Humble Independent School District

HUMAN RESOURCES AND SUBSTITUTE TEACHER PROGRAM REVIEW

Conducted by MGT of America, Inc.
for the Legislative Budget Board

January 2011

LEGISLATIVE BUDGET BOARD

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January 19, 2011

Dr. Guy M. Sconzo
Humble Independent School District

Dear Dr. Sconzo:

The attached report reviews the management and performance of the Humble Independent School District's (HISD) human resources and substitute teacher programs.

The report's recommendations will help Humble ISD improve its overall performance as it manages student behavioral related issues. The report also highlights model practices and programs being implemented in HISD to human resources and substitute teacher programs.

The Legislative Budget Board engaged MGT of America, Inc. to conduct and produce this review, with LBB staff working in a contract oversight role.

The report is available on the LBB website at http://www.lbb.state.tx.us.

Respectfully submitted,

John O'Brien
Director
Legislative Budget Board

cc: Mr. Keith Lapeze
Ms. Bonnie Longnion
Mr. Charles Cunningham
Ms. Lynn Fields
Mr. Brent Engelage
Mr. David Martin
Mr. Robert Scarfo

HUMBLE INDEPENDENT SCHOOL DISTRICT HUMAN RESOURCES AND SUBSTITUTE TEACHER PROGRAM REVIEW

Humble Independent School District, among the 25 fastest growing school districts in Texas, encompasses approximately 90 square miles of Harris County and is located three miles east of Houston-Bush Intercontinental Airport and 21 miles northeast of Houston, Texas. Humble is one of 26 public school districts in the county.

As of the 2000 Census, 834,217 families resided in the county, making it the most populous county in Texas and the third most populous county in the United States. The county seat is located in Houston, Texas' largest city. The population density is in Harris County is 1,967 people per square mile for approximately 1.2 million households.

Thirty-eight percent of households have children under the age of 18 with an average household size of 2.8 and an average family size of 3.4. The median age is 31 years with a median household income of $42,598 and a median family income is $49,004. About 12 percent of families and 15 percent of the population are below the poverty line. In 2008, Harris County had 3.9 million residents.

Humble ISD located in the county serves the communities of Humble, Kingwood, Atascocita, Summerwood, Eagle Springs, and Fall Creek. Students attend classes at 25 elementary schools, seven middle schools, six high schools, and four other centers or programs. An additional elementary school and middle school are scheduled to open in the fall of 2010.

In 2009–10 fewer than one third of the district's 34,000 students were considered at-risk (31 percent). About 27 percent are economically disadvantaged and about 9 percent are English Language Learners (ELL). Approximately half (52 percent) of the students are White, 26 percent are Hispanic, 18 percent are African American and 0.3 are Native American. The per-pupil expenditure for 2009–10 is $9,358, below the statewide average of $10,700. About $165 million (over 51 percent of the entire $322.6 million budget) is expended on direct instruction. The annual attendance rate exceeds 95 percent and the annual dropout rate for Grades 9–12 is 2.3 percent (2007–08).

In 2009, the overall district accountability rating was *Academically Acceptable*, with sixteen schools rated *Exemplary*, nine *Recognized*, nine *Academically Acceptable*, and two *Academically Unacceptable*. One school was not rated. Thirty-seven percent of teachers have more than 10 years of teaching experience (lower than the state average), and 8 percent are beginning teachers (less than one year of teaching experience), comparable to the state average. In 2009, five district teachers received national recognition when they passed all requirements to earn National Board Certification, a designation held by less than 1 percent of Texas teachers.

The district's mission statement is as follows:

> *Our purpose, in partnership with families and community, is to develop each child intellectually, artistically, emotionally, physically, and socially so that all students are life-long learners, complex thinkers, responsible global citizens and effective communicators.*

The Humble ISD website offers many resources for parents, staff, and other interested parties. For example, staff can access the district's professional library which provides information about curriculum, books, journals, library databases, and other relevant information. The website also provides a link to the district's Human Resources Division (HRD) which provides a vast quantity of content including employment information, the employee handbook, downloadable forms, and benefits information.

The district is part of Regional Educational Service Center IV (Region 4). Region 4 provides services to 54 other school districts besides Humble ISD representing more than one million students and more than 83,000 professional educators in the area.

Region 4 is currently working with a task force of various sized ISD superintendents to identify opportunities for collaboration and cooperation during difficult economic times. While the task force work is not complete, there are areas in which Region 4 currently provides services that impact district needs for human resources. Humble ISD participates in Region 4's Human Resource Services Assistance program. Through this service the district receives recruiting assistance from Region 4 and participation in the district's annual teacher job fair.

In addition, the district has utilized Region 4's alternative certification programs for the last 18 years regarding the 268 candidates seeking alternative certification (245 for teaching and 23 for administration).

Finally, Humble ISD uses the Safe Schools service whereby Region 4 conducts criminal background checks on employees.

HUMAN RESOURCES DIVISION (HRD)

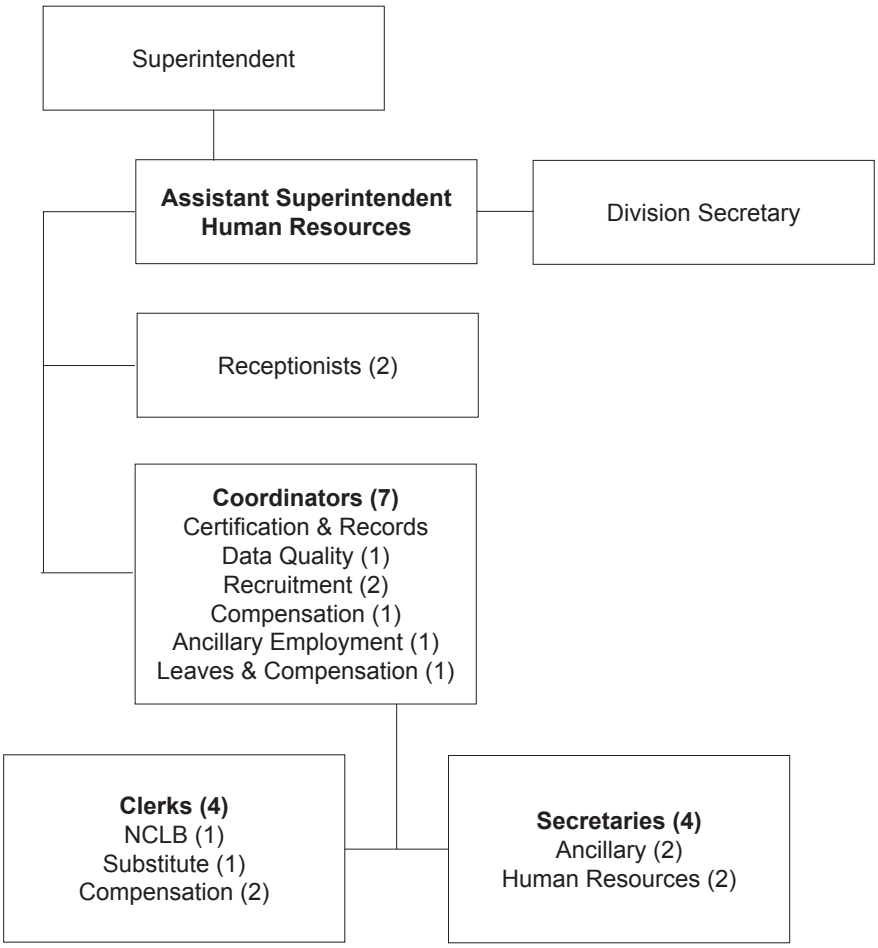
Headed by the assistant superintendent for Human Resources, the department staff consists of 18 full-time equivalent (FTE) positions that are organized according to functional and service delivery requirements. The 2009–10 Human Resources Department budget was $269,945 (excluding salaries and benefits).

Exhibit 1 shows the HRD's structural organization chart, consisting of 18 staff members headed by the assistant superintendent of Human Resources. Ten staff members in the division report directly to the assistant superintendent of Human Resources including a division secretary, two receptionists, and seven coordinators.

Teacher recruitment activity is managed by the two recruitment coordinators. These coordinators are responsible for web-based marketing, postings, job fairs, college and university contacts, and other recruiting tools. Two positions, the substitute clerk and the coordinator of compensation, are primarily responsible for substitute coordination and the automated (Aesop) substitute placement system. Substitute and teacher recruitment activity are managed by the two coordinators of recruitment and include web-based marketing and postings, job fairs, college and university contacts, and other recruiting tools.

The district's Human Resources Department is responsible for the delivery of personnel related services to the district's

EXHIBIT 1
HUMBLE ISD HUMAN RESOURCES DIVISION ORGANIZATION
2009–10



*NCLB denotes No Child Left Behind
SOURCE: Developed from Humble ISD Human Resources Division documents, April 2010.

more than 4,800 employees. According to the state's Public Education Information Management System (PEIMS) data base for 2009–10, Humble ISD reported a total of 4,866 full-time employees with 141 staff classified as part-time. Of the total full-time employee population, 2,506 were reported as teachers, 410 as aides, 597 as professional support, 197 administrative including principals and assistant principals, and the remaining 1,156 in various facility, food service, transportation, and other non-instructional support and service areas. Interview statements from the district's human resources staff and HISD principals indicate that the current level of the Human Resource Department (HRD) staff is sufficient to provide satisfactory functional and support services to the district's employees.

Human Resource management is a diverse discipline guided by numerous state and federal requirements for wage and benefit programs, anti-discrimination activities, certification provisions, and contract standards. Currently the department provides such (but not limited to) services as:

- Recruitment (Job Fair);
- Application and screening process;
- Hiring;
- Employee Contracts;
- Plan, evaluate, and administer Equal Employment Opportunity Provisions;
- Personnel Records;
- Records Retention;
- Administer Evaluation Program;
- Assist in conducting due-process procedures;
- Prepare and revise job descriptions;
- Compensation Processing/salary schedule;
- Staff Development;
- Work-related counseling;
- Fingerprinting;
- Leave accounting;
- Benefits;
- Substitute Program and Oversight of substitute data base (AESOP); and
- Updating internal or external district policies.

In addition, the district's deputy superintendent and associate superintendent determine annual teacher, administrative, and support staff needs for schools based on some of the following criteria:

- student enrollment projections;
- need to open additional schools or close existing schools based on student demographic projections;
- anticipated revenue; and
- academic or campus program needs in conjunction with the fiscal year budget development process.

According to district officials, the district also uses the Texas Association of School Board's (TASB) guidelines for student-teacher ratios to determine the estimated number of teachers needed for the next school year.

A cabinet-level budget finance committee made up of selected cabinet members is responsible for the methodology used to determine the need for adding or reducing central office administrative and operational positions. Department heads must submit additional or revised position requests to the committee. However, before any major considerations regarding added personnel are made, the committee must consider the estimate of unavoidable cost increases such as fuel, utilities, and employee benefits. In addition, recommended positions must be justified in terms of workload and workforce requirements. Additional positions may be proposed based on increased workload requirements due to changes in state and/or federal law or additional academic or campus support program requirements. For example, an acceptable justification for creating new positions was the addition of another clerk in the Human Resources Department to maintain reporting requirements for the No Child Left Behind Act (NCLB).

Finally, the department is responsible for the oversight of administrative policies that govern the business of the district. Humble ISD contracts with TASB to provide the latest information on (LEGAL and LOCAL) policies. When new/revised personnel policies are anticipated, a draft is developed by the HRD and forwarded to the district's general counsel for review and submission to the Board of Trustees for approval.

HUMAN RESOURCES WEBSITE

The HRD section of the Humble ISD website is comprehensive and user-friendly. The site includes information on employment opportunities, an extensive recruitment schedule, contact information, job application forms, staff development opportunities for regular employees, links to Region 4 services (including substitute training), and other related information. An employee handbook is also available on the website. The department has yet to provide a substitute handbook.

The HRD's website employment applications solicit the necessary information for pre-employment screening processes and can be completed and submitted online. When offered a position, the prospective employee downloads the necessary forms, completes them, and reports to a scheduled orientation program for employment processing and authorization to report for duty. HRD personnel then complete the process, ensuring that all employment information (including benefits) are appropriately and timely placed into the district's system to ensure appropriate compensation and payment on schedule.

SUBSTITUTE TEACHER PROGRAM

Humble ISD requires that all candidates for substitute teacher employment have a high school diploma and completed a minimum of 60 college credit hours. In addition, they are required to attend a mandatory substitute teacher orientation provided by the district as a condition of employment.

Candidates are also required to complete the following:

- online employment application;
- employment references;
- proof of citizenship residence (I-9) status; and
- submit to a fingerprinting background check as required by state law.

Exhibit 2 provides a copy of the district's substitute teacher employment requirements afforded to all applicants. The department stipulates that no applications will be processed until all items are received by the Human Resources Department.

Exhibit 3 shows the pay schedule for substitute teachers and other personnel substituting in specific fields. In 2009–10, the district maintains 13 pay grades for substitutes.

In interviews with the review team, HRD officials indicated that the district has a list of over 900 qualified substitutes with an average of 140 substitutes per day employed in Humble ISD during 2008–09. Approximately 10 percent of

EXHIBIT 2
HUMBLE ISD HUMAN RESOURCES DIVISION ORGANIZATION
SUBSTITUTE TEACHER REQUIREMENTS/PROCESS
2009–10

To the Substitute Teacher Applicant:

Thank you for your interest in Humble schools. We welcome your application for substitute teaching with Humble Independent School District. We appreciate your effort in helping us obtain the needed information for your consideration as a prospective employee.

In order for your application to be considered, all parts of the application must be completed and other documents must be submitted to the Personnel Office. This process may take several weeks. **The application process will not begin until all required documents are received.**

** **Important**** **Humble ISD requires a minimum of 60 college credit hours to substitute teach in our district.**

To be considered for the position of substitute teacher, submit the completed application online and send these additional documents:

1. Documents to support the highest level of education you have completed.

   Do you have a college degree? Submit **OFFICIAL** transcript(s).

   No degree yet? Submit **copy** of your last transcript. Again, you must have a total of at least 60 completed college hours to be considered as a substitute.

   Are you a certified teacher? Submit your **OFFICIAL** transcript showing your degree as well as a **copy of your teaching certificate**.
2. Three letters of recommendation. Print 3 reference forms by clicking on this link; http://www.humble.k12.tx.us/Personnel/Forms/SubRefReport.pdf Complete the top portion of the Substitute Reference Report and send to each of your three references. They should fill out the remainder of the form and return to the Personnel Office either by fax, mail or in person. Send the references by mail to:

   Humble ISD Personnel Office
   20200 Eastway Village Drive
   Humble TX 77338
   Attn: Dianne Hoffart
   or Via fax to 281-641-1057

Remember, your application will not be processed until all required information has been received in the Personnel Office.

If you are selected, you will be contacted by e-mail or mail and scheduled for a Substitute Orientation meeting.

SOURCE: Humble ISD Human Resources Division, 2010.

EXHIBIT 3
SUBSTITUTE TEACHER PAY SCHEDULE
2009–10

POSITION	PAY RATE *
Non-Degreed Substitute	$65
Degreed Substitute	$75
Certified Teacher as Substitute	$90
Deaf Education Teacher - Degreed	$90
Certified Level I Interpreter	$85
Non-Certified Interpreter	$75
Humble Retiree Certified Teacher	$125
Nurse – Degreed RN	$100
Nurse – Non-Degreed RN	$75
Nurse – Non-Degreed LVN	$65
Licensed Certified Speech Therapist	$100
ASHA** Certified Therapist	$130
Certified Counselor	$130

*Positions will receive a retroactive $10 per day increase after 10 consecutive days in the same position. Substitutes in identified shortage areas will receive an additional $10 per day for the assignment (bilingual, secondary adaptive behavior, life skills, medically fragile, severe communications disorders, Preschool Program for Children with Disabilities (PPCD), and others identified as shortage areas).
**American Speech-Language Hearing Association.
SOURCE: Humble ISD Human Resources Division, 2010.

these substitutes were assigned based on district requirements governing teacher absences from their classes. The 2008–09 cost for substitutes was $2,984,147, or approximately $85.45 per student.

According to interviews conducted with human resources staff, a significant number of substitute teachers hold a Bachelor's degree. According to interview statements by HRD officials, the number of qualified substitute teachers available for employment on a daily basis is consistently more than adequate to meet the needs of the district. Overall satisfaction with substitute teacher services was expressed by school principals.

ACCOMPLISHMENT

- Humble ISD has not only implemented an economical web-based substitute teacher placement system but has purchased a component that automates the current manual system of producing payroll for substitute teachers.

FINDINGS

- The HRD lacks a systematic process to survey prospective, existing, and departing employees in order to assist in identifying services or activities for potential improvement.
- While the district surveys exiting employees, it does not readily analyze and apply the information to adapt policies or decisions that may inadvertently affect the district.
- Humble ISD job descriptions are not reviewed and revised periodically and do not address all tasks in a form providing clear expectations to employees or job applicants under the Americans with Disabilities Act (ADA) or other employment related laws.
- The Human Resources Department Plan lacks a measurable focus on related district improvement targets established by the superintendent and Board of Trustees.
- The district's current substitute teacher orientation training program is limited in nature and does not include many important topics to ensure substitutes are adequately prepared to handle all types of issues including emergency situations.
- Other than a copy of a slide presentation and other orientation handout materials, no organized, comprehensive substitute handbook or booklet is provided to substitute teachers.
- District and school-based staff responsible for the computerized substitute calling system are not systematically cross-training other personnel within the HRD or their school.
- HISD substitute teacher performance is not formally evaluated prior to placement or following an assignment.
- The substitute teacher placement system screen used to identify an assigned substitute or to select a substitute does not show certification or skill status.
- The district does not have a substitute teacher recognition or incentive program.

RECOMMENDATIONS

- **Recommendation 1: Develop and implement a Human Resources Department customer service survey instrument for all levels of employees.**
- **Recommendation 2: Periodically conduct a trend analysis of information captured in employee exit surveys to assist in identifying needed areas of improvement.**
- **Recommendation 3: Review and revise job descriptions accordingly.**
- **Recommendation 4: Ensure that the department's 2010–11 planning instrument aligns with board and superintendent goals and supports the targets established by the district's decision-makers.**
- **Recommendation 5: Provide a more comprehensive orientation program and ensure that standardized information is disseminated across all schools.**
- **Recommendation 6: Create a substitute teacher handbook and place the handbook on the district's website.**
- **Recommendation 7: Cross-train HRD and school staff on the automated substitute placement system.**
- **Recommendation 8: Develop a substitute performance evaluation instrument and methodology that includes assessment prior to and following a substitute's placement.**
- **Recommendation 9: Update the district's automated substitute placement system to include certification status and other specialized skills.**
- **Recommendation 10: Develop a recognition and incentive program for substitute teachers.**

DETAILED ACCOMPLISHMENT

INTEGRATING SUBSTITUTE ABSENCE REPORTING AND PAYROLL

Humble ISD has not only implemented an economical web-based substitute teacher placement system but has purchased a component that automates the current manual system of producing payroll for substitute teachers.

The web-based substitute teacher absence and payroll reporting system is integrated with the district's Tyler-Munis operating system to provide a seamless process for teachers to report absences and for substitute teachers to accept and report for assignments.

The current process requires teachers who plan absences in advance to log onto the system and enter the date(s) of their absence so substitutes can log in and accept the assignment(s). In addition, to entering the absence into the system, teachers are expected to notify their respective principals and coordinate their absences with school administration.

When unexpected or emergency situations occur where a teacher must be absent, teachers are asked to enter their absence, time permitting, into the system as well as contact their respective principals regarding their absence and need for a substitute. However, in some cases, the school principal or staff must enter the absence and contact substitutes by phone in order to expedite the process. On occasion when sufficient substitutes are not immediately available, other teachers, administrators, and school staff may be asked to cover classes until a substitute arrives.

In addition, the district purchased a component that integrates the web-based system with payroll to help expedite a substitute teacher's pay. At the time of the review, plans to integrate the payroll system were in the final testing phase.

The payroll process for paying substitute teachers requires a school secretary to produce a printed copy from the web-based system and manually "batch-enter" or individually enter the absent teacher's attendance data and the substitute teacher's payroll request into the district's payroll system. The principal must then review the absence and payroll entries and electronically approve the action. The approval goes directly into the payroll system for review and data correction by payroll staff prior to being authorized for payroll run and issuing of payroll checks. The new system will provide increased efficiency and accuracy to the system and eliminate the need for the school secretary to print "batch" payroll documents for approval. Payroll entries and approvals can be entered directly into the system and payroll review and data correction will be completed online by the payroll staff saving the district time and potential errors.

DETAILED FINDINGS

SATISFACTION SURVEYS (REC. 1)

The HRD lacks a systematic process to survey all its prospective, existing, and departing employees in order to assist in identifying services or activities for potential

improvement. The human resources administration acknowledged during interviews with the review team that customer satisfaction surveys could be a tool to assist in ascertaining the department's service level(s) to district staff since the department has no plans currently to survey the department's customers for input on services rendered. Customers include prospective, existing, and departing employees.

Collecting perceptions and measuring the level of satisfaction from all entities a department services, may prove critical to the success of the department's initiatives or programs. For example, creating a positive and inclusive initial impression to new employees is a crucial first step in establishing workplace satisfaction. Survey information collected by the department about recruitment and new hire processes and procedures designed to help new employees make a smooth and positive transition into the school district would be of great value.

A key element regarding employee workplace satisfaction includes the ability to communicate with and the subsequent responsiveness of HR staff in addressing new and tenured employee needs and requests. Information from these employees can be used by decision-makers to develop initiatives to either improve or enhance working conditions since workplace satisfaction is a key element in a school district's ability to retain high-quality employees.

In addition, obtaining information from departing employees who are voluntarily resigning from HISD can also prove to be of value. The district currently conducts an exit interview for "voluntary resignations", however, the survey questions mainly focus on reasons for leaving the district, with a few topics designed to rate the departing employees perceptions on global services provided by the district. The exit survey does not capture the departing employee's customer satisfaction for services provided by the Human Resources Department. Of particular interest are employee views related to specific services the HRD provides, such as preparation processes for retirement, the dissemination of information on employee assistance program benefits, the availability and timely use of training offered for employees needing to update and maintain skills, as well as other issues.

The Society for Human Resource Management, a worldwide organization of human resources professionals, provides its members with access to proven tools such as survey instruments for identifying the status of customer satisfaction. An organized survey scheme could include an initial survey of recruited personnel. **Exhibit 4** is an example of a concise survey instrument designed to assist in determining the effectiveness and efficiency of recruitment and employment processes.

Another type of survey as shown in **Exhibit 5** is one that captures a customer's immediate perceptions or experience with a service that is being requested or provided. This example shows a survey that can be administered when an employee has contacted human resources for information or a service. This survey is usually short, easy to complete, and results can be readily coded for review by the department.

The Human Resources Department should develop and implement a HRD customer service survey instrument for all levels of employees. The respondent group should include members of the human resources staff, line managers, senior management, and its employees to ensure that different perspectives are obtained. Survey questions should address all areas where the HRD has responsibilities to adequately assess the quality and value of services being or having been rendered. Surveys can be tailored to the district's specific needs and administered at no additional cost with existing personnel.

EXIT INTERVIEW FORM (REC. 2)

While the district surveys exiting employees, it does not readily analyze and apply the information to adapt policies or decisions that may inadvertently affect the district.

The HRD annually prepares a plan that sets up the department's goals for the following school year. In last year's plan: *Guiding Statements and Goals 2009–10,* the plan's goal 3-C indicates an awareness and intent to report exit interview data gathered from exiting classified employees as evidenced by the following excerpt :

3. Conduct thorough review of ancillary employee Division
    a. Align Ancillary Handbook with Professional Handbook;
    b. Review/revise ancillary procedures to ensure consistency with procedures for professional staff; and
    c. Compile data from exit interviews with the intent of decreasing turnover in hourly departments.

EXHIBIT 4
SAMPLE SURVEY FOR RECRUITED EMPLOYEES

The Human Resources Department would like feedback about your experiences during your recent job search as they relate to the recruitment and hiring practices employed at XYZ. This will assist the Human Resources Department in providing quality service to both the hiring administrator and the applicant. Please complete the questions below and return this survey at your earliest convenience. Thank you in advance for your cooperation.

Position Information

Type of Position Last Recruited
[] Administrative
[] Instructional
[] Non-instructional

Category:
[] School Level
[] Central Office
[] Information Tech
[] Office / Clerical / Library
[] Service / Maintenance
[] Transportation
[] Food Service
[] Other (please specify)_____

Optional Information:
Department: _____
Position: _____
Title: _____

Survey Questions

1. During your initial contact with your new employment, how satisfied were you with the information received about the recruitment process?
   [] Very Satisfied [] Satisfied [] Not Satisfied
2. Based on the position description submitted, how satisfied were you with the accuracy of the job posting prepared?
   [] Very Satisfied [] Satisfied [] Not Satisfied
3. How satisfied were you with the response time from employment in processing applications/resumes?
   [] Very Satisfied [] Satisfied [] Not Satisfied
4. Did employment assist you to your satisfaction throughout the hiring process?
   [] Very Satisfied [] Satisfied [] Not Satisfied
5. Please add any additional comments (use the reverse side or additional pages if needed):
   [] Very Satisfied [] Satisfied [] Not Satisfied

Please return completed survey to: Human Resources Department

SOURCE: Society for Human Resource Management website, 2010.

While it is apparent that human resource administrators are aware of the value of reviewing information captured in employee exit interviews, no summary reports, documents or statements were provided to the review team that demonstrated if indeed this goal was met by the department or if the district acted upon the data captured from this survey.

EXHIBIT 5
SAMPLE CUSTOMER SERVICE SURVEY (RECENT INTERACTION WITH HR)

AS A RESULT OF YOUR RECENT INTERACTION WITH HUMAN RESOURCES, WE WOULD LIKE TO HAVE YOUR FEEDBACK ABOUT OUR SERVICE(S).

Do you know with whom you spoke? If yes, please give the staff person's name:_____

Was your contact via (check all that apply) ___phone ___in-person ___e-mail ?

If via phone, was your call answered within 5 rings? (check one) ___Yes ____No

Comments:_____
_____

If you left a message, was a return call made within one business day? (check one) ___ Yes ____No

Comments:_____
_____

If via e-mail, was your message answered within one business day? (check one) ___ Yes ____No

Comments:_____
_____

If you visited HR in-person, were you helped promptly? (check one) ___ Yes ____No

Comments:_____
_____

Was the staff courteous and friendly to you? (check one) ___ Yes ____ No

Comments:_____
_____

Were your questions and/or concerns addressed? (check one) ___ Yes ____ No

Comments:_____
_____

How would you rate your overall experience? (check one)

___1/poor ___2/fair ___3/good ___4/very good ____5/excellent

Comments:_____
_____

Any comments on how we could improve our services to our customers?

_____
_____
_____

Your name: (OPTIONAL)_____

SOURCE: Society for Human Resource Management website, 2010.

Additionally, no information was provided on how current exit survey results are used or plan to be used by the department.

HRD officials provided the review team a sample copy of an employee exit survey form currently used by the department. As shown in **Exhibit 6**, the form indicates that only staff voluntarily resigning must fill out the survey prior to their departure in order for them to receive their final compensation or have their employment records forwarded.

This type of survey can be invaluable to a district and its administration in not only helping identify reasons why employees leave, but in providing officials with information that may lead to trends that could appear problematic for the district.

EXHIBIT 6
HUMBLE ISD EMPLOYEE EXIT SURVEY FORM
2009–10

Employee Name _____**Job Title**_____

Campus/Dept. _____**Dates Worked From** _____**To**_____

Reason for leaving Humble ISD

*** Check all applicable reasons for leaving.** ***To be completed by all voluntary resignations only:***

[] Moving from District
[] Health Reasons
[] Returning to School
[] Family Circumstances
[] Dissatisfied with Type of Work
[] Took a New Position
[] Other

Other Reason: _____

Comments: _____

I have completed the check-out procedure on my campus (department) with my Principal or Supervisor

[] Yes [] No

Questionnaire

How would you rate your experience in Humble ISD in regard to the following?

	Excellent	Good	Fair	Poor	Additional Comments:
Working relationship with your supervisor	[ ]	[ ]	[ ]	[ ]	
Cooperation within the department	[ ]	[ ]	[ ]	[ ]	
Cooperation with other departments	[ ]	[ ]	[ ]	[ ]	
Adequacy of job orientation and training	[ ]	[ ]	[ ]	[ ]	
Workload	[ ]	[ ]	[ ]	[ ]	
Physical working conditions	[ ]	[ ]	[ ]	[ ]	
Availability of materials/equipment	[ ]	[ ]	[ ]	[ ]	
Evaluation procedure	[ ]	[ ]	[ ]	[ ]	
Recognition on the job	[ ]	[ ]	[ ]	[ ]	
Employment benefits	[ ]	[ ]	[ ]	[ ]	
Communication within the district	[ ]	[ ]	[ ]	[ ]	
Overall experience with Humble ISD	[ ]	[ ]	[ ]	[ ]	

For example, one group of employees that have left the district and potentially filled out the exit survey is that of teachers. As shown in **Exhibit 7**, the district has had an increase in teacher turnover from 2006–07 through 2008–09. In 2006–07 the Academic Excellence Indicator System (AEIS) reports that teacher turnover in Humble ISD in 2006–07 was at 15.5 percent similar to the average teacher turnover rate for the state. However, by 2008–09, the teacher turnover rate in HISD had increased to 19.2 percent or a 4.8 percentage point increase from that of the state average in that same year. Not only did this teacher turnover increase internally, but it surpassed the statewide average as well.

Further, an analysis or solutions to the increasing turnover problem as a result of the district's exit survey did not seem

EXHIBIT 7
HUMBLE ISD AND STATE TEACHER TURNOVER RATES 2006–07 THROUGH 2008–09

DISTRICT	2006–07	2007–08	2008–09
Humble ISD	15.5%	16.4%	19.2%
State Average	**15.5%**	**14.2%**	**14.4%**

SOURCE: Texas Education Agency (TEA), Academic Excellence Indicator System (AEIS), Public Education Information Management System (PEIMS), Staff Counts and Totals, Fall Collection, March 2010.

evident to the review team. In one discussion with a human resources department official it was learned by the review team that at least seven key instructional leaders had left to accept positions in a neighboring district offering better salary opportunities. Yet a reason given by another district official for the cause of rising teacher turnover was the possibility that the numbers reported to the Texas Education Agency's (TEA's) Public Education Information Management System (PEIMS) were not valid since the system does not make allowances for fast-growth districts like Humble ISD. TEA, however, defines percent totals for teacher turnover for 2007–08 as:

> *The percent of teachers from the fall of 2007–08 who were subsequently not employed in the district in the fall of 2008–09, divided by the total teacher FTE count for the fall of 2007–08. Social security numbers for teachers employed in the district in the fall of 2007–08 were checked to verify their employment status in the same district in the fall of 2008–09. Staff who remained employed in the district but not as teachers was also counted toward teacher turnover. (SOURCE: PEIMS, Oct. 2008, Oct. 2007).*

In either case, the opportunity of studying exit interview results and acting upon the survey's results could help the district in the long-run make adjustments to deflect further turnover. District officials in this scenario could potentially have decided to conduct a salary market survey and make changes in that area either by changing the salary schedule or coming up with other innovative ways to motivate staff from leaving the district. More importantly, the information from these surveys can assist the district in its current or long-term planning efforts.

The district should periodically conduct a trend analysis of information captured in employee exit surveys to assist in identifying needed areas of improvement. The assistant superintendent for Human Resources could assign a group of staff to periodically conduct analysis of exit survey results, prepare a report with potential recommendations and present those to the superintendent for discussion and approval. Once approved by the superintendent they could be presented for board approval.

This recommendation can be implemented with existing resources.

JOB DESCRIPTIONS (REC. 3)

Humble ISD job descriptions are not reviewed and revised periodically, do not address all non-essential tasks and do not always provide clear expectations to employees or job applicants under the Americans with Disabilities Act (ADA).

According to the Americans with Disabilities Act, employees must be able to perform all "essential job functions with or without reasonable accommodation." In order for job descriptions to meet this requirement, "essential job functions" should be identified along with other job duty requirements. Essential job functions are those job duties that must be performed by the employee as a minimum justification for the job and cannot reasonably be assigned to another job or employee within the organization.

Non-essential job functions or "lesser roles and responsibilities" are those job duties that must be performed in order to support the job and the organization's mission but can, however, be assigned to other employees or groups of employees on a temporary or less than permanent basis.

Further, job descriptions examined by the review team do not address minimum physical requirements, such as the potential need to lift or push objects or for controlling students. The ADA requires employers to treat an individual with a disability as it would any other employee, if the disabled employee can perform the essential functions of the position with reasonable accommodation. A particular position may require employees to lift or move heavy objects. Rather than stating "heavy lifting" is required, the following description would more accurately meet the ADA requirement: "Frequently lifts, carries or otherwise moves and positions objects weighing up to 30 pounds when cleaning floors or moving and storing district property."

Finally, not all HISD job descriptions provide adequate information related to compensation or performance evaluation.

Exhibit 8 shows the elements of a current Humble ISD substitute teacher's job description, as created by the district in April 2007. The job description lacks specificity regarding minor tasks to be performed, does not include any compensation or evaluation requirements and indicates no

EXHIBIT 8
HUMBLE ISD SUBSTITUTE TEACHER JOB DESCRIPTION
2009–10

Job Title: Substitute Teacher
Reports To: Building Principal
Dept./School: Assigned Campus
Primary Purpose: To enable each child to pursue his/her education as smoothly and completely as possible in the absence of his/her regular teacher.
QUALIFICATIONS:
Education/Certification:
Teacher Certificate or Bachelor's Degree preferred.
Minimum 60 college hours required.
Special Knowledge/Skills:
Ability to work independently.
Effective written and verbal communication skills.
Strong organizational and interpersonal skills.
Experience:
Verifiable work experiences with children preferred.
Major Responsibilities and Duties:

1. Reports to the building principal or school secretary upon arrival at the school building.
2. Reviews with the principal, department head, or team leader all plans and schedules to be followed during the teaching day.
3. Maintains as fully as possible the established routines and procedures of the school and classroom to which (s)he is assigned.
4. Teaches the lesson outlined and described in the Lesson Plan as prepared by the absent teacher.
5. Consults as appropriate, with the building principal, department head, or team leader before initiating any teaching or other procedures not specified in the teacher's Lesson Plan.
6. Assumes responsibility for overseeing pupil behavior throughout the school day,
7. Reports in writing, for the teacher, on the day's activities at the conclusion of each teaching day.
8. Follows all policies, rules, and procedures to which regular teachers are subject and which good teaching practice dictates.

WORKING CONDITIONS:
Mental Demands/Physical Demands:

1. Work with frequent interruptions
2. Maintain emotional control under stress

SOURCE: HISD Human Resources Department, May 2010.

revisions having been made to the job description since 2007. Under "Working Conditions," the job description also lists "Mental Demands/Physical Demands," but does not actually state the physical demands this position will require.

As shown in **Exhibit 9**, a job description for the position of assistant superintendent for Human Resources, provides an extensive listing of responsibilities including the purpose of the job, major duties and responsibilities, other duties, supervisory responsibility, and working conditions but does not address performance evaluation, compensation nor the "Environmental Demands" of the position.

Essential job duties should be stated to ensure that employees clearly understand that they must have these skills as a condition of employment. Additionally, including a statement regarding physical requirements not only identifies clear expectations of employees or applicants to a position according to the ADA, it also helps indemnify the district if questions arise regarding the employee's ability to perform tasks. When job descriptions do not identify essential job responsibilities expected to be performed, an employee may be able to obtain unemployment compensation if terminated.

Job descriptions should provide sufficient information in the right format to accurately and clearly communicate the job's requirements and should include information like that provided in **Exhibit 10**.

The sample job description includes additional information, including date(s) of adoption or revision, identification of essential job responsibilities, as well as terms and conditions of employment including the evaluation of performance, compensation statement, and physical requirements.

The HRD provided the review team with a copy of the department's 2010–11 goals, one of which identifies the intent to "Revise job descriptions in accordance with changing roles and responsibilities." As such, the department should follow through with this goal and review and revise job descriptions accordingly. Many districts review and revise job descriptions periodically such as every three to five years, others may do them on an as needed basis, depending if a

EXHIBIT 9
HUMBLE ISD ASSISTANT SUPERINTENDENT FOR HUMAN RESOURCES JOB DESCRIPTION
2009–10

Job Title: Assistant Superintendent for Human Resources
Reports to: Superintendent
Dept./School: Human Resources

Primary Purpose:
Direct and manage district human resource activities to ensure legally sound and effective human resource management practices. Responsible for the development and implementation of human resource programs to include wage and salary administration, leave administration, employee training, recruitment and staffing, and employee communications. Interpret and recommend personnel policies and regulations for the district.

Qualifications:
Education/Certification:
Master's Degree or higher
Evidence of training in human resources, organizational development, business, or public administration
Certification as classroom teacher and/or leadership areas preferred

Special Knowledge/Skills:
Knowledge of/documented experience in the selection, training, and supervision of personnel
Knowledge of/documented experience in wage and salary, benefits, and employee communications programs
Knowledge of/documented experience in school employment law and hearing procedures
Ability to implement policy and procedures
Ability to interpret data
Ability to manage budget and personnel
Strong communication, public relations, and interpersonal skills

Experience:
Five years successful administrative experience or an equivalent amount of human resource management experience in the public or private sector

Major Responsibilities and Duties:
Employment
1. Implement a recruitment and selection process for all employees.
2. Oversee the district application and screening process and ensure that the district is represented as an attractive employer.
3. Administer and oversee orientation programs for new employees.
4. Administer the district employee evaluation program and ensure that it is implemented effectively and uniformly.
5. Administer employment contracts and facilitate the contract renewal and nonrenewal process.
6. Plan, evaluate, and administer equal employment opportunity provisions and work cooperatively with others to ensure compliance with federal and state laws and regulations.
7. Assist supervisory personnel in conducting due-process procedures.
8. Oversee the necessary processing for issuance and renewal of state certificates and permits.

Compensation
9. Develop and implement procedures for administering salary, leaves, and other forms of compensation that effectively implement policies adopted by the board.
10. Develop and implement procedures for the preparation and revision of job descriptions and for the classification of positions in the district compensation plan.
11. Administer the teacher salary schedule and ensure compliance with the state minimum salary schedule requirements.
12. Administer the exempt and nonexempt compensation programs and ensure compliance with federal wage and overtime laws.
13. Provide cost analysis of salary and wage adjustments for the budgeting process.

Employee Relations
14. Use management practices that promote collegiality, teamwork, and collaborative decision making among staff.
15. Develop and implement procedures to ensure that employees are informed of personnel policies, procedures, and programs that affect them.
16. Implement and oversee effective districtwide employee recognition programs.
17. Implement policies associated with and oversee processing of employee complaints and grievances.
18. Ensure that the employee handbook and personnel directory are created, updated annually, and distributed.
19. Serve as district's coordinator for Americans With Disabilities Act as related to employee accommodations and as district's coordinator for Title IX investigating claims of employee discrimination.

FIGURE 9 (CONTINUED)
HUMBLE ISD ASSISTANT SUPERINTENDENT FOR HUMAN RESOURCES JOB DESCRIPTION
2009–10

Budget

20. Work with others to compile and report projections of staff and facility needs.
21. Ensure that programs are cost effective and that funds are managed prudently.
22. Compile budgets and cost estimates based on documented program needs.
23. Implement the policies established by federal and state laws, State Board of Education rule, and local board policy in the area assigned.

Records

24. Supervise personnel records management and oversee required state records management program (may serve as designated records management officer).
25. Develop and maintain systems for retrieval of information in support of all programs.
26. Compile, maintain, file, and secure all physical and computerized reports, records, and other required documents.

Human Resources Department

27. Recruit, train, and supervise department staff and make sound recommendations relative to personnel placement, assignment, retention, discipline, and termination.
28. Evaluate job performance of department staff to ensure effectiveness.
29. Develop training options and improvement plans for department staff to ensure the department's effective operation.

Other

30. Ensure that department operations contribute to the attainment of district goals and objectives.
31. Recommend policies that improve human resource related programs.
32. Attend board meetings regularly and make presentations to the board.

Participate in professional development activities to maintain current knowledge of human resource rules, regulations, and practice.

Supervisory Responsibilities:
Supervise and evaluate the performance of recruiter, certification specialist, leave specialist, employee benefits specialist, substitute coordinator, secretary, and records clerk.

Equipment Used:
Working Conditions:
Mental Demands/Physical Demands/Environmental Factors:
Maintain emotional control under stress.
Frequent districtwide and statewide travel; occasional prolonged and irregular hours.

The foregoing statements describe the general purpose and responsibilities assigned to this job and are not an exhaustive list of all responsibilities and duties that may be assigned or skills that may be required.

Approved by _____ Date _____

Reviewed by _____ Date _____

SOURCE: Humble ISD Human Resources Division, May 2010.

new position is created, an existing position has been vacated or as a result of a compensation or classification study.

The department should establish when these are to be reviewed, but as a good practice, it is best to establish a system and schedule rather than wait till a liability incident arises as a result of a job description that inadvertently lacks proper references to essential duties and needed accommodations.

This recommendation can be implemented with existing resources.

HUMAN RESOURCES PLAN (REC. 4)

The Human Resources Department Plan lacks a measurable focus on related district improvement targets established by the superintendent and board of trustees.

In 2009–10, the Humble ISD Board of Trustees adopted four priorities to achieve the district's mission and vision:

- Achieve Academic Excellence;
- Maximize Our Financial Resources;
- Develop and Retain Our People; and
- Plan for Our Future.

EXHIBIT 10
SAMPLE JOB DESCRIPTION

Code: XXX

LEVEL/POSITION: **ADMINISTRATIVE ASSISTANT**

REPORTS TO: **DIRECTOR**

DISTINGUISHING CHARACTERISTICS OF WORK:
This position requires confidentiality, discretion, and good interpersonal skills. This employee serves as assigned, and requires considerable initiative in carrying out assignments. This position reports to and is supervised by assigned personnel.

EXAMPLES OF WORK PERFORMED:
NOTE: These examples are intended only as illustrations of the various types of work performed in a position allocated to this class. The omission of specific statements of duties does not exclude them from the position if the work is similar, related, or a logical assignment to the position.

- Maintain assigned calendars, scheduling various appointments, and activities.
- Make arrangements for meetings and conferences, including space, time and place when requested.*
- Process incoming mail. Distribute and maintain records.*
- Compose and/or prepare routine correspondence. *
- Assist the Director as requested.
- Receive and screen incoming calls.*
- Prepare complex reports and documents for the organization, clients, state, and federal agencies.*
- Maintain files, data, and reports.
- Maintain copies of documents and manuals as assigned.
- Attend and take minutes at meetings as requested by the Director.*
- Perform related duties as assigned.

*** Essential job responsibilities which the employee must be capable of successfully completing upon initial employment.**

PHYSICAL REQUIREMENTS OF THE JOB:
May be required to push, pull, climb or lift 20+ pounds.

MINIMUM TRAINING AND EXPERIENCE:
Graduation from a standard high school. Five (5) years verifiable experience in secretarial work, or successfully completed classroom studies in secretarial science or commercial subjects.

NECESSARY SPECIAL REQUIREMENTS:
Advanced levels of computer literacy. Ability to type at a rate of 60 WPM. Transcription and word processing skills desirable. Professional telephone and people skills.

TERMS OF EMPLOYMENT:
Salary and benefits shall be paid consistent with the approved compensation plan. Length of the work year and hours of employment shall be established by the Board. Extended hours beyond the regular work day may be frequently required.

EVALUATION:
Performance of this job will be evaluation in accordance with provisions of the policy on evaluation of personnel.

DATES OF DEVELOPMENT:
Original Document:

Revised:

Board Approved:

SOURCE: Prepared by review team.

Along with the four priorities, the superintendent and the board also established annual targets in each of the four priority categories as part of the district's continuous improvement effort. The following two out of four targets, directly involve the department since the department oversees staff evaluations and recruitment efforts:

Develop objective criteria and a transparent process to evaluate assistant superintendents, principals, and assistant principals.

Develop and recommend establishment of Employee Child Program as another recruiting and retention effort and as a program that serves teen parents' children and is financially self- sustaining.

However, the board's priorities and targets are not integrated in the Human Resources Department's *Guiding Statements and Goals for 2009–10* as evidenced in **Exhibit 11**.

The HRD 2009–10 plan, cites the following sub-header: "Determine Effectiveness of Recruiting/Retention Process," and lists four activities that will help identify the effectiveness of the department's recruiting and retention process. However, the plan does not include the board's target to develop and recommend the establishment of an Employee Child Program as another recruiting and retention tool.

Further, the department's plan does not acknowledge or include the board's target regarding developing criteria and creating a transparent process to evaluate assistant superintendents, principals and assistant principals.

According to the assistant superintendent for Human Resources' job description, the district's employee and evaluation program are under the jurisdiction of the HRD and therefore should be part of their planning efforts and should reference activities or goals to implement this board target.

The HRD should ensure that the department's 2010–11 planning instrument aligns with board and superintendent goals and supports the targets established by the district's decision-makers.

Consistent with the established district priorities and targets, the following activities can lead to future plans that more directly align with the district's human resources related targets:

- inclusion of a reference to the Board's goals in each HR goal statement;
- development of additional goals to directly address Board goals not included in the HRD's annual plan;
- ensure the plan establishes activities that measure or support the established targets;
- analyze and interpret data to ensure that selected activities are based upon accurate and complete information that reflects the actual status of the established goals and targets;
- monitor internal departmental communications to ensure effective communication of decisions and related information regarding all goals and targets are being conducted;
- cause training to be developed and scheduled to support the accomplishment of goals and meeting targets; and
- maintain a focus on continuous department improvement aligned with established goals and guiding statements.

The plan can be developed by existing personnel and at no additional cost to the district except for printing and placement on the HRD website.

SUBSTITUTE TEACHER ORIENTATION PROGRAM (REC. 5)

The district's current substitute teacher orientation program is limited in nature and does not include many important topics to ensure substitutes are adequately prepared to handle all types of issues including emergency situations.

The HRD conducts substitute teacher orientation annually prior to the start of school and throughout the school year as needed according to the number of new substitutes hired. Orientation is not routinely held during the end of the school year since the district suspends substitute teacher hiring due to the restricted need for new substitute teachers. HRD officials indicated that the district has a list of over 900 qualified substitutes and uses about 140 substitute teachers per day.

During orientation training, the district provides substitute applicants mainly with administrative information. For example, a handout entitled "Tips for Substitutes" lists basic tips or district expectations about positive thinking, maintaining professional deportment, developing knowledge about school buildings, dress code, being organized, and managing confidentiality issues. Other topics covered during orientation also include the following:

EXHIBIT 11
GUIDING STATEMENTS AND GOALS
2009–10

MISSION STATEMENT:
The mission of the Humble ISD Human Resources Department is to recruit and retain highly qualified employees who share the district's vision in support of personalized student learning. We provide work-related counseling, solve problems and assist our schools, help employees grow professionally and promote high standards. We work hard to maintain and improve the district's image and reputation of excellence.

GUIDING STATEMENTS:

1. The Humble I.S.D. Human Resources Department works in a support role to all campus and administrative department staff. We strive to meet their needs so they can focus on their students and the support they are expected to provide.
2. The Humble I.S.D. Human Resources Department will support District employees by addressing their concerns, issues and questions in a timely manner – and always with a servant attitude that is positive, productive, and helpful.
3. The Humble I.S.D. Human Resources Department will work to ensure that salaries for all employees are competitive with neighboring districts in our standard comparison group. We will work to ensure that individual employee salaries are fair within their job group, and that new hires are placed on salary schedules appropriately and accurately.
4. The Humble I.S.D. Human Resources Department will work to ensure a work environment that is equitable, fair, and free from harassment.
5. The Humble I.S.D. Human Resources Department will maintain a selection and retention process that is efficient, produces outstanding talent, and is continually reviewed to assure it meets the needs of our customers.
6. The Humble I.S.D. Human Resources Department will devise and support strategies and programs intended to create an environment at all work sites that is positive, productive, and enriching.
7. The Humble I.S.D. Human Resources Department will support and follow all District policies and administrative procedures, and will adhere to all federal and state laws, rules, and guidelines.

GOALS FOR 2009–10

1. DETERMINE EFFECTIVENESS OF RECRUITING/RETENTION PROCESS
    a. Conduct new teacher survey;
    b. Increase principal participation at job fairs;
    c. Gather and report on exit interview data; and
    d. Reduce the number of Alternative Certification teachers hired.

2. PROVIDE ADDITIONAL SUPPORT TO CAMPUSES THROUGH TRAINING SESSIONS
    a. Conduct training workshops for principals
        1. SEPTEMBER - New administrator orientation for personnel issues (topics will include TOPS training, documentation procedures, grievance policy)
        2. OCTOBER - Fair Labor Standards Act (FLSA) (at least one administrator from each campus or department will attend along with the building/department secretary)
        3. FEBRUARY - Contract renewal update (review state and local rules regarding contract renewal, non-renewal, and termination of contracts; termination and documentation of at-will employees)
        4. MARCH – Selection of Effective Teachers (overview of best practices in interviewing, Searchsoft training, recruiting schedule)
    b. Conduct training workshops for building secretaries
        1. AUGUST - FLSA reporting procedures
        2. SEPTEMBER - Leaves, Absences, and Family Medical Leave Act (FMLA), (discussion of laws and policies related to employee absences, worker's comp, sick leave bank and policy DEC (LOCAL)
        3. OCTOBER – Update for Personnel, Payroll & HR issues (overview of policies and procedures relating to Personnel, MUNIS, etc)
3. CONDUCT THOROUGH REVIEW OF ANCILLARY EMPLOYEE DIVISION
    a. Align Ancillary Handbook with Professional Handbook
    b. Review/revise ancillary procedures to insure consistency with procedures for professional staff
    c. Compile data from exit interviews with the intent of decreasing turnover in hourly departments
4. DEVELOP PROCEDURES TO ENSURE FAIR LABOR STANDARDS COMPLIANCE
    a. Implement an accurate and efficient time tracking system for non-exempt employees and itinerant professional staff
    b. Increase compliance with FLSA by increasing awareness of staff and supervisors
    c. Put system in place for monitoring comp hours of current employees and proper payment of overtime pay to employees leaving the district

- Overview: Sub Employee Instructions (AESOP – substitute placement system);
- Work Hours (elementary, middle and high schools);
- Compensation (rates and distribution of paychecks);
- Assignment Sheets;
- Tips for Substitutes;
- Substitute Advisory Notice;
- Questions and Answers; and
- AESOP QuickStart Guide for Substitutes.

Additionally, during orientation, applicants are issued a personal PIN number along with instructions on how to log on/off and how to navigate the district's substitute teacher data-base system. The system permits substitutes the ability to list preferred schools, manage personal information, and options for finding and selecting job assignments by telephone.

While all these functions are necessary and important, orientation does not cover other relevant topics such as; student and classroom management, instructional strategies in dealing with student populations that may be gifted, have a learning disability, or a language barrier. Consequently, school administrators state that many new substitutes need training on classroom management as well as methods for implementing the teacher's lesson plans for the day.

Moreover, during interviews with human resources staff, the review team learned that substitute training is not standardized across the district. Typically, when a substitute teacher reports for duty, the school might provide the substitute with a bell or teacher's schedule, a student roster, lesson plan(s), and other information. However, additional details such as emergency information, and discipline forms are not uniformly distributed to all substitutes by all schools. Lastly, some schools may have personnel accompany the substitute teacher to the assigned classroom and ensure that needed procedures, lesson plans, rosters, and other information are readily available, while other schools merely hand the substitute teacher a packet with a school diagram or map and other pertinent information.

Best practices suggest that a comprehensive orientation program can result in more effective substitute teacher performance and minimize issues that result from personnel misunderstanding their role and responsibilities.

Gwinnett County Public Schools in Georgia conducts comprehensive orientation training sessions for substitutes. The district with more than 144,000 students requires substitutes to attend a four hour orientation training program. Topics covered range from subjects such as classroom management and teaching strategies through more administrative topics like sexual harassment and general information tips. The $25 cost of the orientation training is paid by the applicant to cover the cost of the orientation manual. The complete copy of the substitute orientation manual is available on their website (www.gwinnett.k12.ga.us.) under the substitute teacher section. **Exhibit 12** shows the table of contents of the program's manual. A comprehensive program like that of Gwinnett County Public Schools can be adjusted to fit Humble ISD requirements and needs.

The HRD should provide a more comprehensive orientation training program and ensure that standardized information is disseminated across all schools so that substitutes who work in multiple schools are able to perform according to standard districtwide practices.

EXHIBIT 12
SAMPLE GWINNETT COUNTY PUBLIC SCHOOLS
SUBSTITUTE TEACHER TRAINING MANUAL

TABLE OF CONTENTS	DETAILED TOPICS
Letter to Substitute Employees.	Welcome and Purpose of Manual
Substitute Teacher Training Workshop Outline.	I. Being Prepared and Professional; II. Classroom Management; III. Teaching Strategies; IV. Special Education and Legal issues; and V. Policies and Procedures
Child Abuse or Neglect Reporting.	Legal requirements and procedures.
Confidentiality of Student Records and Information.	Board policy and requirements.
First Aid and Safety.	I. School nurse and clinic program; II. Medication; III. Over the counter medication; and IV. Student self-administration of asthma medication.
Interrogations and Searches.	I. Interrogations; II. Search and seizure; III. Personal searches; IV. Locker searches; V. Motor vehicle searches; and VI. Search results.
Sexual Harassment.	I. Policy; II. Procedures; and III. Definition of sexual harassment.
Acceptable Use of Electronic Media.	Policy and procedures for personnel, substitute teachers, volunteers, and vendors.
Student Conduct Behavior Code.	I. Policy statement; II. Scope of code; III. Statement of student misconduct; and IV. References to the Official Code of Georgia Annotated.
Elementary Modified Version of Student Conduct Behavior Code.	Detailed code.
Middle and High School Student Discipline Condensed Rules.	Detailed listing of condensed rules.
Suggestions for Introducing Yourself.	Introduction suggestion; Setting student rules.
General Information and Tips.	I. On call, day-to-day, as needed substitutes; II. Long term substitutes; III. Parking at school sites; IV. Reporting to a school; V. Substitute teacher folders; VI. Discipline; VII. Practices that promote good behavior; VIII. Policies, procedures and practices every substitute employee must know; and IX. Legal status of substitute teachers.

SOURCE: Adapted from Gwinnett County Public Schools, Georgia, Substitute Teachers Training Manual, April 2010.

Modules focused on substitute professional responsibilities, instruction and classroom organization, and classroom management and discipline should be developed. A sample professional substitute training outline includes the following elements:

Professional Expectations and Responsibilities

- Professional Behaviors;
- Ethics and Confidentiality;
- Policies and Rules;
- Daily Duties; and
- School Procedures.

Instruction and Classroom Organization

- Lesson Implementation Guidelines;
- Communication in the Classroom;
- Daily Routines;
- Strategies for Teaching; and
- Special Needs Students Instruction.

Classroom Management and Discipline

- Classroom Management Strategies;
- Classroom Rules and Procedures;
- Student Expectations and Supervision; and
- Tips for Survival.

Adoption and implementation of professional substitute teacher training should dramatically improve the knowledge and performance of substitute teachers. The participation of both central office and campus-based professionals in the development of this training plan will help ensure its effectiveness. In addition, specific local district implementation should significantly enhance the instructional services provided students when the assigned teacher is absent.

The HRD in consultation with the superintendent and board will need to decide whether the orientation is provided in one or two sessions, conducted in-house by internal staff, done externally or online. In addition, decisions regarding costs for the training need to be determined. Some districts pay for the substitutes training, others ask the applicants to absorb the costs of training if they use external training from Regional Education Service Centers or independent providers.

The fiscal impact for this recommendation cannot be determined at this time until the district has made decisions on the extent of the training and the provider.

SUBSTITUTE TEACHER HANDBOOK (REC. 6)

Other than a copy of a slide presentation and orientation handout materials, no organized substitute handbook is provided to substitute teachers. School-level staff typically provide guidance only for the daily assigned duties. Consequently, substitutes do not receive detailed information on many important procedures, such as emergencies including medical matters and major student behavior issues such as bullying, fighting and physical restraint procedures.

A best practices handbook would normally include a table of contents, subject matter index, and many of the procedures shown in the Substitute Teacher Handbook for Northside ISD in Texas as shown in **Exhibit 13**.

Another best practices handbook, accessible at www.gwinnett.k12.ga.us, is from Gwinnett County Public Schools, Georgia. The Gwinnett Substitute Teacher Training Manual table of contents and outline were shown previously in **Exhibit 12**. The handbook provides an outline of the substitute teacher training workshop as well as detailing other important topics. For example, the manual includes a discussion about First Aid and Safety: School Nurse and Clinic Program, Medication, and Over the counter medication and Student Self-Administration of Asthma Medication. Understanding the district's policies regarding information of this type (self-administration of medication) is important to a substitute, given that a substitute may witness a student administering medication and needs to know the district or school's position on this type of action.

Finally, including information in a handbook about the district's student code of conduct, bullying, and disruptive behavior is valuable information for a substitute to access in order to know how to handle certain student behaviors and their consequences.

The Humble ISD substitute teacher handbook can be developed by existing personnel and the document can be placed on the district's website for downloading by the required participants.

Printing approximately 120 copies for school-based staff and administration and 80 for the HRD's use could cost the district an estimated $600, based on a 30-page document at $0.10 per page. The 200 copies of the handbook should meet the needs of the district for three years. At that time, a revised edition can be developed and printed at an additional estimated cost of $600 based on the same criteria. The five-year cost would be $1,200.

CROSS-TRAIN PERSONNEL (REC. 7)

District and school-based staff responsible for the automated substitute calling system are not systematically cross-training other personnel within HRD or their school.

The district contracts with an external vendor to provide an automated substitute placement system. The system allows teachers to log their absence and request a substitute while searching the system for available assignments.

EXHIBIT 13
SAMPLE NORTHSIDE INDEPENDENT SCHOOL DISTRICT
SUBSTITUTE TEACHER HANDBOOK TABLE OF CONTENTS

TOPIC	CONTENTS
Introduction.	Welcome, Overview, Orientation, Training, Photo I.D. Badge, web-based support & Information, and Evaluations.
Substitute Employee Management System (SEMS).	Overview, Registration, Social Security Number, Logging on to WebCenter, Requesting and Pre-Assigning Substitutes, Job Numbers/Calendar of Jobs, Call Out Times, Reviewing and Cancelling Jobs, Searching for Jobs, Setting Date of Unavailability/Do Not Disturb, and Lost/ Forgotten PIN Numbers.
Responsibilities of Substitute Teachers.	Ethical Behavior, General Duties, and Classroom Duties and Instructional Responsibilities.
Responsibilities of the District, School, and Full Time Teachers.	District Staff, School Staff, and Full-Time Teachers.
Payroll and Employment Issues.	Rates of Pay, Special Notes Regarding Pay, Texas Workforce Commission, Teacher Retirement Benefits, Retired Teachers, Social Security Options, Equal Employment Opportunity, Free College Tuition/Fees for Qualified Substitutes Teachers, Workers' Compensation, Removal From Service, and Annual Renewal of Service.
District Policies.	Dress/Grooming, Student Surveys/Personal Questions, Sexual Harassment, Advancement of Religion, Child Abuse/Neglect, Possession of Firearms & Weapons, Visitors in the Workplace, Cell Phones/Pagers, Smoking/Tobacco Products, Drug Free Workplace, School Breakfast and Lunch Program, Substitute Employee Agreement for the Acceptable Use of the District's Electronic Communication System, and Criminal Records Check.
Complaints and Grievances.	Purpose, Other Review Processes, Nondiscrimination, Notice to Employees, Definition, Consolidation, Freedom from Retaliation, "Whistleblower" Complaints, General Provisions, Levels One – Four, Presentation, Hearing, and Closed Meeting.
Safety and Health.	Employee Injuries, General Safety, Safety and Protective Equipment, Communicable Diseases, Texas Hazard Communication Act, Asbestos Regulations, Pesticides Regulations, Clean Air Act, Campus Procedures, and Crisis & Emergency Resource Manual.
Closing Comments.	
Acknowledgement of Receipt of Substitute Employee Handbook Form.	
Substitute Employee Agreement for the Acceptable Use of the District's Electronic Communication System Form.	
APPENDICES.	Appendices A – K.
INDEX.	Subject Matter Index.

SOURCE: Adapted from Northside Independent School District 2009–10 Substitute Teachers Handbook, April 2010.

Interviews with HRD officials indicated that the department has an informal process regarding cross-training staff in the department. The HRD's philosophy is that each central office human resources staff member is expected to know enough about another person's job to perform the job in their absence. However, formal training has not occurred so that HRD staff can readily step into a position in the short or long term absence of someone in the department.

The HRD has one full time clerk assigned to support the substitute teacher program. The clerk oversees substitute orientation, entering information into the automated substitute calling system and providing training for new employees to the system. The clerk is also in charge of ensuring substitute applicants complete all paperwork and background checks. Department officials indicated to the review team that few problems occur with the current arrangement but agreed that a well trained back-up to the automated system is important to have.

The same lack of formal training process occurs in most HISD district schools. For example, when a school secretary or clerk responsible for the automated calling system is reassigned to another position or is absent for an extended period of time, the school does not always have a back-up individual to oversee the automated calling process. Often back-up persons may not have sufficient training to support program needs which results in the school having to call the

HRD substitute clerk for assistance. In a worst case scenario, under the current system, a principal or assistant principal would have to take over the clerical duty for the absent clerk, making the process inefficient use of time.

Best practices typically suggest that key central office and school-level support positions have cross-trained staff available to ensure that essential duties are effectively and efficiently carried out when circumstances require backup.

The HRD should cross-train HRD and school staff on the automated substitute calling system.

Implementing this recommendation can be accomplished by current personnel at no additional cost and during regular working hours.

SUBSTITUTE PERFORMANCE REVIEW ASSESSMENT (REC. 8)

HISD substitute teacher performance is not formally evaluated prior to placement or following an assignment.

Principals, assistant principals, and other school-level staff stated that no formal or regular evaluation of substitute teacher effectiveness is conducted prior to or following a substitute's placement. Any judgment related to continued employment of a substitute is conducted informally and may be based on information provided by other teachers or school staff.

A review of various documents by the review team, including school-level information provided to substitute teachers, does not indicate the type(s) of training a substitute has accessed or whether a formal assessment was conducted regarding a substitute's performance. Substitute training should include both an initial orientation as well as on-going training to enhance skill levels and performance. Substitute performance assessments should include provisions for both the substitute's professional performance as well as the ability to successfully implement the absent teacher's lesson plans.

While a formal performance review of substitute teachers is not prevalent in many school districts and research on the effect of substitute teaching on student academic performance is not readily available, some districts are conducting formal reviews of substitute teachers' performance.

Districts such as Northside ISD believe that substitute teacher performance reviews and training are important to maximize instructional continuity through a more effective delivery of teacher lesson plans. Northside ISD, considered a leader in developing and implementing substitute teacher induction and assessment programs, has been benchmarked as a best practice by Utah State University's Substitute Teaching Institute, the higher education forerunner in studying substitute teaching.

Northside ISD, provides both guidance in developing substitute teacher performance review prior to placement in the classroom and an evaluation of actual classroom performance. A sample instrument to guide an evaluation of a substitute teacher's performance is shown in **Exhibit 14**. The exhibit, a result of work conducted by Northside ISD in conjunction with Utah State University, shows the criteria for assessment, an overall rating system (excellent, good, poor, unacceptable) regarding the substitute's performance, and a space for specific comments. The full evaluation form provides directions for using the instrument, dates that substitute duties were performed, subject(s)/grade level taught, and the name of the evaluator.

EXHIBIT 14
SUBSTITUTE TEACHER EVALUATION
NORTHSIDE INDEPENDENT SCHOOL DISTRICT

CRITERIA	EXCELLENT	GOOD	POOR	UNACCEPTABLE	N/A
Punctuality					
Followed Lesson Plans and Schedule					
Accuracy of Attendance and Other Forms					
Handling of Student Discipline					
Teaching Methods/Instructional Strategies					
Knowledge of Subject Matter Taught					
Professional Behavior With Students					
Overall Rating	Excellent	Good	Poor	Unacceptable	
Comments:					

SOURCE: Created from Northside Independent School District Substitute Teacher Evaluation form, April 2010.

Finally, the evaluation process is conducted by the absent teacher upon their return to work and an administrator or designee.

The district should develop a substitute performance evaluation instrument and methodology that includes assessment prior to and following a substitute's placement. A substitute teacher that serves a school on a routine basis could be evaluated once or twice a year or as unusual performance issues arise, rather than on each occasion of employment. The district can develop a form much like Northside ISD's model and tailor the form to meet the district's individual needs and program initiatives.

This recommendation can be accomplished with existing personnel and at minimal cost for printing the evaluation forms (estimated at $0.10 perform). Printing 5,000 forms would be adequate for up to five years and cost an estimated $500.

AUTOMATED SUBSTITUTE SYSTEM (REC. 9)

While the district should take pride in their use of an automated substitute placement system, currently the system does not capture an applicant's certification status or other specialized skills.

The district's automated substitute placement system is accessed through the web or telephone by approved users. The system is set up initially by the vendor (AESOP) and is capable of capturing an applicant's information electronically in a data base storing the information by field. Currently HRD staff can view 21 fields of information ranging from creating an absence, to listing reference materials.

HRD staff in charge of the system can view the following information:

- Name;
- Identifier number;
- Telephone number;
- Personal Identification Number (PIN) and PIN requirement;
- Active/inactive status;
- Indication of name having been recorded; and
- Average ratings if any (none listed for Humble ISD substitutes).

As noted, no reference to teacher certification areas or any specialized training is reflected in the system's data fields. In discussions with the district's automated substitute system vendor, it was revealed that the system is able to integrate with more than 50 other applications and can be customized per the district's needs.

The district should update its automated substitute system to include certification status and other specialized skills. HRD should contact their vendor to assist in the process. The vendor includes these type of services at no cost to the district.

This recommendation can be implemented at no additional cost.

SUBSTITUTE TEACHER RECOGNITION (REC. 10)

While the district has programs that recognize regular teachers, substitute teachers are not offered organized recognitions, incentives, or fringe benefits.

Regular teachers are formally recognized through Teacher of the Month and Year programs, parent-teacher organizations, band and athletic booster groups, and other prepared programs. No such recognitions are afforded substitute teaching personnel.

A National Substitute Teacher Appreciation Week has been held annually since 2003; the ninth annual events are scheduled for May 2–6, 2011. The Substitute Teaching Division of Utah State University (STEDI) reports details of events and provides a menu of ideas, activities, and resources to assist schools and districts in planning effective substitute teacher recognition. The website http://stedi.org/subm/events/subweek/ provides downloads of documents including:

- Subweek planning schedule;
- Activities for local schools, administrators, and faculty;
- Activities for local parents, students, and the community;
- Activities for school districts and personnel offices;
- Featured daily activities for SubWeek;
- Helping substitute teachers feel more appreciated;
- National Substitute Teacher Week Proclamation;
- Public service announcement – 30 seconds;

- Public service announcement – 60 seconds;
- Sample: Letter to the Editor; and
- Sample press release.

Some school districts, such as Broward County Public Schools, Florida have adopted a substitute teacher incentive program that provides a one-time bonus of $500 for "Super Sub" status. "Super Sub" status is conferred once a substitute teacher has worked a minimum of 90 full days or more within the current school year.

St. Tammany Parish Public Schools, Louisiana conducts a Substitute Appreciation Day throughout the school system and recognizes a substitute employee of the year for each school. A select committee then designates one substitute to represent the district and a special reception is held and an award is presented at a school board meeting. Recognition of the importance of substitute teaching is included on the district's webpage http://www.stpsb.org/employment_intro.php.

The district should develop a recognition and incentive program for substitute teachers. Monetary and certificate recognition can be considered as incentives for substitutes who participate in training deemed important by the school district.

A review of the suggestions shows that many recognition activities can be accomplished at no cost to the district, while certificates of recognition can be prepared with existing software and printed for a minimal cost. A reasonable budget for this recognition could be less than $100 per year for each school. The annual cost for Humble ISD's 37 schools could be $3,700 or $18,500 for five years.

FISCAL IMPACT

RECOMMENDATION	2010–11	2011–12	2012–13	2013–14	2014–15	TOTAL 5-YEAR SAVINGS (COSTS)	ONE TIME (COSTS) OR SAVINGS
1. Develop and implement a Human Resources Department customer service survey instrument for all levels of employees.	$0	$0	$0	$0	$0	$0	$0
2. Periodically conduct a trend analysis of information captured in employee exit surveys to assist in identifying needed areas of improvement.	$0	$0	$0	$0	$0	$0	$0
3. Review and revise job descriptions accordingly.	$0	$0	$0	$0	$0	$0	$0
4. Ensure that the department's 2010-11 planning instrument aligns with board and superintendent goals and supports the targets established by the district's decision makers.	$0	$0	$0	$0	$0	$0	$0
5. Provide a more comprehensive orientation program and ensure that standardized information is disseminated across all schools.	$0	$0	$0	$0	$0	$0	$0
6. Create a substitute teacher handbook and place the handbook on the district's website.	($600)	$0	$0	($600)	$0	($1,200)	$0
7. Cross-train HRD and school staff on the automated substitute placement system.	$0	$0	$0	$0	$0	$0	$0
8. Develop a substitute performance evaluation instrument and methodology that includes assessment prior to and following a substitute's placement.	$0	$0	$0	$0	$0	$0	($500)
9. Update the district's automated substitute placement system to include certification status and other specialized skills.	$0	$0	$0	$0	$0	$0	$0
10. Develop a recognition and incentive program for substitute teachers.	($3,700)	($3,700)	($3,700)	($3,700)	($3,700)	($18,500)	$0
TOTALS	**($4,300)**	**($3,700)**	**($3,700)**	**($4,300)**	**($3,700)**	**($19,700)**	**($500)**