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An Understanding and a Quest for Excellence in Human Resources at an Urban Public School District

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AN UNDERSTANDING AND A QUEST FOR EXCELLENCE
IN HUMAN RESOURCES
AT AN URBAN PUBLIC SCHOOL DISTRICT

Juliette E. Douglas, B.S.

An Abstract presented to the faculty of the Graduate
School of Lindenwood University in partial
fulfillment of the requirements for a Masters
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ABSTRACT

This thesis will focus on how to transition the Human Resource Division at St. Louis Public Schools into a customer focused, responsive service organization. Like many other industries, urban education has some uniqueness but there are also some common issues. To better understand the management style traditionally used in urban education, this project started with conducting extensive research on the history of management in education.

History is only important in understanding the past. Good management must *focus on the present and create the future.* To better plan to create a changed human resource function, two basic management concepts were also researched, school based management and total quality management.

Other school districts have had success in improving the quality of education being provided by implementing school-based management. St. Louis Public Schools has already made a commitment to implement school-based management. School-based management is a concept that places accountability and responsibility as close to the students as possible. Much of the decision making for budgets, curriculum, and personnel are shifted from the central office to the schools. Schools are managed by teams composed of all stakeholders. This includes parents, students, community leaders, teachers, and other school

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administrators. The principal, however, is still ultimately responsible for student achievement at his/her school. Any changes made in human resources must be supportive of school-based management.

The other management concept explored was total quality management. Total quality management is a system approach to integrating all strategies of a company in order to create a customer focused, quality organization. As it applies to human resources, total quality management has as its goal to increase quality, productivity, customer satisfaction, employee satisfaction and loyalty.

This study will discuss some of the changes that have already occurred. The study will also incorporate some of the total quality management techniques in outlining a Three to Five Year Human Resource Strategic Plan.

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DEDICATION PAGE

The ultimate goal of this project is to identify ways to help provide a quality education to the children in St. Louis City.

I thank James Lister, who agreed to read by research project even though he was already overloaded with other projects, my past Faculty Advisor, Arlene Taich who provided me with continual encouragement throughout the Masters Program, and my current Faculty Advisor, Gareth Gardiner, who always listened and reminded me of the power of positive reinforcement.

Lastly, I must thank and dedicate this research project to my most avid supporter, Frederick Douglas, my husband. Like me, Frederick understands the importance of education. He proofed my work, cooked, shopped, and even sat with me late at night to support me as I completed this research paper. He was my rock.

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INTRODUCTION

<u>History of Human Resources</u>

Prior to 1930, the responsibility for the management of employees was the total responsibility of line managers. Laws like the Fair Labor Standards Act of 1934 created the need for better record keeping and the utilization of tools like time clocks and payroll systems. (Walker 9)

During the next two decades, the functions of personnel management became more complex. Personnel specialists evolved because line managers relinquished their responsibilities for the management of their staff in order to concentrate their attention more on production. At that time, the primary functions of personnel departments were basically payroll, personnel statistics (like previous employment experience, medical history, martial status, previous education, and demographic information), employee benefits, and personnel budgets. (Lee 37-39)

The decade of the sixties brought even more new employment laws and regulations. These laws required a significant increase in both data collection and data manipulation. Examples of these laws which required compliance included the:

1. Equal Pay Act of 1963, which was designed to ensure equal pay for equal work between men and women, could not be verified without data and statistics. Such data included job content, where people worked, pay levels, and other demographic statistics such as gender and age.

2. Title VII of Civil Rights Act of 1964. As a result of this Act, the Equal Employment Opportunity Commission was established. This legislation required maintaining applicant information, promotion information, and records on rules and discipline.

3. Executive Orders #11246 and Revised Order #4 introduced affirmative action. More requirements emerged which required calculating avail-ability, setting goals and targets, producing utilization reports, and con-ducting workforce analysis.

With all this pressure for mandatory data collection, the personnel function began to change dramatically. Additionally, new tools were needed to support the quantity and manipulation of information. By 1965, the first packaged computer-ized personnel system was developed. (Walker 18)

New laws and regulations were continually being passed. In 1970, the Occupational Health and Safety Act (OSHA) required employers to maintain a safe and healthy workplace. It required on-site inspections and the retention of records on an annual basis. It also set up standards for the classification of accidents and injuries and established fines and penalties for failure to comply. In 1974, Congress passed the Employee Retirement Income Security Act (ERISA). ERISA defined rules and responsibilities surrounding pension plan structure, plan

rules, funding, and administration. Vesting schedules were defined and fiduciary responsibilities were outlined. Numerous reports had to be filed with the government and annual fees had to be paid to the Pension Benefit Guaranty Corporation (PBGC). Increasingly more complicated reports were required. To meet the demands and needs of all the regulatory agencies, major organizations had to have their own Personnel Information Centers staffed with personnel information specialists. (Walker 22)

Something else was changing as well—the workforce. Prior to 1970, the average workforce was white, male, approximately 29 years old with 12 years of education. Employees generally worked within the region where they were born, therefore employees normally grew up together, worked together and lived near each other. It was these white males who established the values and the corporate culture. This culture included the general belief that a fair day's pay for a fair day's work. A fair day included working whatever number of hours were necessary to get the job done. The family and its needs came second to the job. The goal was to save for the future. Older workers were thought to be smarter and got the promotions. New employees, regardless of how qualified they were or how much better they performed, had to pay their dues and come up through the ranks. Very few jobs were open to minorities, and people with disabilities were not in the workforce at all. (Jamieson 14)

All jobs were narrowly and tightly defined. Spans of control were small so several layers of management were required to monitor and approve everything.

Overall decision making was controlled at the top, thus requiring only one-way communication. (Jamieson 35)

As diversity increased, people's needs, expectations and values changed. At the same time, productivity slipped. It was obvious that the old style of top down management no longer worked. By the 1980's businesses were changing at an accelerated pace. The number of employees in the ranks of top management began to get smaller and automation became essential to provide the kinds of information which was required. Concepts like *total quality management* were implemented. Employees were asked to supervise and improve their own work and productivity levels. Traditional personnel functions such as employee selection, job placement, and training were transferred to the operation managers. Teams were formed and team leaders assumed more responsibility in selection and training, allowing personnel professionals to begin to devote more time to strategic planning. (Clark 138).

Present Human Resource Functions

By the 1990's, the workforce was changing rapidly. Women and minorities were entering the workforce in droves. Seventy-five percent of the workforce were women in their childbearing years. Thirty-five percent of the executives, administrator and manager levels were women. Minorities represented a larger percentage of the total number of employees. Employees were changing jobs more frequently and were willing to leave the locations where they were born in order to pursue more challenging or more lucrative positions. (Jamieson 21)

All of this diversity meant that organizations could not have just one way of doing things. Alternatives had to be made available so employees could make choices. David Jamieson states in his book, <u>Managing Workforce 2000: Gaining the Diversity Advantage,</u> "Human resources is still out of synch with the issues of diversity, so frustration continues to grow and performance is suffering." He was right and others recognized the issues as well. Business needed to change and rethink how they dealt with their employees. More flexibility was essential for success. Flexible benefit plans were developed under Section 125. Jobs were shared by multiple employees. Employees who previously only performed one function were new being asked to perform multiple interrelated functions. Many companies had flexible work hours. Where appropriate, employees were even working at home.

The culture of our society as a whole and the issues that come with diversity required more government intervention. This intervention took the form of more legislation. Some of this new legislation included the:

1. Omnibus Budget Reconciliation Action (OBRA)

2. Consolidated Omnibus Budget Reform Action (COBRA)

3. Tax Equalization and Finance Readjustment Act (TEFEA)

4. Amendments to the Age Discrimination Action (ADEA)

5. Immigration Reform and Control Act (IRCA), and the

6. Americans with Disability Act of 1992

All of this legislation required the collection, analysis, and retention of yet more data. (Walker 29) In addition to federal legislation, most states were also enacting laws which regulated how businesses could operate.

Managing people continued to become more complex. Sang Lee in his book, Personnel Management: A Computer Based System, explained personnel administration as encompassing "the procurement, development, maintenance, utilization and separation of a workforce'. He further defined:

1. Procurement as including manpower planning, affirmative action, recruitment and selection;

2. development as encompassing orientation, training, management development, career planning, performance appraisals, and promotional systems;

3. maintenance as involving wage and salary administration, benefits and service administration, safety, health, disciplinary systems, grievance systems, employee communication, employee relations and collective bargaining;

4. utilization which covers job assignment, leadership, motivation, job design, and work scheduling; and

5. separation as pension administration, retirement, counseling, layoff procedures, turnover analysis, and exit interviewing.

Human resources had finally evolved from a post audit function, determining effectiveness after the fact to participating in long range management decisions as well as helping to create routine operational effectiveness. (Lee 2)

This new focus was supported with computer systems that integrated human resource information with the information of other key areas in the organization.

However by 1990, most human resource departments were still spending 40% to 60% of their time administering human resource issues which could be transferred to technology, which would enable them to spend more time on higher value work. The communication of information was still lacking. Line managers still did not have access to their own employees' records. While as much as 40% of the organization's compensation costs went to benefits, most employees didn't know the value or cost of these packages. (Walker xiv)

Training was another key area which still fell short. According to a survey conducted in 1989 by the American Society for Training and Development (ASTD), only $20 billion a year was being spent in the United States on employee training. This was only enough money to train 10% of the employees in the workforce. Only 35% of all United States employees were receiving on-the-job training. The report further stated that up to 30% of the workforce was illiterate. The report further stated that "the nation's need for smarter employees is on a collision course with an ill prepared labor supply." The American Society for Training and Development recommends spending 2% of payroll on training, with an ultimate goal of 4%. (ASTD 1989)

The ASTD study included information obtained from human resource professionals. These professionals were asked what their top ten human resource issues were. They cited:

1. cost containment,

2. development of future management talent,

3. succession planning,

4. redesign of compensation programs (variable pay incentives,

5. bonuses, stock, etc.)

6. changes in labor relations (unions as partners),

7. changes in staffing levels (downsizing, delayering),

8. organizational changes due to mergers, acquisitions, etceteras,

9. legal and regulatory changes in benefits, tax reform, and

10. environmental impacts,

11. improvements in employee communication, and

    managing technological changes. (Walker 34)

How to accomplish all of this, and stay on top of technology in an environment of cost containment remains the ultimate challenge.

Future Human Resource Challenges

By the Year 2000, people of color will represent 50% of the population in the United Sates and therefore, the job market. United States born people of color and immigrants will be 43% of the new entrants into the workforce. Minorities will not be just African Americans. Hispanics, Asians (such as Japanese, Chinese, Thai's, and Indians), and people from the Middle East (Greeks, Arabs, etcetera) will make up the new minority. These employees will speak 80 different languages. This will result in more diversity of values, work ethics, and norms of behavior. Businesses will have to rethink their communication techniques, offer

more cultural awareness training, and offer different rewards valued by different cultures. (Jamieson 22)

Fifty one percent of this workforce will be between the ages of 35 - 54, with another thirteen percent over 55. Fifty percent will be women. Seventy-five per-cent of the employees will be from dual career families. This workforce will be less educated but more stable and experienced. Employees will not be as adapt-able to mobility because of stronger ties to their families and their communities. Older employees will be supervised by younger employees. New jobs will re-quire higher skills. One-third of all new jobs will require a college education. (Jamieson 51)

Not only will more people with disabilities enter the workforce, but larger numbers of people in the workforce will have disabling illnesses such as heart disease, multiple sclerosis, AIDS, or drug and alcohol addiction. This will create the need for more programs designed to offer employee assistance. Greater col-laboration among businesses, legislators, health care providers, and special agen-cies who provide education and support will also be required. Supervisors will have to be better trained to deal with employees who have a myriad of mental and physical challenges. (Jamieson 25-37)

Organizational structures will be flatter, causing career opportunities to di-minish. The workforce will also grow at a much slower rate with greater use of part-time employees, job sharing, and employees working at home. With fewer promotional opportunities and fewer jobs, employers will have to find other ways to keep good, well-trained employees interested and motivated.

Employees in this new workforce will require multiple trade skills and will be asked to perform more integrated tasks. Work will be accomplished almost entirely in teams which will be cross functional and will require employees who are multi-disciplinary. Alternative payment systems based on teams, groups, and company-wide accomplishments will be pervasive. Flexibility will be mandatory, requiring the long skill life cycle to give way to short skill life cycles. Managers will be resources and providers, not monitors and controllers. They will spend their time planning, organizing, and training. (Clark 198-200)

All of these changes will lead to different motivational factors, reward systems, and definitions of success. For example, older employees may value sabbatical leaves, time off, and other perks instead of salary increases or other benefits.

Technological changes must occur to assist in these efforts. Some of these changes are already occurring:

1. Scratch pad computers are available to accept handwritten input. Another option will be voice controlled computers. These computers will have the capability to read any alphabetical based language.

2. Virtual reality will be used for training enabling students to react to constant changing environments with immediate feedback.

3. Hypertext will be available off the shelf and will enable computers to integrate information from various sources, including books, magazine articles, etc. and will display the information on the screen.

4.   Hypermedia and interactive multimedia will offer full motion video and audio using a digitized environment.

5.   Expert systems, an upgrade of artificial intelligence, will be used for forecasting and modeling.

(Forrer 179)

Other technological supports will be evident in other aspects of human resource management. Recruitment will become even more critical, so psychometric and other selection tools and techniques will be used. Training will become a regular pattern of upgrading skills requiring more sophisticated profiling tools. (Clark 208) The use of robots even in human resources will be prevalent. (Goad 181)

Some cautions are in order. Word processing may actually produce even lower quality work, because people will sometimes bypass planning, analysis, and careful thought before writing. (Goad 165) This has been the current experience of many managers.

Computers and other technological tools will become more involved in monitoring. They can be programmed to even monitor log on and log off. Because of these types of uses, some technology may be perceived as "big brother" and an invasion of privacy. Additionally, more health hazards will happen such as radiation hazards, eyestrain, backaches, carpal tunnel syndrome, and mental stress. In many instances, technology is discourteous to people. An example is keeping people on hold on the telephone, or the use of voice mail. A more con-

scientious effort will have to be made to remember that people and their needs are the center of human resources. (Goad 179).

Human resource managers must become an integral part of the corporate management team, concentrating on business strategies and fostering positive attitudes for change. All policies, practices and procedures must be developed to facilitate a culture for continuous innovation leading to continuous improvements in quality.

Human Resource Dilemma in Urban Public School Districts

School systems are confronted with many of the same problems as most businesses. There are only a few variations. Prior to 1970, unlike most businesses, the majority of employees (who were teachers) were white women. The administrators were almost exclusively white males. Educators generally worked within the region where they were born; therefore as occurred in most businesses, employees shared common values as they pertained to work, gender, minorities, family and authority.

The children in the schools mirrored the community and therefore, also had similar values. Parents knew the teachers of their children and the administrators because they had all grown up together.

To be an administrator, employees had to pay their dues and come up through the ranks. Every administrator had to be a teacher first, even if they were responsible for a fiscal management, planning, or human resources. The training was geared to curriculum and instruction. Management training was general in nature.

School administrators, as did managers in other organization, had to deal with the continuous barrages of federal, state and local laws. As in other businesses, these laws required changes in the business of public education. Significant increases in record keeping occurred and forced the introduction of technology.

As time passed, employees in public education became more diverse. The demographics mirrored what was happening in the other organizations. The diversity of the children being taught also changed. This thesis will evaluate one urban school district. In this district, over 1,200 students speak English as a second language. These students speak over 30 different languages. Another 2,500 students have a variety of special needs running the gambit of physical and mental disabilities. Most of these students must be educated in an integrated environment, in the same classroom as students who have no disabilities and whose primary language is English..

Forty percent of the students are transient. They move at least once during the school year, which requires them to change schools. Teachers and administrators are hired from all across the world. As is evident, teachers, administrators and parents of students no longer come from the same community. They come from different cultures, have different needs, and very different values.

The challenges facing employees responsible for human resources in an urban public school district have become more complex and more critical. Ever changing laws, employee needs and student needs must all be integrated and intertwined to produce an environment where quality learning occurs.

In order to implement an effective human resource function in a school district, it is critical to understand the:

1. history of management in public education,

2. school-based management concept, and

3. total quality management as it applies to human resources.

The History of Management in Public Education

Prior to 1900, each school operated independently. Local school boards determined curriculum, hired personnel, purchased materials and controlled the building. The principal had the authority for teacher selection, placement, promotion and salary. During this period, members of school boards became politicians. People who were hired to work in the schools were hired for political reasons, normally as a payoff for donations or favors rather than because of their qualifications. Bribery and kickbacks became commonplace. Education reform was necessary to "depoliticize" education and hire nonpartisan, professional educators to manage school systems. (Lindelow 110)

The industrial age spawned the climate for much needed sweeping reform. Highlights of this reform included standardization and centralization. The teaching style used to educate children was based on rote learning and obedience.

Schools were operated like factories. To quote a noted authority in education,

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Carl Marburger, "Schools were perceived as factories, with students the product that came out at the end of the assembly line." (Marburger 32) The top-down, one-directional management style was prevalent. School districts had several layers of managers who were responsible for supervision and for insuring quality control. (Lindelow 110)

The management of school districts continued to become more and more centralized from 1920 until around 1970. As urban areas grew, so did school districts. School boards could no longer handle all the decision making for which they were previously responsible. Superintendents had to assume more of the policy decision making. As the superintendents assumed more responsibilities, the role of the principals diminished to essentially a clerical function. This erosion continued as teachers unions and other service unions gained strength and took even more decision making away from the principals. This was evident by the increased work rule language of many labor agreements.

What was wrong with this system? Standards were more consistent and education was supposed to be uniform. But something was still terribly wrong. Tension grew as school boards and the central office staff were viewed more as dictators because all decisions were made centrally. As teachers and students became more diverse, special needs of individuals and minority groups were often overlooked. It was obvious that children don't all learn the same way, yet teachers were not allowed to be creative and innovative in their approach to educating students. (Lindelow 113)

By the early 1980's school reform was being initiated at the federal and the state level. Management was still top-down; however, school districts were learning what other businesses already knew: the top-down approach no longer worked. By the late 1980's, more reform was introduced. School districts began looking at the successes of other industries. They soon saw that successful organizations required good communication, collaboration, and team approaches to problem solving. Other organizations were moving to participatory management; and soon thereafter, so were school districts. (Davidson 3-4)

The Introduction of School-Based Management

By the late 1980's, many public school districts began using a management style called school-based management. Some districts use the term site-based management, which is used interchangeably with school-based management.

Barbara Hansen and Carl Marburger in their publication, Site-Based Improvements: A Manual For District Leaders, defined school-based management as the decentralization of decision making authority based on the following beliefs:

1. People can be trusted. Those interested in and responsible for the education of children hold the welfare of those children in high regard.

2. People are more likely to change when they have a voice in what those changes will be.

3. Those who are closest to where implementation will occur are in the best position to decide how implementation should take place.

4. Decisions are made quicker when made at the local level.

5. If organizational structure encourages risk-taking and innovation, people will behave accordingly.

6. The resources for change and improvement are already in the school community.

7. Parents are important contributors to the educational success of their children.

8. Involving students in decision-making gives them an opportunity to become responsible members of a democratic society.

(Hansen 110)

There are basically four school-based management models. Each model varies the quantity of decision making transferred to the schools. The first model decentralizes decisions pertaining to budgeting, curriculum, and personnel. The second model transfers decision making for budgeting and staffing to the schools. In the third model, only the budget is decentralized. The last model only decentralizes elements of budgeting, personnel and curriculum. In this model there is some flexibility. School-based committees made recommendations, but have little autonomy. (Oswald 4)

In all of the models, the school board and the administration formulate and set general policies and educational objectives. Board members function as the visionaries and the arbitrators.

They concern themselves with establishing measurable results, allocating overall funds, and instituting monitoring practices rather than defining processes. The board is key in setting a supportive climate for school-based management. Many of the board's traditional responsibilities are transferred to school councils. These school council's consist of the school principal, teachers, parents, students, and other community members. (Oswald 9-11)

School-based management emphasizes group decision making not only at the site level, but throughout the entire district. It also changes the required leader-ship style of the superintendent. But he or she remains the chief administrator and the person ultimately responsible to the school board for administrative deci-sions.

The central office retains some central control functions. These functions in-clude:

1. developing district-wide priorities,

2. setting the tone and shaping the expectations and work norms of staff,

3. developing educational objectives for students at each grade level

4. raising and allocating revenue,

5. determining the district's budget,

6. supervising capital expenditures such as new construction and major repairs,

7. selecting principals,

8. approving and monitoring school instructional programs,

9. maintaining fiscal control over school budgets,

10. providing technical assistance to schools,

11. monitoring district expenditures,

12. overseeing compliance with Federal and State mandates,

13. conducting collective bargaining and contract enforcement, and

14. providing research data.

(Oswald 14-15)

Individual schools have varying levels of control over their budget, curriculum,

and personnel. The principal's role changes to that of a manager, coordinator,

facilitator, and delegator. Management functions transferred to the principal con-

sists of :

1. motivation and creation of a positive climate,

2. personnel management,

3. business management,

4. facilities maintenance and property management,

5. security,

6. counseling,

7. communication, and

8. community relations.

(Oswald 17)

Even the role of the teacher changes. In addition to classroom teaching, teach-

ers assist the principal in managing the resources of the school. They help collect

and interpret data, identify programs and practices, and work collaboratively with

other stakeholders (school staff, parents, students and the community in general) to help identify and achieve school priorities and goals. (Oswald 23)

Since school-based management requires supports from all stakeholders, parents and other members of the community also play key roles by participating as members of school councils. Parents work with other members of the school council by performing a variety of functions. They present the parent's point of view on key issues, gather support from other parents on key issues by providing information to other parents and the community, and participate as a full partner in developing policy and direction for the specific school. (Gover 9)

Students also participate on the councils. This gives them a greater sense of ownership in their school. It also gives students a better understanding of the operation of the school and the school's decision-making process. Since students are the *ultimate customer* of education, their participation on the council provides a student's perspective, and allows them to directly participate in the improvement process. Students serve as a reminder of the real purpose of school based management. (Oswald 27)

An example of shared responsibilities is that the principal and his/her site based team may be responsible for the:

1. requisition,

2. management,

3. distribution, and

4. utilization of supplies within the building.

But the central office is still responsible for the;

1. actual purchasing,

2. warehousing and distribution of supplies to buildings, and

3. provision of the proper forms and efficient procedures to facilitate the process.

Another example is staffing. Screening of applicants for jobs is usually retained by the central office, but the actual selection of staff would be made at the school building level.

None of the articles researched indicated that school-based management in and of itself improves the quality of education provided to students. There is general belief, however, that school-based management contributes to four factors which in turn have the potential to lead to improved student achievement. These four factors are increased efficiency in the use of resources and personnel, increased professionalism of teachers, implementation of curriculum reform, and increased community involvement. Using school-based management enables curriculum and instruction to be designed to build on the strength of the teachers, students, parents and the community at large. There is buy-in among all of the stake- holders.(Davidson 58) These are the factors which make private schools and magnet schools successful.

The first step to transform a traditional school district into a site-based management school district consists of creating a vision of what the school should be. Next there is an assessment of the gap between the current state of the school and the vision of where or what it should be. Guides are developed to prioritize the

restructuring process. Then groups are formed which include all the stakeholders. These groups conduct research and actually begin the restructuring process. (Davidson 6-7)

Outcomes of school based management include:

1. The development of positive teacher attitudes toward school leaders.

2. Increased teacher commitment to school goals and objectives which, in turn, increases teacher morale and reduces absenteeism and turnover.

3. Improved relationships among school administrators, parents and community members which strengthen public confidence in the schools.

4. Better programs for students because resources more directly match student needs.

The concepts of decentralized management, shared decision-making, and accountability have been used in the private business sector for years. However, using these concepts in education is relatively new. Like the private sector, it is also recognized that school-based management is not a static process, but rather a process of continual shaping and reshaping based on the specifics of the school district and each school within that district.

Implementing school-based management is difficult. Existing union contracts may restrict the time teachers can spend on activities outside the classroom. Contracts may also place restrictions on the personnel selection and placement process. Central administration staff may feel threatened because roles may be unclear and there may be fear that their positions will be eliminated as more authority and responsibility is transferred to the schools.

A major shift in the entire culture of a school district is required. Trust must

be developed among all the stakeholders. Also, greater staff development is nec-

essary because many of the stakeholders do not have the training necessary to

conduct planning and other decision making activities in a collaborative manner.

Needed skills must be developed in consensus building, the dynamics of group

process, and shared decision making.

Central administrative offices must be responsive in the delivery of services to

meet the needs of individual schools. These supports include ensuring that

schools have the necessary equipment, systems, information and training to make

decisions. Communication and coordination are also essential. (Young 9-11)

During a 1991 convention sponsored by the Texas Association for Supervi-

sion and Curriculum Development, a study was conducted among 70 educators in

Texas who were contemplating transitioning to school-based management. Sev-

eral major concerns were expressed which seem to represent the concerns of most

educators who embark upon changing to school-based management:

1. "To what degree is there a commitment to sharing power and responsibil-
   ity at all levels.

2. What will sharing power and responsibility mean for participation? Who
   will be involved? To what extent? What sorts of decisions are to be
   shared? For what reason?

3. Is there a commitment to restructuring the entire school system? If not,
   what parts and why?

4. Does consensus exist about the types of change needed in the system?

5. In what ways is each school unique. What are each school's existing strengths?

6. How will the political climate and contest influence the possibilities and prospects of restructuring?

7. How do teachers make effective contributions to the restructuring process?

8. What are the perceived obstacles to their effectiveness?

9. How can communication be made more open?

10. What fiscal resources will be available to facilitate restructuring?

11. How can trust be established and maintained throughout the restructuring process?

12. Do any hidden agendas exist?

13. Can agendas be made explicit as a way of building trust?

14. Which aspects of a school's local community are likely to enhance or detract from the efforts at restructuring?

15. How and what types of information are to be shared among people in the district? Is the information clear and easy to interpret?

16. How can time for consideration of issues be allowed so that hasty responses to problems can be avoided?

17. How can important issues be prioritized?

18. How will those who have important contributions to make but who lack experience and confidence be listened to?

19. What basis for the limits of power exists, and how might these be communicated and deliberated about?

20. What options are available concerning the control of money and other resources?

21. How can staff development contribute to a view of restructuring as a total, ongoing process?"

(Avila, 37-38)

Extensive research has been conducted to analyze the effects of school-based management. Studies initiated across the county show that not all school districts have been successful. However, specific successes were identified at many of the school districts including those in Monroe and Martin Counties in Florida, the Irvine and Fairfield-Sulsum Unified School Districts in California, the Lunenburg Public School District in Massachusetts, the Cherry Creek School District in Colorado, and the Portland School District in Oregon. Twenty-two model districts were also studied in Texas in 1992. Most of these districts were pleased with their accomplishments after implementing school-based management.

The successes of these school districts were attributable to some common themes. All school districts moved very slowly into school-based management, spending the first few years in defining roles and training staff. The staffs of these school districts had to develop trust in the relationships between the central office and the school-site staff. There was a buy-in and a sense of ownership by all the stakeholders. The central office staff became facilitators rather than dictators. The school-based committees used consensus decision making, but the

ultimate decision remained with the site principal. This meant that the selection

of the right principal was critical. Some districts started using assessment centers

to help insure that the right principals were selected. In all cases, the principal

was accountable to the district and the school-based committee. Lastly, while

different school-based models were used, each district developed *their proper*

balance between structure and freedom. (Lindelow 113-124)

School-based management was tried in the St. Louis Public School District in

various forms from 1978 through 1981, and then again in 1985. Research indi-

cated that while efforts were made, the failure of these attempts were due to a

lack of commitment.

In 1994, the Superintendent of the St. Louis Public Schools was asked to de-

velop a plan to achieve school-based management. The Board appointed an ad

hoc committee. A grant was applied for through the Danforth Foundation. A

grant in the amount of $20,000 was awarded. The ad hoc committee developed a

vision statement, bibliography, and conducted a policy analysis to determine what

revisions to existing policies would be necessary to support school-based man-

agement. (Franklin 2-3)

The St. Louis Public School District began transitioning to school-based man-

agement. In 1996, the St. Louis Board of Education approved a resolution which

was presented as the Preamble in the School-Based Management Subcommittee

Report in the September, 1996 <u>Final Report of the Transition Committee for Dr.</u>

<u>Cleveland Hammonds, Superintendent, St. Louis Public Schools</u>. Exhibit I is a

copy of that resolution.

Exhibit I

Policy resolution approved by the St. Louis Board of Education

July, 1996

The Board of Education believes that school-based management (SBM) is the most effective way for schools and their communities to make the decisions needed to implement reforms in teaching and learning that will result in improved student achievement for all children.

SBM is based on the belief that the best decisions about education are made by those closest to students. Schools and their communities, therefore, will have increased authority and responsibility for making decisions that will lead to improved performance by all those involved in the education of our children.

SBM is not an end in itself; it is a restructuring process by which the culture, organization, and practices of the District change so that learning and teaching are improved. The Board expects that central office and support units will work with schools to provide the services they need to achieve their goals as well as the goals of the District.

The Board of Education also expects that all departments, services, and support services of the District, including other educational initiatives, will be consistent with the principles of SMB and will function within a SBM framework.

Currently, 21 schools already have school-based management in place. The remaining 88 schools are scheduled to have school-based management practices in place by the beginning of the 1999 school year.

The School-Based Management Task Force also identified parameters for school-based management decision making. The specific parameters outlined for human resources are identified in Exhibit II.

In 1997, the St. Louis Public Schools utilized the services of Dr. Gwendolyn J. Cooke, Director of Urban Services with the National Association of Secondary School Principals. Dr. Cooke met with District employees to assess concerns and make recommendations as they pertain to school-based management. There were several concerns and recommendations made which pertained specifically to the human resource functions. Specific concerns were:

1. The need to establish clear, autonomous decision-making.

2. The need to establish good relationships with all the *server* departments.

3. Whether recruitment would continue to be the responsibility of the central office and whether the principal would have the final *say* about staff at the school which would be based on that particular school's criteria.

4. How the issue of teacher transfers will be handled since the transfer of teachers is embedded in the teacher union contract with tenure being the primary criteria for moving into a school, even without the principal's consent

Exhibit II

SMB Decision Making Parameters

Staff Decisions

<u>Centralized</u>

- Negotiating contracts
- Preparing job descriptions
    - Teacher
    - Support personnel
    - Classified personnel
    - Administration
- Recruiting and screening of staff (with guidelines)
- Hiring new staff

<u>School Site</u>

- Interviewing new staff
- Selecting staff
- Allocating staff and their use
- Distributing work day assignments
- Assigning teachers to classes
- Defining supervisory practices
- Determining staff recognition
- Implementation of staff development

Exhibit II (Continued)

<u>Collaborative</u>

- Developing job descriptions

- Defining administration evaluation strategies, procedures and criteria

- Defining teacher evaluation strategies, procedures, and criteria

- Defining processes for evaluation

- Transferring teachers

5. How issues of buildings and ground maintenance, custodial services and food services will be handled since these employees are placed in the schools without input from the principals.

Specific human resource strategies included:

1. Hiring personnel driven by curriculum by identifying goals and seeking staff which can meet those goals.

2. Helping people identify new positions that link their skills to the new goals.

3. Providing human resource training in how to interview successfully, how to contact references, how to select candidates, etc.

4. Establishing how involved principals should be in the selection of staff

5. Determining what kinds of support will be needed to be assigned to each school.

6. Developing a process of job retraining.

7. Determining what role the community will have in hiring personnel for each school.

8. Determine whose responsibility it will be to get substitute teachers for each school.

9. Determine how school-based management will affect the evaluation process.

10. Surveying principals on a regular basis to determine how the services are being rendered by the central office.

11. Mobilizing principals and site staff to address concerns in a united fashion, rather than individually.

It is clear that the Human Resource Division at St. Louis Public Schools must be facilitators and customer driven. Members of the Division must not only be supporters of school-based management, they must be advocates of it.

Total Quality Management in Human Resources

Total quality management is a systems approach to management, not a separate area, program or strategy. It must be fully integrated with all strategies in a company. Therefore, total quality management can strengthen and support implementation of school based management.

Total quality management involves decision making horizontally across functions and departments. It involves all employees, top to bottom and extends backwards and forwards to include all stakeholders. (Petrick 16)

One organization which provides guidance and evaluates Total Quality Management (TQM) is the Total Quality Forum. The Total Quality Forum has redefined human resources to be "a people focused management system that aims at continual increase in customer satisfaction at continually lower cost . Throughout this process, care must be taken to clearly define the *customer*.

The introduction of total quality management in human resources should have as its goal to increase quality, productivity, customer satisfaction, employee satisfaction and loyalty." (Petrick 16) In order to be successful, the goals and objectives of the organization as well as the needs and goals of employees must be satisfied.

To make this concept work, the first step and the last step has to be planning. The planning must be an iterative process. That is, each review of progress will change the plan.

The first step is to conduct an environmental assessment. This assessment includes assessing the external environment which includes the customers, special interest groups, demographics, political and legal constraints, the labor market and technology. An assessment of the internal environment should also be made. The internal environment consists of the organizational structure, ethical work culture and functional resources. The focus of this effort should be to align customer satisfaction with processes, resources, and performance measures. The use of analytical tools such as trend charts, process decision charts, tree diagrams, and surveys will be helpful. (Petrick 62-64) This study should also include an understanding of the relationships. Questions should be answered such as:

1. Who are the direct and indirect contacts?

2. What are the objectives of these relationships?

3. What is the importance of these relationships?

4. How stable are these relationships?

After an assessment of both the internal and external environment, human resource professionals must look at the goals of the organization. The difference between what exists and should exist creates a *gap*. A review of this information should help develop the shared core values and philosophy of the organization. Objectives are then established to determine what is to be accomplished by when. Objectives must be quantified and time-specific. Strategies are developed which

are designed to accomplish the objectives. (Jerrell 69-77) These strategies are then broken down into *performance integration* .Performance integration is the integration of objectives into the daily tasks and activities of employees. Throughout the process, leadership and training provide the glue to make continuous quality possible. (Malakovich)

Quality cannot occur without evaluation. This evaluation includes measuring and comparing expected results against actual results. This measurement must take into consideration organizational, societal, and employee needs. If performance was not satisfactory, corrective action must occur. This is not the end, but a new beginning because the planning cycle starts all over again.

Total quality management has also been applied in the public sector. David Osborne, advisor to President Clinton and Ted Gaebler, a consultant, listed ten principles for reinventing government. These principles were:

1. Government should act as a catalyst to see to it that services are provided.

2. Empowerment and community ownership

3. Managed competition rather than monopolies

4. Mission rather than rule-driven governance

5. Focus on outcomes, not inputs

6. Meet citizen customer needs

7. Foster entrepreneurial enterprises

8. Stress prevention, not cures

9. Decentralization, participation, and teamwork

10. Market-oriented government

(Milakovich 160)

There are several success stories in the federal government where total quality management was implemented. These include the Department of Defense, the General Accounting Office, the Treasury Department, and the Navel Air Systems Command. (Milakovich 171-172)

Total quality management has also been embraced by many school districts. One school district, Pinellas County School District, the seventh largest district in Florida, outlines how they implemented total quality management:

1. The District formed a District Quality Council to assure a common vision and consistency of purpose

2. A Collaborative Quality Council was formed to pilot collaborative collective bargaining. The Council consisted of the superintendent, the deputy superintendent, a quality coordinator, the president of the teachers' association, the executive director of the teachers' and support services union, and the president of the county council of PTA's. The unions were involved from the very beginning of this initiative.

3. Training was continuous at all levels of the organization. This was accomplished by entering into a collaborative effort with the business community. More than 100 businesses volunteered to provide quality training for district employees, the businesses and other members of the community.

4. Each department had two full days of cross-functional training and studied the concepts of total quality management. Working in teams, they applied the concepts in their daily work.

5. Each school had a School Quality Advisory Council composed of parents, business leaders, administrators and teachers. The Council developed annual school improvement plans. Within the schools, there were no departments, department heads, or department budgets. Teachers were team members and each teacher has his/her own budget.

As part of the training, team members selected a project. They researched and analyzed their needs. Each team met with a quality trainer and made presentations to the other teams. In this manner, all teams practiced their skills and received input from other employees.

Throughout the process, employees:

1. recognized the importance of his/her job,

2. understood the tasks from beginning to end,

3. used a variety of skills and talents,

4. exercised some personal control over their work, and

5. received clear and timely feedback on performance.

As a result of this process, most departments increased efficiency and became more customer focused. Success was determined by measuring student performance based on standards set by the Florida Commission on Education Reform and Accountability. (Milakovich 178-181)

One of the most prestigious awards given to organizations who have achieved quality is the Malcolm Baldridge National Quality Award. This program is ran by the National Institute of Standards and Technology which developed the criteria and award process. There are two award winners per category each year. Award winners are evaluated on the implementation of total quality management concepts throughout their companies. The human resource components include:

1. A systematic approach to having human resource plans align with the quality goals, strategies and plans of the organization.

2. A means by which all employees can contribute effectively to meeting the company's quality and performance objectives.

3. A commitment to providing training not only related to the employee's job, but training needed to achieve the company's objectives.

4. A process whereby employee performance, recognition, promotion, compensation, reward, and feedback support the quality and performance objectives.

5. A work environment which is conducive to the well-being and growth of all employees.

(George 97-106)

Summary

None of these strategies in and of themselves guarantee success. Visions and strategies are only as good as those who develop them. However, one thing is clear. Educators can no longer plan and manage in a vacuum. The definition of

their customers has to be redefined to include all stakeholders. This includes

their students, parents, and the community at large. These stakeholders must be

involved in the decisions on what education is to be provided, how it is to be pro-

vided, and how success will be measured.

School-based management and total quality management are means of

achieving the needed collaborative effort, and ultimately improve education.

Human resources will play a key role in this process. So where better to begin

than with reengineering the human resource function at the St. Louis Public

Schools using the combined concepts of school-based management and total

quality management?

CHAPTER III

RESEARCH METHODOLOGY

During the last six months, a number of new human resource procedures and processes were implemented at the St. Louis Public School District (District). This study was designed to ascertain which interventions were successful.

To prepare for the future, the District is currently involved in a strategic planning initiative. The survey used in this study was developed to help identify key areas still needing improvement so that initiatives to address these areas can be incorporated into the strategic plan.

Subjects

There were two groups of subjects in this study. The first group consisted of executive administrators. This included the Superintendent and the two Associate Superintendents. All three executive administrators were African American men. One was between 50 and 59 years of age. The other two gentlemen were over 60 years of age. All three executive administrators had their doctoral degrees. The Superintendent had more than eleven years experience as a Superintendent. Both Associate Superintendents had over 20 years experience in education, but less than one year experience in their current positions.

The second group included in the study was the remainder of the administrators. This is the entire population of 109 principals and 21 division

directors. Fifty-five percent of administrators were women and forty-five percent were men. Sixty-five were African Americans and almost forty-five were White. One administrator belonged to another race.

Positions held were as follows:

> 83% were principals
>
> 6% were directors working in the Instructional Division
>
> 6% were directors working in the Non-Instructional -Site Support Division
>
> 5% were directors reporting directly to the Deputy Superintendent or the Superintendent.

Information on educational backgrounds and experience were unavailable.

Instruments

An interview format was used for the Superintendent and the two Associate Superintendents. Specific questions were asked each subject to obtain their perceptions of the interventions already implemented. Questions were also asked to obtain each of their priorities of areas needing improvement. Exhibit III is a copy of the interview questions used.

A survey instrument was used for the other administrators. A copy of the survey is shown on Exhibit IV.

EXHIBIT III

INTERVIEW QUESTIONS FOR SUPERINTENDENTS

AND ASSOCIATE SUPERINTENDENTS

Eighteen changes were made by Human Resources during the first six months. These changes are listed in Attachment A.

    1. In your opinion, which three changes had the greatest positive

       impact in supporting the District?

    2. Which three changes had the least impact?

Attachment B is a list of human resource strengths and concerns. Members of the Human Resource Division, the Strategic Planning Task Force and the Human Resource Subcommittee compiled this list.

    3. Of the list of fifteen strengths, which three are the most important?

    4. Of the list of concerns, which three are the most significant and should be

       high priorities to address?

Human Resource Division

    5. What three functions does the Human Resource Division do best?

    6. In what areas (or services) does the Human Resource Division need to

       improve?

    7. Are there any programs, projects or procedures, which you would like to

       have seen implemented in the first six months?

    8. Overall, do you have any suggestions on how the human resource function

       could be improved?

EXHIBIT III continued

ATTACHMENT A

HUMAN RESOURCE PROGRAMS IMPLEMENTED

Recruitment Efforts

Implemented Job Telephone Hot Line. Available job openings can be accessed from any telephone.

Expanded advertisement to include the Internet and college and university placement offices.

Rewrote non-City Residency requirements on advertisements to be more inviting to non-City residents.

Implemented year-round teacher recruitment and hiring.

Increased teacher recruiting staff to three full time specialists.

Implemented bi-annual hiring fairs with *Intent to Offer Letters* being signed.

Sent letters of invitation to certificated SLPS retirees offering substitute teacher positions.

Employee Selection Process

Instituted tuberculosis testing for substitute teachers.

Implemented site-based selection for all full time positions.

Implemented Non-Ranked Eligibility Lists for administrators.

Developed new application form for SLPS employees

Implemented enhanced clerical testing to measure proficiency in keyboarding, word processing, language art, filing, and math skills.

ATTACHMENT A Continued

Simplified and condensed the clerical eligibility lists.

Revised the procedures and forms for conducting criminal background

checks. The new process included on-line St. Louis City and St. Louis County

criminal record checks. Out-of-State checks are conducted on applicants who

have lived or resided outside of the State of Missouri in the last five years.

Implemented an Applicant Tracking System.

Implemented a procedure to identify and release non-performing substitute

employees.

Reorganized the Human Resource Division to support site based

management (SBM). In addition to redistributing the work, the reorganization

also included adjusting the Division staff to the authorized budgeted level (a

reduction of 12 employees).

EXHIBIT III continued

ATTACHMENT B

HUMAN RESOURCE STRENGTHS AND CONCERNS

STRENGTHS	CONCERNS
1. Employee commitment	A. Limited exchange opportunities
2. Employee loyalty (after 5 years)	B. Equity of resources
3. Experience	C. Need for staffing plan for SBM
4. Dedication	D. Inadequate knowledge of resources
5. Knowledge and skills	E. Incentives for retirement
6. Esprit de corps	F. High turnover
7. Support services	G. Retention of new hires
8. Medical benefits	H. High vacancy rate
9. Dental benefits	I. Insufficient males in education
10. Vision benefits	J. External competition for jobs
11. Life insurance	K. Interventions for poor performers
12. Site based management	L. Poor communications
13. Potential for employees to obtain financial help for professional development	M. Inadequate salaries
	N. Inadequate training
	O. Pension benefits
14. Collaboration efforts	P. No short term disability
	Q. Teachers don't feel respected and appreciated.

EXHIBIT IV

SURVEY

This survey should only take about 45 minutes. Please answer each question honestly and completely.

Please place a check in the appropriate box.

1. Your age:

   ☐ under 30 (1)   ☐ 50 - 59 (4)

   ☐ 30-39 (2)   ☐ 60 or over (5)

   ☐ 40 - 49 (3)

2. Your gender:

   ☐ Male (1)   ☐ Female (2)

3. Your race:

   ☐ African American (non-Hispanic) (1)   ☐ White (3)

   ☐ Hispanic (2)   ☐ Other (4)

4. Your position:

   ☐ Instructional Director (1)

   ☐ Non-Instructional Director (2)

   ☐ Principal (3)

   ☐ Other (4)

5. Your years of service in your current position:

   ☐ Less than 1 year (1)   ☐ 6 - 10 years (3)

   ☐ 1 - 5 years (2)   ☐ 11 years or over (4)

Please circle the answer that best describes your opinion.

6. Implementing a Job Hot Line is helpful in recruiting quality applicants.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

7. Advertising vacancies on the Internet is helpful in recruiting quality applicants.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

8. Advertising vacancies in college and university placement offices is helpful in recruiting quality applicants.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

9. Implementing year-round teacher recruitment and hiring is helpful in recruiting qualified teachers.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

10. Increasing the teacher recruiting staff from one to three has increased the number of teachers hired.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

11. It is easier working with the Human Resource Personnel Specialist assigned to teacher activities since they have been assigned by schools.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

12. Having a job fair twice a year and giving Intent to Offer letters to applicants has improved the hiring of teachers.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

13. The new application form for SLPS employees is helpful.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

14. It is critical for administrators to participate in recruiting new employees (i.e. attend job fairs, going to college campuses, etc.)

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

15. You are willing to participate in recruiting efforts.

☐ Yes (1) ☐ No (2)

16. Please list any other suggestions you have for recruiting quality applicants for SLPS.

_____

_____

_____

17. Please list suggestions on how you would like to participate in the recruitment effort.

_____

_____

_____

18. Have you hired a clerical employee in the last six months?

☐ Yes (1) ☐ No (2)

If your answer was no, go to question 20.

19. The quality of clerical applicants you interview for positions has improved in the last six months.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

20. The new procedures for selecting substitute teachers has resulted in more qualified substitute teachers.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

21. The new procedures for placing substitute teachers is better.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

22. Have you received a substitute employee other than a substitute teacher.

☐ Yes (1)   ☐ No (2)

If your answer is no, you have not received a substitute employee, go to question 26.

23. Other than substitute teachers, you receive quality substitute employees.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

24. Other than substitute teachers, what type of substitute employees do you use?

1	2	3	4
clerical	custodial	food service	other

25. Please list any suggestions you have for improving the quality of substitute employees.

_____

_____

26. Have you had a vacancy in the last six months?

☐ Yes (1)   ☐ No (2)

If you answer no to question 26, go to question 31.

27. From the time you notified human resources of the last vacancy until the vacancy was filled took less time than it would have taken six months ago.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

28. The last time you had a vacancy to fill, human resources sent you qualified applicants.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

29. When was the last time you had a vacancy which was filled?

1	2	3	4	5
last week	last month	1 - 2 months ago	3 - 6 months ago	more than 6 months ago

30. What was the last position you filled?

1	2	3	4	5
clerical	instructional support	teacher	administrator	other

31. When you have a vacancy, you prefer to schedule your own interviews at your own convenience.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

32. When you have a vacancy, you prefer to screen your own applications.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

33. In the last six months, you feel you have had more decision making in the hiring process.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

34. Please list any suggestions you have for improving the hiring process.

_____

_____

_____

35. You know who to call in the human resource division if you have a problem.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

36. In the last six months, staff in the human resource division have been easier to contact by telephone. (Please do not include the period February 9 - February 27 when Human Resources was relocating)

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

37. In the last six months, the staff in the human resource division were more polite and friendly.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

38. In the last six months, when you talk to human resource staff they give more accurate information.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

39. In the last six months, you get better support from the human resources staff.

1	2	3	4	5
strongly disagree	somewhat disagree	neither agree nor disagree	somewhat agree	strongly agree

40. Does the current evaluation process for certificated school based employees. meet your needs?

☐ Yes (1)   ☐ No (2)

41. Does the current evaluation process for all other employees meet your needs?

☐ Yes (1)   ☐ no (2)

42. Please list any suggestions you have to improve the evaluation process.

_____

_____

_____

_____

43. Are employees given the support they need to improve performance?

☐ Yes (1)   ☐ No (2)

44. Please list any suggestions you have on how to provide more support to employees who are less than satisfactory.

_____

_____

_____

_____

45. Please list any suggestions you have on training needs for human

resource staff.

_____

_____

46. Overall, SLPS is providing adequate professional development in

management skills.

       ☐ Yes (1)   ☐   No (2)

47. Please list areas of management training you feel you need to better

perform your job.

_____

_____

_____

48. Please list any suggestions for additional services you would like to

see the Human Resource Division provide.

_____

_____

_____

49. Please list any suggestions you have for identifying where to obtain additional resources (people) at no cost.

_____

_____

_____

50. Please indicate any compliments or suggestions you have for the Human Resource Division.

_____

_____

_____

Thank you for your input

Procedures

Appointments for the interviews were made with the Superintendent and each

of the Associate Superintendents. The interview with the Associate

Superintendent for Non- Instructional Support took place in his office at 3:00 p.m.

on March 16, 1998. The Associate Superintendent for Instruction was on jury

duty, so his interview was by telephone at 6:00 p.m. on March 20, 1998. The

Superintendent was interviewed in his office at 10:00 a.m. on March 26, 1998.

The survey instrument was distributed at the beginning of the March monthly

meeting for principals. This meeting was held at the Salad Bowl Restaurant on

March 5, 1998. Each participant was asked to complete the survey by the end of

the day and return it to a designated principal, who returned them to me the

following day. A copy of the survey was also mailed to division directors on

March 5, 1998. A self addressed envelope was included for convenience. The

mailed surveys were due back to my office by the end of the day on March 14,

1998.

The cover letter read as follows:

Dear Administrator,

As you know, the function of all divisions in the Non-Instructional
and Support Department is to provide support to the schools and
other divisions. Several workshops have been held and we have
had an opportunity to hear some of your concerns. As a result, a
number of changes have already occurred in the Human Resource
Division. Other changes have yet to be made.

The District is in the process of developing a 3-5 year Strategic
Plan. One of the components of the Strategic Plan deals with the
Human Resource functions. We are asking you to participate in
this process by helping us assess how well the Human Resource
Division is doing and what else needs to be done.

Please take a few minutes to complete the attached survey. All surveys need to be returned (to MaryBeth Purdy before you leave this meeting *or* returned to me By March 14, 1998 in the self-addressed envelop-*only one of these options was included based on which distribution method was used*) . Each of your surveys will be confidential. Only summarized information will be shared and discussed. The results of your suggestions will be shared with you at a later date.

If you have any questions, feel free to contact me.

Thank you in advance for your assistance.

Sincerely,

Data Analysis

Responses to the interview questions asked of the executive level administrators were not scored. Rather, the responses were compared to the responses of the other administrators. The information was used to determine which interventions were the most important to these executive level administrators. Their responses were also critical in the prioritizing of future human resource objectives and strategies.

The survey instrument used was composed of nominal scales and interval scales. The nominal scales were used for demographic information. The Likert Scale (an interval scale) was used for questions to determine the administrators' level of satisfaction with the services provided by human resources. Questions were also asked to determine if the administrators have received improved services from human resources since the last interventions. Lastly, there were open-ended questions designed to:

1. determine whether there were additional services that need to be provided,

2. ascertain if there were other issues that were important but were not

    included in the survey, and

3. to obtain any other suggestions or overall comments.

Before the survey was distributed to the entire population, a pretest was given.

The pretest consisted of administering the survey instrument to one principal, one

principal in training, one teacher, one parent, and two members of the Human

Resource Division. A discussion of the pretest occurred with the participants to:

1. make sure the instructions and the questions were clear and not

    ambiguous,

2. insure the survey did not take too long, and

3. identify any other enhancements that needed to be made.

Recommended changes were incorporated into the final survey instrument.

The data for each intervention was tabulated. For the sections utilizing the

nominal scale, the mean, and the mode were determined.

The hypothesis was that the interventions implemented were successful as

determined by the human resource customers, the administrators. The null

hypothesis was that the interventions made no difference or had a negative

impact.

A SAS computer program was used to compile the statistical information. A

one-tailed univariate t inferential analysis compared the sample mu against the

null mu. When the calculated t was greater than the critical t, then the null

hypothesis was rejected and the actual hypothesis supported. when the calculated

t was equal to or less than the critical t, the research failed to reject the null

hypothesis and failed to support the actual hypothesis. An alpha level of .10 was used. Since a Likert Scale was used, the statistical hypothesis was that mu would be greater than three. The statistical null hypothesis was that mu would be equal to or less than three. All data was considered primary data because it was gathered specifically for this project.

CHAPTER IV

RESULTS

Interviews

Responses to the interviews were generally broad in nature. They were designed to be compared with the more specific responses received by the administrators and to make sure that the Human Resource portion of the Strategic Plan included the concerns and priorities identified by the Superintendent and the two Associate Superintendents.

Question 1 - In your opinion, which three of the changes on Attachment A had the greatest positive impact in supporting the District?

> Superintendent - Year round teacher recruiting is a high priority.
>
> > Improved police checks
> >
> > Improved clerical testing (in the long term)
>
> Associate Superintendents - Year round teacher recruiting (response from
> > both); however avoid at beginning and end of school
> > year and during testing periods.
> > Improved police checks (response from both)
> > Reorganized the human resource division.
> > Expanded advertisements.

Question 2 - Which three changes had the least impact?

> Superintendent - All changes will have a positive impact, some
> > over the short term and some over the long term.

60

Associate Superintendents - Tuberculosis testing for substitute teachers.

Clerical eligibility list (response from both)

City residency (response from both)

Increased teacher recruiting staff to three full time

specialists.

Question 3 - Of the list of fifteen strengths, which three are the most important?

Superintendent - Esprit de corps is critical.

Associate Superintendents - Support for instructional area.

Experience (knowledge and skills).

Benefit package as a whole.

Employees who attempt to be helpful.

Question 4. Of the list of concerns, which three are the most significant and should be high priorities to address?

Superintendent - Build community support by responding to the

community and therefore getting respect and support.

Hire people who are committed to the District and our

children.

Associate Superintendents - Lack of systemic plan to tie together all

resources.

Lack of knowing where we need to go.

Need a paradigm shift.

People don't ask, "What can I do to help." Instead they

say, "You can't do that."

Overall, no change in service.

Question 5 - What are the three things the Human Resource Division does best?

Superintendent - There is a feeling that we are getting a handle on things.

Associate Superintendents - Some staff members have always tried to be helpful.

Some staff discharge their duties in a professional manner.

Question 6 - In what areas or what services does the human resource division need to improve?

Superintendent - Not there yet in responsiveness.

Need the entire division working together.

Whoever answers the telephone, answers the question.

Associate Superintendents - Attitudes must change.

Have a telephone system where callers don't have

to interact with a computerized message.

Utilize more automation in recruiting and screening.

Provide more support to help people get the job done.

Question 7 - Are there any programs, projects or procedures, which you would like to have seen implemented in the first six months?

Superintendent - The development of a principal's advisory group

No responses from Associate Superintendents.

Question 8. Overall, do you have any additional suggestions on how the human resource functions could be improved?

Superintendent - Clear communication with the principals on their needs.

Associate Superintendents - Recruit the best people

Use summer volunteers

Use principals, instructional coordinators and teachers to help, when needed.

Revise the performance evaluation process.

Survey

Seventy-nine out of a possible 130 responses were received. This is a 61% response rate Demographic information indicated the following profile of the respondents:

The overwhelming majority of respondents were between the ages of 40 and 59.

Specifically:

52% were between 50 and 59

8% were under 30

3% were between 30 and 39

27% were between 40 and 49

10% were 60 or over

Gender of the respondents were almost split equally with 49% being males and 51% being females.

Racial composition of the respondents was not as balanced.

58% were African American

38% were White

3% were other races

2% did not respond to this question

Descriptions for positions held by the respondents were based on the organizational structure of the administrators who work for the St. Louis Public Schools.

83% were principals

6% were directors under the Instructional Division

6% were directors under the Non-Instructional and Site Support Division.

5% were directors who report to the Deputy Superintendent or the Superintendent.

Years of service in the current position as reported by the respondents was as follows:

14% had less than 1 year

32% had 1 to 5 years

8% had 6 to 10 years

46% had 11 years or more

A series of statements were designed to ascertain whether the changes which have already been implemented by Human Resources had a positive affect in meeting the needs of the administrators. These statements and the administrators responses were as follows:

Statement 6 - Implementing a Job Hot Line is helpful in recruiting quality applicants.

2% strongly disagreed

5% somewhat disagreed

19% neither agreed nor disagreed

41% somewhat agreed

33% strongly agreed

The calculated t was 4

Statement 7 - Advertising vacancies on the Internet is helpful in recruiting quality applicants.

No one strongly disagreed

5% somewhat disagreed

14% neither agreed nor disagreed

44% somewhat agreed

37% strongly agreed

The calculated t was 4.1

Statement 8 - Advertising vacancies in college and university placement offices is helpful in recruiting quality applicants.

> 5% strongly disagreed
>
> No one somewhat disagreed
>
> 2% neither agreed nor disagreed
>
> 30% somewhat agreed
>
> 63% strongly agreed
>
> The calculated *t* was 4.8

Statement 9 -Implementing year-round teacher recruiting and hiring is helpful in recruiting qualified teachers.

> 5% strongly disagreed
>
> No one somewhat disagreed
>
> 6% neither agreed nor disagreed
>
> 18% somewhat agreed
>
> 71% strongly agreed
>
> The calculated *t* was 4.5

Statement 10 -Increasing the teacher recruiting staff from one to three has increased the number of teachers hired.

> 3% strongly disagreed
>
> 7% somewhat disagreed
>
> 45% neither agreed nor disagreed
>
> 25% somewhat agreed

20% strongly agreed

The calculated *t* was 3.5

Statement 11 - It is easier working with the Human Resource Personnel Specialists assigned to teacher activities since they have been assigned by school. (This change impacts the principals only. Therefore, the response to this statement was based on a cross tab with the results reflecting the responses by the principals only)

No one strongly disagreed

10% somewhat disagreed

30% neither agreed nor disagreed

30% somewhat agreed

30% strongly agreed

The calculated *t* was 3.7

Statement 12 - Having a job fair twice a year and giving Intent to Offer letters to applicants has improved the hiring of teachers.

2% strongly disagreed

2% somewhat disagreed

21% neither agreed nor disagreed

43% somewhat agreed

32% strongly agreed

The calculated *t* was 4.0

Statement 13 - The new application form for SLPS employees is helpful.

2% strongly disagreed

2% somewhat disagreed

42% neither agreed nor disagreed

39% somewhat agreed

15% strongly agreed

The calculated t was 3.6

Question 18 - Have you hired a clerical employee in the last six months?
(This was a screening question. Only respondents who answered yes were
asked to answer question 19)

25% answered yes

75% answered no

**Statement 19 - The quality of clerical applicants you interview for
positions has improved in the last six months.** (This question was designed
to be answered only by administrators who have hired a clerical employee
within the last six months. Only 25 administrators responded.)

14% strongly disagreed

19% somewhat disagreed

43% neither agreed nor disagreed

24% somewhat agreed

No one strongly agreed

The calculated t was 2.8

Statement 20 - The new procedures for selecting substitute teachers has resulted in more qualified substitute teachers. (This change impacts the principals only. Therefore, the response to this statement was based on a cross tab with the results reflecting the responses by the principals only)

> 23% strongly disagreed
>
> 17% somewhat disagreed
>
> 32% neither agreed nor disagreed
>
> 26% somewhat agreed
>
> 2% strongly agreed
>
> The calculated t was 2.7

Statement 21 - The new procedure for placing substitute teachers is better. (This change impacts the principals only. Therefore, the response to this statement was based on a cross tab with the results reflecting the responses by the principals only)

> 25% strongly disagreed
>
> 11% somewhat disagreed
>
> 33% neither agreed nor disagreed
>
> 27% somewhat agreed
>
> 4% strongly agreed
>
> The calculated t was 2.8

Question 22 - Have you received a substitute employee other than a substitute teacher? (This question was a screening question. Only administrators who answered yes were asked to respond to statements 23 through 25.)

41% responded yes

59% responded no

Statement 23 - Other than substitute teachers, you receive quality substitute employees. (This statement was designed to be answered by administrators who have used a substitute employee. Thirty- eight administrators responded to this statement.)

3% strongly disagreed

10% somewhat disagreed

17% neither agreed nor disagreed

63% somewhat agreed

7% strongly agreed

The calculated t was 3.6

Question 24 - Other than substitute teachers, what type of substitute employees do you use? (This statement was designed to be answered by administrators who have used a substitute employee. Thirty-eight administrators responded to this statement although more than one position was circled by some administrators.)

47% were clerical

39% were custodial

7% were food service

7% were other substitute employees

Question 26 - Have you had a vacancy in the last six months? ? (This question was a screening question. Only administrators who answered yes were asked to respond to statements 27 through 30.)

80% responded yes

20% responded no

Statement 27 - From the time you notified human resources of the last vacancy until the vacancy was filled took less time than it would have taken six months ago.

26% strongly disagreed

16% somewhat disagreed

24% neither agreed nor disagreed

28% somewhat agreed

6% strongly agreed

The calculated *t* was 2.7

Statement 28 - The last time you had a vacancy to fill, human resources sent qualified applicants.

6% strongly disagreed

22% somewhat disagreed

21% neither agreed nor disagreed

38% somewhat agreed

13% strongly agreed

The calculated t was 3.3

Statement 29 - When was the last time you had a vacancy which was filled? (this question was designed to help understand the relationship of the time of hiring to the responses to question 28.)

8% filled vacancies last week

14% fill vacancies last month

32% filled vacancies 1-2 months ago

24% filled vacancies 3-6 months ago

22% filled vacancies over 6 months ago

Statement 30 - What was the last position you filled?

2% filled clerical positions

12% filled instructional support positions

68% filled teacher positions

2% filled administrator positions

16% filled other positions

Statement 31 - When you have a vacancy, you prefer to schedule your own interviews at your own convenience.

3% strongly disagreed

3% somewhat disagreed

6% neither agreed nor disagreed

16% somewhat agreed

72% strongly agreed

The calculated t was 4.5

Statement 32 - When you have a vacancy, you prefer to screen your own applications.

5% strongly disagreed

6% somewhat disagreed

no one neither agreed nor disagreed

22% somewhat agreed

68% strongly agreed

The calculated t was 4.4

Statement 33 - In the last six months, you feel you had more decision making in the hiring process.

1% strongly disagreed

6% somewhat disagreed

29% neither agreed nor disagreed

43% somewhat agreed

21% strongly agreed

The calculated t was 3.7

Statement 35 - You know who to call in the human resource division if you have a problem.

No one strongly disagreed

8% somewhat disagreed

8% neither agreed nor disagreed

55% somewhat agreed

29% strongly agreed

The calculated t was 4.1

Statement 36 - In the last six months, staff in the human resource division have been easier to contact by telephone.

12% strongly disagreed

20% somewhat disagreed

19% neither agreed nor disagreed

38% somewhat agreed

11% strongly agreed

The calculated t was 3.1

Statement 37 - In the last six months, the staff in the human resource division were more polite and friendly.

1% strongly disagreed

8% somewhat disagreed

31% neither agreed nor disagreed

42% somewhat agreed

17% strongly agreed

The calculated t was 3.7

Statement 38 - In the last six months, when you talk to human resource staff, they give more accurate information.

3% strongly disagreed

16% somewhat disagreed

33% neither agreed nor disagreed

37% somewhat agreed

11% strongly agreed

The calculated t was 3.4

Statement 39 - In the last six months, you get better support from the human resource staff.

2% strongly disagreed

17% somewhat disagreed

38% neither agreed nor disagreed

30% somewhat agreed

13% strongly agreed

The calculated t was 3.3

The other statements and the open ended questions were designed to help the human resource division understand what other programs, changes, and enhancements needed to yet occur and be included in the District's 3 - 5 Year Strategic Plan. These statements and the administrators responses were as follows:

Statement 14 - It is critical for administrators to participate in recruiting new employees (i.e. attending job fairs, going to college campuses, etc.)

3% strongly disagreed

15% somewhat disagreed

38% neither agreed nor disagreed

19% somewhat agreed

25% strongly agreed

The calculated t was 2.5

Statement 15 - I am willing to participate in recruiting efforts.

94% responded yes

6% responded no

Question 16 - Please list any other suggestions you have for recruiting quality applicants for the SLPS.

1. Increase teacher pay. (suggested by 35 respondents)

2. Human resources needs to update its screening of applications. (suggested by 11 respondents)

3. Recruit prospective teachers during their junior year. (suggested by 5 respondents)

4. Interview committees in the schools should have information packets on all applicants three days before the interview is scheduled. (suggested by 2 respondents.

5. Use videos in recruiting. (suggested by 3 respondents)

6. Hire a full time recruiter for searching the entire country for possible candidates.

7. Enlarge the number of states from which credentials can be accepted.

8. Make presentations to colleges and universities.(suggested by 2 respondents)

9. Partner with colleges - one-half day of school and one-half day of internship plus summer employment; when complete with college - hire

10. Search businesses

11. Develop a program in the high schools to teach information systems and develop a *future teacher* program, use students in summer, continue through college and then hire.

12. Get more involved in the development selection of curriculum on education on the college and university level.

13. Project needs between January and February; recruiting in March and April; offering jobs in April and May prior to the school year needed.

14. Hiring should be ongoing.

15. Make sure advertisement is listed in the appropriate sections of the newspaper.

16. Advertise in GOFA, MSBA, etc.

17. Interview new hires.

18. Respond in a more timely fashion to those who apply.

19. Use a writing assessment, use parts of norm referenced test which identifies qualities of successful teachers.

20. When principals have quality people to hire for certain positions, let those people put in applications and get an interview even though the time period has passed.

21. SLPS teachers may be resourceful in bringing in other good teachers.

22. Provide opportunities to outstanding continuing substitute teachers to receive Parsons Blewett opportunities (a scholarship program) to get degree and remain with the system.

23. Recruit retired teachers or other personnel.

24. Give special focus on recruiting African American teachers.

25. Offer home ownership as an incentive.

26. Project and communicate a more positive image.

27. Abolish separate retirement fund and join the Missouri Teachers Retirement System.

28. Minimize the process for eliminating poor performance in staff.

Question 17 - Please list suggestions on how you would like to participate in the recruitment effort.

1. Speak to college students and attend job fairs. (suggested by 6 respondents)

2. Interview (suggested by 5 respondents)

3. Initial interviews. (suggested by 2 respondents)

4. Allow staff to review applications along with HR staff. (suggested by 2 respondents)

5. Interview applicants only for my school.

6. Provide school tours for interested applicants.

7. Notify principals early.

8. When staff finds an applicant, work to hire them (suggested by 2

   respondents)

9. Don't have potential applicants stand in line outside of job fair.

**Question 25 - Please list any suggestions you have for improving the quality
of substitute employees.**

1. There needs to be ongoing training for substitute employees. (suggested by

   45 respondents)

2. Increase clerical pay. (suggested by 5 respondents)

3. Work harder to recruit, I had a custodial opening for six months before it

   was filled.

4. Have custodial and food service workers directly supervised by building

   principal.

5. Don't place substitutes without checking with the principal.

6. Get rid of liberal sick leave and funeral leave policy and a lot fewer

   substitutes would be needed.

7. When a permanent employee has been on sick leave for two years, let the

   principal replace him with an excellent substitute by hiring that substitute.

   No place needs to be held for an employee on an indefinite basis.

8. Have more substitutes to choose from.

9. Have a probationary period

10. Use standard testing for basic skills.

11. Develop links with professional clerical schools.

12. Police checks should be updated annually.

13. Inform the substitute in a timely fashion when they are relieved of

    substitute duty. Sub custodian was there three days after regular employee

    returned waiting for a call to be released.

Question 34 - Please list any suggestions you have for improving the hiring

process.

1. Let the divisions assist and have regular meetings (suggested by 4

   respondents)

2. Screen my own applications.

3. Let principals hire their own qualified people. (suggested by 3

   respondents)

4. HR should do first screening for certification.

5. Do not send teachers to schools who have not been screened by the

   principals.

6. Only send highly qualified candidates to the schools.

7. Ranking would minimize the time needed to review applications.

8. Improve the selection criteria to demonstrate literacy (writing samples,

   reading habits).

9. Continually involve principals.

10. Assign schools to write descriptive paragraphs about their programs so applicants can target several choices.

11. Make sure there are specific job classifications.

12. Recruit earlier during the year and on an ongoing basis, so that the more capable, quality applicants have not already committed to other districts.

13. Have higher standards and expectations for all staff.

14. Distribute applications, referral/references, job experiences, etc. in a timely manner.

15. Clarify whose responsibility it is to check references; check them thoroughly.

16. Have HR personnel available for telephone contact.

17. Hire more competent staff in HR.

18. Automate as much as possible.

19. Shorten the time it takes to hire, it takes too long.

20. Develop programs to motivate idealistic college graduates to teach in an urban setting.

21. Stop arbitrarily transferring problem teachers from one site to another.

Question 42 - Please list any suggestions you have to improve the evaluation process.

1. Staff should be able to evaluate higher than satisfactory. Categories need to be expanded and more specific. (recommended by 2 respondents)

2. Need more space for comments, the form is too general.

3. Performance based evaluation should include student performance.

4. Need more update information on total schools staff attendance.

5. Attendance should be separate and rated by HR.

6. Mandatory apprentice work during summer school with a master teacher one on one.

7. Need to improve non-certificated personnel evaluation forms.

8. Support staff evaluation should not be done on administrative form.

9. The clerical form is broad, needs to be more specific.

10. Clear expectations/training forms provided to new principals at the beginning of the year.

11. Have room for goals that are site specific.

12. Require evidence of professional development.

13. Professional portfolios for probationary teachers and teachers who are marginal to push them into showing evidence of improvement.

14. Must have teacher list before the beginning of the 2nd quarter.

15. Provide labels for all employees, if you decide to evaluate those other than the ones selected in the three year cycle.

16. Follow up on staff marked unsatisfactory and needs improvement.

17. Support administrators who rate employees unsatisfactory.

18. Cut down or simplify the amount of documentation required. (suggested by 2 respondents)

19. The 100 days reevaluation period for unsatisfactory personnel is too long.

20. No evaluations should be final until test data is available.

21. Need more curriculum area supervisors to provide support for teachers in need.

22. Staff with attendance problems, make it mandatory that they attend some workshops, counseling sessions, etc. to discuss the impact of their absences.

Question 44 - Please list any suggestions you have on how to provide more support to employees who are less than satisfactory.

1. Field specialist should be assigned to assist teachers experiencing difficulty.

2. Run a computerized list of teachers in specialized areas of certification.

3. Get in field more and talk with staff.

4. Have a more complete evaluation process.

5. Provide more training for administrators.

6. Have clear identifiable goals for the improvement of student achievement as part of evaluation. (received from 2 respondents)

7. Have good consultants who have the time to commit. (received from 2 respondents)

8. Provide more help for subject matter consultants and general consultants.

9. Have a shorter method to release unsatisfactory employees.

10. Provide substitutes for classes so teachers can observe, plan and visit with other teachers and curriculum experts.

11. Have monthly evaluations in all critical areas of performance.

12. Assign staff mentors.

13. Ensure that current procedures, including tenure laws, are followed.

14. Establish a committee for 100 day unsatisfactory employees and process in

    a timely manner.

15. Human resources should verify information when it is received.

16. Expand professional development for non-certificated staff.

17. Have alternative employment for less than satisfactory employees.

Question 45 - Please list any suggestions you have on training needs for

human resource staff.

1. Customer service and communication skills. (received from 5

   respondents)

2. How to prescreen teacher candidates.

3. Negotiating salaries.

4. Determining class rank and grade point.

5. Documenting satisfactory performance.

6. Quarterly workshops.

7. Time management.

8. Legal implications of school regulations.

9. Cross training.

10. Attend training with non-District employees.

11. Sensitivity training.

12. Telephone skills.

Question 47 - Please list areas of management training you feel you need to better perform your job.

1. Computer literacy. (received from 4 respondents)

2. Interpersonal communication -experiential, not conceptual. (received from 3 respondents)

3. Writing and documenting for performance evaluations. (received from 3 respondents

4. School administration and where to get needed information. (received from 3 respondents)

5. Wellness and stress management.

6. Adapting to change.

7. Budgeting. (received from 2 respondents)

8. Leadership.

Question 48 - Please list any suggestions for additional services you would like to see human resources provide.

1. Direct management training for classroom teachers. Experienced principal to visit and facilitate instructional teaching behavior and professional image for any and all employees as needed. (received by 3 respondents)

2. Get rid of voice mail or learn telephone etiquette. (received by 2 respondents)

3. Systematic detailed, ongoing program which provides training for substitute teachers. They should not be placed without adequate training.

4. Too many levels of responsibility before "action' is taken.

5. Provide retraining for employees who are unsatisfactory or need improvement.

6. Recruiting process should begin July 1, for the next school year.

7. HR should provide services it is designed to provide effectively and in a timely manner.

8. More computerized forms used (e.g. evaluations and observation forms)

9. Faster methods of approving Title I support staff.

10. Clarification of the guidelines regarding drug/alcohol suspected employees.

11. Improve process for dealing with unsatisfactory teachers.

12. Get rid of voice mail.

13. Quicker answers to leave requests.

14. Design a way to curb misuse of funeral leave.

15. Less time and effort and documentation in removing non-productive staff.

16. Expand staff to become HR focal point for the District.

17. Have someone in HR to perform work when regularly assigned specialist is on vacation.

18. Add more substitutes to the pool

19. Paid in-service.

20. Put your records on microfilm or on the computer. Far too many records are lost.

Question 49 - Please list any suggestions for obtaining additional human resources.

1. Corporate sponsors for additional counselors, nurses, social workers and psychologists at the elementary levels and other employees (received from 2 respondents)

2. Have a competitive pay scale. (received by 2 respondents)

3. Equalize staff between non-integrated and integrated schools.

4. Seek secretaries from corporate offices that close or merge.

5. Recruit more college juniors and seniors.

6. Combine present substitute employee system and principal called substitute employees.

7. Identify internal candidates for promotions.

Question 50 - Please indicate any compliments or suggestions you have for the human resource division.

1. Individuals are nice and cordial, but past information and gathering of such information was lacking.

2. I am hopeful things will change for the better. We really need to improve salaries to attract good people and to keep people from leaving us. It's a serious problem.

3. HR is making a strong effort to change to be more user friendly.

4. They are trying hard to provide better service despite the many bureaucratic obstacles and the lack of exposure to how the system really fits together.

5. The sincere attempts to improve and make changes is necessary.

6. Quarterly newsletter to staff in regards to areas of improvements.

7. Get rid of voice mail or at least return voice mail calls.

8. HR division should meet with every principal every year to determine the school's needs.

9. I believe the division is looking for ways to improve.

10. It is often felt that there is a lack of understanding on the part of the HR division as to how schools function and the role of the principal. Perhaps the staff could consist of some teachers and perhaps a principal or two.

11. You have been very patient with a new principal.

12. Separation of responsibilities will be very effective when fully operable.

13. Cohesiveness is being exhibited. Friendly attitude that was always present continues. We love having you in our neighborhood.

14. Telephone list was a good idea.

15. More than one person has to be able to answer a question if someone is ill or on vacation.

16. Keep working, your enthusiasm and commitment to improve will pick up more speed.

17. You have been much more responsive and available to phone calls and implementing suggestions.

18. EAP program is very helpful.

19. Very concerned that paperwork seems to flow through more hands before it is processed.

20. Evident that change is occurring. Attempts at being more school friendly are appreciated.

21. Courteous, congenial, willing to assist, but don't have resources or "know how" to fill all requests, demands or desperation.

22. Overall attitude of the division is excellent.

23. Noticeable improvement.

24. Return of calls is improving.

25. In the past, no one would listen.

26. Put director's responsibilities in writing

27. The District's perception of HR is changing for the better.

28. HR is a lot more responsive.

29. Establish a *hot line* for principals.

30. Keep track of what needs to be done.

31. Keep deadlines.

32. Porter, Eubanks, and Issac are serving well.

33. Juliette and Walter are a much needed improvement for the HR division.

34. My representative, Barbara Ginger has always been extremely responsive and helpful.

35. Lisa Pines and Glenda Reed have been polite and have worked with me on several occasions.

36. Vickie Callahan has been most competent and helpful whenever called on.

37. Staff should be commended for restructuring to meet the 21st Century needs.

Chapter V

DISCUSSION

Summary

St. Louis Public Schools was facing many of the same human resource issues as other organizations trying to provide quality service. Technology was antiquated, requiring the use of unnecessary hours of staff time to process issues. Limited training had been provided to the human resource staff. Many procedures and processes had not changed significantly in over 20 years and were developed without input from school system administrators.. There was limited trust between human resource staff and the rest of the School System.

The author was the Human Resource Officer at St. Louis Public Schools who was hired to foster change. This requires becoming part of the overall management team, while concentrating on strategic business plans. This could only happen if there is a positive attitude toward change among the staff. Policies, practices and procedures must be developed to support and facilitate a culture which is continuously striving toward innovation and continuous quality.

The first six months of employment in the new role of Human Resource Officer was spent attending meetings and listening to human resource issues. An ad hoc Technology Committee was formed to address the issue of an antiquated human resource/payroll system. A consultant was hired to work with the Committee. Focus groups were held with representatives of most major departments and

divisions. A request for proposal has been issued for a new integrated human resource/payroll system which should be installed within a year.

After meeting with principals and other administrators, several initiatives were put in place. Interviews with the Superintendent and the Associate Superintendents and the results of the survey were used to determine which initiatives were perceived as improvements. It was important to note that perceptions by the Superintendent and the Associate Superintendents were consistent with those expressed by the other administrators.

Based on the results of the survey, several recruiting programs and procedures which were changed were perceived as being helpful. In all instances, the critical t was more than 3. These improvements involved:

1. implementing a Job Hot Line,
2. advertising vacancies on the Internet,
3. advertising vacancies in college and university placement offices,
4. implementing year-round teacher recruiting, and
5. having a job fair twice a year during which principals give *Intent to Offer* letters to applicants whom they want to hire.

Two initiatives were generally perceived as having a slight affect. These included increasing the teacher recruiting staff to three and implementing a shortened application form for employees who want to apply for promotional opportunities. Both of these initiatives had a calculated t just slightly over 3.

An effort was made to move closer to School Based Management by moving all decision making for full time positions to the principals and administrators.

Previously, many hiring decisions were made by human resource staff. This has made the administrators feel they had more meaningful decision making in the hiring process. Principals also felt that the quality of applicants being sent for teacher vacancies had improved; however, they also felt that is was taking too long to fill vacant positions. Administrators did not feel they were getting better qualified clerical applicants for full time positions. Implementation of a new clerical testing instrument to better measure skills of applicants seemed to have no affect in changing this perception.

Even after changing procedures for hiring substitute teachers, principals did not feel that the quality of the applicants had improved. However, improvements were perceived in the quality of substitute clerical employees. This may have been because the procedures were changed from hiring our own substitute clerical employees to outsourcing and using a temporary agency.

The last set of questions designed to measure improvements, dealt with the quality of communication between human resource staff and administrators. Putting out a Human Resource Telephone Directory helped administrators know who to call when they have a problem. However, knowing who to call was not enough. Administrators felt that it was not easier to get through to human resource staff on the telephone. Other areas still needing improvement included accessibility, accuracy, politeness and friendliness by human resource staff.

Overall, all but two of the policies and procedures implemented during the first six months had a critical t better than 3 and therefore were perceived as improvements and the hypothesis was supported.

Many of the issues still needing improvement are related to human resource staffing levels and training. Based on the information received, priorities during the next six months will be increasing the staffing levels in human resources, so that responsiveness can improve. Five formal training classes have already been scheduled. This training will involve customer service, telephone etiquette, conflict resolution, interviewing and selection techniques, and human resource law. Additional efforts will be made to conduct more cross training so that more staff members are well informed on most of the human resources policies and procedures, instead of being trained in only one or two human resource functions. A principal advisory committee will be formed to participate in the revision of human resource procedures and processes.

For the longer term, a Human Resource Committee was formed to develop a Human Resource Strategic Plan. Members of the committee included a parent, someone from the private sector, a representative from the teacher's union, two principals, a high school senior, the executive director of secondary education, the manager of the benefits section, two directors from human resources, and the human resource officer. Following total quality management concepts, the group identified the current external and internal issues affecting human resources at St. Louis Public Schools. The next step was to research some of the best practices in human resources. Research was conducted by contacting six other urban school districts, two private sector companies, searching the Internet, holding a focus group with the human resource staff, and using the information provided in the administrators' survey and the interviews with the Superintendent and the Associate

Superintendents. Based on this research, a three to five-year Human Resource Strategic Plan was developed. The action plans contained in the Human Resource Strategic Plan are outlined in Exhibit **V.**

Limitations and Suggestions for Future Research

A survey similar to the one used for this research project will be used on an annual basis to measure the progress made by human resources and to help identify needed strategic direction. This first survey will become the benchmark from which to measure.

It is uncertain as to whether distributing the survey at the principal's meeting contributed to the response rate or whether asking principals to fill out the survey during their spare time in the meeting was disruptive. The next survey will be distributed entirely by mail with a self-addressed and stamped envelope. The response rate using this method will be compared to the distribution at a meeting.

Cross tabbing by the demographic information, revealed no significant differences. Only information crossed tabbed by position was used. For future surveys, demographic information may not be asked.

In some instances, questions were asked such that it was difficult to determine if the respondent really knew about or understood the change. In the future, questions will be more specific in explaining the change and then asking whether the change was an improvement.

Overall, the survey provided good information which will be used to continue human resource's quest for excellence.

EXHIBIT V

ST. LOUIS PUBLIC SCHOOLS

HUMAN RESOURCE ACTION PLAN

1999 to 2003

Strategy: To implement a teacher recruitment program that emphasizes highly skilled candidates.

Objective: To identify and hire quality employees.

Actions:

1. Hire a consultant to conduct a compensation study.

2. Develop a more competitive compensation program considering such options as redefined salary grades, salary differentials for critical need areas, increased salary for experience and/or professional development, signing bonuses, performance bonuses, and day care centers.

3. Through the use of teams, which would include principals, teachers and other support staff, expand overall recruitment efforts to include networking with the private sector, media advertising in other regions, more advertising at schools of higher learning, and recruitment of second career adults.

4. Develop upgraded recruitment media to include posters, videos, and a 1-800 telephone number to obtain information about the District and each school.

5. Develop and implement a career development academy program to channel and support high school students who want a career in education. This will be more specific in explaining the change and them asking whether the change was an improvement.

EXHIBIT V   (continued)

ST. LOUIS PUBLIC SCHOOLS

HUMAN RESOURCE ACTION PLAN

1999 to 2003

could include a work-study program, summer employment, and tuition assistance

throughout college.

6.   Work with DESE to develop a program for alternative certification in critical

need areas.

Strategy: To establish a mechanism for student input into academic achievement.

Objective: Implement a performance appraisal process designed to improve

performance for teachers and all other employees.

Active:

1.   Create an ad hoc Performance Appraisal Committee composed of students and

employees who represent various segments of the District.

2.   Develop a 360 Degree performance appraisal program which includes an

employee performance plan for all full time employees.

3.   Conduct training to all employees on how to conduct performance appraisals.

4.   Implement the new performance appraisal process.

Strategy: To develop and implement professional development programs to address

the unique needs of urban students.

Objective: Implement a strategic professional development plan so employees can

learn skills in non-instructional areas.

EXHIBIT V (continued)

ST. LOUIS PUBLIC SCHOOLS

HUMAN RESOURCE ACTION PLAN

1999 to 2003

Actions:

1. Revise job descriptions to be used to identify proper skills, knowledges, and abilities needed to perform each job.

2. Have an employee performance plan which includes a professional development plan for every employee.

3. Implement strategic professional development programs to address deficiencies in non-teacher employees.

4. Implement strategic professional development programs for the purpose of succession planning for supervisory and management positions.

5. Develop and implement ongoing communication media to keep employees informed of human resource initiatives, professional development opportunities, and other information.

6. Implement strategic professional development programs for employees well being (such as stress management, AIDS, violence in the workplace, self esteem, and change management).

7. Develop comprehensive employee handbooks and other resources to meet the needs of employees at various levels within the organization.

EXHIBIT V   (continued)

ST. LOUIS PUBLIC SCHOOLS

HUMAN RESOURCE ACTION PLAN

1999 to 2003

8. Implement an orientation and training program for selected positions which

   incorporates professional development

9. Implement a *support program* for selected positions using mentors, coaches, hot

   lines, etceteras.

Strategy: To seek ways to allocate resources to the schools more equitably.

Objective: Identify and utilize available internal and external human resources to

maximize support to the schools.

Actions:

1. Develop networks within the community to provide people who can support to

   the District's goals and objectives.

2. Develop grant proposals for Parson-Blewett to fund new programs like the Future

   Teacher's Program.

3. Develop liaisons with community colleges, trade schools, and every regional

   college or university offering educational programs. Liaison responsibilities will

   include contacting colleges personally or by telephone at least four times each

   year for the purpose of recruiting student teachers and other needed employees.

EXHIBIT V   (continued)

ST. LOUIS PUBLIC SCHOOLS

HUMAN RESOURCE ACTION PLAN

1999 to 2003

4. Identify existing internal resources and coordinate the needed effort (this includes existing employees who can provide training as well identifying programs and projects like distance learning and the new professional development center).

5. Expand the professional development school collaboration by developing more articulation agreements with post secondary institutions.

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