								

<p>7. I am a:</p> <table border="0" style="width: 100%;"> <tr><td>Female</td><td style="text-align: right;">53%</td></tr> <tr><td>Male</td><td style="text-align: right;">47</td></tr> </table>	Female	53%	Male	47	<p>9a. How long have you been in your current position in the Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>1-5 years</td><td style="text-align: right;">46%</td></tr> <tr><td>6-10</td><td style="text-align: right;">26</td></tr> <tr><td>11-15</td><td style="text-align: right;">14</td></tr> <tr><td>16 to 20 years</td><td style="text-align: right;">10</td></tr> <tr><td>21 years or over</td><td style="text-align: right;">4</td></tr> </table>	1-5 years	46%	6-10	26	11-15	14	16 to 20 years	10	21 years or over	4
Female	53%														
Male	47														
1-5 years	46%														
6-10	26														
11-15	14														
16 to 20 years	10														
21 years or over	4														

<p>8. What is your race/ethnic group?</p> <table border="0" style="width: 100%;"> <tr><td>African American</td><td style="text-align: right;">9%</td></tr> <tr><td>Asian</td><td style="text-align: right;">4</td></tr> <tr><td>Hispanic</td><td style="text-align: right;">2</td></tr> <tr><td>White</td><td style="text-align: right;">85</td></tr> <tr><td>Other</td><td style="text-align: right;">0</td></tr> </table>	African American	9%	Asian	4	Hispanic	2	White	85	Other	0	<p>9b. How long have you been in a similar position in the Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>1-5 years</td><td style="text-align: right;">28%</td></tr> <tr><td>6-10</td><td style="text-align: right;">28</td></tr> <tr><td>11-15</td><td style="text-align: right;">18</td></tr> <tr><td>16 to 20 years</td><td style="text-align: right;">17</td></tr> <tr><td>21 years or over</td><td style="text-align: right;">10</td></tr> </table>	1-5 years	28%	6-10	28	11-15	18	16 to 20 years	17	21 years or over	10
African American	9%																				
Asian	4																				
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White	85																				
Other	0																				
1-5 years	28%																				
6-10	28																				
11-15	18																				
16 to 20 years	17																				
21 years or over	10																				
<p>10. How long have you worked in the Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>1-5 years</td><td style="text-align: right;">6%</td></tr> <tr><td>6-10</td><td style="text-align: right;">3</td></tr> <tr><td>11-15</td><td style="text-align: right;">12</td></tr> <tr><td>16 to 20 years</td><td style="text-align: right;">16</td></tr> <tr><td>21 years or over</td><td style="text-align: right;">64</td></tr> </table>	1-5 years	6%	6-10	3	11-15	12	16 to 20 years	16	21 years or over	64											
1-5 years	6%																				
6-10	3																				
11-15	12																				
16 to 20 years	16																				
21 years or over	64																				

PART B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Hillsborough County School District has increased in recent years.	45	44	3	6	1	2
2. Hillsborough County School District schools are safe and secure from crime.	6	54	20	16	4	0
3. Our schools do not effectively handle misbehavior problems.	4	19	15	45	15	3
4. Our schools have sufficient space and facilities to support the instructional programs.	4	11	5	45	35	1
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	4	20	16	33	22	5
6. Our schools can be described as "good places to learn."	25	64	6	5	0	10
7. There is administrative support for controlling student behavior in our schools.	21	49	13	11	2	3
8. Most students in our schools are motivated to learn.	8	63	13	11	1	4
9. Lessons are organized to meet students' needs.	10	63	10	11	1	7
10. The curriculum is broad and challenging for most students.	18	60	6	12	1	4
11. There is little a teacher can do to overcome education problems due to a student's home life.	6	11	12	45	23	3
12. Teachers in our schools know the material they teach.	10	67	12	9	0	2
13. Teachers in our schools care about students' needs.	20	65	10	2	1	2
14. Teachers expect students to do their very best.	21	59	11	7	1	2
15. Principals and assistant principals in our schools care about students' needs.	30	59	6	0	2	3
16. In general, parents do not take responsibility for their children's behavior in our schools.	10	29	11	42	6	2
17. Parents in this district are satisfied with the education their children are receiving.	4	58	14	17	4	3
18. Most parents really don't seem to know what goes on in our schools.	4	41	10	40	2	2
19. Parents play an active role in decision-making in my school.	6	19	26	12	3	34
20. This community really cares about its children's education.	11	55	10	19	4	0
21. Taxpayer dollars are being used wisely to support public education in Hillsborough County School District.	27	56	3	7	5	2
22. Sufficient student services are provided in Hillsborough County School District (e.g., counseling, speech therapy, health).	10	37	12	24	16	2
23. Site-based management has been implemented effectively in the Hillsborough County School District.	13	44	21	13	4	5

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (see legend)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. School board members' knowledge of the educational needs of students in the Hillsborough County School District.	26	42	24	6	2
2. School board members' knowledge of operations in the Hillsborough County School District.	21	45	25	7	2
3. School board members' work at setting or revising policies for the Hillsborough County School District.	24	45	21	6	4
4. The district school superintendent's work as the instructional leader of the Hillsborough County School District.	49	37	11	2	2
5. The district school superintendent's work as the chief administrator (manager) of the Hillsborough County School District.	53	32	10	4	2
6. Principals' work as the instructional leaders of their schools.	21	53	20	4	2
7. Principals' work as the managers of the staff and teachers.	26	60	10	3	2
8. Teachers' work in meeting students' individual learning needs.	10	61	23	4	2
9. Teachers' work in communicating with parents.	9	42	39	6	4
10. Teachers' attitudes about their jobs.	5	39	48	7	2
11. Students' ability to learn.	15	62	19	0	4
12. The amount of time students spend on task learning in the classroom.	6	51	32	5	6
13. Parents' efforts in helping their children to do better in school.	3	27	54	11	5
14. Parents' participation in school activities and organizations.	2	20	58	17	3
15. How well students' test results are explained to parents.	10	36	36	13	5
16. The condition in which Hillsborough County School District schools are kept.	28	52	15	5	1
17. How well relations are maintained with various groups in the community.	12	51	31	3	3
18. The opportunities provided by the district to improve the skills of teachers.	18	53	24	4	2
19. The opportunity provided by the district to improve the skills of school administrators.	19	50	22	8	1
20. The district's job of providing adequate instructional technology.	5	35	43	15	2
21. The district's use of technology for administrative purposes.	9	44	34	12	2

Legend:

*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find the Hillsborough County School District to be an exciting, challenging place to work.	46	41	4	6	3	0
2. The work standards and expectations in the Hillsborough County School District are equal to or above those of most other school districts.	49	33	5	5	1	7
3. Hillsborough County School District officials enforce high work standards.	36	45	10	5	4	1
4. Most Hillsborough County School District teachers enforce high student learning standards.	15	58	8	13	0	6
5. Hillsborough County School District teachers and administrators have excellent working relationships.	12	51	19	12	4	2
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	4	20	20	37	10	9
7. <u>Staff</u> who do not meet expected work standards are disciplined.	7	31	18	29	10	5
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	2	7	7	38	44	3
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	3	13	12	30	40	2
10. I feel that I have the authority to adequately perform my job responsibilities.	38	47	4	7	4	0
11. I have adequate facilities to do my work.	41	45	6	4	4	0
12. I have adequate equipment and computer support to do my work.	34	39	7	12	7	0
13. The workloads are equitably distributed among teachers and among staff members.	10	31	20	17	9	14
14. No one knows or cares about the amount or quality of work that I perform.	8	5	13	36	37	1
15. Workload is evenly distributed.	7	30	15	33	13	3
16. The failure of Hillsborough County School District officials to enforce high work standards results in poor quality work.	4	9	17	28	40	3
17. I often observe other teachers and/or staff socializing rather than working while on the job.	5	9	12	37	33	4

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in the Hillsborough County School District.	50	30	5	14	2	0
2. I plan to make a career in the Hillsborough County School District.	69	20	5	2	2	2
3. I am actively looking for a job outside of the Hillsborough County School District.	1	3	7	21	68	0
4. Salary levels in the Hillsborough County School District are competitive.	15	43	11	21	10	1
5. I feel that my work is appreciated by my supervisor(s).	39	38	9	8	6	1
6. I am an integral part of the Hillsborough County School District team.	39	33	13	10	5	1
7. There is no future for me in the Hillsborough County School District.	4	4	8	21	63	1
8. My salary level is adequate for my level of work and experience.	19	36	10	23	13	0
9. I enjoy working in a culturally diverse environment.	55	39	5	0	1	0

Legend:

*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Hillsborough County School District are highly effective and efficient.	19	53	13	11	4	0
2. Administrative decisions are made quickly and decisively.	10	32	21	27	10	1
3. Hillsborough County School District administrators are easily accessible and open to input.	22	53	7	12	7	0
4. Authority for administrative decisions are delegated to the lowest possible level.	6	28	16	34	13	2
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	14	45	18	15	4	5
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	10	20	21	35	12	2
7. The extensive committee structure in Hillsborough County School District ensures adequate input from teachers and staff on most important decisions.	14	54	14	10	6	3
8. Hillsborough County School District has too many committees.	17	29	20	26	6	3
9. Hillsborough County School District has too many layers of administrators.	5	6	13	41	34	1
10. Most Hillsborough County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	14	50	12	20	4	0
11. Central Office Administrators are responsive to school needs.	32	52	6	4	4	3
12. Central Office Administrators provide quality service to schools.	33	52	5	4	2	3

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Hillsborough County School District Operations.

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	0	20	31	34	12	3
b. Strategic planning	1	17	27	39	10	7
c. Curriculum planning	1	7	19	41	25	7
d. Financial management and accounting	0	13	24	39	19	6
e. Community relations	1	14	30	37	16	2
f. Program evaluation, research, and assessment	2	6	23	47	19	4
g. Instructional technology	1	21	34	31	8	5
h. Pupil accounting	1	6	10	52	14	16
i. Instructional coordination/supervision	2	4	20	48	19	7
j. Instructional support	1	7	20	46	21	6
k. Federal Program (e.g., Chapter I, Special Education) coordination	4	9	24	34	20	10
l. Personnel recruitment	2	18	22	39	10	10
m. Personnel selection	1	9	29	43	15	4
n. Personnel evaluation	0	13	20	54	12	2
o. Staff development	1	17	21	41	20	1
p. Data processing	1	12	15	48	21	4
q. Purchasing	1	10	16	53	13	7
r. Law enforcement/security	3	4	12	54	20	7
s. Plant maintenance	1	7	15	49	23	4
t. Facilities planning	2	9	15	45	18	12
u. Pupil transportation	0	8	18	42	21	11
v. Food service	1	12	16	49	15	7
w. Custodial services	1	12	24	49	12	2
x. Risk management	3	7	18	53	9	11
y. Administrative technology	2	12	28	42	8	9

PART H: General Questions

1. The overall operation of Hillsborough County School District is:

Highly efficient	17%
Above average in efficiency	75
Less efficient than most other school districts	7
Don't know	1

2. The operational efficiency of Hillsborough County School District could be improved by:

Offering fewer programs	24%
Increasing some class sizes	10
Increasing teacher workload	3
Reducing the number of administrators	8
Reducing the number of support staff	5
Privatizing some support services	52
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	20
Taking advantage of more regional services	19
Reducing the number of facilities operated by the district	5
Other	32

PERFORMANCE REVIEW OF HILLSBOROUGH COUNTY SCHOOL DISTRICT

PRINCIPAL SURVEY RESULTS (n=121)

PART A:

<p>1. I think the overall quality of public education in Hillsborough County School District is:</p> <table border="0" style="width: 100%;"> <tr><td>Excellent</td><td style="text-align: right;">60%</td></tr> <tr><td>Good</td><td style="text-align: right;">38</td></tr> <tr><td>Fair</td><td style="text-align: right;">3</td></tr> <tr><td>Poor</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	Excellent	60%	Good	38	Fair	3	Poor	0	Don't Know	0	<p>2. I think the overall quality of education in Hillsborough County School District is:</p> <table border="0" style="width: 100%;"> <tr><td>Improving</td><td style="text-align: right;">92%</td></tr> <tr><td>Staying the Same</td><td style="text-align: right;">5</td></tr> <tr><td>Getting Worse</td><td style="text-align: right;">2</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">2</td></tr> </table>	Improving	92%	Staying the Same	5	Getting Worse	2	Don't Know	2
Excellent	60%																		
Good	38																		
Fair	3																		
Poor	0																		
Don't Know	0																		
Improving	92%																		
Staying the Same	5																		
Getting Worse	2																		
Don't Know	2																		

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

<p>3. In general, what grade would you give the teachers in Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">37%</td></tr> <tr><td>B</td><td style="text-align: right;">60</td></tr> <tr><td>C</td><td style="text-align: right;">3</td></tr> <tr><td>D</td><td style="text-align: right;">0</td></tr> <tr><td>F</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	A	37%	B	60	C	3	D	0	F	0	Don't Know	0	<p>4. In general, what grade would you give the school-level administrators in Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">44%</td></tr> <tr><td>B</td><td style="text-align: right;">53</td></tr> <tr><td>C</td><td style="text-align: right;">3</td></tr> <tr><td>D</td><td style="text-align: right;">0</td></tr> <tr><td>F</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	A	44%	B	53	C	3	D	0	F	0	Don't Know	0
A	37%																								
B	60																								
C	3																								
D	0																								
F	0																								
Don't Know	0																								
A	44%																								
B	53																								
C	3																								
D	0																								
F	0																								
Don't Know	0																								

<p>5. In general, what grade would you give the district-level administrators in the Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">34%</td></tr> <tr><td>B</td><td style="text-align: right;">51</td></tr> <tr><td>C</td><td style="text-align: right;">12</td></tr> <tr><td>D</td><td style="text-align: right;">3</td></tr> <tr><td>F</td><td style="text-align: right;">1</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	A	34%	B	51	C	12	D	3	F	1	Don't Know	0	<p>6. In what type of school do you work this year?</p> <table border="0" style="width: 100%;"> <tr><td>Elementary School</td><td style="text-align: right;">71%</td></tr> <tr><td>Junior High/Middle School</td><td style="text-align: right;">18</td></tr> <tr><td>High School</td><td style="text-align: right;">12</td></tr> <tr><td>District Office</td><td style="text-align: right;">0</td></tr> <tr><td>Other (Please categorize)</td><td style="text-align: right;">0</td></tr> </table> <p>9a. How long have you been in your current position in Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>1-5 years</td><td style="text-align: right;">50%</td></tr> <tr><td>6-10</td><td style="text-align: right;">29</td></tr> <tr><td>11-15</td><td style="text-align: right;">14</td></tr> <tr><td>16-20</td><td style="text-align: right;">3</td></tr> <tr><td>21 years or more</td><td style="text-align: right;">4</td></tr> </table>	Elementary School	71%	Junior High/Middle School	18	High School	12	District Office	0	Other (Please categorize)	0	1-5 years	50%	6-10	29	11-15	14	16-20	3	21 years or more	4
A	34%																																
B	51																																
C	12																																
D	3																																
F	1																																
Don't Know	0																																
Elementary School	71%																																
Junior High/Middle School	18																																
High School	12																																
District Office	0																																
Other (Please categorize)	0																																
1-5 years	50%																																
6-10	29																																
11-15	14																																
16-20	3																																
21 years or more	4																																

<p>7. I am a:</p> <table border="0" style="width: 100%;"> <tr><td>Female</td><td style="text-align: right;">70%</td></tr> <tr><td>Male</td><td style="text-align: right;">30</td></tr> </table>	Female	70%	Male	30	<p>9b. How long have you been in a similar position in the Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>1-5 years</td><td style="text-align: right;">23%</td></tr> <tr><td>6-10</td><td style="text-align: right;">33</td></tr> <tr><td>11-15</td><td style="text-align: right;">24</td></tr> <tr><td>16-20</td><td style="text-align: right;">14</td></tr> <tr><td>21 years or more</td><td style="text-align: right;">6</td></tr> </table>	1-5 years	23%	6-10	33	11-15	24	16-20	14	21 years or more	6
Female	70%														
Male	30														
1-5 years	23%														
6-10	33														
11-15	24														
16-20	14														
21 years or more	6														

<p>8. What is your race/ethnic group?</p> <table border="0" style="width: 100%;"> <tr><td>African American</td><td style="text-align: right;">13%</td></tr> <tr><td>Asian</td><td style="text-align: right;">0</td></tr> <tr><td>Hispanic</td><td style="text-align: right;">13</td></tr> <tr><td>White</td><td style="text-align: right;">73</td></tr> <tr><td>Other</td><td style="text-align: right;">2</td></tr> </table>	African American	13%	Asian	0	Hispanic	13	White	73	Other	2	<p>9b. How long have you been in a similar position in the Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>1-5 years</td><td style="text-align: right;">23%</td></tr> <tr><td>6-10</td><td style="text-align: right;">33</td></tr> <tr><td>11-15</td><td style="text-align: right;">24</td></tr> <tr><td>16-20</td><td style="text-align: right;">14</td></tr> <tr><td>21 years or more</td><td style="text-align: right;">6</td></tr> </table>	1-5 years	23%	6-10	33	11-15	24	16-20	14	21 years or more	6
African American	13%																				
Asian	0																				
Hispanic	13																				
White	73																				
Other	2																				
1-5 years	23%																				
6-10	33																				
11-15	24																				
16-20	14																				
21 years or more	6																				

<p>10. How long have you worked in Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>1-5 years</td><td style="text-align: right;">1%</td></tr> <tr><td>6-10</td><td style="text-align: right;">2</td></tr> <tr><td>11-15</td><td style="text-align: right;">4</td></tr> <tr><td>16-20</td><td style="text-align: right;">18</td></tr> <tr><td>21 years or more</td><td style="text-align: right;">75</td></tr> </table>	1-5 years	1%	6-10	2	11-15	4	16-20	18	21 years or more	75	
1-5 years	1%										
6-10	2										
11-15	4										
16-20	18										
21 years or more	75										

PART B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Hillsborough County School District has increased in recent years.	75	22	3	1	0	0
2. Hillsborough County School District schools are safe and secure from crime.	12	68	11	7	3	0
3. Our schools do not effectively handle misbehavior problems.	3	12	7	48	30	0
4. Our schools have sufficient space and facilities to support the instructional programs.	1	15	13	43	29	0
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	3	9	6	50	32	0
6. Our schools can be described as "good places to learn."	45	54	1	1	0	0
7. There is administrative support for controlling student behavior in our schools.	51	41	3	3	1	1
8. Most students in our schools are motivated to learn.	16	63	9	11	1	0
9. Lessons are organized to meet students' needs.	13	82	3	2	0	0
10. The curriculum is broad and challenging for most students.	22	72	3	1	1	1
11. There is little a teacher can do to overcome education problems due to a student's home life.	6	17	9	53	15	0
12. Teachers in our schools know the material they teach.	35	63	2	1	0	0
13. Teachers in our schools care about students' needs.	49	48	3	1	0	0
14. Teachers expect students to do their very best.	43	53	4	1	0	0
15. Principals and assistant principals in our schools care about students' needs.	69	30	0	1	0	0
16. In general, parents do not take responsibility for their children's behavior in our schools.	11	23	13	45	8	0
17. Parents in this district are satisfied with the education their children are receiving.	5	69	17	7	0	3
18. Most parents really don't seem to know what goes on in our schools.	7	30	15	39	8	2
19. Parents play an active role in decision-making in my school.	16	56	15	13	1	0
20. This community really cares about its children's education.	22	51	15	9	3	0
21. Taxpayer dollars are being used wisely to support public education in the Hillsborough County School District.	22	61	8	5	3	2
22. Sufficient student services are provided in the Hillsborough County School District (e.g., counseling, speech therapy, health).	11	21	8	35	25	1
23. Site-based management has been implemented effectively in the Hillsborough County School District.	23	56	8	10	3	1

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (see legend)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. School board members' knowledge of the educational needs of students in the Hillsborough County School District.	23	56	17	3	1
2. School board members' knowledge of operations in the Hillsborough County School District.	20	57	19	4	0
3. School board members' work at setting or revising policies for the Hillsborough County School District.	25	61	13	2	0
4. The district school superintendent's work as the instructional leader of the Hillsborough County School District.	66	30	2	3	0
5. The district school superintendent's work as the chief administrator (manager) of the Hillsborough County School District.	68	29	2	2	0
6. Principal's work as the instructional leaders of their schools.	55	40	4	1	0
7. Principal's work as the managers of the staff and teachers.	67	30	3	0	0
8. Teachers' work in meeting students' individual learning needs.	31	58	9	2	0
9. Teachers' work in communicating with parents.	25	61	11	3	0
10. Teachers' attitudes about their jobs.	18	61	19	3	0
11. Students' ability to learn.	15	66	18	1	0
12. The amount of time students spend on task learning in the classroom.	14	61	23	2	0
13. Parents' efforts in helping their children to do better in school.	4	29	58	8	1
14. Parents' participation in school activities and organizations.	9	25	49	16	1
15. How well students' test results are explained to parents.	17	43	37	3	0
16. The condition in which Hillsborough County School District schools are kept.	21	62	13	4	1
17. How well relations are maintained with various groups in the community.	16	67	13	2	3
18. The opportunities provided by the district to improve the skills of teachers.	41	43	13	3	0
19. The opportunity provided by the district to improve the skills of school administrators.	42	44	10	4	0
20. The district's job of providing adequate instructional technology.	9	36	39	15	1
21. The district's use of technology for administrative purposes.	14	51	27	8	1

Legend:

*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find the Hillsborough County School District to be an exciting, challenging place to work.	58	40	1	1	1	0
2. The work standards and expectations in Hillsborough County School District are equal to or above those of most other school districts.	66	25	5	1	1	3
3. Hillsborough County School District officials enforce high work standards.	50	39	7	4	1	0
4. Most Hillsborough County School District teachers enforce high student learning standards.	30	60	7	3	1	0
5. Hillsborough County School District teachers and administrators have excellent working relationships.	29	55	12	2	1	2
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	5	44	17	31	3	0
7. <u>Staff</u> who do not meet expected work standards are disciplined.	5	55	17	21	2	1
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	2	6	7	30	54	1
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	2	15	10	27	46	1
10. I feel that I have the authority to adequately perform my job responsibilities.	43	43	7	6	2	0
11. I have adequate facilities to conduct my work.	35	43	5	11	7	0
12. I have adequate equipment and computer support to conduct my work.	21	35	10	24	9	0
13. The workloads are equitably distributed among teachers and among staff members.	21	57	8	11	3	0
14. No one knows or cares about the amount or quality of work that I perform.	4	7	8	41	40	1
15. Workload is evenly distributed.	10	46	18	21	3	2
16. The failure of Hillsborough County School District officials to enforce high work standards results in poor quality work.	3	13	10	32	38	3
17. I often observe other teachers and/or staff socializing rather than working while on the job.	1	8	7	43	42	0

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in the Hillsborough County School District.	58	33	5	2	2	0
2. I plan to make a career in the Hillsborough County School District.	75	21	2	1	1	1
3. I am actively looking for a job outside of the Hillsborough County School District.	0	1	3	14	83	0
4. Salary levels in the Hillsborough County School District are competitive.	6	29	12	36	15	3
5. I feel that my work is appreciated by my supervisor(s).	39	43	10	5	3	1
6. I feel that I am an integral part of the Hillsborough County School District team.	45	35	13	4	3	0
7. I feel that there is no future for me in the Hillsborough County School District.	3	1	3	24	68	1
8. My salary level is adequate for my level of work and experience.	4	32	12	31	22	0
9. I enjoy working in a culturally diverse environment.	58	39	1	2	0	0

Legend:

*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Hillsborough County School District are highly effective and efficient.	28	61	4	7	1	0
2. Administrative decisions are made quickly and decisively.	18	53	20	9	1	0
3. Hillsborough County School District administrators are easily accessible and open to input.	29	53	8	8	2	0
4. Authority for administrative decisions are delegated to the lowest possible level.	6	40	18	24	8	4
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	28	59	6	5	2	1
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	5	26	15	44	8	3
7. The extensive committee structure in Hillsborough County School District ensures adequate input from teachers and staff on most important decisions.	20	57	8	9	5	1
8. Hillsborough County School District has too many committees.	11	22	29	29	8	2
9. Hillsborough County School District has too many layers of administrators.	3	15	14	47	20	9
10. Most Hillsborough County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	11	66	9	10	3	1
11. Central Office Administrators are responsive to school needs.	21	58	11	8	3	0
12. Central Office Administrators provide quality service to schools.	19	58	13	8	3	0

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Hillsborough County School District Operations.

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	0	4	40	36	19	2
b. Strategic planning	0	7	26	39	20	8
c. Curriculum planning	0	4	13	44	40	0
d. Financial management and accounting	0	2	25	48	22	4
e. Community relations	0	7	29	39	25	0
f. Program evaluation, research, and assessment	0	2	17	60	20	2
g. Instructional technology	0	17	31	33	17	1
h. Pupil accounting	0	2	13	58	24	3
i. Instructional coordination/supervision	0	4	21	43	32	0
j. Instructional support	0	5	19	35	40	0
k. Federal Program (e.g., Chapter I, Special Education) coordination	1	9	14	37	24	15
l. Personnel recruitment	0	10	34	42	14	1
m. Personnel selection	0	6	17	58	18	1
n. Personnel evaluation	0	10	24	53	13	0
o. Staff development	1	2	19	46	32	0
p. Data processing	0	3	10	51	36	1
q. Purchasing	0	4	20	54	20	2
r. Law enforcement/security	0	2	14	55	28	2
s. Plant maintenance	0	17	31	39	11	1
t. Facilities planning	0	10	30	41	11	8
u. Pupil transportation	0	13	38	39	8	3
v. Food service	0	22	36	30	12	1
w. Custodial services	0	17	37	34	11	1
x. Risk management	0	3	17	58	17	5
y. Administrative Technology	0	11	24	49	12	4

PART H: General Questions

1. The overall operation of Hillsborough County School District is:

Highly efficient	28%
Above average in efficiency	65
Less efficient than most other school districts	4
Don't know	3

2. The operational efficiency of Hillsborough County School District could be improved by:

Offering fewer programs	19%
Increasing some class sizes	7
Increasing teacher workload	2
Reducing the number of administrators	7
Reducing the number of support staff	24
Privatizing some support services	47
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	15
Taking advantage of more regional services	17
Reducing the number of facilities operated by the district	8
Other	19

PERFORMANCE REVIEW OF HILLSBOROUGH COUNTY SCHOOL DISTRICT

TEACHER SURVEY RESULTS (n=349)

PART A:

<p>1. I think the overall quality of public education in Hillsborough County School District as:</p> <table border="0" style="width: 100%;"> <tr><td>Excellent</td><td style="text-align: right;">12%</td></tr> <tr><td>Good</td><td style="text-align: right;">59</td></tr> <tr><td>Fair</td><td style="text-align: right;">25</td></tr> <tr><td>Poor</td><td style="text-align: right;">4</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">0</td></tr> </table>	Excellent	12%	Good	59	Fair	25	Poor	4	Don't Know	0	<p>2. I think the overall quality of education in Hillsborough County School District is:</p> <table border="0" style="width: 100%;"> <tr><td>Improving</td><td style="text-align: right;">49%</td></tr> <tr><td>Staying the Same</td><td style="text-align: right;">32</td></tr> <tr><td>Getting Worse</td><td style="text-align: right;">17</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">2</td></tr> </table>	Improving	49%	Staying the Same	32	Getting Worse	17	Don't Know	2
Excellent	12%																		
Good	59																		
Fair	25																		
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Getting Worse	17																		
Don't Know	2																		

Students are often given the grades A, B, C, D and F to denote the quality of their work. Suppose teachers and administrators were graded the same way.

<p>3. In general, what grade would you give the teachers in Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">24%</td></tr> <tr><td>B</td><td style="text-align: right;">58</td></tr> <tr><td>C</td><td style="text-align: right;">15</td></tr> <tr><td>D</td><td style="text-align: right;">1</td></tr> <tr><td>F</td><td style="text-align: right;">0</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">2</td></tr> </table>	A	24%	B	58	C	15	D	1	F	0	Don't Know	2	<p>4. In general, what grade would you give the school-level administrators in Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">16%</td></tr> <tr><td>B</td><td style="text-align: right;">42</td></tr> <tr><td>C</td><td style="text-align: right;">26</td></tr> <tr><td>D</td><td style="text-align: right;">12</td></tr> <tr><td>F</td><td style="text-align: right;">2</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">3</td></tr> </table>	A	16%	B	42	C	26	D	12	F	2	Don't Know	3
A	24%																								
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A	16%																								
B	42																								
C	26																								
D	12																								
F	2																								
Don't Know	3																								

<p>5. In general, what grade would you give the district-level administrators in the Hillsborough County School District?</p> <table border="0" style="width: 100%;"> <tr><td>A</td><td style="text-align: right;">7%</td></tr> <tr><td>B</td><td style="text-align: right;">26</td></tr> <tr><td>C</td><td style="text-align: right;">39</td></tr> <tr><td>D</td><td style="text-align: right;">16</td></tr> <tr><td>F</td><td style="text-align: right;">6</td></tr> <tr><td>Don't Know</td><td style="text-align: right;">6</td></tr> </table>	A	7%	B	26	C	39	D	16	F	6	Don't Know	6	<p>6. In what type of school do you work this year?</p> <table border="0" style="width: 100%;"> <tr><td>Elementary School</td><td style="text-align: right;">58%</td></tr> <tr><td>Junior High/Middle School</td><td style="text-align: right;">23</td></tr> <tr><td>High School</td><td style="text-align: right;">17</td></tr> <tr><td>Other (Please categorize)</td><td style="text-align: right;">2</td></tr> </table>	Elementary School	58%	Junior High/Middle School	23	High School	17	Other (Please categorize)	2
A	7%																				
B	26																				
C	39																				
D	16																				
F	6																				
Don't Know	6																				
Elementary School	58%																				
Junior High/Middle School	23																				
High School	17																				
Other (Please categorize)	2																				

<p>7. I am a:</p> <table border="0" style="width: 100%;"> <tr><td>Female</td><td style="text-align: right;">84%</td></tr> <tr><td>Male</td><td style="text-align: right;">16</td></tr> </table>	Female	84%	Male	16	<p>9. What grade or grades are you teaching this year?</p> <table border="0" style="width: 100%;"> <tr><td>Pre-K</td><td style="text-align: right;">5%</td><td style="text-align: right;">7</td><td style="text-align: right;">10%</td></tr> <tr><td>K</td><td style="text-align: right;">18</td><td style="text-align: right;">8</td><td style="text-align: right;">14</td></tr> <tr><td>1</td><td style="text-align: right;">18</td><td style="text-align: right;">9</td><td style="text-align: right;">15</td></tr> <tr><td>2</td><td style="text-align: right;">19</td><td style="text-align: right;">10</td><td style="text-align: right;">14</td></tr> <tr><td>3</td><td style="text-align: right;">24</td><td style="text-align: right;">11</td><td style="text-align: right;">14</td></tr> <tr><td>4</td><td style="text-align: right;">23</td><td style="text-align: right;">12</td><td style="text-align: right;">15</td></tr> <tr><td>5</td><td style="text-align: right;">24</td><td style="text-align: right;">Adult</td><td style="text-align: right;">3</td></tr> <tr><td>6</td><td style="text-align: right;">19</td><td></td><td></td></tr> </table>	Pre-K	5%	7	10%	K	18	8	14	1	18	9	15	2	19	10	14	3	24	11	14	4	23	12	15	5	24	Adult	3	6	19		
Female	84%																																				
Male	16																																				
Pre-K	5%	7	10%																																		
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2	19	10	14																																		
3	24	11	14																																		
4	23	12	15																																		
5	24	Adult	3																																		
6	19																																				

8. What is your race/ethnic group?

African American	7%
Asian	1
Hispanic	6
White	86
Other	1

10. How long have you taught in Hillsborough County School District?

1-5 years	30%
6-10	24
11-15	16
16-20	10
21 years or more	21

PART B:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (SEE LEGEND)*					
	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. The emphasis on learning in Hillsborough County School District has increased in recent years.	20	48	13	11	4	4
2. Hillsborough County School District schools are safe and secure from crime.	2	29	14	41	12	1
3. Our schools do not effectively handle misbehavior problems.	25	35	10	23	7	0
4. Our schools have sufficient space and facilities to support the instructional programs.	1	12	4	39	44	0
5. Our schools do not have the materials and supplies necessary for instruction in basic skills programs such as writing and mathematics.	12	27	13	34	10	4
6. Our schools can be described as "good places to learn."	12	55	17	14	2	0
7. There is administrative support for controlling student behavior in our schools.	10	40	14	25	11	0
8. Most students in our schools are motivated to learn.	6	45	11	31	7	1
9. Lessons are organized to meet students' needs.	14	67	11	6	1	1
10. The curriculum is broad and challenging for most students.	13	61	11	13	1	1
11. There is little a teacher can do to overcome education problems due to a student's home life.	10	32	15	33	9	1
12. Teachers in our schools know the material they teach.	26	62	6	4	1	1
13. Teachers in our schools care about students' needs.	33	57	6	4	1	0
14. Teachers expect students to do their very best.	36	49	7	7	1	0
15. Principals and assistant principals in our schools care about students' needs.	23	58	10	6	2	1
16. In general, parents do not take responsibility for their children's behavior in our schools.	24	37	18	19	2	0
17. Parents in this district are satisfied with the education their children are receiving.	3	41	26	20	3	7
18. Most parents really don't seem to know what goes on in our schools.	15	50	14	17	2	2
19. Parents play an active role in decision-making in my school.	9	35	20	24	9	2
20. This community really cares about its children's education.	13	35	21	22	7	1
21. Taxpayer dollars are being used wisely to support public education in the Hillsborough County School District.	3	18	15	34	27	4
22. Sufficient student services are provided in the Hillsborough County School District (e.g., counseling, speech therapy, health).	9	29	7	26	28	1
23. Site-based management has been implemented effectively in the Hillsborough County School District.	6	35	17	22	11	8

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART C:

STATEMENTS ON SURVEY INSTRUMENT	CATEGORY (see legend)				
	E (%)	G (%)	F (%)	P (%)	DK (%)
1. School board members' knowledge of the educational needs of students in the Hillsborough County School District.	5	29	40	19	7
2. School board members' knowledge of operations in the Hillsborough County School District.	6	33	38	15	8
3. School board members' work at setting or revising policies for the Hillsborough County School District.	6	28	38	17	11
4. The district school superintendent's work as the instructional leader of the Hillsborough County School District.	13	42	22	9	14
5. The district school superintendent's work as the chief administrator (manager) of the Hillsborough County School District.	12	42	24	6	16
6. Principal's work as the instructional leaders of their schools.	18	41	27	13	1
7. Principal's work as the managers of the staff and teachers.	23	45	21	10	1
8. Teachers' work in meeting students' individual learning needs.	21	56	21	2	0
9. Teachers' work in communicating with parents.	21	53	22	3	1
10. Teachers' attitudes about their jobs.	10	36	42	12	1
11. Students' ability to learn.	8	54	33	4	1
12. The amount of time students spend on task learning in the classroom.	7	43	35	14	0
13. Parents' efforts in helping their children to do better in school.	1	15	50	33	1
14. Parents' participation in school activities and organizations.	4	14	44	37	1
15. How well students' test results are explained to parents.	7	43	29	14	7
16. The condition in which Hillsborough County School District schools are kept.	8	36	41	14	1
17. How well relations are maintained with various groups in the community.	6	44	33	6	11
18. The opportunities provided by the district to improve the skills of teachers.	19	49	23	9	0
19. The opportunity provided by the district to improve the skills of school administrators.	6	26	14	10	44
20. The district's job of providing adequate instructional technology.	7	35	34	21	3
21. The district's use of technology for administrative purposes.	6	38	19	8	28

Legend:

*E = Excellent, G = Good, F = Fair, P = Poor, DK = Don't Know

PART D: Work Environment.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I find the Hillsborough County School District to be an exciting, challenging place to work.	17	48	21	10	4	0
2. The work standards and expectations in the Hillsborough County School District are equal to or above those of most other school districts.	16	36	12	14	4	19
3. Hillsborough County School District officials enforce high work standards.	14	41	19	18	5	3
4. Most Hillsborough County School District teachers enforce high student learning standards.	19	58	13	8	1	3
5. Hillsborough County School District teachers and administrators have excellent working relationships.	7	34	30	19	7	4
6. <u>Teachers</u> who do not meet expected work standards are disciplined.	3	15	12	32	22	17
7. <u>Staff</u> who do not meet expected work standards are disciplined.	3	16	14	30	19	18
8. <u>Teacher</u> promotions and pay increases are based upon individual performance.	1	4	4	26	62	4
9. <u>Staff</u> promotions and pay increases are based upon individual productivity.	1	4	7	24	43	22
10. I feel that I have the authority to adequately perform my job responsibilities.	30	48	8	9	4	0
11. I have adequate facilities to do my work.	21	48	9	14	9	0
12. I have adequate equipment and computer support to do my work.	14	34	7	26	18	0
13. The workloads are equitably distributed among teachers and among staff members.	8	39	10	24	19	1
14. No one knows or cares about the amount or quality of work that I perform.	11	17	17	38	17	1
15. Workload is evenly distributed.	6	31	16	26	18	3
16. The failure of Hillsborough County School District officials to enforce high work standards results in poor quality work.	9	26	23	25	9	8
17. I often observe other teachers and/or staff socializing rather than working while on the job.	5	17	15	39	23	2

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART E: Job Satisfaction.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. I am very satisfied with my job in Hillsborough County School District.	25	44	15	12	4	0
2. I plan to make a career in Hillsborough County School District.	37	40	12	3	4	4
3. I am actively looking for a job outside of Hillsborough County School District.	3	4	14	26	52	1
4. Salary levels in Hillsborough County School District are competitive.	2	10	9	35	40	5
5. My supervisor(s) appreciates my work.	19	43	12	12	12	2
6. I am an integral part of the Hillsborough County School District team.	14	40	22	16	9	0
7. There is no future for me in the Hillsborough County School District.	2	9	16	29	41	3
8. My salary level is adequate for my level of work and experience.	1	5	7	30	55	2
9. I enjoy working in a culturally diverse environment.	36	49	12	1	1	0

Legend:

*SA = Strongly Agree A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART F: Administrative Structure and Practices.

STATEMENT	SA (%)	A (%)	N (%)	D (%)	SD (%)	DK (%)
1. Most administrative practices in Hillsborough County School District are highly effective and efficient.	3	29	21	29	12	6
2. Administrative decisions are made quickly and decisively.	4	27	22	30	10	6
3. Hillsborough County School District administrators are easily accessible and open to input.	4	24	20	31	14	7
4. Authority for administrative decisions is delegated to the lowest possible level.	1	12	23	18	9	37
5. Teachers and staff are empowered with sufficient authority to effectively perform their responsibilities.	4	47	18	21	10	1
6. Major bottlenecks exist in many administrative processes which cause unnecessary time delays.	18	40	14	12	3	13
7. The extensive committee structure in Hillsborough County School District ensures adequate input from teachers and staff on most important decisions.	2	23	20	29	17	10
8. Hillsborough County School District has too many committees.	23	35	16	10	1	16
9. Hillsborough County School District has too many layers of administrators.	40	39	9	6	1	6
10. Most Hillsborough County School District administrative processes (e.g., purchasing, travel requests, leave applications, personnel, etc.) are highly efficient and responsive.	4	27	22	18	11	18
11. Central Office Administrators are responsive to school needs.	2	20	23	23	13	20
12. Central Office Administrators provide quality service to schools.	2	20	25	24	11	19

Legend:

*SA = Strongly Agree, A = Agree, N = Neither Agree/Disagree, D = Disagree, SD = Strongly Disagree, DK = Don't Know

PART G: Hillsborough County School District Operations.

District/Program Function	Should Be Eliminated (%)	Needs Major Improvement (%)	Needs Some Improvement (%)	Adequate (%)	Outstanding (%)	Don't Know (%)
a. Budgeting	1	53	28	8	0	11
b. Strategic planning	2	25	33	14	1	25
c. Curriculum planning	2	21	35	32	6	5
d. Financial management and accounting	1	40	28	12	1	18
e. Community relations	1	17	35	37	5	5
f. Program evaluation, research, and assessment	3	17	25	36	3	16
g. Instructional technology	0	31	30	27	6	6
h. Pupil accounting	2	9	21	38	6	24
i. Instructional coordination/supervision	3	13	30	38	6	11
j. Instructional support	3	20	30	37	6	5
k. Federal Program (e.g., Chapter I, Special Education) coordination	3	19	22	29	5	23
l. Personnel recruitment	4	16	18	33	2	28
m. Personnel selection	1	18	24	39	3	16
n. Personnel evaluation	1	19	27	44	3	7
o. Staff development	2	12	26	44	11	6
p. Data processing	0	5	12	46	11	26
q. Purchasing	1	18	20	28	2	31
r. Law enforcement/security	0	18	28	38	4	13
s. Plant maintenance	0	20	25	36	6	13
t. Facilities planning	1	24	25	25	2	24
u. Pupil transportation	2	16	20	40	3	20
v. Food service	2	28	27	34	4	5
w. Custodial services	0	21	35	33	8	4
x. Risk management	1	8	17	32	2	40
y. Administrative technology	1	12	22	28	1	37

PART H: General Questions

1. The overall operation of Hillsborough County School District is:

Highly efficient	4%
Above average in efficiency	45
Less efficient than most other school districts	35
Don't know	16

2. The operational efficiency of Hillsborough County School District could be improved by:

Offering fewer programs	15%
Increasing some class sizes	3
Increasing teacher workload	1
Reducing the number of administrators	58
Reducing the number of support staff	20
Privatizing some support services	35
Joining with other districts to provide joint services (e.g., transportation, purchasing, maintenance, etc.)	21
Taking advantage of more regional services	24
Reducing the number of facilities operated by the district	13
Other	30



Action Plans

If the Hillsborough County School Board agrees by a majority plus one vote to implement the action plans in this Appendix, the district could meet the best practices within two years and receive the seal of Best Financial Management from the State Board of Education.

Management Structures

Action Plan 3-5

Phase Out Two Senior Management Positions	
Strategy	The district phases out two senior management positions.
Action Needed	<p>Step 1: If a senior management position becomes vacant, the superintendent assigns responsibilities to other senior managers and eliminates the position.</p> <p>Step 2: As management positions are eliminated, the superintendent eliminates secretarial positions and reassigns staff to other vacancies.</p> <p>Step 3: The superintendent monitors the implementation of the organizational changes and evaluates annually.</p>
Who is Responsible	Superintendent
Time Frame	July 2002 through June 2004
Fiscal Impact	<p>This recommendation will save the district the salaries of two senior management positions. The average salary of the deputy and assistant superintendents is \$109,431 plus benefits of 27.65%, for a total of \$139,688 per year per position, so \$279,376 for two positions. The district would also save the salaries of their secretaries, approximately \$30,000 each, plus benefits of 27.65%, for an annual savings of \$76,590 each year. Upon full implementation, the total annual savings will be \$355,966. Depending on the timing of when the two management positions can be eliminated, over five years the district could save a total of \$1,779,830. Other expenses relating to travel, training and supplies have been excluded for conservatism.</p>

Publish information to demonstrate cost savings that result once a reorganization has been implemented	
Strategy	The district publishes resulting staffing ratios or other information to demonstrate any cost savings that result once a reorganization has been implemented
Action Needed	<p>Step 1: The superintendent directs staff to track staffing ratios and other information that will demonstrate cost savings as soon as the board approves a reorganization plan.</p> <p>Step 2: As implementation of the reorganization proceeds, the superintendent compiles the staffing ratios and other information that demonstrates costs savings resulting from the reorganization.</p> <p>Step 3: The superintendent presents the compiled information to the board and the public on a quarterly basis.</p>
Who is Responsible	Superintendent
Time Frame	June 2002 and ongoing
Fiscal Impact	This recommendation can be completed with existing resources.

Action Plans

Incorporate Analysis of Span of Control into the Annual Review of Strategic Plan

Strategy	The district incorporates analysis of span of control into its annual review of the strategic plan and formally presents the results to the board.
Action Needed	Step 1: The superintendent directs the director of the Department of Assessment, Accountability and Evaluation to incorporate an analysis of span of control into its annual review of the strategic plan. Step 2: The director of the Department of Assessment, Accountability and Evaluation incorporates analysis of span of control into the annual review of the strategic plan. Step 3: The revised annual review is presented to the board.
Who is Responsible	Superintendent and director of the Department of Assessment, Accountability and Evaluation
Time Frame	June 2003 and ongoing
Fiscal Impact	This recommendation can be completed with existing resources.

Action Plan 3-6

Publish Staff Ratios and Other Information to Demonstrate Cost Savings of Reorganizations

Strategy	The district publishes staffing ratios or other information to demonstrate any cost savings that result once reorganizations have been implemented.
Action Needed	Step 1: The superintendent assigns a staff person to research and calculate staffing ratios and any other costs savings resulting from the most recent district reorganization. Step 2: The superintendent reviews this documentation and places it on a board meeting agenda. Step 3: The board reviews the information and releases it to the public. Step 4: The superintendent includes publication of documentation of costs savings in all future reorganizations.
Who is Responsible	Superintendent
Time Frame	January 2003 and ongoing
Fiscal Impact	This recommendation can be completed with existing resources.

Action Plan 3-8

Make All Principals Aware of Flexibility in Staffing Formulas

Strategy	Develop a district policy to make all principals aware of flexibility in staffing formulas so that principals can more effectively address the specific staffing needs of their individual schools
Action Needed	Step 1: The superintendent assigns a staff person to draft a policy to make all principals aware of flexibility in staffing formulas. Step 2: The superintendent presents the policy to the board for approval. Step 3: The superintendent ensures that training regarding principals' authority over school staffing decisions is included as part of principals' annual training requirements. Step 4: The superintendent includes staffing flexibility in the principals' job description.
Who is Responsible	Superintendent
Time Frame	August 2002
Fiscal Impact	This recommendation can be completed with existing resources.

Implement Site-Based Budgeting	
Strategy	The district formally adopts and implements site-based budgeting. A document describing all the elements and decision rules of this program should be developed and submitted to the board for approval. While training on the concepts of site-based budgeting is already underway, additional training related to the specific elements of Hillsborough's program should be conducted.
Action Needed	<p>Step 1: The superintendent finalizes a site-based budgeting program for the district and presents it to the board for approval.</p> <p>Step 2: The board adopts site-based budgeting.</p> <p>Step 3: The assistant superintendent for Human Resources oversees the development of training materials and the implementation of training programs for the new site-based budgeting program.</p> <p>Step 4: The assistant superintendent for Human Resources modifies the job descriptions of the principals and area directors, and other related handbooks, to reflect new responsibilities in site-base budgeting.</p> <p>Step 5: The assistant superintendent for Business and Technology Information Services and the assistant superintendent of Administration monitor the progress of implementation and identify additional training needs.</p> <p>Step 6: The superintendent reports progress of site-based budgeting to the board on an annual basis.</p>
Who is Responsible	Superintendent and budget director
Time Frame	April 2003
Fiscal Impact	This recommendation can be completed with existing resources.

Performance Accountability System

Action Plan 4-1

Develop Measurable Goals for All Operational Areas.	
Strategy	Develop measurable goals for all operational areas.
Action Needed	<p>Step 1: The superintendent's cabinet defines operational areas and programs. Major programs may include programs in the following operational areas:</p> <ul style="list-style-type: none"> • Facilities Construction • Facilities Maintenance • Human Resources • Technology • Financial Management • Risk Management • Transportation • Food Services • Community Involvement <p>Step 2: The cabinet evaluates current program goals and considers the degree of specificity needed to support accountability.</p>

Action Plans

	<p>Step 3: The superintendent and cabinet identify measurable goals for each operational area, using existing goal statements and historical performance statistics. Goal statements should reflect the intent of each program, support school-based needs, provide a context for major program initiatives and activities, and clearly support goals and objectives developed at the district level and other administrative levels.</p> <p>Step 4: District management and the board evaluate performance of operational areas against goals in developing and adopting budgets for these areas.</p>
Who Is Responsible	Superintendent
Time Frame	July 2002 through December 2002
Fiscal Impact	This can be completed with existing resources.

Enhance Strategic Plan Strategies Relating to Efficiency

Strategy	Include more specific sub-goals and strategies to achieve efficiency under Goal 6 in the Strategic Plan.
Action Needed	<p>Step 1: The cabinet reviews goals of operational programs and decides which major goals to include in the strategic plan as sub-goals. Five-year targets and interim annual targets should be developed.</p> <p>Step 2: The superintendent reports annual progress against stated goals for operational areas as part of its annual evaluation process of the Strategic Plan.</p>
Who Is Responsible	Superintendent
Time Frame	July 2002, and ongoing review concurrent with Strategic Plan evaluation
Fiscal Impact	This can be completed with existing resources.

Include Progress Toward District Goals In Senior Management Evaluations

Strategy	Include progress toward district goals in senior management evaluations.
Action Needed	<p>Step 1: Include specific, measurable goals in annual formative evaluation of each position responsible for the applicable goal.</p> <p>Step 2: Include progress against goals in annual summative evaluation of each position responsible for the applicable goal and take corrective action.</p> <p>Step 3: Use objective measurements to hold managers and supervisors accountable for performance.</p>
Who Is Responsible	Assistant Superintendent for Human Resources
Time Frame	Annually, concurrent with annual performance evaluations
Fiscal Impact	This can be completed with existing resources.

Action Plan 4-2

Develop Performance Measures for Operational Programs

Strategy	Develop a standard set of performance measures for operational programs
Action Needed	<p>Step 1: The assistant superintendents under Instructional Support inventory and evaluate alternative performance measures that measure the effectiveness of operational programs.</p> <ul style="list-style-type: none">• Refer to Exhibit 4-12 as a starting point for the development of effectiveness measures for operational programs.• Include program staff for input and assistance.• Clearly define each measure and its use.• Include input and feedback from stakeholders such as parents, community members and appropriate selected district employees.

- Identify detailed input and outcome measures and indicators of effectiveness. Focus on desired results as opposed to activities.
- Step 2: The assistant superintendent of Business and Information Technology Services evaluates performance measure needs against actual data tracked by the district’s information systems, and determines the feasibility of alternative data collection methods. For each performance measure, identify the following:
- Who will collect the data?
 - What is the source of the data?
 - In what format is the data needed?
 - How often should the data be collected?
 - What factors need to be considered in ensuring comparability of data to prior years or benchmarks?
- Step 3: The assistant superintendents under Instructional Support formally adopt effectiveness measures for each operational area that support measurement against stated goals and other attributes of effectiveness.

Who Is Responsible	Deputy Superintendent of Instructional Support, or designee
Time Frame	July 2002 – October 2002
Fiscal Impact	This can be completed with existing resources.

Develop Cost-Efficiency Measures for Operational and Instructional Programs

Strategy	Develop cost-efficiency measures for each operational and instructional program.
Action Needed	<p>Step 1: The assistant superintendents identify and evaluate alternative performance measures that measure the efficiency of instructional and operational programs.</p> <ul style="list-style-type: none"> • Refer to Exhibit 4-13 as a starting point for developing efficiency measures. • Include program staff for input and assistance in identifying additional measures. • Include input and feedback from stakeholders such as parents, community members and appropriate selected district employees. • Clearly define each measure and its use. • Identify detailed input and outcome measures and indicators of efficiency. Focus on desired results as opposed to activities. • Identify how efficiency measures link to the budget and measures in the strategic plan. <p>Step 2: The assistant superintendent of Business and Information Technology Services evaluates performance measure needs against actual data tracked by the district’s information systems, and determines the feasibility of alternative data collection methods. For each performance measure, identify the following:</p> <ul style="list-style-type: none"> • Who will collect the data? • What is the source of the data? • In what format is the data needed? • How often should the data be collected? • What factors need to be considered in ensuring comparability of data to prior years or benchmarks?

Action Plans

	Step 3: The assistant superintendents formally adopt performance measures for each operational area that support measurement against stated goals and other attributes of efficiency.
Who Is Responsible	Deputy Superintendent of Instructional Support, or designee
Time Frame	July 2002 – October 2002
Fiscal Impact	This can be completed with existing resources.

Analyze Cost-Efficiency Measures

Strategy	Analyze each cost-efficiency measure using trend analysis and where applicable, comparative analysis with peer districts, state averages or industry standards.
Action Needed	Step 1: The assistant superintendent of Business and Technology Services prepares reports showing trend and other comparative data for each cost-efficiency measure. Step 2: Department heads review cost-efficiency reports and evaluate favorable and unfavorable variances. Results are also reviewed in the context of prior cost-saving efforts and the resulting impact on efficiency. Step 3: Department heads provide written explanations of cost-efficiency trends and comparative analyses and review with applicable assistant superintendent. Step 4: Steps to improve efficiency are identified and evaluated by department heads.
Who Is Responsible	Assistant Superintendent of Business and Technology Services
Time Frame	October 2002 through February 2003, and annually thereafter
Fiscal Impact	This can be completed with existing resources.

Report Major Performance and Cost-Efficiency Information to the Board

Strategy	Report key performance and cost-efficiency measurement data for all instructional and operational programs to the board. Further, individual departments and operational programs should have program level documents that identify the appropriate performance measures, measurable outcomes and strategies for achieving those outcomes.
Action Needed	Step 1: From the performance measures developed, the superintendent's cabinet selects a subset of performance and cost efficiency measures that should be reported annually to the superintendent and the board. Step 2: The board annually reviews the types of performance measures reported to them and evaluates whether they are sufficient to support the board decisions.
Who Is Responsible	Superintendent
Time Frame	January 2003
Fiscal Impact	This can be completed with existing resources.

Action Plan 4-3

Explore Alternative Delivery Systems

Strategy	Develop a formal program to periodically review major functions for outside contracting.
Action Needed	Step 1: The superintendent's cabinet lists all programs or functions that should be considered on a routine basis for outsourcing. This list should include those areas that are currently outsourced. Programs and functions that should be considered include: <ul style="list-style-type: none">• Alternative education programs• Testing• Training

	<ul style="list-style-type: none"> • Printing and copying • Legal services • Custodial services • All maintenance trades • Computer maintenance • Payroll • Transportation • Food services
	<p>Step 2: On a cycle basis, the Division of Business and Information Technology Services conducts analyses every three years comparing in-house performance and cost to a contracted approach. These analyses should include a cost analysis, performance analysis, risk analysis, vendor analysis, and a recommended action.</p> <p>Step 3: The program leaders review the outsourcing information and analysis.</p> <p>Step 4: The finalized recommendations are submitted to the cabinet for review and approval, and those approved are submitted to the board.</p> <p>Step 5: If the board agrees with the decision to pursue, the superintendent's cabinet assigns responsibility for developing Requests for Bids or Requests for Proposals.</p>
Who is Responsible	Assistant Superintendent of Business and Information Technology Services
Time Frame	November 2002
Fiscal Impact	This can be completed with existing resources.

Conduct Follow-up Studies on Cost-saving Initiatives

Strategy	Conduct follow-up studies on all cost-saving initiatives to ensure that intended savings have been achieved.
Action Needed	<p>Step 1: The Division of Business and Information Technology Services identifies the most recent 20 cost saving measures that have staffing implications. This includes all recent reorganizations.</p> <p>Step 2: For each cost-saving measure implemented, the Internal Auditor calculates actual savings in terms of dollar amounts saved and confirm that staff productivity ratios have improved.</p> <p>Step 3: The director of Internal Auditing reports to the Superintendent any exceptions where cost-saving measures have not been fully implemented or realized intended savings.</p>
Who is Responsible	Director of Internal Auditing
Time Frame	December 2002
Fiscal Impact	This can be completed with existing resources.

Action Plan 4-4

Assess Cost-efficiency for All Instructional and Operational Programs

Strategy	Conduct annual assessments of cost-efficiency for all instructional and operational programs.
Action Needed	<p>Step 1: The Department of Assessment, Accountability and Evaluation incorporate efficiency analysis into its regular assessment of academic programs. This analysis will include, where applicable</p> <ul style="list-style-type: none"> • pupil-teacher ratios • pupil-aide ratios

Action Plans

	<ul style="list-style-type: none"> • comparative cost analysis of alternative programs addressing the same program goal • analysis of incremental, or additional cost per student as a result of implementing the strategy
	Step 2: The assistant superintendent of Business and Information Technology Services conducts periodic assessments of cost-efficiency for all operational programs. Trend and benchmark analyses are performed as part of the assessment.
	Step 3: District management uses the results of cost-efficiency assessments to identify cost-saving opportunities.
Who is Responsible	Department of Assessment, Accountability and Evaluation and Assistant Superintendent of Business and Information Technology Services
Time Frame	April 2003
Fiscal Impact	This can be completed with existing resources.

Conduct Formal Evaluations of Operational Programs

Strategy	Conduct formal evaluations of performance of all operational programs.
Action Needed	<p>Step 1: The district should adopt a formal evaluation model for operational programs. This model should contain the following features:</p> <ul style="list-style-type: none"> • Adequate planning which involves obtaining and understanding of the program, defining evaluation objectives, and planning how evaluation objectives can be met, as well as considering criteria for assessing performance, and staffing. • Assessing legal and regulatory requirements, including the detection of abuse or illegal acts. • Assessing the internal control environment, including segregation of duties, adequate checks and balance, safeguarding of assets and accuracy of data. • Collecting sufficient, reliable evidence to support reasonable conclusions and judgments. • Maintaining the evaluator’s work papers and other supporting documents used in the evaluation. <p>Step 2: A suggested model is presented in the action plan below:</p> <p>Step 3: The Superintendent identifies all operational programs to be subject to a formal evaluation and determines how often the evaluations should take place. The superintendent’s cabinet develops an evaluation plan for operational programs and presents to the board for approval. To ensure that the evaluation plan is realistic, district management should consider several factors:</p> <ul style="list-style-type: none"> • staff resources needed and available for in-house evaluations • staff resources needed and available for managing outsourced evaluations • financial resources available to conduct outsourced evaluations <p>Step 4: Conduct formal evaluations against the evaluation plan and submit evaluation reports to the superintendent and the board. Data collected should include information on:</p> <ul style="list-style-type: none"> • Past problems and planned changes • Program goals and objectives • Performance measures and benchmarks • Program delivery information

- Organization structure and responsibilities
- Program financial resources
- Program staffing resources
- Data sources, and the reliability of data
- Customers of the operational program
- Major risks facing the program

Laws, regulations and policies that affect the operational area

Step 5: Evaluators collect and analyze data to draw conclusions. In addition to analysis of data, interviews should be conducted to explain and corroborate data. Analysis of trend and benchmark variances should include investigation of factors that may contribute to variances, such as changes in program scope, changes in law, or changes in account codes. Benchmark comparisons need to include an analysis of comparability of the underlying programs to ensure that a comparison is valid.

Step 6: Evaluators develop findings and recommendations and prepare a written report. To maximize the usefulness of the formal evaluation report, the findings should include discussion of the following elements:

- Criteria – “what should be” – provides standards or expectations for program performance.
- Condition – “what is” – specifies the extent to which current program goals and objectives are being achieved.
 - Cause – “why it happened” – lists events, factors and reasons that led to current program conditions.
 - Effect – “difference between what is and what should be” – describes the impact of the condition identified, in terms of its affect on performance, efficiency or compliance.
 - Recommendations – should include specific suggestions for improvement, including a five-year fiscal impact resulting from implementation of the recommendation.
- District management and the board use the results to modify operational program goals and objectives and identify alternatives to improve efficiency and effectiveness. Exemplary programs should be commended in the report.

Who is Responsible	Superintendent
Time Frame	April 2003
Fiscal Impact	This can be completed with existing resources.

Action Plan 4-5

Publish Performance and Cost-efficiency Data for Operational Programs	
Strategy	Publish five-year trend of major performance and cost-efficiency measures for operational programs on the web site, and provide comparative analyses where appropriate.
Action Needed	Step 1: The assistant superintendent for Business and Technology Services identifies the key measures of cost-efficiency from each operational area, and includes trend and applicable benchmark statistics on the web site.
Who is Responsible	Assistant Superintendent for Business and Technology Services
Time Frame	October 2003
Fiscal Impact	This can be completed with existing resources.

Additional Performance Measures for ESE Programs on the Website	
Strategy	Provide additional performance measures for exceptional student education (ESE) programs on the web site.
Action Needed	<p>Step 1: The assistant superintendent for Instruction identifies additional performance measures for ESE to include on the district's web site. The following measures should be considered:</p> <ul style="list-style-type: none"> • Pupil-teacher ratio • Percentage of program enrollment to total student population • Program enrollment by ethnicity • Program cost per student • Program enrollment by instructional arrangement <p>Step 2: The Department of Business and Technology Services validates and publishes the additional ESE performance measures on the district web site.</p>
Who is Responsible	Assistant Superintendent for Instruction
Time Frame	October 2003
Fiscal Impact	This can be completed with existing resources.

Publish Cost-efficiency Data for Instructional Programs	
Strategy	Publish five-year trend of cost-efficiency measures for major instructional programs on the web site.
Action Needed	<p>Step 1: The assistant superintendent for Instruction identifies additional performance measures for ESE to include on the district's web site. The following measures should be considered:</p> <ul style="list-style-type: none"> • Pupil-teacher ratio, by school • Pupil-aide ratio, by school • Number of secondary classes with enrollment less than 10 students, by school • Instructional cost per student, by school • Special revenue funds per student, by school • Program enrollment by instructional arrangement <p>Step 2: The Department of Business and Technology Services validates and publishes the additional ESE performance measures on the district web site.</p>
Who is Responsible	Assistant Superintendent for Instruction
Time Frame	October 2003
Fiscal Impact	This can be completed with existing resources.

Update Questions on the Climate Survey	
Strategy	Supplement the climate survey to include questions about performance and cost-efficiency of instructional and operational programs.
Action Needed	<p>Step 1: The Department of Assessment, Accountability and Evaluation incorporates additional questions into the climate survey addressing perceptions of efficiency.</p> <p>Step 2: Results of surveys are tracked against actual efficiency performance, and alternate means of communicating cost-efficiency to the public is considered.</p>
Who is Responsible	Department of Assessment, Accountability and Evaluation
Time Frame	April 2002
Fiscal Impact	This can be completed with existing resources.

Include Key Performance and Cost-efficiency Measures in the Annual Report

Strategy	Include key performance and cost efficiency measures in the Annual Report to the Community.
Action Needed	Step 1: The superintendent identifies the major cost-efficiency measures for the school district to include in the Annual Report to the Community.
Who is Responsible	Superintendent
Time Frame	November 2003
Fiscal Impact	This can be completed with existing resources.

Educational Service Delivery

Action Plan 5-2

Increase Monitoring of Disciplinary Procedures for ESE Students

Strategy	Review discipline data for ESE students on a more frequent schedule and continue training teachers and administrators on effective prevention and response to discipline problems of ESE students
Action Needed	<p>Step 1: Schedule data review every 60 days.</p> <p>Step 2: Analyze data for trends (by area, school, grade level, type of offense, etc.)</p> <p>Step 3: Analyze data to determine impact on restrictiveness of placements for ESE students.</p> <p>Step 4: Plan and provide additional training for teachers and administrators as needed.</p> <p>Step 5: Summarize data and training in annual report to Assistant Superintendent of Instruction.</p>
Who Is Responsible	Director of Exceptional Student Education
Time Frame	August 1, 2002
Fiscal Impact	This recommendation can be completed with existing resources.

Increase Timeliness of Assessments of ESE Students and Reduce “non-qualifying” referrals

Strategy	Appoint a special task force, review current assessment data, review options/solutions available, and implement a comprehensive long-term plan.
Action Needed	<p>Step 1: Appoint a task force composed of staff from the ESE department, psychological services, social work, guidance counseling, health services, and instruction.</p> <p>Step 2: Review the status of assessments and referrals by area and by school to identify areas needing improvement.</p> <p>Step 3: Review options for reducing pending assessments and non-qualifying referrals.</p> <ul style="list-style-type: none"> • Reallocate assessment resources during the summer and early fall, so that as many assessments as possible are completed before the October reporting date. • Implement a process for the regular review staffing formulas for and productivity of assessment staff to maximize productivity. • Continue to train and support general education teachers and administrators in the pre-referral process as well as strategies for individualizing instruction, so that fewer students are referred for assessment that are unlikely to qualify for special education services. <p>Step 4: Write a comprehensive three-year plan to reduce the number of pending and non-qualifying referrals.</p> <p>Step 5: Design a method of evaluation to determine the success of the plan.</p> <p>Step 6: Evaluate progress annually and at the end of three years.</p>
Who Is Responsible	Assistant Superintendent of Supportive Services.

Action Plans

Time Frame	August 1, 2002, with annual reviews for next three years.
Fiscal Impact	<p>Depending on annual legislative appropriations, implementing this recommendation may result in additional revenue for the district. Special education students in Florida are provided additional state funding and federal funding through the Individuals with Disabilities Education Act (IDEA). Pending referrals at the time of the October survey represent potential loss revenue for the district. Reducing the time between referrals and assessments will reduce the number of pending referrals.</p> <p>Impact on State Funding</p> <ul style="list-style-type: none"> According to current formula for districts' ESE guaranteed allocation, the School District of Hillsborough County received \$66,430,478 for 2001-02. At the beginning of the 2000-01 school year the district had 1,147 ESE referrals pending, an estimated 344 of which did not qualify for ESE services. The district's 2001-02 guaranteed ESE allocation for 2001-02 would have increased by \$357,613 if these students had been identified prior to the October FTE survey count (assumes an additional 0.5 FTE funding for the 344 non-identified ESE students). <p>Impact on Funding from the Federal Government (IDEA funds)</p> <ul style="list-style-type: none"> According to the Florida Department of Education the federal entitlement per special education student for the School District of Hillsborough County for the 2000-2001 school year was \$638. The district would have received an additional \$219,472 in federal funds (344 pending referrals that qualified for ESE services X \$638). <p>The increase in total district funding for ESE students (Levels 1-3) would have been approximately \$577,000 if all qualified pending referrals had been identified. Actual revenue increases will depend on annual legislative appropriations and federal funding.</p> <p>Fiscal Impact for Reducing Non-Qualifying Referrals</p> <p>Non-qualifying referrals cost the district approximately \$928,800 in 2000-01 (\$360 per assessment X 2,580 non-qualifying referrals). If the district reduces its rate of non-qualifying referrals from 43% to 25% over the next five years, the district could save as much as \$388,800 annually. Actual savings will depend on the growth in the number of ESE students over the next 5 years.</p>

Increase impact of ESE reviews by ensuring implementation of recommendations.	
Strategy	Formalize district procedures for dissemination and implementation of recommendations from specific ESE program reviews.
Action Needed	<p>Step 1: Draft a plan for dissemination of ESE program reviews that includes: list of recipients, date of distribution, method of ensuring review, and procedures for receiving feedback.</p> <p>Step 2: Draft an action plan for implementation of recommendations provided in each program review, including goals, objectives, projected cost and cost-benefit, persons responsible, indicators of completion, and dates of implementation.</p> <p>Step 3: Review progress of implementation at regular intervals, at least annually.</p>
Who Is Responsible	Director of Assessment, Accountability, and Evaluation Director of Exceptional Student Education
Time Frame	August 1, 2002
Fiscal Impact	This recommendation can be completed with existing resources.

Administrative and Instructional Technology

Action Plan 6-2

Develop and Implement an Assessment Tool for Technical Support Services	
Strategy	Develop and implement a systematic assessment tool that annually measures technical support services throughout the district.
Action Needed	Step 1: Assign an individual to guide the development of a systematic assessment tool for technical support services. Step 2: Develop a systematic assessment tool. Step 3: Distribute the assessment to all levels of schools and users. Step 4: Collect and compile the results. Step 5: Use the first assessment as a benchmark to establish a base for technical support services. Step 6: Annually measure technical support services.
Who Is Responsible	Director of Technology Services
Time Frame	First phase by January 2003; annually after the first phase
Fiscal Impact	This recommendation can be completed with existing resources.

Action Plan 6-3

Measure the Size and Impact of Technology Support	
Strategy	Explore how existing or planned information systems can be used to gather data to measure school-based technology support effort and cost.
Action Needed	Step 1: Identify the data necessary to track school-based technology support costs. Step 2: Examine current systems such as payroll or time tracking to see if they could be adapted to collect necessary data. Step 3: Examine planned systems such as the Call Center Management System to see if they could be adapted to collect necessary data.
Who Is Responsible	Director, Technology Services
Time Frame	By December 2002
Fiscal Impact	This recommendation can be completed with existing resources.

Action Plan 6-4

Complete Professional Development Profiles for Administrative and Support Personnel	
Strategy	Use the assessment survey and professional development profile of instructional personnel as a model to deliver technology-related professional development for administrative and support personnel.
Action Needed	Step 1: Develop a survey instrument for assessing the skill levels for administrative and support personnel. Step 2: Administer the survey throughout the district. Step 3: Generate professional development profiles for administrative and support personnel. Step 4: Distribute the survey results and profiles. Step 5: Develop training strategies aligned with identified skills. Step 6: Deliver the training to the administrative and support personnel using the instructional personnel model.
Who Is Responsible	Training Services and Support Supervisor
Time Frame	By April 2003
Fiscal Impact	This recommendation can be completed with existing resources.

Action Plans

Action Plan 6-6

Formalize Procedures for Unconnected Program Level Databases	
Strategy	Formalize procedures to control any unconnected program level databases.
Action Needed	Step 1: Assistant Superintendent for Business & Information Technology Services assigns an individual to develop procedures for the district to control any unconnected program-level databases. Step 2: Assigned individual develops written procedures to control unconnected program-level databases including but not limited to areas such as data reliability and security. Step 3: Distributes the procedures to all administrators of identified unconnected databases. Step 4: Publishes the procedures on the district's web site.
Who Is Responsible	Assistant Superintendent for Business & Information Technology Services
Time Frame	By December 2002
Fiscal Impact	This recommendation can be completed with existing resources.

Provide Training for Developers and Users of Unconnected Program Level Databases	
Strategy	Makes sure that the people who are developing these databases and their users are properly trained.
Action Needed	Step 1: Training & Support Supervisor selects appropriate training courses for the identified unconnected database developers and users. Step 2: Users and developers attend training
Who Is Responsible	Assistant Superintendent for Business & Information Technology Services
Time Frame	By December 2002
Fiscal Impact	This recommendation can be completed with existing resources.

Personnel Systems and Benefits

Action Plan 7-2

Collect Turnover Information for Hard to Fill Positions	
Strategy	Develop a process to collect and evaluate turnover information on all major groups of employees in hard to fill positions.
Action Needed	Step 1: The general director of Employee Relations develops criteria to determine hard to fill positions based upon quantifiable analysis of vacancies and information provided by non-instructional administrators. Step 2: The general director of Employee Relations identifies all major groups of employees in hard to fill positions including supervisory and technical positions. Step 3: The general director of Human Resources develops exit interview questions designed to determine reasons for leaving and any job related problems that contributed to the decision. Step 4: The general director of Human Resources implements a process to conduct and document exit interviews with all employees leaving specified positions. Step 5: The general director of Employee Relations includes representative positions in an annual salary survey of public and private sector employers. Step 6: The general director of Employee Relations distributes the results of the survey to all non-instructional administrators and solicits feedback and suggestions.

	Step 7: The Human Resources Department staff analyzes the responses from the salary surveys and exit interviews and administrators comments to determine how the district might alter its salary schedules or hiring practices to better fill these vacancies.
	Step 8: The general director of Human Resources develops recommendations to address any non-salary identified needs based upon the results of the exit interviews and administrator comments.
	Step 9: The general director of Employee Relations develops recommendations to address any identified needs based upon the results of the survey.
	Step 10: The assistant superintendent of Human Resources includes these recommendations in the development of new salary schedules and changes in hiring practices.
Who Is Responsible	General Director of Employee Relations
Time Frame	June 2002
Fiscal Impact	This recommendation can be completed with existing resources.

Include Recruitment and Retention of Non-Instructional Personnel in the Human Resources Division

Strategy	Expand Human Resources Division’s role and responsibilities to include monitoring of recruiting and retention efforts for non-instructional personnel.
Action Needed	Step 1: The general director of Human Resources modifies the appropriate supervisor’s of job description to reflect additional duties. Step 2: The supervisor identifies the information needed to effectively monitor recruiting and retention efforts in each major non-instructional group of positions such as bus drivers, student nutrition workers and custodians. Step 3: The supervisor develops a process to gather this information on a timely basis, primarily using information from the new finance and human resources system. Step 4: The supervisor analyzes and reports information to the general director of Human Resources and the assistant superintendent of Human Resources on a quarterly basis for the first year and twice a year on a continuing basis.
Who Is Responsible	Assistant Superintendent of Human Resources
Time Frame	November 2002
Fiscal Impact	This recommendation can be completed with existing resources.

Identify and Address Needs Indicated by Teacher Exit Interviews

Strategy	Identify and address needs determined by analysis of teacher exit information.
Action Needed	Step 1: The general director of Human Resources revises the reporting timeline to match that of the state. Step 2: The general director of Human Resources expands the in district exit interview process to include exit interviews for all non-instructional staff. Step 3: The general director of Human Resources reconciles the two reports on an annual basis to ensure accuracy of reporting Step 4: The general director of Human Resources analyzes exit information to determine opportunities for improvement of the district or individual schools in retention of teachers, using both internal and state information. Step 5: The general director of Human Resources determines if corrective action is needed and develops recommendations to address these needs. Step 6: The general director of Human Resources reports the results of the analysis to the assistant superintendent of Human Resources and as appropriate to the superintendent and the board. Step 7: The assistant superintendent of Human Resources develops an action plan to implement approved recommendations.

Action Plans

	Step 8: The general director of Human Resources continues to analyze exit information annually.
Who Is Responsible	Assistant Superintendent of Human Resources
Time Frame	October 2002
Fiscal Impact	This recommendation can be completed with existing resources.

Analyze Internal Equity of Major Classes of Positions

Strategy	Develop a process to periodically review and evaluate the internal equity of positions in the district.
Action Needed	<p>Step 1: The general director of Employee Relations, using information from instructional and non-instructional administrators, prepares a prioritized plan to analyze the internal equity of major positions in the district over three to five years.</p> <p>Step 2: The general director of Employee Relations analyzes the highest priority positions during the first year.</p> <p>Step 3: The general director of Employee Relations identifies any needed changes in salary structure or career progression.</p> <p>Step 4: The general director of Employee Relations develops recommendations to address these needs and reports the results of the analysis to the assistant superintendent of Human Resources and as appropriate to the superintendent or the board.</p> <p>Step 5: The assistant superintendent of Human Resources includes approved recommendations in the district's development of salary structures or policy revisions.</p> <p>Step 6: The general director of Employee Relations continues to review major groups of employees based upon the plan.</p>
Who Is Responsible	General Director of Employee Relations
Time Frame	July 2002
Fiscal Impact	This recommendation can be completed with existing resources.

Action Plan 7-3

Create a Comprehensive Orientation Program

Strategy	Develop a comprehensive orientation program covering district policy and procedure, department contacts, collective bargaining agreements, benefits and safety training.
Action Needed	<p>Step 1: The director of Employee Benefits and Risk Management meets with the general directors of the Human Resources Division and the assistant superintendents of Human Resources and Administration to discuss additional items to be included in the orientation.</p> <p>Step 2: The director of Employee Benefits and Risk Management develops content for the additional sections.</p> <p>Step 3: The general directors of the Human Resources Division and the assistant superintendents of Human Resources and Administration approve the content for the additional sections.</p> <p>Step 4: The customer service representatives responsible for the benefits and safety training are trained in delivering the additional content.</p> <p>Step 5: The customer service representatives include the additional information in the orientation programs.</p>
Who is Responsible	Director of Employee Benefits and Risk Management
Time Frame	January 2003
Fiscal Impact	The recommendation can be implemented with existing resources.

Expand Staff Development Programs for Non-Instructional Personnel

Strategy	Formalize and expand the needs-assessment, staff development plan, training and mentoring programs for non-instructional employees.
Action Needed	<p>Step 1: The director of Staff Development instructs staff to include all non-instructional departments in the annual needs-assessment.</p> <p>Step 2: The director of Staff Development requests all non-instructional departments to forward copies of all department level needs-assessments and staff development plans to the Staff Development Department.</p> <p>Step 3: The Staff Development Department uses the results of needs-assessments for non-instructional departments to create a staff development plan for non-instructional employees.</p> <p>Step 4: The Staff Development Department uses the staff development plan to create and update training course offerings for non-instructional personnel.</p> <p>Step 5: The Staff Development Department works with non-instructional departments to develop supervisory training and mentoring programs for non-instructional personnel.</p> <p>Step 6: The Staff Development Department submits the plan and resulting course profiles to the superintendent and the board for approval and budget allocation.</p> <p>Step 7: The Staff Development Department implements the plan.</p>
Who is Responsible	Director of Staff Development
Time Frame	June 2003
Fiscal Impact	There will be costs associated with the training programs, but those costs will depend on the new programs instituted. The length of programs, training materials and populations served cannot be determined until the training programs are established, which will require the needs-assessment and staff development plan processes described in this recommendation. Therefore, this recommendation can be completed using existing resources.

Action Plan 7-8

Image Personnel Records

Strategy	Focus available resources on the imaging project.
Action Needed	<p>Step 1: The general director of Human Resources meets with the ERP team, MIS, Human Resources customer service representatives, and file room clerks to determine what records currently being filed are available (or will be available) electronically.</p> <p>Step 2: The general director determines which types of records will need to be imaged and develops written guidelines to reduce paper and duplication of data. The general director distributes the guidelines to all file room staff, customer service representatives and any other affected staff.</p> <p>Step 3: When imaging becomes available, file room staff focus resources on imaging current files based on the guidelines set by the general director.</p>
Who is Responsible	General Director of Human Resources
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented within existing allocated resources.

Use of State and District Construction Funds

Action Plan 9-1

Consider Alternatives to New Construction	
Strategy	Implement procedures for the routine consideration of alternatives to new construction projects.
Action Needed	<p>Step 1: Adoption by the SDHC school board of a specific policy to consider alternatives prior to the adoption of new construction projects.</p> <p>Step 2: Include in the need determination an analysis of modernization and scheduling alternatives. Alternatives include, but are not limited to revision of attendance boundaries, use of extended-day schedules, and conversion of under-utilized properties.</p> <p>Step 3: Provide an analysis of alternatives to the SDHC school board as a portion of facilities recommendations.</p>
Who is Responsible	Assistant Superintendent for Operations
Time Frame	2002-03 school year
Fiscal Impact	Can be implemented within existing resources. Specific savings cannot be estimated.

Action Plan 9-2

Improve life cycle cost specifications and include in prototype designs	
Strategy	The district should incorporate life cycle costing as part of their overall prototype specifications by type of school.
Action Needed	<p>Step 1: Utilize current information as to design, systems, materials, construction processes and labor techniques that when used as part of the planning process, and if approved and implemented, will reduce future maintenance and operating costs.</p> <p>Step 2: Identify specific factors that are proven reasonable related to the maintenance and operations costs of new facilities.</p> <p>Step 3: Incorporate the results of the life cycle analyses in design, construction, equipment selection, and furnishings into specifications for prototype design operational costs.</p>
Who is Responsible	Assistant Superintendent for Operations
Time Frame	2002-03 school year
Fiscal Impact	Can be implemented within existing resources. The magnitude of savings may be significant, but cannot be determined at the current time.

Facilities Construction

Action Plan 10-1

Improving Community Participation In Five Year Planning Accountability	
Strategy	Create a facilities planning committee to ensure community and stakeholder involvement in the district's facilities planning process and that the newly established committee prepare a vision statement and develop short- and long-term facility planning goals that specifically address the vision.

Action Needed	<p>Step 1: Assign responsibility for implementing the above strategy to the superintendent.</p> <p>Step 2: Establish a facilities planning committee that includes a broad base of school district personnel, parents, construction professionals, and other community stakeholders.</p> <p>Step 3: Prepare a procedure that will enable the newly formed committee to participate fully in the creation of five-year facilities work plans.</p> <p>Step 4: Obtain approval of the committee by the board of education.</p>
Who Is Responsible	Superintendent
Time Frame	December, 2002
Fiscal Impact	The recommendation can be completed with existing resources.

Action Plan 10-6

Post Occupancy Evaluations	
Strategy	Implement routine post occupancy evaluations on all major capital projects.
Action Needed	<p>Step 1: Review professional literature on this topic.</p> <p>Step 2: Evaluate current practices of other districts.</p> <p>Step 3: Identify goals and objectives of the survey.</p> <p>Step 4: Develop topics and queries to be included.</p> <p>Step 5: Select mechanism of delivery</p> <p>Step 6: Develop statistical methods for assessing data.</p>
Who Is Responsible	Assistant Superintendent of Operations
Time Frame	October 2003
Fiscal Impact	To be determined

Facilities Maintenance

Action Plan 11-3

Develop Goals and Objectives for the Maintenance Department	
Strategy	Develop program goals and objectives.
Action Needed	<p>Step 1: Complete a written situation analysis to determine the district’s future needs in 5, 10 and 20-year increments. This analysis should address the step 1 needs in relation to projected capital outlay revenues, workforce needs and expenditures.</p> <p>Step 2: Coordinate the mission and vision statements of the maintenance department with the situation analysis.</p> <p>Step 3: Develop district-wide goals focused on the provision and maintenance of appropriate learning environments and develop linkages to the district’s future capital outlay budgets and overall strategic plan.</p> <p>Step 4: Develop additional long-term goals where needed. All long-term goals should reflect the district’s vision statement and set the direction for facilities maintenance.</p> <p>Step 5: Develop the short-term (five-years) measurable objectives and annual priorities the district must achieve in order to meet the long-term goals. The objectives and priorities should show how goals will be met and how progress toward goals will be measured.</p>

Action Plans

	Step 6: Develop strategies that provide an action plan for accomplishing each objective. The strategies and, at a minimum, the action plans must identify staff responsible for implementing them and a time frame for their completion.
	Step 7: Develop measures by which the department will be able to assess whether it has reached its goals.
	Step 8: Present the program goals and objectives to the appropriate superintendent.
	Step 9: The superintendent makes changes deemed necessary and approves the goals and objectives.
	Step 10: Publish and disseminate the results to program staff and the public.
Who Is Responsible	The Assistant Superintendent of Operations, with support from the maintenance department administrators.
Time Frame	January 31, 2004
Fiscal Impact	This can be implemented with existing resources.

Student Transportation

Action Plan 12-1

Fully Implement Edulog Automated Routing and Scheduling Software	
Strategy	Develop benchmarks to fully implement and fund Edulog automated routing and scheduling within two-years.
Action Needed	Step 1: Assign responsibility of the program and development of benchmarks to a senior member of the administrative staff with sufficient authority to get the job done. Step 2: Review other Florida school districts automated routing system implementation plans and “lessons learned”. Step 3: Determine if milestones and objectives can be accomplished within the desired time frame. Step 4: Develop realistic milestones for each geographical area of the district scheduled for automation. Step 5: Evaluate the costs/benefits of the automation implementation process as they occur. Step 6: Place special emphasis on pilot initiatives in Area Three and determine the effectiveness of process, procedures, activities and “lessons learned” in Area Three and use them in expediting automated routing/scheduling in the remaining areas with the goal to compress or reduce the two-year time projected to fully implement district-wide automation. Step 7: Periodically review the progress and make adjustments as required.
Who Is Responsible	Assistant Superintendent for Administration
Time Frame	April 30, 2004
Fiscal Impact	This recommendation can be completed with existing resources.

Eliminate Transportation of Students Who No Longer Qualify for Hazardous Condition Transportation

Strategy	Reduce the number of hazardous riders by an estimated 20 percent by discontinuing services to students who no longer qualify for this transportation because the hazardous conditions have been resolved.
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Action Needed	<p>Step 1: Review guidelines of Florida Statute 234.021 and ensure that:</p> <ul style="list-style-type: none"> • Policies and procedures of the district are in compliance with the statute. • Procedures are revised as necessary in determining hazardous ridership qualification. • Personnel conducting evaluations and supervising the program are aware of their duties and responsibilities. <p>Step 2: Modify and correct district procedures and policies as required.</p> <p>Step 3: Evaluate and determine student eligibility.</p> <p>Step 4: Eliminate those students who do not qualify for transportation.</p> <p>Step 5: Provide the necessary required reports to DOE and continue to control the program.</p>
Who Is Responsible	Assistant Superintendent for Administration
Time Frame	August 2002
Fiscal Impact	In 2000-2001, the district had 9,015 hazardous riders. Reducing this number by 20 percent would result in the district transporting 1,803 (9,015 X 20%) less students. The transportation cost per student is \$538. Assuming that transportation costs remain constant, a 20 percent reduction in hazardous riders would result in a cost savings of \$970,014 (1,803 students X \$538 per student) per year for 2002-2003, 2003-2004, 2004-2005, 2005-2006 and 2006-2007. The five-year savings would be \$4,850,070 (\$970,014 per year X 5 years). NOTE: Discussion on input from the district on this plan is on page 12-10 of this chapter.

Eliminate the Courtesy Rider Program

Strategy	Strategies to reduce the costs of the courtesy rider program should be phased in such a manner so as to cause minimum impact on students who are currently provided transportation.
Action Needed	<p>Step 1: The School Board adopts policy to eliminate the courtesy rider program.</p> <p>Step 2: Conduct comprehensive evaluation of the program and determine benchmarks and milestones to reduce the cost of the courtesy rider program.</p> <p>Step 3: Determine a day or timeframe (preferably beginning or ending of the school year) to discontinue the program.</p> <p>Step 4: Ensure that the Public Affairs Office of the district is involved in the process and informs the community on “why” and “how” the program will be eliminated over time.</p> <p>Step 5: Provide the superintendent and school board after-action reports.</p>
Who Is Responsible	Assistant Superintendent for Administration
Time Frame	August 2002
Fiscal Impact	The district transports 4,691 courtesy riders at a cost of \$538 per student. Assuming the transportation cost per student stays constant, eliminating this program would result in a cost savings of \$2,523,758 (4,691 students X \$538 per student) per year for 2002-2003, 2003-2004, 2004-2005, 2005-2006 and 2006-2007. The five-year savings would be \$12,618,790 (\$2,523,758 per year X 5 years).

Action Plan 12-2

Determine and Minimize the Number of Students Exceeding Ride Times

Strategy	Establish procedures to determine the number of students who exceed ride times and develop strategies to minimize that number.
Action Needed	<p>Step 1: Conduct inventory to determine the number of students who exceed ride times.</p> <p>Step 2: Correct problems contributing to excess ride times.</p>

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	Step 3: Director of Transportation provides the assistant superintendent for Administration a quarterly report of students exceeding ride times and corrective actions to minimize and eliminate the problem.
	Step 4: Develop additional measures as required to ensure continued efficiency and effectiveness in reducing and eliminating excess ride time issues.
Who Is Responsible	Assistant Superintendent for Administrative Services.
Time Frame	May 2002
Fiscal Impact	This recommendation can be completed with existing resources.

Determine Reimbursement for Activity Trips

Strategy	Eliminate inconsistencies for reimbursement of activity trips and develop a disciplined process to ensure reimbursement.
Action Needed	Step 1: Review policies and procedures for activity trips reimbursement. Ensure the district is in compliance. Step 2: School Board conducts review of current policy reimbursement for activity trips and determines if costs for these trips should be reimbursed Step 3: If School Board directs reimbursement for activity trips, then plans and procedures are implemented to ensure reimbursement. Step 4: Ensure that reimbursement occurs.
Who Is Responsible	Assistant Superintendent for Administration
Time Frame	May 2002
Fiscal Impact	This recommendation can be completed with existing resources.

Action Plan 12-3

Develop a Procedure for Filing Medicaid Reimbursement Claims

Strategy	Develop a procedure to ensure prompt filing of Medicaid reimbursement claims.
Action Needed	Step 1: Develop a procedure for filing Medicaid reimbursement claims. The procedure would include identifying and documenting students, approval of the number of students by affected departments, claim preparation, and any other necessary steps. Step 2: Identify and document the following: <ul style="list-style-type: none"> • Number of ESE students provided transportation. • Number of students qualified for Medicaid reimbursement. • Procedures for submitting Medicaid requests for payment. Step 3: Ensure that the Transportation Department and director of ESE agree on the number of students qualified. Step 4: Prepare claims for Medicaid reimbursement. Step 5: Modify accounting procedures and processes in response to any Medicaid changes. Step 6: Implement reporting systems as required and provide monthly report to the Superintendent.
Who Is Responsible	General Director of Transportation in coordination with the Director of ESE and Assistant Superintendent for Business and Information Technology Services.
Time Frame	May 2002
Fiscal Impact	Medicaid reimbursements are estimated at \$300,000 for 2001-2002 and \$300,000 each year for 2002-2003, 2003-2004, 2004-2005, and 2005-2006. This results in five-year cost savings of \$1,500,000.

Action Plan 12-7

Reduce Repair Parts Inventory	
Strategy	Eliminate repair parts from inventory that have had no demand in the most recent 180 days. Initiate “just-in-time” delivery agreements with vendors.
Action Needed	<p>Step 1: Install Lawson ERP software as soon as practical.</p> <p>Step 2: Conduct a pilot test of the Lawson ERP software with 100 line items from the repair parts inventory list.</p> <p>Step 3: Correct software deficiencies and repeat the pilot test.</p> <p>Step 4: Upload remaining repair parts inventory data and determine which parts meet the 180-day demand criteria for stockage.</p> <p>Step 5: Establish a repair parts listing for new vehicles that have no demand history and enter them into the system.</p> <p>Step 6: Consult with vendors on just in time parts delivery</p> <p>Step 7: Return overstocked repair parts to vendors for credit.</p>
Who is Responsible	General Director of Transportation
Time Frame	March 2003
Fiscal Impact	This action is anticipated to reduce repair inventory conservatively by 15% or approximately \$114,000 initially and \$5,700 each subsequent year over the five-year budget cycle for a cost savings of \$136,800.
Maximize Reimbursements from Warranty Parts and Repairs	
Strategy	Coordinate with manufacturers on reimbursement and certifications processes for warranty parts and repairs.
Action Needed	<p>Step 1: Obtain full certifications for warranty work from manufacturers.</p> <p>Step 2: Establish procedures for achieving reimbursements with the relevant manufacturers.</p> <p>Step 3: Ensure that reimbursements are actually received by the district finance office.</p> <p>Step 4: Reimbursement from this action should be used to procure maintenance equipment or implement an incentive program for mechanics.</p>
Who is Responsible	General Director of Transportation
Time Frame	July 2002
Fiscal Impact	There has been an initial warranty reimbursement from this action of \$13,000 and subsequent are cost savings will be generated from as the system is fully implemented.
Enhance Transportation Maintenance Operations from Reimbursements	
Strategy	Coordinate with district finance to have a portion of reimbursements received allocated back to the Transportation Department.
Action Needed	<p>Step 1: School Board approves reimbursements to the Transportation Department for transportation maintenance savings and warranty reimbursements.</p> <p>Step 2: Obtain the support of the assistant superintendent of Administration for return of all or portion of maintenance reimbursements to Transportation Department.</p> <p>Step 3: Meet with the district finance office and determine how reimbursements are to be given to the Transportation Department.</p>
Who is Responsible	General Director of Transportation
Time Frame	July 2002
Fiscal Impact	There are no cost savings associated with this recommendation.

Food Service Operations

Action Plan 13-1

Revise the mission of the district's food service program.	
Strategy	Define the goal of the program with a clearly stated mission.
Action Needed	Step 1: The director of SNS drafts a revised mission statement. Step 2: The revision is submitted to the superintendent. Step 3: The superintendent reviews, approves and prepares a board agenda item with the revised mission statement. Step 4: Board must approve.
Who is Responsible	The director of SNS
Time Frame	2002-03 school year
Fiscal Impact	This can be completed with existing resources.

Define specific program goals and measurable objectives in the SNS five-year strategic plan currently being developed.	
Strategy	Establish clearly stated goals, measurable objectives, strategies, and benchmarks that reflect the purpose and expected critical outcomes of the program.
Action Needed	Step 1: The director of SNS evaluates the SNS program's current performance and the revised mission statement. Step 2: The analysis is used to design specific program goals, objectives, strategies, and benchmarks. Step 3: The director of SNS completes the SNS five-year strategic plan including the revised program goals. Step 4: The superintendent reviews, approves and prepares a board agenda item for approval of the five-year strategic plan. Step 5: Board must approve.
Who is Responsible	The director of SNS
Time Frame	2002-03 school year
Fiscal Impact	This can be completed with existing resources.

Action Plan 13-4

Develop appropriate cost-efficiency benchmarks to be used for analyzing program performance and making effective management decisions.	
Strategy	Use formal benchmarks to assess program performance.
Action Needed	Step 1: The director of SNS identifies school districts with exemplary food service program performance. Step 2: Program benchmarks for MPLH, overall meal participation, and costs per meal are developed based on program goals developed in the five-year strategic plan. Step 3: Benchmarks are submitted to the superintendent and the board for approval. Step 4: The director of SNS and food service specialists conducts regular comparisons of program performance to established benchmarks. Step 5: Benchmarks are communicated to food service personnel, appropriate school administrators, and key decision-makers.
Who is Responsible	The director of SNS
Time Frame	January 2003
Fiscal Impact	This can be completed with existing resources.

Action Plan 13-5**Establish benchmarks for the food service program as a whole and routinely evaluate overall program performance.**

Strategy	Use benchmarks to evaluate the overall food service program.
Action Needed	<p>Step 1: The director of SNS develops benchmarks for the overall program based on goals developed in the SNS five-year strategic plan.</p> <p>Step 2: Benchmarks are submitted to the superintendent and the board for approval.</p> <p>Step 3: A routine for evaluating the overall SNS program as a whole at least annually is established including comparisons to statewide averages and averages of exemplary school districts.</p> <p>Step 4: Benchmarks are communicated to key decision-makers for analysis of program changes that would ultimately reduce cost and increase revenue.</p>
Who is Responsible	The director of SNS
Time Frame	January 2003
Fiscal Impact	This can be completed with existing resources.

Action Plan 13-6**Food Services Accounting and SNS Administrators Collaborate to Develop the SNS Budget.**

Strategy	Obtain authorization for a budget analyst position to develop the annual budget, capital outlay plan, and apply costs to annual department goals, and prioritize each year's activity based on the available funding.
Action Needed	<p>Step 1: The director of SNS requests that the Division of Human Resources reassign staff positions and authorize budget analyst position.</p> <p>Step 2: The director of SNS and the supervisor of Food Service Accounting implement staff reassignments.</p> <p>Step 3: The general director of Finance prepares enrollment projections for the coming year.</p> <p>Step 4: The supervisor of Food Services Accounting prepares the budget template.</p> <p>Step 5: The food service specialists meet with the food service managers from their areas to identify any needs that should be addressed in the proposed budget.</p> <p>Step 6: The director of SNS meets with food service specialist to determine what, if any, special needs exist.</p> <p>Step 7: The director of SNS outlines the program goals for the coming year, special programs that are planned, necessary capital investments and prioritizes each item.</p> <p>Step 8: The general director of Finance, the director of SNS, the supervisor of Food Services Accounting and the Technical Support representative meet to discuss next year's budget and resource needs and revise the program plan in line with available funds.</p> <p>Step 9: The supervisor of Food Services Accounting completes the proposed budget spreadsheet.</p> <p>Step 10: The director of SNS meets with the food service specialists to ensure that the most urgent needs have been addressed in the proposed budget.</p> <p>Step 11: The director of SNS and the supervisor of Food Services Accounting meet to discuss any necessary revisions to the budget.</p> <p>Step 12: The supervisor of Food Services Accounting makes the final changes to the department budget and submits the spreadsheet to the Budget Department.</p>
Who Is Responsible	<p>General director of Finance</p> <p>Director of Student Nutrition Services</p> <p>Supervisor of Food Service Accounting</p>
Time Frame	<p>Steps 1 through 2: July 2002</p> <p>Steps 3 through 12: September 2002</p>

Action Plans

Fiscal Impact	Although the department does not have sufficient staffing resources presently assigned to properly develop and monitor the budget, this recommendation could be implemented without fiscal impact. A budget analyst position would be an entry level Accountant I position. The annual salary for this position is 28,194, plus benefits of \$7,796. Therefore, establishing this position would cost the district \$179,870 over the next five years. However, reassigning resources associated with the reduced workload from implementing a new accounting system, as described in section 9, could offset these projected costs, resulting in no fiscal impact to implement this recommendation.
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Identify and Create Needed Management Reports including Profit and Loss Statements

Strategy	The system consultant creates a profit and loss statement that can be generated from the VBOSS system each month for every cafeteria site. In addition, the system consultant works in concert with the SNS Department to identify and create needed management reports that provide timely data for use in department decision-making.
Action Needed	<p>Step 1: The system consultant, the director of SNS, the supervisor of Food Services Accounting and the technical support staff meet to identify the reporting needs. The monthly reports should include the following:</p> <ul style="list-style-type: none"> • A monthly income statement for all school sites summarizing total revenue and expenditures and the relationship between them; • Profit and loss statements for each school, with totals for each type of school (elementary, middle, high) and for the district as a whole; • Food preparation cost analyses; • Summary of Meals Per Labor Hour per school; • Revenue analysis including reimbursements for free and reduced-price breakfasts and lunches, as well as total cash sales, total commodity revenue and total income for each cafeteria; • An analysis of meal participation rates; [for the district] and • An analysis of budgeted versus actual revenues and expenditures for all cafeterias for the month. <p>Step 2: The system consultant creates the report templates.</p> <p>Step 3: The system consultant runs sample reports that are reviewed by the director of SNS and the supervisor of Food Services Accounting.</p> <p>Step 4: The system consultant revises the reports, if necessary.</p> <p>Step 5: The system consultant makes the reports available to SNS and Food Services Accounting to create from the VBOSS system each month.</p> <p>Step 6: The reports are run every month and distributed to the director of SNS and the supervisor of Food Services Accounting.</p>
Who Is Responsible	POS/VBOSS Consultant Director of Student Nutrition Services Supervisor of Food Services Accounting
Time Frame	July 2002
Fiscal Impact	This can be completed with existing resources.

Cost Control Systems

Action Plan 14-1

Have Internal Auditing Report Directly to the Board	
Strategy	Revise the district's organization chart to have Internal Auditing report directly to the board. Report findings and recommendations should be submitted directly to the board. The superintendent should supervise any administrative issues related to the Internal Auditing Department and direct the director of Internal Auditing to initiate any investigation of wrongdoing in the district.
Action Needed	<p>Step 1: The director of Internal Auditing, with the assistance of Internal Auditing and Finance Department staff, drafts a revised department charter that incorporates the Standards for the Professional Practice of Internal Auditing as set up by the Institute of Internal Auditors (IIA). The charter should include language that references independence, objectivity, professional proficiency, safeguarding assets, operations and program reviews, planning, staff development, external auditors and quality assurance.</p> <p>Step 2: The superintendent reviews, approves and prepares a board agenda item with the revised internal audit charter for adoption.</p> <p>Step 3: The board reviews and adopts the new internal audit charter.</p> <p>Step 4: The superintendent recommends the board approve a new reporting structure for the district that has the Internal Auditing Department reporting directly to the board and administratively to the superintendent.</p> <p>Step 5: The board approves the new reporting structure.</p> <p>Step 6: The new organization chart is updated and distributed to district staff.</p>
Who Is Responsible	School Board
Time Frame	September 2002.
Fiscal Impact	This recommendation can be implemented with existing resources.

Board Functions as an Audit Committee	
Strategy	The board assumes the function of a standing audit committee. The director of Internal Auditing makes reports to the board at least once per quarter and as becomes necessary.
Action Needed	<p>Step 1: The board votes to assume the function of a standing audit committee for the district.</p> <p>Step 2: The audit committee establishes its charter, mission, goals, and objectives that will guide its operation. Included in its charter should be a clear definition of the reporting relationship between the board and Internal Auditing.</p> <p>Step 3: Each quarter and as needed, the director of Internal Auditing prepares an agenda item to report any findings to the board.</p> <p>Step 4: The director of Internal Auditing creates a survey instrument to be sent to school administrators and department supervisors annually to assess their risk and identify any potential audit needs.</p> <p>Step 5: The director of Internal Auditing prepares an agenda item to have the survey instrument reviewed and approved by the audit committee.</p> <p>Step 6: The audit committee reviews and approves the survey instrument.</p> <p>Step 7: The Internal Auditing Department conducts the district survey.</p> <p>Step 8: The Internal Auditing Department tallies the results of the survey, drafts an annual audit plan, and recommends revisions to the long-term plan, if necessary.</p> <p>Step 9: The audit committee reviews the results of the district survey, the draft audit plan, and long-term revisions.</p> <p>Step 10: The audit committee approves the annual and revised long-term audit plans.</p>

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Who Is Responsible	Board Director of Internal Auditing
Time Frame	Steps 1 through 3 completed by October 2002. Steps 4 through 9 completed by December 2002. Step 10 completed by February 2003. Steps 7 through 10 would be repeated each year thereafter.
Fiscal Impact	This recommendation can be implemented with existing resources.

Transfer Internal Auditing Training Function to Budget Department

Strategy	Provide training to the Budget Department training staff to take over the task of training school personnel.
Action Needed	Step 1: The director of Internal Auditing schedules training sessions with the director of Budget and Cash Management. Step 2: The training staff from the Budget Department attends the training program. Step 3: The training staff from the Budget Department conducts a training session for the Internal Auditing Department to ensure consistency. Step 4: The Budget training staff begins conducting the training for school personnel. A representative from the Internal Auditing Department should be present at the first training session. Step 5: The Internal Auditing Department removes the training function from its departmental procedures and submits its existing procedures and protocol to the Budget Department to be incorporated into that department's procedures manual.
Who Is Responsible	Director of Internal Auditing Director of Budget and Cash Management
Time Frame	January 2004
Fiscal Impact:	This recommendation can be implemented with existing resources.

Hire an Additional FTE Field Auditor

Strategy	Hire an additional FTE field auditor.
Action Needed	Step 1: The Director of Internal Auditing prepares a board agenda item requesting permission to hire an additional FTE field auditor. Step 2: The board approves the additional unit. Step 3: The Director of Internal Auditing prepares a job description for the new position and sends the job description to Human Resources for approval. Step 4: The Director of Internal Auditing requests that Human Resources advertise the position. Step 5: Human Resources classifies the position, sets up the pay scale, and advertises the position. Step 6: The Director of Internal Auditing reviews resumes and applications and sets up interviews of candidates. Step 7: The Director of Internal Auditing interviews the candidates and schedules interviews with appropriate department staff of the preferred candidates. Step 8: The Director of Internal Auditing hires a FTE field auditor.
Who Is Responsible	Director of Internal Auditing
Time Frame	September 2002
Fiscal Impact	This recommendation will cost the district \$35,990 per year for a total of \$179,950 over five years.

Eliminate the Secretary III Position

Strategy	Eliminate the Secretary III position.
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Action Needed	<p>Step 1: The Director of Internal Auditing prepares an agenda item requesting that the board make an exception to allow the department to eliminate this unit.</p> <p>Step 2: Board approves eliminating this unit from the Internal Auditing Department.</p> <p>Step 3: The Assistant Superintendent of Human Resources prepares a letter to the employee that is on extended health leave notifying her that she will be working in a different department should she decide to return to the district once her leave has been exhausted.</p> <p>Step 4: The Director of Internal Auditing revises the department’s organizational chart eliminating this position.</p>
Who Is Responsible	Director of Internal Auditing
Time Frame	August 2002
Fiscal Impact	This recommendation will save the district \$25,682 per year for a total of \$128,410 over five years.

Schedule an Internal Audit of the Accounts Payable Department

Strategy	Schedule an internal audit of the Accounts Payable Department.
Action Needed	<p>Step 1: The Director of Internal Auditing prepares a board agenda item recommending that the three-year audit plan be revised to include an audit of the Accounts Payable Department in 2003.</p> <p>Step 2: The board approves the revision to the audit plan.</p> <p>Step 3: The Director of Internal Auditing meets with the Accounts Payable supervisor to schedule an audit of the department.</p> <p>Step 4: The Director of Internal Auditing assigns a field auditor to perform the audit of the Accounts Payable Department.</p> <p>Step 5: The audit is completed and any findings and recommendations are reported directly to the board.</p> <p>Step 6: The Accounts Payable supervisor and the Director of Internal Auditing develop a plan to implement any recommendations that arose from the audit.</p> <p>Step 7: The Director of Internal Auditing schedules a follow-up audit with Accounts Payable and incorporates it into the revised three-year audit plan.</p> <p>Step 8: The Director of Internal Auditing sets a rotating schedule to periodically audit the Accounts Payable Department to ensure that the high turnover does not adversely impact the department.</p>
Who Is Responsible	Director of Internal Auditing Supervisor of Accounts Payable
Time Frame	January 2003
Fiscal Impact	This recommendation can be implemented with existing resources.

Provide Stakeholders Anonymous Access to “Ask Internal Auditing”

Strategy	Enhance the “Ask Internal Auditing” feature to provide the opportunity for stakeholders to anonymously question or report any suspicions of impropriety.
Action Needed	<p>Step 1: The Director of Internal Auditing meets with the Web Services supervisor to discuss the goals of the dynamic form.</p> <p>Step 2: The Web Services supervisor programs a dynamic form that has the following attributes:</p> <ul style="list-style-type: none"> ▪ Directions for the user; ▪ Question and Answer section that allows the department to reply; ▪ Ability to categorize questions by department or function, such as Employee Benefits, Payroll, General Accounting, Purchasing, Accounts Payable, Grants, Miscellaneous; ▪ Language directing the user to provide name and/or e-mail address only if they wish to or would like a direct reply to their question; ▪ A space for the user to input their question;

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	<ul style="list-style-type: none"> ▪ An icon to submit their question; and ▪ An icon to clear their question.
	Step 3: The director of Internal Auditing and department staff test the program and suggest any necessary revisions.
	Step 4: The Web Services supervisor completes all necessary revisions.
	Step 5: The Internal Auditing Department tests and approves the new web feature.
	Step 6: The Web Services supervisor makes the feature a part of the live web page.
Who Is Responsible	Director of Internal Auditing
Time Frame	January 2003
Fiscal Impact	This recommendation can be implemented with existing resources.

Create an Anonymous Hot-Line Telephone Number

Strategy	Create an anonymous hot-line telephone number that can be used to report any suspicions of impropriety. The telephone number would reach an auto-attendant and automatically record the message.
Action Needed	<p>Step 1: The Director of Internal Auditing requests that a special hot-line number be established.</p> <p>Step 2: The Superintendent approves the request.</p> <p>Step 3: The Director of Internal Auditing requests that the manager of Operating Systems set up a business line to be used as the hot line.</p> <p>Step 4: The Director of Internal Auditing completes a purchase order for a telephone with an auto attendant feature.</p> <p>Step 5: The Purchasing Department orders the telephone.</p> <p>Step 6: The Director of Internal Auditing receives the phone and the Technology Services Department installs the number.</p> <p>Step 7: The Web Services supervisor adds the telephone number to the Internal Auditing Department’s website.</p> <p>Step 8: The district issues a news release notifying the public of the new number.</p> <p>Step 9: The Payroll Department includes the new telephone number as a “pay stub message” on the next payroll run.</p>
Who Is Responsible	Director of Internal Auditing
Time Frame	January 2003
Fiscal Impact	There will be a one-time charge for the installation of the phone line (\$295.00) and the purchase of the telephone (\$450.00). The average cost for a business line in Tampa is \$72 per month, an annual cost of \$864. Therefore, the five-year cost of implementing this recommendation would be \$5,065.

Action Plan 14-3

Verify that Sites Inventory 100 Percent of all Assets

Strategy	Verify that all site administrators are conducting a physical inventory each year. Once an inventory has been completed, the site administrator forwards the inventory results to Property Control. Property Control will inventory any site that submits an inventory report that contains any missing items, even if it had been an exemplary site in its prior audit and not scheduled for an audit that year.
Action Needed	<p>Step 1: The General Director of Finance prepares an agenda item to require every site to submit a report to Property Control verifying that they have completed a physical inventory. The report should detail the results of the inventory and assist the Property Control Department in determining if it should schedule an inventory at that site.</p> <p>Step 2: The Assistant Superintendent of Business and Information Technology Services presents the agenda item to the board.</p>

	<p>Step 3: The board approves the agenda item.</p> <p>Step 4: The Property Control management reviews the reports and compares them against the department's inventory schedule. If any site submits a report with missing assets, the department ensures that it will be included in the annual inventory conducted by Property Control.</p> <p>Step 5: Property Control must verify a site inventory by inventorying the site at least every other year. No site can receive an inventory waiver from Property Control for two consecutive years.</p>
Who is Responsible	General Director of Finance, Coordinator of Warehouse and Property Control, Property Control Coordinator
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Annually Inventory School Buses

Strategy	Property control clerks schedule an on-site inventory for the district's fueling stations once a year. The property control clerk spends three days on-site and inventories the buses when they come in to be refueled.
Action Needed	<p>Step 1: The Property Control coordinator establishes a schedule for property control clerks to inventory buses by spending three days at the fueling stations and counting the buses.</p> <p>Step 2: The Property Control coordinator directs the property control clerks to perform the inventory.</p> <p>Step 3: The Property Control clerks will record the buses inventory number, the vehicle identification number, and the license plate number.</p> <p>Step 4: The Property Control clerks compare the on-site record with the district's inventory record.</p> <p>Step 5: The Property Control clerks report findings to the director of Transportation.</p>
Who is Responsible	General Director of Finance Property Control Coordinator
Time Frame	October 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Purchase an Automated Scanning System

Strategy	Implement an automated scanning system to reduce time and labor costs or out source.
Action Needed	<p>Step 1: The Coordinator of Warehouse and Property Control meets with IS programming staff to determine the software specifications for a scanning system that will be compatible with the new ERP system.</p> <p>Step 2: The Coordinator of Warehouse and Property Control requests permission from the General Director of Finance to purchase a scanning system.</p> <p>Step 3: The General Director of Finance authorizes the purchase.</p> <p>Step 4: The Coordinator of Warehouse and Property Control transmits a purchase order to the Purchasing Department.</p> <p>Step 5: The Purchasing Department orders the scanning system.</p> <p>Step 6: The Coordinator of Warehouse and Property Control receives the scanning system and notifies Accounts Payable that the product has been received.</p> <p>Step 7: The Coordinator of Warehouse and Property Control and IS programming staff install the system and ensure that it is compatible with the new ERP system.</p> <p>Step 8: The Coordinator of Warehouse and Property Control and the Property Control coordinator eliminate two inventory clerk positions.</p>
Who is Responsible	Coordinator of Warehouse and Property Control IS programmers
Time Frame	September 2002

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Fiscal Impact	This recommendation will cost the district \$4,500 to purchase a scanning system. However, the district will save \$52,912 annually for eliminating two positions. The net five-year savings to the district associated with this recommendation is \$260,060.
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Automate the Property Loss/Damage Report

Strategy	Ensure that the new ERP system will automate the Property Loss / Damage Report currently being submitted by the schools and department sites to the Property Control Department in hard copy or E-mail.
Action Needed	<p>Step 1: The Property Control Coordinator contacts the project insight team members to determine if the new ERP system is specified to allow the sites to automatically submit the Property Loss / Damage report through the system. If yes, no further action is necessary. If no go to step two.</p> <p>Step 2: The Property Control Coordinator meets with the project insight team members and software company representatives to spec out the requirements.</p> <p>Step 3: The software company representative implements the specs.</p>
Who is Responsible	Project Insight Team Property Control Coordinator
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Action Plan 14-6

Expand the Integrated Health Program

Strategy	Expand the integrated health program by including another 10 middle schools and 20 elementary schools. The district should have all schools integrated within the next ten years.
Action Needed	<p>Step 1: The Director of Employee Benefits and Risk Management updates the results from the program for the current year and completes the application for further State matching funds.</p> <p>Step 2: Once the State funding has been approved, the Assistant Superintendent of Human Resources, the Assistant Superintendent of Supportive Services, the Director of Employee Benefits and Risk Management, and the Director of Student Services draft an agenda item to continue and expand the integrated health program</p> <p>Step 3: The Superintendent presents the agenda item to the board.</p> <p>Step 4: The board approves continuing the program.</p> <p>Step 5: The Director of Employee Benefits and the Director of Student Services draft the expansion strategy.</p> <p>Step 6: The district initiates expanding the program into another 10 middle schools and 20 elementary schools.</p>
Who is Responsible	Assistant Superintendent of Human Resources Assistant Superintendent of Support Services Director of Employee Benefits and Risk Management Director of Student Services
Time Frame	August through October 2002
Fiscal Impact	Assuming that the total savings in the first year was \$716,676 and that the program saves 60% of its prior year net savings in each subsequent year, the savings in the first year would be \$430,006, in the second year \$258,003, in the third year \$154,802, in the fourth year \$92,881, and in the fifth year \$55,729. The total five-year savings to the district would be \$991,421.

Post Lifting Diagrams Throughout the District

Strategy	Post proper lifting technique diagrams throughout district. The creation of these posters should be set up as a Vocational Education project for students.
Action Needed	<p>Step 1: The occupational nurses prepare a step-by-step Visio flow diagram of the proper lifting technique.</p> <p>Step 2: The Safety Manager reviews the diagram for accuracy.</p> <p>Step 3: The Director of Employee Benefits and Risk Management forwards the Visio file electronically to the district's Vocational Education Department.</p> <p>Step 4: The Vocational Education Department assigns the creation of the posters to an art and media design class.</p> <p>Step 5: The Vocational Education Department forwards a mock-up of the poster to the Safety office for review.</p> <p>Step 6: The occupational nurses review the draft and recommend any changes, if necessary.</p> <p>Step 7: The students in the art and media design class incorporate any required changes and finalize the poster.</p> <p>Step 8: The poster is forwarded to the district copy center to be reproduced.</p> <p>Step 9: The Safety Office posts the new poster in all departments where lifting is a routine part of their job.</p>
Who is Responsible	Safety Manager Vocational Education Department
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Create a Mechanism to Track Safety Programs

Strategy	Create a formal tracking mechanism to evaluate effectiveness of safety initiatives. The district will have to fill the vacant clerk position.
Action Needed	<p>Step 1: The Safety Manager prepares an agenda item requesting that the board allow the department to fill the currently vacant Clerk I position.</p> <p>Step 2: The Superintendent presents the agenda item to the board.</p> <p>Step 3: The board approves filling the vacant position.</p> <p>Step 4: The Safety Manager prepares a detailed need assessment for a database that could track the safety initiatives.</p> <p>Step 5: The Safety Manager meets with the Manager of Applications Programming Support to review the database requirements.</p> <p>Step 6: IS develops a networked database that can access data from Lawson and be directly updated with data that exists outside of the ERP.</p> <p>Step 7: The Safety Manager sets out the report specifications for IS staff to program.</p> <p>Step 8: The Clerk I position is responsible for updating the database.</p> <p>Step 9: At each weekly staff meeting, the safety specialists review the status reports and set up new projects to be tracked as necessary.</p>
Who is Responsible	Safety Manager Safety Specialists IS programming staff
Time Frame	May 2003
Fiscal Impact	It will cost the district \$19,196 annually to fill the Clerk I position. The position would not be filled until the second year. Therefore, the five-year cost of this recommendation would be \$76,784.

Ensure New System Can Track Loss Data

Strategy	Ensure that the ERP system provides loss data tracking ability.
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Action Plans

Action Needed	<p>Step 1: The Director of Employee Benefits and Risk Management and the risk management analyst meets with the project insight team to determine what its data needs are and to test the system to determine what information is available.</p> <p>Step 2: The risk management analyst reviews reports that can be retrieved from the RSKCo Claims Services, Inc., database.</p> <p>Step 3: The project insight team evaluates whether the RSKCo Claims Services, Inc., database is compatible with Lawson.</p> <p>Step 4: An IS programmer is assigned to program, if necessary, a crosswalk to compile RSKCo Claims Services, Inc., data with Lawson data so that management reports can be generated.</p> <p>Step 5: The risk management analyst periodically reviews the historical loss data to identify any trends and develops recommendations to address any resulting patterns.</p>
Who is Responsible	Director of Employee Benefits and Risk Management Risk Management Analyst IS programming staff
Time Frame	May 2003
Fiscal Impact	This recommendation can be implemented using existing resources.

Organize a Committee to Address Workers' Compensation Issues

Strategy	Organize Workers' Compensation Committee.
Action Needed	<p>Step 1: The assistant superintendent of Human Resources and the assistant superintendent of Business and Information Technology Services appoint committee members that include:</p> <ul style="list-style-type: none"> • Director of Employee Benefits and Risk Management; • Director of Budget and Cash Management; • General Director of Finance; • Safety Manager; • Risk management analyst; • Claims representative; • RSKCo Claims Services, Inc., representative; and • Occupational nurses. <p>Step 2: The committee establishes goals and objectives.</p> <p>Step 3: The committee assigns a member to review other Florida district's workers' compensation programs to see if there are any improvements that can be incorporated into their own program.</p> <p>Step 4: The committee assigns a member to track historical loss data.</p> <p>Step 5: The committee assigns a member to track the program costs.</p> <p>Step 6: The committee meets monthly and reports on loss data, annual costs to date, status of cases selected to be settled and to outline action plans to address any issues that arise.</p>
Who is Responsible	Assistant Superintendent of Human Resources Assistant Superintendent of Business and Information Technology Services
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Eliminate the Early Retirement Program

Strategy	Consider eliminating the early retirement program.
Action Needed	Step 1: The Employee Benefits supervisor drafts an agenda item to eliminate the early retirement plan and provides a recommendation to set a deadline for those currently eligible to enroll.

	<p>Step 2: The Superintendent presents the agenda item to the board.</p> <p>Step 3: The board approves the elimination of the program.</p> <p>Step 4: The Superintendent and Director of Employee Benefits and Risk Management draft a memorandum to staff notifying them that the program is to be discontinued and what the deadline is for eligible employees to enroll.</p> <p>Step 5: The draft memorandum is sent to all deputy superintendents, assistant superintendents, and directors to review prior to being sent out districtwide.</p> <p>Step 6: The Superintendent sends the memorandum to all staff.</p> <p>Step 7: An agenda item is prepared annually by the Assistant Superintendent of Human Resources to consider purchasing an annuity for eligible employees during that school year.</p> <p>Step 8: The Superintendent presents the agenda item.</p> <p>Step 9: The board approves or denies the agenda item based on availability of funds to finance annuity.</p>
Who is Responsible	School Board Superintendent Director of Employee Benefits and Risk Management
Time Frame	January 2003
Fiscal Impact	It is unlikely that the district would be in a position to purchase the annuity during the next five years. No savings is anticipated in the first year since the district will be offering the program to all eligible employees. However, in subsequent years the district will no longer need to make the minimum contribution in excess of \$1 million (\$1.4 million in 2002/03), escalating at an average of 9.5% annually. Assuming that the district must fund \$500,000 in year two, \$450,000 in year 3, \$400,000 in year 4, and \$350,000 in year 5 for the current participants, in the second year the district will save \$1,033,903, in the third year \$1,229,624, in the fourth year \$1,439,188, and in the fifth year 1,663,911. The five-year savings realized from this recommendation will be \$5,366,626.

Offer a Severance Package to Certain Long-Term Employees

Strategy	Offer a severance package to certain long-term employees that are at the highest end of the pay scale and no longer wish to remain with the district. The employees eligible for severance must have been with the district for more than 25 years.
Action Needed	<p>Step 1: The Superintendent, Assistant Superintendent of Business and Information Services, the Assistant Superintendent of Human Resources and the district's general counsel meet to devise a severance package that the district can afford</p> <p>Step 2: The Director of Employee Benefits and Risk Management drafts an agenda item recommending that certain long-term employees at the highest end of the pay scale, that will meet the eligibility requirements of the early retirement program, and that no longer wish to remain at the district be offered a severance package.</p> <p>Step 3: The Superintendent presents the agenda item to the board for approval.</p> <p>Step 4: The board approves the recommendation.</p> <p>Step 5: Assistant superintendents meet with their department heads to identify any employees that will be offered the severance package.</p> <p>Step 6: Each department head meets with the employees to discuss the severance package.</p> <p>Step 7: The selected employees are terminated with severance.</p>
Who is Responsible	Board Superintendent Assistant Superintendent of Business and Information Technology Services Assistant Superintendent of Human Resources General Counsel Director of Employee Benefits and Risk Management

Action Plans

Time Frame	January 2003
Fiscal Impact	<p>Based on these assumptions:</p> <ul style="list-style-type: none"> • 1.0% of the existing eligible employees selected (54 employees) • 0.5% of 750 employees that would become eligible each year selected (4 employees) • 1 week pay for each year of service • Average of 26 years service <p>Average salary \$975 per week In the first year, the cost to the district would be \$1,368,900. In each subsequent year, the district's cost would be \$101,400. The five-year cost to the district would be \$1,774,500.</p> <p>However, there would be a savings to the district by implementing this recommendation. The district would fill these positions with less expensive employees:</p> <ul style="list-style-type: none"> • \$2,700,000 (54 employees at an average of \$50,000 per year) less \$1,890,000 (54 employees at an average of 35,000 per year); • \$200,000 (4 employees at an average of \$50,000 per year) less \$140,000 (4 employees at an average of \$35,000 per year); • In the first year, the savings to the district would be \$810,000. In each subsequent year, the district's savings would be \$60,000. The five-year savings to the district would be \$1,050,000. <p>Therefore, the net cost to the district to implement this recommendation would be \$558,900 in the first year and \$41,400 in each subsequent year. The five-year cost to the district would be \$724,500.</p>

Action Plan 14-13

Implement a Review Process to Ensure Payments do not Exceed Authorized Amounts	
Strategy	Implement a manual review process to ensure that amounts paid do not exceed authorized amounts.
Action Needed	<p>Step 1: The General Director of Finance prepares a board agenda item requesting a control clerk position</p> <p>Step 2: The Assistant Superintendent of Business and Information Technology Services presents the agenda to the board.</p> <p>Step 3: Board approves the position.</p> <p>Step 4: The Supervisor of Purchasing prepares a work plan for the position.</p> <p>Step 5: The Supervisor of Purchasing submits the request to human resources to post the position.</p> <p>Step 6: The Supervisor of Purchasing hires control clerk.</p> <p>Step 7: The control clerk manually verifies that amounts billed are equal to or less than authorized amounts.</p>
Who is Responsible	Assistant Superintendent of Business and Information Technology Services General Director of Finance Supervisor of Purchasing
Time Frame	September 2002
Fiscal Impact	The salary for a control clerk will be \$26,947 per year and \$134,735 for five years.

Extend Life of Blanket Purchase Orders

Strategy	Revise blanket purchase order policy to extend the life of a blanket purchase order from six months to a one-year term or the end of the fiscal year, which ever is the least number of days.
Action Needed	<p>Step 1: The Supervisor of Purchasing and the General Director of Finance revise the board policy and prepare a board agenda item.</p> <p>Step 2: The Assistant Superintendent of Business and Information and Technology Services presents the agenda item to the board.</p> <p>Step 3: The board approves the revised policy.</p> <p>Step 4: The Supervisor of Purchasing implements the revised policy extending the life of blanket purchase orders to one year or the end of the fiscal year, which ever is the least number of days.</p>
Who is Responsible	Assistant Superintendent of Business and Information Technology Services General Director of Finance Supervisor of Purchasing
Time Frame	October 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Eliminate Field Purchase Orders and Telephone Purchase Authorizations

Strategy	Eliminate the use of field purchase orders and telephone purchase authorizations and provide procurement cards.
Action Needed	<p>Step 1: The Supervisor of Purchasing and the General Director of Finance revise the board policy and prepare a board agenda item.</p> <p>Step 2: The Assistant Superintendent of Business and Information Technology Services presents the agenda item to the board.</p> <p>Step 3: The board approves the revised policy.</p> <p>Step 4: The Supervisor of Purchasing implements the revised policy eliminating the use of field purchase orders and telephone purchase authorizations and provides procurement cards.</p>
Who is Responsible	Supervisor of Purchasing
Time Frame	October 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Limit Use of Procurement Cards

Strategy	Limit use of procurement cards to cover only emergency purchases such as those currently being provided by TPAs and FPOs and issue cards to the Maintenance Department in the next scheduled release date.
Action Needed	<p>Step 1: The General Director of Finance and the Supervisor of Purchasing review the current plan of which district staff will be receiving procurement cards and eliminate those that are receiving a procurement card that is for a matter of convenience instead of necessity or emergency.</p> <p>Step 2: The General Director of Finance and the Supervisor of Purchasing add the Maintenance staff needing procurement cards to the next scheduled release date.</p>
Who is Responsible	General Director of Finance Supervisor of Purchasing
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Revise Policies and Procedures for Non-Purchase Orders	
Strategy	Change the district's NPO policies and procedures to only allow routine use by the Federal Grant and Special Revenue Departments and other district staff on an emergency basis and provide in detail the types of purchases that constitute an emergency.
Action Needed	<p>Step 1: The Supervisor of Purchasing and the General Director of Finance revise the board policy and prepare a board agenda item.</p> <p>Step 2: The Assistant Superintendent of Business and Information Technology Services presents the agenda item to the board.</p> <p>Step 3: The board approves the revised policy.</p> <p>Step 4: The Supervisor of Purchasing implements the revised policy allowing NPOs to be routinely used by the Federal Grants and Special Revenue Departments and other district staff on an emergency basis.</p> <p>Step 5: The Supervisor of Purchasing requires all utilities, contracts and debt payments to be processed as a blanket purchase order.</p>
Who is Responsible	Assistant Superintendent of Business and Information Technology Services General Director of Finance Supervisor of Purchasing
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Reopen Purchase Orders if Charges are Received Subsequent to Closing the Purchase Order	
Strategy	Reopen purchase orders if outstanding charges are received.
Action Needed	<p>Step 1: The Supervisor of Purchasing meets with the project insight team to determine whether the new ERP system is specified to allow purchase orders to be reopened. If yes, no further action is necessary. If no, go to step two.</p> <p>Step 2: The Supervisor of Purchasing and the project insight team meet with the software company representative to spec out the requirements.</p> <p>Step 3: The software company representative implements the specs.</p>
Who is Responsible	Supervisor of Purchasing Project Insight Team
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Provide System Controls for Purchasing Processes	
Strategy	<p>Program the new ERP system to:</p> <ul style="list-style-type: none"> • Provide system checks that will not allow amounts paid to exceed authorized amounts. • Automatically close blanket purchase orders when the maximum amount allowed has been reached, the term has expired, or there has been no activity in six months. Should include a feature that notifies Purchasing Department staff that the blanket purchase orders will be closed out on a designated date and allow staff to override the system if needed. • Track NPOs and provide a report detailing the purchases made.

Action Needed	<p>Step 1: The Supervisor of Purchasing meets with the project insight team to determine whether the new ERP system is specified to provide controls not allowing the payment amount to exceed the appropriated amount; automatically close blanket purchase orders exceeding appropriated amounts and reaching expiration dates; and providing a report that tracks NPOs. If yes, no further action is necessary. If no, go to step two.</p> <p>Step 2: The Supervisor of Purchasing and the project insight team meet with the software company representative to spec out the requirements.</p> <p>Step 3: The software company representative implements the specs.</p>
Who is Responsible	Supervisor of Purchasing Project Insight Team
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Action Plan 14-14

Establish Purchasing and Bid Controls in the ERP System

Strategy	<p>Ensure that the ERP system will provide the following:</p> <ul style="list-style-type: none"> • Include a data field for item type codes so that the Purchasing Department can monitor threshold limits. • Track threshold limits and prompt the purchasing staff to obtain written quotes or bids. • Close out purchase orders older than 6 months. The system should include a feature that notifies the Purchasing Department staff that the purchase orders will be closed out on a designated date and allow staff to override the system if needed.
Action Needed	<p>Step 1: The Supervisor of Purchasing meets with the project insight team to determine whether the new ERP system is specified to include a data field for item type codes and track threshold limits by code, prompt Purchasing Department to bid by tracking threshold limits, and close out purchase orders older than six months including a notification feature. If yes, no further action is necessary. If no, go to step two.</p> <p>Step 2: The Supervisor of Purchasing and the project insight team meet with the software company representative to spec out the requirements.</p> <p>Step 3: The software company representative implements the specs.</p>
Who is Responsible	Supervisor of Purchasing Project Insight Team
Time Frame	October 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Make Purchasing Department Responsible for Obtaining Quotes for Purchases Between \$5,000 and \$24,999

Strategy	Move the responsibility to obtain written quotes for all purchases between \$5,000 and \$24,999 to the Purchasing Department instead of the schools and individual departments and hire two associate purchasing agents.
Action Needed	<p>Step 1: The General Director of Finance prepares a board agenda item requesting two associate purchasing agents.</p> <p>Step 2: The Assistant Superintendent of Business and Information Technology Services presents the agenda to the board.</p> <p>Step 3: Board approves the positions.</p> <p>Step 4: The Supervisor of Purchasing and the purchasing agents prepare a work plan for the positions.</p> <p>Step 5: The Supervisor of Purchasing notifies principals and department heads of the change in procedures.</p>

Action Plans

	Step 6: The Supervisor of Purchasing submits the request to human resources to post the position.
	Step 7: The Supervisor of Purchasing hires associate purchasing agents and implements the new work plan.
	Step 8: The associate purchasing agents assume the responsibility of obtaining written quotes for purchases between \$5,000 and \$24,499.
Who is Responsible	General Director of Finance Supervisor of Purchasing
Time Frame	October 2002
Fiscal Impact	The salary plus benefits for two associate purchasing agents will be \$65,366 per year and \$326,830 for five years.

Implement System to Track Purchasing Threshold Limits

Strategy	Implement a manual system of tracking threshold limits to ensure that written quotes and bids are prepared for all purchases meeting this requirement until the process can be automated in the new ERP system. Hire a temporary employee to perform this task until the ERP system is implemented.
Action Needed	Step 1: The General Director of Finance prepares a board agenda item requesting a temporary control clerk position. Step 2: The Assistant Superintendent of Business and Information Technology Services presents the agenda to the board. Step 3: Board approves the position. Step 4: The Supervisor of Purchasing and the purchasing agents prepare a work plan for the position. Step 5: The Supervisor of Purchasing notifies principals and department heads of the change in procedures. Step 6: The Supervisor of Purchasing submits the request to human resources to post the position. Step 7: The Supervisor of Purchasing hires a temporary control clerk. Step 8: The control clerk assumes the responsibility of identifying purchase orders that need written quotes or formal bids.
Who is Responsible	General Director of Finance Supervisor of Purchasing
Time Frame	September 2002
Fiscal Impact	The salary for a temporary control clerk will be \$21,110. This position will not be required after the first year.

Amend Purchasing Threshold Policy to Cover Annual Cumulative Purchases by Commodity

Strategy	Amend the district's purchasing threshold policy from one-time purchases to cumulative purchases per commodity per year to take advantage of discounts.
Action Needed	Step 1: The Supervisor of Purchasing and the general director of Finance revise the districts policy to change one-time purchases to cumulative purchases in determining threshold limits. Step 2: The General Director of Finance prepares a board agenda item requesting a temporary control clerk position. Step 3: The Assistant Superintendent of Business and Information Services presents the agenda to the board. Step 4: Board approves the position.
Who is Responsible	Supervisor of Purchasing
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Implement Procedures to Coordinate and Consolidate Planned Purchases

Strategy	Implement procedures to coordinate and consolidate planned purchases.
Action Needed	<p>Step 1: The Supervisor of Purchasing and purchasing agents review previous year and year-to-date products, equipment, furniture and services to identify purchases that are routinely ordered by schools and departments.</p> <p>Step 2: The Supervisor of Purchasing and purchasing agents prepare a schedule that includes the item, vendor, price, and requisition dates. The requisition dates will be staggered to prevent Purchasing Department staff from being inundated with requisitions all at once.</p> <p>Step 3: The Supervisor of Purchasing notifies the schools and departments and places the schedule on the district's web site.</p> <p>Step 4: School and department requestors begin ordering routine items based on the schedule.</p>
Who is Responsible	Purchasing Supervisor
Time Frame	October 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Develop and Maintain Vendor Performance Records

Strategy	Develop and maintain record of non-compliant suppliers and provide the selection criteria used in the purchasing procedures manual.
Action Needed	<p>Step 1: The Supervisor of Purchasing requests from each purchasing agent their current non-compliant suppliers list.</p> <p>Step 2: The Purchasing secretary creates the non-compliant suppliers list from the lists received from the Purchasing agents.</p> <p>Step 3: The Supervisor of Purchasing meets with the Purchasing Department to discuss the preliminary master list and develop criteria of how to develop a process to identify and communicate which vendors are not performing, and therefore be placed on the non-compliant suppliers list.</p> <p>Step 4: The Supervisor of Purchasing notifies the schools and departments and places the non-compliant supplier list on the district's web site.</p>
Who is Responsible	Supervisor of Purchasing
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Lift Temporary Hiring Freeze and Hire a Purchasing Agent and a Control Clerk

Strategy	Lift the temporary freeze on the vacant purchasing agent and control clerk positions to ensure that the Purchasing Department is performing work that is currently not being done due to lack of staffing.
Action Needed	<p>Step 1: The General Director of Finance prepares a board agenda item requesting the board to lift the freeze on the Purchasing agent and control clerk position.</p> <p>Step 2: The Assistant Superintendent of Business and Information Technology Services presents the agenda to the board.</p> <p>Step 3: Board approves the agenda item.</p> <p>Step 4: The Supervisor of Purchasing submits the request to Human Resources to post the position.</p> <p>Step 5: The Supervisor of Purchasing hires a Purchasing agent and control clerk.</p>
Who is Responsible	Supervisor of Purchasing
Time Frame	October 2002
Fiscal Impact	The salary plus benefits for a purchasing agent and control clerk will be \$66,631 per year and \$333,155 for five years.

Action Plan 14-15

Provide Detailed Receiving Instructions to Ensure Adequate Audit Trails	
Strategy	Provide receivers with detailed receiving instructions and require all sites to obtain a receiving date stamp to ensure that the district is providing an adequate audit trail of the receipts of goods.
Action Needed	<p>Step 1: The Supervisor of Purchasing and the General Director of Finance revise the receiving section of the purchasing procedures manual to provide detailed steps for receiving goods including how to check off items and writing the date and “received.”</p> <p>Step 2: The General Director of Finance requests all sites to acquire a receipt date stamp.</p> <p>Step 3: The Supervisor of Purchasing notifies all schools and departments of the new procedures.</p> <p>Step 4: The Budget Department staff incorporates procedures into their training classes.</p>
Who is Responsible	Supervisor of Purchasing
Time Frame	October 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Require That All Schools and Departments Submit Receiving Reports Electronically	
Strategy	Require schools and departments to submit receiving reports electronically. This is critical since the new ERP system will not allow manual receipts.
Action Needed	<p>Step 1: The General Director of Finance notifies all schools and departments that all receiving reports must be submitted electronically.</p> <p>Step 2: The accounts payable staff track and prepare a report of employees not submitting receiving reports electronically and forwards report to the General Director of Finance and Internal Audit staff weekly.</p> <p>Step 3: The Budget staff contacts employee and schedule training if necessary.</p>
Who is Responsible	General Director of Finance
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Write Procedures for Submitting Receiving Reports Electronically	
Strategy	Write procedures for submitting receiving reports electronically and offer training classes to get employees comfortable using the computer to receipt goods.
Action Needed	<p>Step 1: The Supervisor of Purchasing and General Director of Finance prepare electronic receiving report procedures.</p> <p>Step 2: The Supervisor of Purchasing notifies all schools and departments of the new procedures.</p> <p>Step 3: The Budget Department staff incorporates procedures into their training classes.</p>
Who is Responsible	Supervisor of Purchasing
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Action Plan 14-17

Hire Temporary Clerks to Increase the Efficiency of the Department	
Strategy	The freeze on hiring should be lifted to allow the district to hire two temporary employees. The department is currently understaffed and district controls are suffering as a result. Once the new ERP system has been fully implemented the staffing requirements should be reassessed.
Action Needed	<p>Step 1: The Assistant Superintendent of Business and Information Technology Services requests that the board lift the hiring freeze to allow the department to hire two temporary employees to get the district through the new system implementation.</p> <p>Step 2: The board approves hiring the temporary employees.</p> <p>Step 3: The Supervisor of Accounts Payable requests that the Human Resources Department advertise the job openings.</p> <p>Step 4: The Supervisor of Accounts Payable selects two clerks from the pool of candidates that apply for the positions.</p>
Who is Responsible	Board Assistant Superintendent of Business and Information Technology Services Supervisor of Accounts Payable
Time Frame	September 2002
Fiscal Impact	This recommendation will cost the district \$36,513. It is assumed that these temporary employees will only be needed for one year.

Flatten the Organization Structure of Accounts Payable	
Strategy	The district should flatten out the organizational structure of the Accounts Payable Department and create a Clerk V position to replace the Administrative Services supervisor position.
Action Needed	<p>Step 1: The General Director of Finance prepares a request to create a Clerk V position and submits to the Human Resources Department.</p> <p>Step 2: The Director of Human Resources approves the new pay step position.</p> <p>Step 3: The Administrative Services Supervisor is notified that her title has been changed to Clerk V.</p> <p>Step 4: The Supervisor of Accounts Payable creates the new organization chart.</p>
Who is Responsible	General Director of Finance Supervisor of Accounts Payable
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Ensure New ERP System Processes Credits Properly	
Strategy	Ensure that the new accounting system will allow credits to be taken against payments regardless of which fund is involved.

Action Plans

Action Needed	<p>Step 1: The Supervisor of Accounts Payable outlines the steps involved in the credit process.</p> <p>Step 2: The Supervisor of Accounts Payable presents the process outline to the project insight team.</p> <p>Step 3: The project insight programming staff makes the necessary programming customizations to ensure that the ERP can automate the credit process.</p> <p>Step 4: The Supervisor of Accounts Payable tests the automated process and requests any necessary modifications.</p> <p>Step 5: The project insight team programming staff incorporates any necessary revisions.</p> <p>Step 6: The Supervisor of Accounts Payable retests the process and signs off on it once it works the way it is required.</p>
Who is Responsible	Supervisor of Accounts Payable Project Insight Team
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Ensure ERP System Prevents Accounts Payable from Maintaining Vendor Files

Strategy	The ERP system should include controls that block unauthorized staff from making changes to a vendor file. Only selected staff in the Purchasing Department should have the ability to update or create a vendor file.
Action Needed	<p>Step 1: The General Director of Finance requests that the project insight team and consultants change their proposed best practice to have accounts payable maintain the vendor file and assign the task to the Purchasing Department.</p> <p>Step 2: The Supervisor of Purchasing determines which purchasing staff will be authorized to maintain vendor files.</p> <p>Step 3: Project insight programmers establish system security criteria that block all district staff from making changes to a vendor file other than those individuals authorized by the Supervisor of Purchasing.</p> <p>Step 4: The project insight team revises the best practices to change the responsibility for vendor file maintenance from accounts payable to purchasing.</p>
Who is Responsible	General Director of Finance Supervisor of Purchasing Project Insight Team
Time Frame	September 2002
Fiscal Impact	This recommendation can be implemented with existing resources.

Community Involvement

Action Plan 15-2

Expand the OCIC Mission, Vision, Goals and Objectives	
Strategy	Expand OCIC mission, vision goals and objectives document into a community involvement plan with detailed strategies, performance measures, assignments and expenditures that integrates functional and programmatic goals and objectives.
Action Needed	<p>Step 1: The District Review Committee (DRC), led by the supervisor of the Office of Community and Interagency Collaboration (OCIC), reviews the current OCIC mission, vision goals and objectives document.</p> <p>Step 2: The DRC expands the existing OCIC document and develops detailed strategies, assignments, timelines and performance measures for each objective.</p>

	Step 3: The DRC incorporates the expanded document as a section in the community involvement plan developed in Action Plan 15-1.
	Step 4: The OCIC supervisor and DRC present the plan to the deputy superintendent for Instruction for review and approval.
	Step 5: The deputy superintendent for Instruction and the OCIC supervisor present the plan to the superintendent for approval.
	Step 6: The superintendent presents the plan to the board for approval.
	Step 7: The OCIC supervisor distributes the plan to area directors and supervisors for information.
Who is Responsible	OCIC District Review Committee and OCIC supervisor
Time Frame	The plan should be completed for presentation to the superintendent and board for approval by August 31, 2002.
Fiscal Impact	This recommendation can be completed with existing resources.

Develop a System to Allocate and Track Community Involvement Program Costs

Strategy	Develop a method to define and allocate costs to capture information for program evaluation.
Action Needed	<p>Step 1: The District Review Committee (DRC), led by the supervisor of the Office of Community and Interagency Collaboration (OCIC), develops a list of community involvement activities including the organization that performs the activities.</p> <p>Step 2: The DRC works with the director of Finance to identify costs and cost allocation methods for community involvement activities contained in the list developed under Step 1.</p> <p>Step 3: The DRC works with the director of Finance and documents the cost allocation methodologies to be used to track community involvement costs.</p> <p>Step 4: The OCIC supervisor, DRC and director of Finance present the cost allocation/cost tracking document for community involvement activities to the deputy superintendent for Instruction for review and approval.</p> <p>Step 5: The deputy superintendent for Instruction approves the cost allocation document and directs OCIC supervisor and DRC to use it in capturing community involvement costs for program evaluation.</p>
Who is Responsible	OCIC District Review Committee, OCIC supervisor and director of Finance
Time Frame	The cost allocation document should be completed for approval by the deputy superintendent for Instruction by October 31, 2002.
Fiscal Impact	This recommendation can be completed with existing resources.

Track Actual Expenditure Information

Strategy	Analyze the capabilities within the district financial system and design the means to use the system to efficiently capture and track actual expenditure information based on the district's cost allocation method.
Action Needed	<p>Step 1: The supervisor of the Office of Community and Interagency Collaboration (OCIC), using the cost allocation document approved by the deputy superintendent for instruction, meets with the director of Finance and the assistant superintendent of the Business and Information Technology Services Division to discuss community involvement cost information needs and the capabilities of the district's financial system to capture needed cost information.</p> <p>Step 2: The assistant superintendent of the Business and Information Technology Services Division assigns staff to work with the OCIC supervisor and the director of Finance to analyze system capabilities and design means (e.g. project numbers or account numbers) to easily capture and track community involvement related expenditure information.</p>

Action Plans

	Step 3: The Business and Information Technology Services Division staff person develops report outlining existing system capabilities and options to track community involvement cost information.
	Step 4: The OCIC supervisor and director of Finance review the report and select the most appropriate options to track community involvement cost information and recommend options to the deputy superintendent for Instruction.
	Step 5: The deputy superintendent for Instruction approves recommendations for implementation.
	Step 6: The Business and Information Technology Services Division staff implements approved options.
Who is Responsible	Supervisor of the OCIC, director of Finance, Business and Information Technology Services Division assigned staff.
Time Frame	The report options should be implemented by June 30, 2003.
Fiscal Impact	This recommendation can be completed with existing resources.

Develop Detailed Performance Measures

Strategy	Develop detailed performance measures and a system to capture and track performance measurement information.
Action Needed	<p>Step 1: The District Review Committee (DRC), led by the supervisor of OCIC, develops detailed performance measures for the functional and programmatic goals and objectives in the community involvement plan.</p> <p>Step 2: The DRC and the supervisor of OCIC identify data requirements for capturing and tracking performance measurement information.</p> <p>Step 3: The DRC and the supervisor of OCIC document how performance measures will be captured and reported and who will be responsible for tracking and reporting performance measures as a section in the community involvement plan developed in Action Plan 15-1.</p> <p>Step 4: The OCIC supervisor and DRC present plan to the deputy superintendent for Instruction for review and approval.</p> <p>Step 5: The deputy superintendent for Instruction and the OCIC supervisor present the plan to the superintendent for approval.</p> <p>Step 6: The superintendent presents the plan to the board for approval.</p> <p>Step 7: The OCIC supervisor distributes the plan to area directors and supervisors for information and implements the performance measurement systems outlined in the community involvement plan.</p>
Who is Responsible	OCIC District Review Committee and the supervisor of OCIC
Time Frame	The plan should be completed for presentation to the superintendent and board for approval by August 31, 2002. Implementation of performance measurement systems (including cost) should be completed by June 30, 2003.
Fiscal Impact	This recommendation can be completed with existing resources.

Action Plan 15-3

Periodically Analyze the Community Involvement Organizational Structure

Strategy	Institute a scheduled review program with identified benchmarks for comparisons with similar organizations.
Action Needed	Step 1: The District Review Committee (DRC), led by the supervisor of the Office of Community and Interagency Collaboration (OCIC), develops a list of benchmarks and peer districts to be used as comparisons for the SDHC community involvement program. Examples of benchmarks include staffing structure and ratios and cost and budget information.

	<p>Step 2: The DRC develops a proposed timetable for review and the organization responsible for conducting the review and incorporates as a section in the program evaluation plan.</p> <p>Step 3: The OCIC supervisor and DRC present the program review document to the deputy superintendent for Instruction for review and comment.</p> <p>Step 4: The deputy superintendent for Instruction approves the program evaluation plan.</p> <p>Step 5: The OCIC supervisor implements the program evaluation plan according to the plan's established timetables.</p>
Who is Responsible	Supervisor of Office of Community and Interagency Collaboration and OCIC District Review Committee
Time Frame	The program evaluation plan should be completed and ready for implementation by June 30, 2003.
Fiscal Impact	This recommendation can be completed with existing resources.