Final Report of a Study of the

ORGANIZATIONAL STRUCTURE AND CENTRAL OFFICE STAFFING, FUNCTIONS, AND OPERATIONS

For the

Jefferson County Public Schools
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Pursuant to a Contract for the Study with:

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I. Introduction

This document is the final report of a study of the organizational structure, staffing, functions, and operations of the Jefferson County Public Schools, Louisville, Kentucky, conducted in the time period of October 15-December 15, 2011. The report is intended for the use of the Superintendent to consider and promulgate changes in the central administrative structure and staffing that the superintendent believes will enhance the efficacy and efficiency of the central administration in designing and delivering educational services for the children attending the Jefferson County Public Schools. If necessary, the superintendent may also use the report to determine recommendations appropriate for the Board of Education's consideration for action needed within their sole discretion.

Purpose of the Study

The purpose of the study was to provide an objective, third-party review of the central administrative structure of the Jefferson County School District. The review examined the following aspects of central organization and administration of the school district:

- The level(s) of congruency of positions, duties, and responsibilities with the Jefferson County School District goals, mission, and core beliefs;

- The extent to which lines of responsibility are functionally delineated and understood by those working in the central office, in system-wide departments, in key operational groups, in the schools, and within the community;

- The adequacy of staffing: numbers, grouping, and relationships;

- The extent to which formal academic, technical, or vocational training matched the expectations of the position;

- The issue of duplication in roles and gaps in important tasks and jobs that may be present;

- The issue of form and function, that is., form should follow function (or mission), as stated in the form of policy or planning;

- The type and adequacy of internal communications in creating an effective work environment; and

- The issue of cost-effectiveness as it pertains to form and function in central administrative staffing.

Guidelines and Standards: The Critical Assumptions

The Organizational Review Study is based on a number of important assumptions regarding the administration of public schools in the United States. These are as follows:

1. Public accountability of the schools is primarily assured in the democratic process via elections of state and local officials who exercise legal responsibility for their establishment and maintenance. The control of the schools is therefore built into the political processes defined in law in the respective 50 states. The schools are accountable and responsible to the elected officers of the people for their performance.

2. Elected or appointed governing officials delegate the operations of the schools on a day to day basis to the superintendent, who in turn delegates responsibility to subordinate administrative officers who are accountable and responsible to him/her via law and/or office.

3. Administrative structures need to support and facilitate the process of public control of public institutions and not become barriers or impediments to it.

4. The essential force that shapes a central administrative structure should be its relationship to a central mission in order to make form follow function. In a democratic organization, the development of a mission occurs at many levels and emanates from many agencies, communities, sub-publics, and individuals.

5. Some large organizations have a tendency to "drift," that is, become absorbed internally instead of making internal functions contingent on external measures of performance. When this occurs, the presence of "silos" appears—the result of certain administrative officers fencing off their areas of responsibility in order to enhance their own power. These conditions result in organizational sub-optimization.

6. Some structures in school administration are more amenable to public control than others. This amenability is facilitated by certain principles or concepts of management that have been developed over time and applied in a variety of other settings.

7. While there are many formative measures that can be used to assess total administrative performance, the final summative measure must be the extent to which an educational institution is able to meet defined client (student) needs (outcomes) as they are explicated in law and policy.

8. While cost is an important variable in examining administrative functions, for efficiency, it is not the most important variable in doing an Organizational Review Study. The most important variables pertain to effectiveness, or the extent to which the institution is meeting specified outcomes. Cost or resource flow (efficiency) is secondary to results (effectiveness).

9. An efficient and effective organization is one in which the required jobs to be done match the unique abilities and interests of those employed to do them. Since this "match" is rarely attained perfectly, there is always some discrepancy between individual talents and interests and the jobs to be done. A "healthy" organization is one in which these discrepancies are kept to a minimum.

10. There is a tendency within organizations not to want to engage in decisions that are difficult, particularly as they pertain to people and job performance. As job performance declines, organizations may engage in overstaffing to maintain the same level of performance as before. Lean staffing requires a persistent effort to define and evaluate job performance. Without efforts to consistently evaluate the number of jobs and roles, organizations tend to drift.

11. School systems are complex organizations trying to satisfy many publics who may hold contradictory views about outcomes and the means to attain them. Some organizational behavior can be viewed as an effort to maintain a degree of internal harmony by resorting to ambiguity to satisfy public demands that are irreconcilable.

Using the above guidelines enables the organizational review team to ascertain the levels and standing of the client school system in terms of quality control within the system. Given data and information about the extent of actions, staffing, and services in terms of the intended aims and purposes, as well as documented results, the organizational review team was then well positioned to make findings of fact useful to an understanding of the current status and productivity of the system and to make recommendations for rectification of issues that, if implemented with fidelity, will lead to improved productivity. As one would expect, such recommendations are made within the known body of information available to the reviewers, and suggestions for modification and adjustments within the organization are advisory only and need to be considered within the context of locally determined needs and specific indigenous conditions as determined by the chief executive officer and the Board of Education.

Approach and Methodology

The conceptual approach in conducting this study was to employ a standard structural-functionalist perspective on organizational work. Such an approach employs a rational/economic model in examining roles, functions, tasks, and their relation to the main activity of the system (teaching and learning) being analyzed.

The data comprising the basis of this report and its recommendations came from the following sources:

Confidential Online Survey

In October 2011, the Board of Education of the Jefferson County School District authorized a comprehensive review of the JCPS organizational structure. On the last day of the month, the Curriculum Management Audit team submitted a proposed set of organizational structure recommendations pursuant to their findings, obtained

in early October. This organizational structure review followed that process and utilized those recommendations as a springboard for a deeper study of the organizational structure throughout the central office.

In order to gather valuable information from the administrative cadre in an easily accessible manner, an online survey questionnaire was developed, which could be accessed by computer browsers at any time during the day or night in order to make it possible and convenient for administrators to participate in the online survey and to complete a 75-question questionnaire, which was designed to gather information on administrative roles and responsibilities as a part of the comprehensive organizational review.

The survey was found to be very important in understanding the system's organizational structure and functions and the nature and placement of administrative positions within the JCPS organization. A copy of the actual questionnaire is found in Appendix C.

Assurances were given to assure participants that any information obtained would be treated as confidential; that all responses would be kept in the electronic, protected working files of the Phi Delta Kappa International review team; and that the reviewers would be the only persons with access to this information. No other persons would be able to access the information obtained.

Data gathering with the online survey process

There are a number of advantages in conducting an anonymous online survey from administrative employees. The process provides valuable information and data to help accomplish the following:

1. Obtain firsthand information from employees regarding system performance and functionality;

2. Safely provide a means for employees to discuss their job satisfaction and to share their perceptions of overall organizational performance;

3. Gather feedback on system operations and effectiveness in accomplishing its mission; and

4. Provide a means for proffering of suggestions for the improvement of the overall organization that is not filtered through the structure itself.

Results from the survey were easily categorized by employee type and areas of concern. Over 90 percent of the respondents provided suggestions for improvement of the organizational structure, and functions and activities of every major division of the system were described in detail, which enabled the reviewers to obtain broad and specific issues with bearing on organizational components' efficacy, staffing appropriateness, and operational integrity.

The questionnaire contained 75 questions, which gathered information from 265 participants in regard to their employment with the Jefferson County School District. Of the 265 participants, 232 responses were used in the study, with 33 responses discarded because of incompleteness or non-usability. The survey was found to be very important in understanding the system's organizational structure and functions and the nature and placement of administrative positions within the JCPS organization. A copy of the actual questionnaire is found in Appendix C.

Confidential On-site Interviews

Following the online survey, respondents were selected to be interviewed by the organizational review team. Interviews were conducted between Monday, October 31, 2011, and Friday, November 4, 2011, and again on Monday, November 21, and Tuesday, November 22, 2011. Fifty-five (52) individuals were interviewed, with most interviews requiring 30-45 minutes or more. Positions interviewed included school board members, central office administrators, school principals, community leaders, specialists, and support personnel. A copy of the questions used in the interviews is found in Appendix B. Responses to the organizational review team's questions were found to be very helpful in not only understanding the needs of the Jefferson County School District, but the scope of concerns and needs from many points of view.

Documents and Previous Reports

Additional data for this report came from reading some drafts of the curriculum management audit, other district documents, and information provided to answer specific questions raised during this process.

Comprehensive use of the above data sources enabled the organizational review team to develop and confirm information with documentation to determine specific findings relative to the Jefferson County School District's organizational structure needs and to extrapolate and suggest recommendations to the JCPS Superintendent for consideration in determining action to remediate and improve system organizational functioning, effectiveness, and efficiency and to develop appropriate recommendations for Board of Education consideration.

II. Results

Results from the organizational structure review have been consolidated into specific findings, which are used to formulate recommendations for consideration by the Superintendent of the Jefferson County School District and for development of appropriate recommendations for the Board of Education's consideration. Findings are delineated in order of priority, and recommendations relating to the organizational needs identified in the findings.

Findings

A. Ancillary and Policy Issues

Two ancillary issues were examined by the organizational structure review team. These included issues identified in the organizational structure implementation that may impact the organization's mission and goals. The ancillary issues included the examination of the size of the administrative staff to comparable school systems and the size of the teaching staff compared with peer school districts.

One policy issue was examined by the organizational review team pertaining to the impact of contractual issues established by the Governing Board in deliberations with the teacher organization.

Finding A.1: (Ancillary Issue) The size of the central office administrative staff is not excessive when compared to a peer group drawn from the 100 largest school districts in the United States.

School districts are frequently thought to be "top heavy" in administrative staffing, but such perceptions are infrequently grounded in evidence or documentation of the size of administrative staff in a comparative group of peer school systems of similar size. This issue had been dealt with in an earlier report by the Council of Great City Schools, which determined that the Jefferson County School District's administrative staff was overstaffed compared to school systems of similar size, but not significantly. The degree of overstaffing was less than one student per staff member.[1]

The Phi Delta Kappa International organizational review team revisited the issue and evaluated two factors—the size of administrative staffs and the size of teaching staffs as a percentage of total system full-time equivalent employees. The review team compared JCPS's administrative and teaching staffs size as percentages of FTE to a peer group of districts, comprised of 20 school districts—the 10 larger school districts and the 10 smaller school districts drawn from a study of the 100 largest school districts in the United States.[2]

The data indicate that Jefferson County School District's administrative staffing percentage was 2.48 percent of the total FTE, which was 1.31 percentage points less than the group average of 20 peer school districts, which was 3.79 percent. These data indicate that JCPS's administrative staffing is less than the average of the peer group, which means fewer administrators per FTE. These data appear to contradict perceptions that the JCSD administrative staff is excessive.

However, comparing teaching staff percentages, Jefferson County School District's teaching staff's average of 43.44 percent of total FTE indicates that JCPS is 7.31 percentage points lower than the average for the peer group, which was 50.75 percent. In this instance, teaching staffing is less than the average of the peer group, which means fewer teachers per FTE. These data appear to indicate that the size of teaching staff is less than the group mean and perhaps inadequate given that the peer group of comparison school districts is optimal.

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[1] *Staffing Levels in the Jefferson County Public Schools: an Analysis of Personnel and Expenditures.* Council of Great City Schools. 2009.

[2] U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), "Local Education Agency Universe Survey," 2008–09, Version 1a.

The data from this analysis are delineated in the exhibit below.

Exhibit A.1.1

**Comparisons of Teaching and Administrative Staff Percentages
with Peer Group of 20 School Districts Drawn from the 100 Largest U.S. Districts
Jefferson County School District, 2011**

District Name	State	Total FTE	Teaching % of FTE	Adm % of FTE
Charlotte Mecklenburg Schools	NC	18,437	50.51%	3.08%
San Diego Unified	CA	13,278	51.63%	3.55%
Prince George's County Public Schools	MD	18,292	48.49%	5.35%
Duval County	FL	12,812	62.23%	4.75%
Memphis City School District	TN	12,636	56.99%	3.16%
Cobb County	GA	14,654	56.06%	3.03%
Pinellas County	FL	14,692	53.62%	2.54%
Baltimore County Public Schools	MD	14,187	51.73%	5.60%
Cypress Fairbanks Independent School District	TX	12,276	52.22%	4.20%
Dekalb County	GA	14,374	48.02%	3.44%
Jefferson County	KY	14,144	43.44%	2.48%
Detroit City School District	MI	13,837	43.02%	4.21%
Albuquerque Public Schools	NM	13,304	49.17%	4.99%
Polk County	FL	13,993	53.94%	2.65%
Northside Independent School District	TX	12,169	47.52%	2.91%
Fulton County	GA	12,418	52.59%	2.96%
Long Beach Unified	CA	8,466	47.45%	1.90%
Jefferson County School District No R 1	CO	10,778	46.01%	3.82%
Milwaukee School District	WI	10,861	47.49%	3.72%
Austin Independent School District	TX	11,323	52.02%	4.87%
Baltimore City Public Schools	MD	11,517	50.70%	8.02%
Jordan District	UT	6,552	49.16%	2.81%
Lee County	FL	9,469	53.16%	3.18%
AVERAGE		12,803	50.75%	3.79%

In the administrator interviews, respondents reported opinions about administrative staffing. To the statement that administrative costs for the central office are about right, respondents were nearly split evenly, with 39 percent disagreeing and 44 percent agreeing, giving agreement with the statement a slight edge, as shown in Exhibit A.1.2 below:

Exhibit A.1.2

The current costs of the central administrative structure are about right.
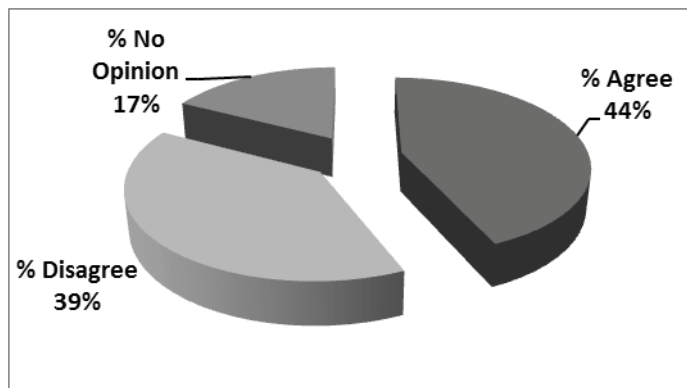
To the statement that the number of central office administrators is about right, 65 percent of respondents disagreed, and 22 percent agreed, as shown in the exhibit below:

Exhibit A.1.3

The current number of central office administrators is about right.
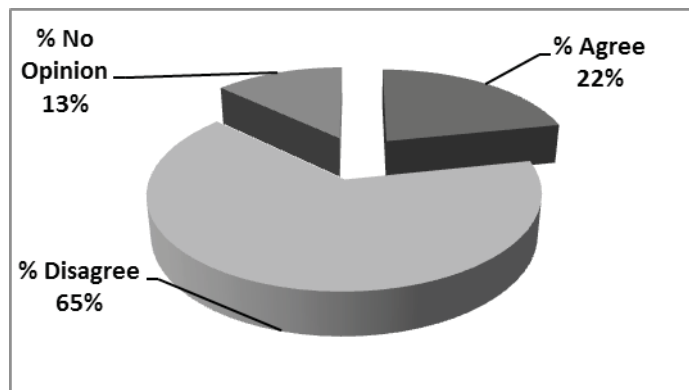
Nearly two-thirds of the interviewees disagreed that the current number of administrators in the central office was about right, which is inconsistent with the comparative administrative staffing in similar districts drawn from the list of the 100 largest school districts in the United States.

Finding A.2: (Ancillary Issue) The percentage of current expenditures for instruction compared to a comparable peer group indicate that the Jefferson County School District is below average of the group.

One measure of a school system's priorities for funding is the amounts of the budget and expenditures that are assigned to instruction—generally considered the heart of any school district's service mission. To determine the level of funding and expenditures dedicated to instruction, the review team compared the Jefferson County School District to the same peer group as used in Finding 1. In examining the current expenditures used for instruction with the control group, the reviewers found that JCPS ranks 15th out of the group of 21 school systems. These data are delineated in Exhibit A.2.1 below.

Exhibit A.2.1

Rank Order of Percentages of Current Expenditures for Instruction
with Peer Group of 20 School Districts Drawn from the 100 Largest U.S. Districts
Jefferson County School District, 2011

School District Name	State	Current Expenditures for Instruction as a Percent of Total Expenditures
Cobb County	GA	61.7
Polk County	FL	59.6
Baltimore County Public Schools	MD	58.0
Long Beach Unified	CA	57.4
Dekalb County	GA	55.0
Memphis City School District	TN	53.5
Milwaukee School District	WI	53.2
Duval County	FL	52.2
Fulton County	GA	51.9
Pinellas County	FL	51.6
Charlotte Mecklenburg Schools	NC	50.0
San Diego Unified	CA	50.0
Baltimore City Public Schools	MD	49.5
Prince George's County Public Schools	MD	49.2
Jefferson County	KY	49.2

Exhibit A.2.1 (continued) Rank Order of Percentages of Current Expenditures for Instruction with Peer Group of 20 School Districts Drawn from the 100 Largest U.S. Districts Jefferson County School District, 2011		
School District Name	**State**	**Current Expenditures for Instruction as a Percent of Total Expenditures**
Detroit City School District	MI	49.1
Jefferson County School District No R 1	CO	47.8
Albuquerque Public Schools	NM	47.6
Cypress Fairbanks Independent School District	TX	46.8
Northside Independent School District	TX	43.0
Austin Independent School District	TX	42.5

It was noted that the average of the group above was 51.4 percent of current expenditures used for instructional purposes.

The Jefferson County School District ranking on this comparison indicates that instructional budget allocations across the system are less than the average of the peer group of comparable school districts.

Finding A.3: (Policy Issue) The contractual provision authorizing teacher transfers to teaching positions in other schools on the basis of seniority manifests an inordinate distribution of experienced teachers to schools with lower incidence of poverty.

Schools with higher incidence of poverty, determined and defined by the percentage of students participating in the free and reduced meals program, provide considerable challenges to teachers and administrators alike. It is well established that students of poverty face many obstacles to adequate achievement, including lack of early childhood education, inadequate health care and nutrition, and lack of stable housing. Researchers never indicate that poor children are unable to learn effectively, and amelioration of adverse learning conditions for children of poverty has been shown to succeed given certain mitigating circumstances and actions by school systems, many of which are included in the JCPS Curriculum Management Audit™.

In the Jefferson County School District, the reviewers heard from several community leaders that a strong, effective school district is essential to the quality of life and economic viability of the Louisville area. It is a complex issue, but some educational leaders suggest starting with staffing high-poverty schools with the best teachers and principals.[3]

The reviewers examined this issue to determine if more experienced teachers were less likely to serve in the JCPS high-poverty schools. The study involved comparing the average "TEI," or teacher experience index, of schools with the percentage of poor children in each school.

Relationship between school population poverty and mean years of teacher experience. Exhibit A.3.1 illustrates the relationship between a school's mean length of teacher experience in years, compared with the same school's percentage of students who are on free and reduced meals. In the chart, the red line indicates the percentage of students on free and reduced meals, and the blue bars indicate the average length of teaching experience of the faculty of that school in years. As the percentage of poverty increases in schools, the result appears to be a decrease in teacher experience.

The implications of this phenomenon are that as teachers accrue longevity within the system, there appears to be a migration to schools with fewer students on free and reduced meals, or students from homes characterized by some degree of poverty. One community leader lamented the transfer practice, saying, "(We) are aware of seniority transfer, where senior teachers move to lower poverty schools, but we need that to change—we need more experienced teachers in schools with economically challenged (poverty) populations."

Examination of the quartile of schools with the highest percentages of poverty shows that quartile averages 91.8 percent of students on free and reduced meals and an average of 9.01 years of teacher experience in those schools. The quartile of schools with the lowest incidence of poverty shows that an average of 39.9 percent of students on free and reduced meals and an average of 13.6 years of teacher experience in those schools.

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[3] Richardson, J. Be selfish about improvement. Phi Delta KAPPAN. 93:3. November 2011.

Exhibit A.3.1

**Comparisons of School Teacher Experience
with School Poverty Level (Free & Reduced Meals)
Jefferson County School District, 2011**
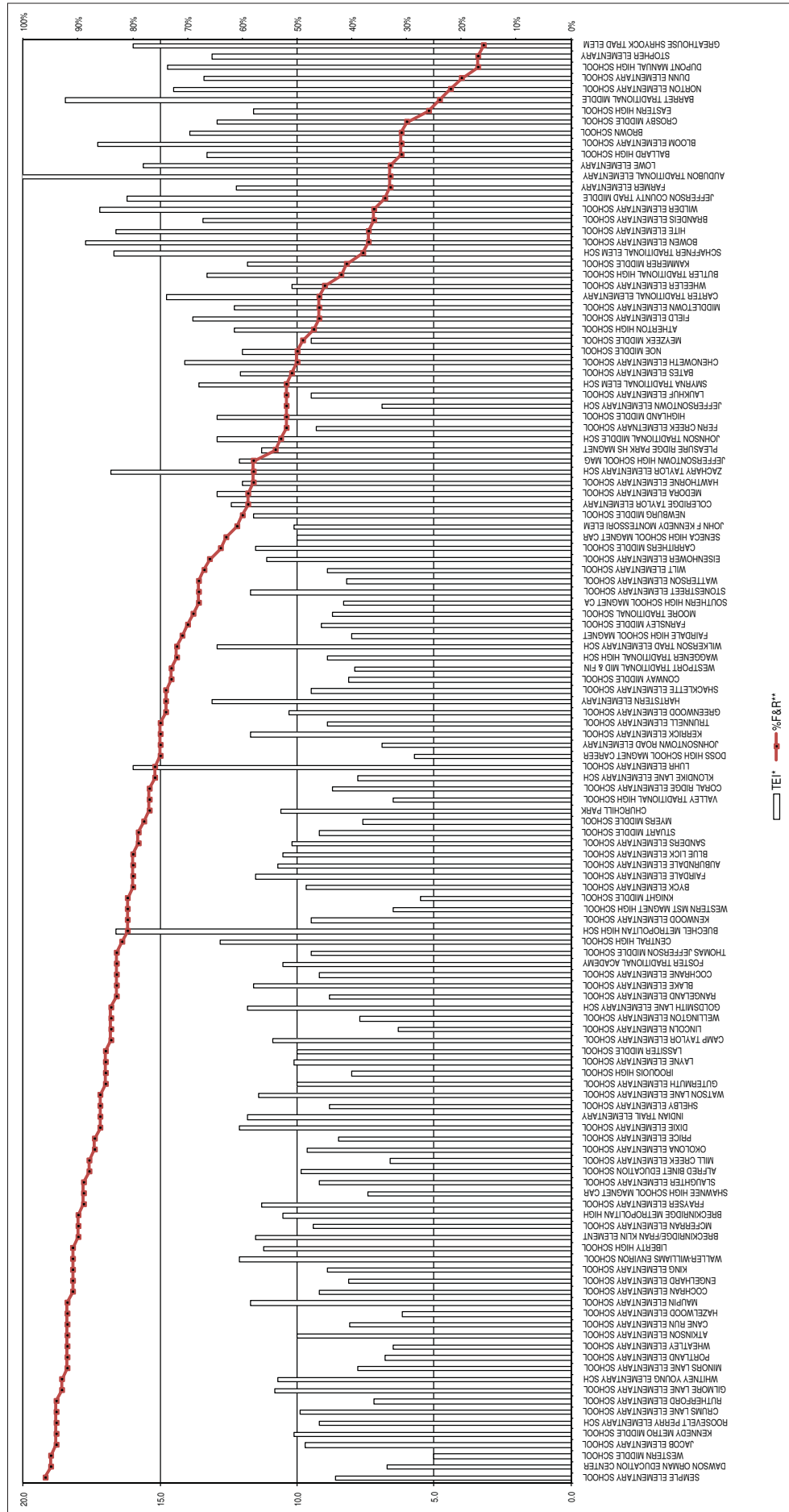
The phenomenon of relocation of experienced teachers to low-poverty schools appears likely to result in disproportionate learning experiences across schools. In effect, students in schools with high poverty populations may not receive the same benefits derived from teachers' experience, social capital, and advanced skills as do the students in schools with a lesser incidence of poverty in the student population.

A.3 Recommendation:

The Board of Education of the Jefferson County School District needs to evaluate the impact of its transfer policy and contractual agreements upon the quality of teaching and learning. Seniority needs to be only one criterion for transfer, but other criteria should be focused on matching teacher expertise with specific school site needs and ensuring that whole staffs are not comprised of more than 50 percent of inexperienced or novice staff.

In future negotiations with the Jefferson County Teachers' Association, request a change in the transfer language pursuant to the 2005-2010 Agreement between the Jefferson County Board of Education and the JCTA, within Article 16, Section A, Number 7 (41), that clarifies that "needs of the educational program will include that transfers out will not be granted if it leaves the host school with fewer than 50 percent teachers with fewer than three (3) years' experience at that school."

B. Organizational Quality and Effectiveness Issues

Several dimensions of organizational functioning and staffing were examined, using the data sources cited above, in order to address issues that emerged during the organizational review site visit and from the online survey. Consolidating and deconstructing the data produced a number of findings relative to the organizational structure, specific departmental areas, and the effectiveness of processes, procedures, and management. Specific findings are delineated below. Recommendations are provided following each finding's narrative.

Finding B.1: The administrative recruitment and selection process is biased towards internal promotions and does not provide a balance of new/old system allegiances and viewpoints

The reviewers examined the administrative/specialized staff recruitment and selection process for JCPS for 118 positions in the time period October 1, 2009 through November 1, 2011. These positions were for both central and site based positions. Of these positions, only nine (.76 percent) were hired from outside the school system. Of the external hires, only two were nationally advertised. Put another way, 99.24 percent of all hires were internal to JCPS and 99.9 percent were advertised only locally or within the state. This practice has led to a homogeneity of the professional work force and effectively creates a dominant perspective on policies and practices that may be threatening to the extant hierarchy, but which ultimately may be necessary for the system to change its practices to become more effective with educating children.

The process used by HR in JCPS does not insure that the most qualified person is selected when (a) a lack of national advertising artificially constrains the applicant pool to internal candidates, (b) internal hires are the only ones actually promoted, and (c) some internal administrative hires then bring to their new positions former friends who may not be the most qualified individuals that could have been hired had the system advertised in a wider and truly national manner.

B.1 Recommendation:

The superintendent will draft a policy for board consideration that requires national advertising for all central administrative positions and principalships. The policy will stipulate that a guideline for internal/external candidates should be to hire the most fully qualified candidate and that each year should aim at least to have at least one-third of the new hires external to JCPS. Final decisions for hiring will be the sole responsibility of the superintendent, without board involvement in any phase of the hiring process.

In accordance with Kentucky Revised Statutes,[4] all appointments, promotions, and transfers of principals, supervisors, teachers, and other public school employees shall be made only by the superintendent of schools, who shall notify the board of the action taken. Furthermore, when the superintendent recommends administrative hires to the board for approval, each search should stipulate: (a) the nature of the position with attached job description; (b) what professional publications were used for advertising; (c) how many total candidates applied;

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[4] KRS 160.380

(d) how many candidates met the qualifications; and (e) how many candidates were actually interviewed and a rationale for the selection of the person recommended.

In addition, if no one is found to be qualified and/or recommended and an interim administrator employed, the superintendent is expected to re-advertise and re-search for a candidate at least one more time before that interim appointment can be considered permanent in any way. In the second search, the interim candidate must be an applicant and interviewed along with all the other candidates selected for interviews.

Any person to be employed in an administrative capacity at the school site or central office level who is related to any administrator already serving in the school system, may not be a part of the hiring or selection process, and those relationships must be fully disclosed to the board before seeking their approval.

Finding B.2: Employment processes are widely perceived as discriminatory in favor of friends and/or relatives for administrative positions.

Performance, qualifications, and merit should be the bases in hiring applicants or promoting or giving benefits to employees. These criteria become secondary when relationships as relatives or friends become the most important criterion for employment or advancement. The practice of hiring friends and relatives is commonly referred to as *favoritism* and *nepotism*. While there are prohibitions against this practice in public institutions, it nonetheless was reported by many individuals interviewed and in the confidential survey conducted for this study.

A superior favoring a particular applicant or employee, whether relative or friend, will leave the rest of the applicants and/or employees at an unfair disadvantage. This disadvantage may result in mistrust and resentment and decreased morale and productivity. Some employees' positions have been eliminated for inadequate performance, but the individuals were simply moved to other positions and most of the transferred individuals were allowed to retain their position on the salary schedule. The reasons for this practice remain ambiguous.

The reviewers found that many current employees reported that positions were filled on the basis of relationships, with some individuals stating, "It isn't what you know, but it's who you know (that gets you hired)." In one case, the reviewers were told that shortly prior to the current superintendent's arrival, the spouse and son of a member of the superintendent's cabinet were both hired as building administrators. On the issue of selection and hiring of administrative employees, the following supporting statements were noted from the online surveys:

- "Favoritism affects how people are hired. Often times favors are called in to get someone in a certain position whether they are qualified or not."

- "The Personnel Department oversees discrimination as well as complaints against the district but retaliation by HR results in few complaints of sexual or racial discrimination. A representative of the Human Resource department sits on the Administrators' Association board to help screen staff complaints."

- "Decision and policy makers are NOT using data or a research base to make decisions. Decisions around personnel and programs seem to be made BEFORE candidate interviews and evaluation results."

- "Most administrative jobs are selected or the person is chosen prior to the job announcement. This is accepted and understood by all within the system. "

- "JCPS could do a better job in placing staff into positions in which they have the skills/expertise for being successful in their positions."

- "(We should) blow human resources up…(The system) became 'top down.'"

- "(There is) a serious morale issue (in Management Information Systems)—six computer operator positions (pay grade 8) were no longer needed and four were transferred to customer service technician positions (pay grade 6), but transferred operators were allowed to keep their old pay grade. Current technicians were still classified as pay grade 6. This problem was referred to Human Resources, but for some reason that's where (the issue) died."

- "Nepotism and favoritism mirrors the days of serfdom. Qualifications and experience are seldom a basis for promotions."

- "The opportunities for African-Americans in JCPS have dwindled significantly. There was a time when every school administration had someone of color on the team. We need our Superintendent to emphasize the need to have a staff that mirrors the student population."

- "Some board members have fostered patronage."

The interview process included a statement that read, "The administration selection and hiring process is very effective." Respondents were asked to indicate whether they agree, disagree, or have no opinion about the statement. The responses were indicative of a lack of confidence and integrity in the administration hiring practices. Nearly two-thirds of the respondents disagreed with the statement, and only about one in four indicated agreement.

Exhibit B.2.1

The administration selection and hiring process is very effective.
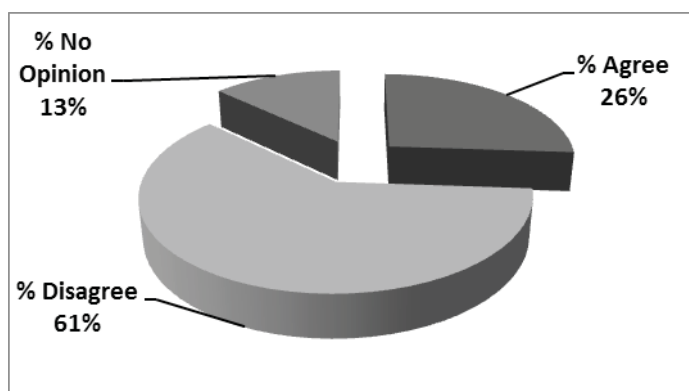
It was clear that on the process of selection and hiring of administrators, a majority of respondents disagreed that the process was very effective. All respondents were administrators in JCPS.

Given these circumstances, the human resources practices are ineffective, and the department warrants close scrutiny and modification to prevent hiring practices that are detrimental to equality and equity and to avert the possibility of discrimination charges. There's no question that favoritism constitutes bad employment practices. Unfair hiring procedures breed resentment, undermine employee morale, and create disincentives for good performance.

B.2 Recommendation:

The superintendent will draft a policy for board consideration that prohibits favoritism or nepotism in administrative hiring practices. The policy needs to prohibit discriminatory actions, such as decisions based on applicants' protected characteristics—i.e., race, gender, religious belief, age, handicap, etc.

The superintendent will also draft administrative procedures that assure that unbiased decision making in hiring will be enforced and require that all known relationships to the district administrative staff must be disclosed in the recommendation for employment.

Complaints about HR practices or allegations of bias need to be processed and handled by an independent, objective school executive who is a member of the superintendent's cabinet. HR personnel may be directed by this impartial judicial officer—perhaps an ombudsman—to take corrective action for documented mistreatment of employees if necessary.

Moreover, all recommendations for hiring not only must provide documentation of an authorized position vacancy and funding availability and signature of the position supervisor confirming approval, but also be examined by the position supervisor's superior, who must be a member of the superintendent's cabinet. Once the senior administrator has determined that fair and equitable opportunity has been provided and he/she has approved the recommendation, he/she shall sign the recommended personnel action and convey it to the superintendent for final approval prior to submittal to the board of education for review.

Finding B.3: Perceptions that school principals who have been removed from their positions at "persistently low achieving schools" have been transferred to equal positions without application competition or change in salary compensation are partially incorrect.

In Kentucky, principals at schools with low achievement levels and inadequate progress, but who have "leadership capacity" as defined by the state may be removed from their position as a consequence of the failure to overcome learning deficits in that school over a multi-year period. Whether "removal" constitutes termination or dismissal for cause is not defined, but Kentucky law does allow the removed principal to be relocated to another position, even another school but not a Persistently Low Achieving school. Some members of the central administrative staff took issue with this occurrence.

This issue was prevalent among some members of the JCPS administrative team participating in the online survey or in interviews. Comments shared with the reviewers contained typical comments supportive of this perception as follows:

- "In JCPS if someone is not performing their job often times they are promoted or moved to another location." (From Online survey)

- "Stop the practice of assigning PLA (Persistently Low Achieving) local school administrators to Central Office." (From Online survey)

- "The past practice of creating new jobs for administrators dismissed or discharged from previous positions is flawed." (From Interview—completed the sentence)

- "The past practice of creating new jobs for administrators dismissed or discharged from previous positions is inequitable." (From Interview—completed the sentence)

The reviewers examined what had occurred in the case of nine school principals who had been removed from their school for persistently low achievement at that school. The results of that examination are shown below in Exhibit B.3.1:

Exhibit B.3.1

**Salary Comparisons Before and After Removal from PLA School
Jefferson County School District, 2011**

Date of Removal	2011-12 Salary as PLA Principal	Position Moved to	2011-12 Salary in New Position	% Change
1 July 2010	$102,338	Middle School Asst. Principal	$111,609	+9.0%
1 July 2010	$113,452	Secondary School Asst. Principal	$112,068	-0.7%
1 January 2011	$149,758	Retired	N/A	N/A
10 January 2011	$140,681	School Liaison HS	$140,682	0.0%
21 March 2011	$140,681	Specialist II	$140,682	0.0%
21 March 2011	$140,681	Principal High School	$140,682	0.0%
13 June 2011	$145,386	Priority School Manager	$145,386	0.0%
13 June 2011	$145,386	Principal High School	$145,386	0.0%
1 July 2011	$116,192	Middle School Asst Principal	$116,196	+0.03%

Apart from one case out of the nine cases shown above, all principals removed from PLA schools for inadequate performance received transfers, which resulted in little or no change in salary grade. One inadequately performing principal received not only a new job, but a nine percent raise. Human Resources did not provide justification to the reviewers for the transfers that resulted in no penalty to the principals from PLA schools. Why the transfers occurred, despite the substantive failure in remediating achievement deficiencies in the previous school, was not explained to the reviewers.

This anomaly was reflected in one of the comments made to the reviewers from the online survey, which refers to a perceived lack of penalty for ineffective performance:

- "Administrative employees are removed from their assigned duties (for ineffectiveness) only to be placed in positions of lesser authority and work demands, but retain their current compensation rate."

The practice of moving some principals from failing schools to jobs with lesser responsibilities but with the same salary serious questions about hiring practices. Moreover, the transfer to a new position without competing or even interviewing, does not assure that the most qualified person available obtains the position. This action on the part of Human Resources may ignore the role and responsibilities of school principals to produce satisfactory results in student achievement as called for in the Jefferson County School District's mission. Improving student learning is not "mission impossible."[5]

B.3 Recommendation:

Unquestionably, leadership in persistently low achieving school is a difficult and challenging responsibility. Research indicates that these schools generally are schools with high poverty student populations, but research never alleges that poor students are unable to learn. The school principal has to focus on some key factors that improve student achievement progress, and it can be done.[6]

The board needs to adopt a policy stating that administrative employees removed from their positions due to Kentucky and/or federal law regarding underperforming school conditions may apply for other positions in the school system, but such application must be for positions for which the administrative employee is fully qualified, and appointments to the new position must demonstrate that the administrative employee is the best qualified applicant for the position.

The superintendent will develop a procedure to monitor compliance with this recommended policy.

The superintendent will develop a procedure for evaluation of school principals that accurately and comprehensively embodies the major responsibility of principals to focus on instructional leadership. JCPS must expect principals to (1) promote a clear vision of the educational purposes and standards of the school; (2) monitor and evaluate curriculum taught, student work and outcomes, and teacher performance; and (3) support instructional activities with appropriate resources aligned to the accountability measures of the State of Kentucky and the Jefferson County School District.

Accountability for student learning growth needs to be the major, but not the only criterion, for determining principal effectiveness. Other factors, including staff morale and community cohesion, are also important. However, the quest for sustained improvement in student learning must be fostered across the school system.

Finding B.4: Information technology support for schools is ineffective and inefficient in services and functions.

An Information Technology department is responsible for the operation of the school district's information technology services, including IT infrastructure within the system. The IT department must provide ongoing support for school personnel and students, provide for web application processing in a sophisticated and secure network environment, and replace obsolete systems with new enterprise-wide equipment and applications designed to operate in the educational environment. Moreover, an effective IT department is qualified, flexible, and responsive with secure structures to manage change and address the JCPS-wide information needs.

In examining the functioning of central office departments, the reviewers elicited information from JCPS administrative personnel relative to the functions and operations of the IT program and services. Information obtained relative to this purpose included comments from interviews and the online survey, and an excerpt of relevant information obtained is shown below.

Costs for operating the current information technology program were found to be approximately $14,223,000 for fiscal year 2012 (budgeted). Previous year's expenditures were $13,357,204 for fiscal year 2009, $11,778.675 for fiscal year 2010, and $12,152,055 for fiscal year 2011.

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[5] Maryland Department of Education (2010). Leading Your School Improvement. Found at website: http://mdk12.org/process/leading/leading.html.

[6] Ambrose, N.R. (2008). Overcoming barriers to student achievement: A case analysis of high-poverty schools becoming high-performing schools. University of Kentucky. Link: http://gradworks.umi.com/33/22/3322119.html.

In the interview setting, individuals were queried about the IT services of the Jefferson County School District. Responses to the query are graphically illustrated below in Exhibit B.4.1:

Exhibit B.4.1

The current information technology and management information services are adequate for me to do my job.
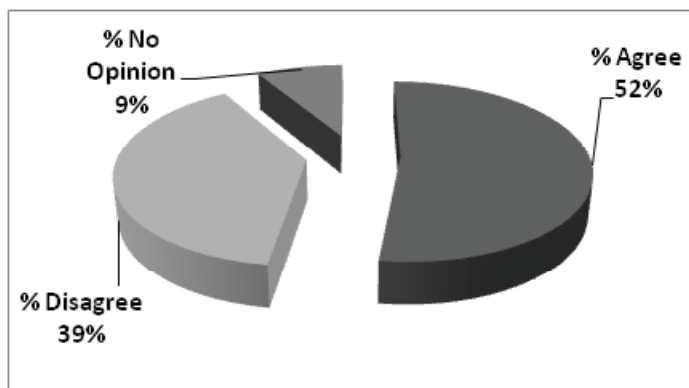
On the adequacy of support to respondents by information technology and management information services, a slight majority (52 percent) agreed that those services were adequate for the respondents to do their job, but over one-third of the respondents disagreed with the statement.

Elicited comments from respondents in interviews or the online survey describe IT conditions as unsatisfactory and out of control. Comments regarding the IT department obtained from respondents included the typical responses below:

- "The Information Technology department at JCPS is in need of an overhaul, preferably by someone with industry experience who knows how to properly design an organization for today's market. Our current leadership, including MIS, does not possess the industry experience or knowledge to effectively carry this out."

- "For IT positions I would put more weight on IT certifications and experience for job placement."

- "(In IT) create a Director of support position and put all technicians under that person. This includes MIS and Telecom. This would allow one person to have all the district hardware/software support under him/her. This would reduce redundant work, improve communications to all technicians and ultimately provide better customer service."

- "Eliminate pseudo-IT departments in other departments. These have sprung up for a number of reasons, some of (our) doing in MIS, but generally due to resources and the resulting inability to respond quickly. Rather than fund a position in (the MIS) department, they hire into their departments. The problem then becomes no coordination between these individuals and the MIS department with regards to standards, infrastructure, best practices, and so on. (IT) is left with the task of integrating the non-standard work into (the) network."

- "Require that ALL third party software being considered go through a review. All too often, (IT) hears about it at time of purchase, when problems may be too late to resolve. Departments have discussions with vendors in many venues or maybe over a beverage in the lounge after a conference, decide to buy something and then tell (IT) to make it work. Not a good way to do things."

- "Require that software consultants be managed and procured through MIS. For reasons similar to the software purchases, consultants are hired and used in methods that are contrary to (good practice)."

- "The IT department has not reduced staff although (JCPS has) implemented a finance system and a student data system mandated by the state that are closed systems, and cannot be manipulated by IT. Servers have been retired and data is housed 'in the cloud' for all other systems. Still IT has not reduced staff."

- "IT struggles to write reports, but (they) are late and inadequate. This is another responsibility shift."

- "IT has several computer operators who became unnecessary with new technology. They are still on the payroll, with some doing technical support but at a higher pay grade (than that job classification)."

- "The computer operators do not have the skills for a level II help desk since the staff transitioned from mainframe computer operations."

- "(The IT Department has) glitches—systems up and down, internet problems not timely (responded to) for schools."

- "The current structure of the IT department needs to be revisited. (It has) factions (and) no cohesiveness with no real leadership. (It) suffers from a lack of direction, charge and cause."

The reviewers found that the IT functions in the system are perceived by many persons across the system to lack coordination with other components of the organizational structure, and approaches to technology planning, management, implementation, and services fail to provide cohesive support and effectiveness for the Jefferson County School System.

B.4 Recommendation:

The organizational review determined that customer satisfaction with the Informational Technology Department is marginal, providing a basis for recommending certain changes. The following actions are recommended.

1. The reorganization approved by the Board of Education on October 31, 2011 provides for a Chief Operations Officer. Management and supervision of Information Technology will be assigned to this position.

2. The current position of Executive Director of Information Technology will be abolished and eliminated effective at the conclusion of the current employment contract. Duties and responsibilities of this position will be assigned to the Chief Operations Officer

3. The current position of Director of Telecommunications will be eliminated. The personnel assigned to telecommunications will be transferred to the Management of Information Services department, under the supervision of the Director of MIS.

4. The current IT positions occupied by four former computer operator employees will be eliminated, as will the two vacant computer operator positions.

5. Two departments shall comprise the Information Technology program and services within the system: (1)Computer Education Support area and (2) the Management Information Services operational area will be implemented with clearly defined and separate responsibilities and functions, with inclusion of the proposed division of work described below:

   a. The Management Information Services Department, MIS Director, and subordinate positions will be transferred to the Operations division, under the supervision of the Chief Operations Officer.

   b. The Director of Computer Education Support, and departmental positions, will be transferred to the Operations division, under the supervision of the Chief Operations Officer.

   c. All IT functions and/or positions dispersed or identified across the district schools and/or departments will be transferred and consolidated within the Management Information Service Department immediately, accompanied with a transfer of current funding, regardless of source, to the MIS department. The JCPS organization will have one Management Information Service Department only.

d. The Computer Education Support Department will be separate from the Management Information Department with responsibility for support technicians performing complex tasks on computers and supporting school applications for users.

e. Telecom technicians—who perform in a limited capacity since their focus is primarily on physical hardware and network and phones—and all other positions within the telecommunications department will be transferred to the Management Information Systems department under the supervision of the Director of MIS.

f. Salary discrepancies between MIS help desk technician and Telecom technicians will be resolved upon a recommendation from the MIS Director to the superintendent or designee to eliminate unequal pay for equal work and morale issues. Documentation of market value for the technician positions will be provided in the recommendation. All technicians within the department will be provided with equality in compensation in accordance with the nature and complexity of assigned work tasks.

6. The superintendent will provide and initiate development of a comprehensive Informational Technology plan, extending no less than five years, as recommended in Recommendation D.4.

7. Four help desk technicians with appropriate qualifications, duties, and responsibilities will be recruited and employed at the discretion of the superintendent with advice from the MIS Director.

8. Reconfiguration of staffing and infrastructure will be planned and designed with a five-year projection of specific needs and changes required to maintain state-of-the-art information technology services, identification of redundant and/or obsolete positions or equipment for restructuring and greater cost effectiveness, and updated policies and procedures for effective information technology services..

Some departmental restructuring will also be needed, which is described with other organizational changes described in Findings and Recommendations, Section D.4.

C. Organizational Focus on Curriculum Management Factors

The main purpose of the Jefferson County School District is the effective design and delivery of aligned teaching for all students to ensure optimal learning.[7] A number of issues emerged during the organizational review relative to the Jefferson County School District's focus on its main mission—education, the well-being of students, and student success in learning. It should be noted that the recent Curriculum Management Audit will spell out the issues and needs surrounding curriculum management, relevant policies in system control, connectivity and equity, assessment, and productivity in considerable detail. However, the organizational review team concentrated on the structure of the system's organizational characteristics that support its enterprise and facilitate accomplishment of its goals.

Finding C.1: The overall framework and structure for curriculum, assessment, and instruction is hampered by several factors that impede quality control, design and delivery of curriculum, and instructional efficacy.

Initially, the Curriculum Management Audit™ explored the basic organizational structure of the activities and components of the Jefferson County School District and found that the organization structure of school supervision was built on separate grade level divisions—elementary, middle school, and high school. The audit also found that articulation and coordination of effective teaching was disconnected, inconsistent, and often fragmented.

To ameliorate the triangulated conditions, the curriculum auditors recommended a restructuring of the superintendent's executive cabinet to reduce the inordinate span of control, build supervisory units congruent with the system's Pre-K–12 configuration, and establish a quality control loop between system aspirations for learning, delivery of instruction, and assessment for feedback and improvement.

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[7]Note: Teaching is not a product, and learning is the result of effective teaching to mastery.

Basically, the superintendent's revised executive cabinet was structured to include five positions, in addition to the superintendent including the following:

Chief Operations Officer
Chief Academic Officer
Chief Communications and Community Relations Officer
Chief Financial Officer
Executive Director, Data Management and Program Evaluation

A copy of the recommended and Board approved, revised executive cabinet structure is found on the next page in Exhibit C.1.1 and Appendix E.1.

However, the organizational review team was charged to review the proposed restructuring and recommend specific organizational changes and departmental configurations corresponding to the curriculum audit proposal regarding curriculum management.

The team elicited open-ended comments from administrative employees in the online survey and many of them referred to the academic administration services, mainly housed in the JCPS Gheens Academy of Curricular Excellence and Instructional Leadership. In addition, interviews with selected administrative and community leaders were conducted to enhance the scope and depth of the perceptions regarding school district performance.

(Continued after Exhibit C.1.1)

Exhibit C.1.1

Curriculum Management Audit Organizational Proposal

Proposal for JCSD Organizational Chart 7Nov11
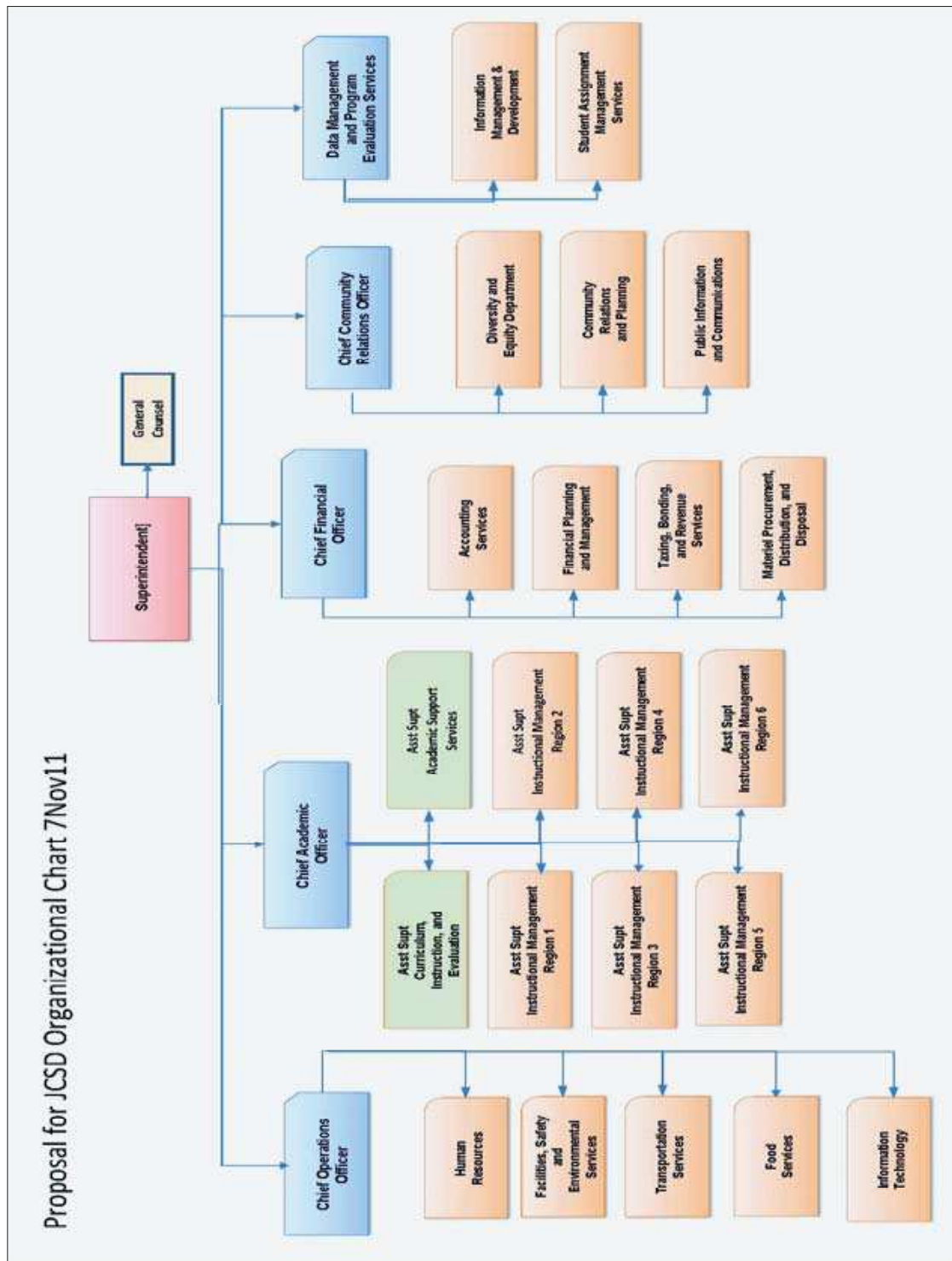
The major issue emerging from this study and review in regard to teaching and learning was that of how the system respondents viewed the level of quality of the Jefferson County School District in serving its students. The interview data revealed the following perceptions about the scope and adequacy of current services to the students of the school system with responses to the statement, "Students are being optimally served by the current district organization structure." Respondents could agree, disagree, or have no opinion.

Exhibit C.1.2

Students are being optimally served by the current district organization structure.
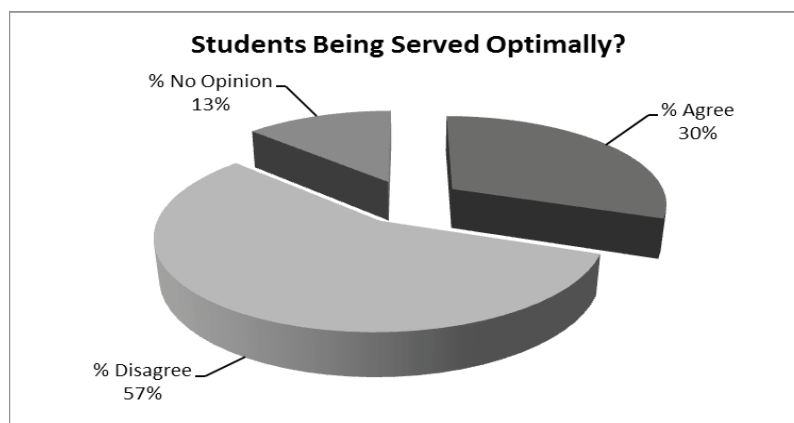
The responses presented in Exhibit C.1.2 above indicate that a majority of respondents disagree with the statement. Other responses about the quality of educational services in the Jefferson County School District received from the online survey included the following typical comments:

- "There has been a steady decline in the last few years in terms of the Gheens focus and the quality of leadership. A lot of positions (were filled before the new superintendent arrived) that did the district no favors. Gheens has become filled with an inner circle of people at high levels. Positions have been filled with 'friends' rather than qualified applicants after conducting real personnel searches."

- "We need a learning culture."

- "Individuals (at Gheens) are hired with no regard to the staff who had been working in that office for years. In fact, staff reported that they were told not to bother even applying."

- "(One director was hired to supervise two major academic areas K-12, but) allegedly isn't certified in (those areas)."

- "There is a climate of mistrust at Gheens. People have been given jobs not because of what they know, but because of who they know. Many of the directors at Gheens have no background in their content area."

- "JCPS hires too many retired administrators to come back part time. This does not help to develop and cultivate new leadership. There are many qualified people within this organization."

- "We have people in (Gheens) who really don't know what they're supposed to do."

The content of many of the comments about the academic services in JCPS were in response to an online survey item that stated, "Please share any other information or comments with the organizational review team that might help improve the Jefferson County School District Administrative structure."

In interviews, the organizational review team learned that job postings for curriculum and instructional positions were inadequately advertised and qualifications might have been disregarded.

Moreover, in recent years, achievement has declined. The percentage of students achieving the Kentucky standard of proficiency in reading in spring of 2011 was 63.25 percent, which was actually lower than the percentage achieving proficiency four years earlier in 2007, when achievement proficiency of students was 63.79 percent. By all indications, the initiatives to improve student achievement have failed over the past four years. Comments referring to this failure from administrators include the following:

- "Our scores have gone down since 2007 when we got the new Superintendent. (During the last) four years there was no focus on assessment or accountability."

- "In the last four years, the schools have become a distraction and a detriment to the community."

- "The (district) failed to act (to fill the vacancy of) a Title I Director for four years which may have been in violation of Federal Law."

- "We don't use our evaluation process to improve student growth—we find generic evaluations, no walk throughs to monitor teaching that are specific and growth focused. No system to evaluate effectiveness of what we do."

- "We need to prepare growth plans for the teachers around student data."

- "The new Superintendent is talking about student achievement; student learning, valuing what goes on in schools—very much positive. This Superintendent's issue is student achievement, (which is different than before)."

- "Math teacher-specialists are looking for ways to bail out—the math department is suffering from problems at Gheens."

- "We don't give teachers feedback or even facilitate feedback—some schools do have conversations about test data and how to improve. I estimate that about 2/3 of the high schools do that, about 1/3 of the elementary schools do that, but in the middle school I estimate only about 1/5 of the schools (have those conversations)."

- "There is one thing that needs to improve. Although Kentucky law prohibits Board member involvement in hiring, the previous Board got involved in hiring. It hasn't stopped. I already know that the (current) Board is getting involved in hiring for the proposed (Board action October 31, 2011) reorganization positions."

Some key community leaders commented on the latter phenomenon with the following comments.

- "The Board gets too deep in JCPS management and administration."

- "The Board is the problem in JCPS. They want to do the right thing, but they are fractious, they undermine the clear focus of the administrators, and abandon the leadership in times of difficulty."

- "The last Superintendent was very naïve politically and got chewed up by the system because he gave those over him (the Board) an opportunity to garner influence in the system."

- "The Board is made of hard working and well intentioned people, but they became disenchanted with their role and got into micromanagement—getting inappropriately involved with administrative members of the Superintendent's team."

The curriculum audit team submitted a recommendation to the board of education, calling for the reorganization of the central administration and the establishment of three positions to remedy curriculum and instructional issues—a chief academic officer, an assistant superintendent for academic support, and an assistant superintendent for curriculum and instruction. These positions were recommended to the board and superintendent and approved by the board of education on October 31, 2011. The positions established are graphically presented in Exhibit C.1.1 above.

In order to effectuate the reorganization of the academic services division, the following recommendation is provided:

C.1 Recommendation:

The following reorganization actions are recommended to improve the quality and necessary expertise in curriculum and instruction:

- The position of Executive Director of Curriculum and Instruction (located at Gheens Academy) is recommended for elimination at the conclusion of the current contractual term.

- In addition, the position of Director of Effectiveness and Accountability, described as an aide to the Director, was determined to be redundant and unnecessary under the new organizational structure and is recommended for elimination and the end of the current contractual term.

- The Director of Title I position (currently vacant) and the Title I program, planning, management, and personnel will be transferred to the Academic Support Department, supervised by the Assistant Superintendent of Academic Support.

- The "Liaison" positions, six in number, currently assigned to the Assistant Superintendents for Elementary, Middle School, and High School, will be eliminated.

- The position of Evaluation Specialist, with duties and responsibilities for evaluation and assessment of instructional personnel and school administrators, and coaching principals will be established. One Evaluation Specialist will be assigned to each Assistant Superintendent for Instructional Management (regions). Qualifications for these positions need to include certification as an instructional evaluator from a credible organization with a research-documented set of evaluation criteria and a published evaluation process for visiting classrooms with guidelines for interactions with teachers, which include reflective practices.

- The ESL and ELL programs will be relocated to Academic Support Services and report to the Assistant Superintendent.

- The Data Management/Research Technician positions at the Gheens Academy will be relocated to the Data Management Division and assigned as directed by the Executive Director.

- The Director of School Guidance Services and staff will be relocated to the Academic Support Division and report to the Assistant Superintendent.

- The resource teachers and staff of the Student Development Services department will be assigned to the Academic Support Division and report to the Assistant Superintendent, who will assign supervision at his/her discretion.

Other positions in the department were examined for qualifications to meet the rigorous demands of the design and development of quality curriculum and instruction. As a result, all administrators in the Gheens Academy's educational services division were requested to submit a resume of their qualifications and experience for examination by the review team.

The result of the examination of qualifications resulted in the separate finding, which is delineated in Finding C.2 below.

Current role incumbents who do not meet the re-established curriculum content preparation should be re-assigned to field based positions that match their experience and expertise.

1. No internal hires are to be permitted who do not meet the requirements for curriculum content expertise if they function in a designated content specialty.

2. The administrative leader of the Gheen's Academy must possess advanced graduate training in curriculum design and delivery or instructional technology.

Finding C.2: The curriculum expertise of Gheen's Academy was found to be extremely thin, and the curriculum produced by the Academy was found to be poor in quality. Qualification and currency in specific content areas are minimal. Hiring practices that are dominated by internal hires have perpetuated the Academy's weaknesses.

The Curriculum Management Audit™ revealed that the quality of the curriculum produced in the school district was fragmented across the system and extremely poor in quality.[8] Given today's assessment climate and the coming national common core curriculum standards, expertise in curriculum design and delivery is crucial to improving student achievement in JCPS.

To determine the qualification and adequacy of staffing in the Gheen's Academy, resumes were requested from all personnel. Thirty-four (34) resumes were received and reviewed. This review indicated that curriculum content specialization and depth are lacking in the Gheens Academy. Even when a content specialist has a bachelor's degree in the content area in which he or she is working, that is not enough knowledge for the demands being placed on school districts to produce high quality curriculum today. The presence of graduate degrees may be misleading as well. For example, thirteen (13) employees (38 percent) in Gheen's Academy have graduate degrees that are not in a curriculum content area. Instead they are in such areas as general administration, elementary education, guidance and counseling, or higher education administration. Where the education specialist degree or the doctoral degree has been earned among the 34, none were in curriculum content areas.

The lack of curriculum content depth is a major weakness in the Gheen's Academy, and internal hires of the system have not ameliorated it, but perpetuated it. Twenty-six (26) of the thirty-four (34) current role incumbents (76 percent) were internal hires, and only two people who were not internal hires (of eight) were curriculum content specialists.

Clearly, if the Gheen's Academy is going to provide the curriculum services the school system requires to be responsive to the accountability demands placed on it, enhanced expertise will be required beyond current levels.

C.2 Recommendation:

The organizational review has found Gheen's Academy[9] to be marginally effective in producing the high quality, specific, and measurable curriculum that the school system desperately needs to improve pupil achievement at all levels. The curriculum provides the continuity and consistency upon which the base for improved assessment ultimately rests. The depth and alignment of the curriculum to assessment and professional development are crucial in lifting all student achievement in the school district. In order to provide this development, decisive action is required to put into place the necessary high quality curriculum.

The following actions are therefore recommended:

1. The following positions should be abolished:

   1.1-Director of Student Development and Director of Social Studies

   1.2-Director of Art, Music, Practical Living and World Languages

   1.3-Director of Analytical and Applied Sciences

   1.4-Director of Performing Arts

   1.5-Director of Library and Media

   1.6-Director of Literacy

   1.7-Director of Student Development Services

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[8] See Finding 2.3, *Curriculum Management Audit for the Jefferson County School District. (2011). Phi Delta Kappa International*.

[9] Note: The Gheens Foundation funds a position, the Director of Innovation, which is not included in this recommendation, and may continue as currently established and reclassified early in this school year.

Further, all subsidiary roles should be abolished and only re-staffed when new roles are created. All persons occupying current roles should be invited to re-apply based on new established content specialist qualifications.

2. Create new Curriculum Director positions as indicated below:

    1.1-Curriculum Director of Mathematics K-12

    1.2-Curriculum Director of Science, K-12

    1.3-Curriculum Director of Language Arts and Literacy, K-12

    1.4-Curriculum Director of Fine, Performing and Practical Arts, K-12

    1.5-Curriculum Director of World Languages, K-12

    1.6-Director of Library Science and Media, K-12

    1.7-Director of ESL and ELL

    1.8-Director of Technology and Communications

    All of these positions would require a doctorate or equivalent post master's degree graduate preparation. Any sub-director or coordinator in these areas must show a master's degree within the designated curriculum content area. Generalist degrees in administration and supervision will no longer suffice as evidence of qualification.

3. Move the positions of Priority School Managers, assigned to help underperforming schools succeed, to the Academic Support Division, under the supervision of the Assistant Superintendent for Academic Support Services. The managers' continued service in these positions will be contingent upon the measured success of their efforts by the Data Management and Program Evaluation Services division. The Superintendent will direct the development and implementation of a procedure assuring accountability and quality control in the services to underperforming schools.

    Current role incumbents who do not meet the re-established curriculum content preparation should be re-assigned to field based positions that match their experience and expertise.

No internal hires are to be permitted who do not meet the requirements for curriculum content expertise if they function in a designated content specialty.

The administrative leader of the Gheen's Academy must possess advanced graduate training in curriculum design and delivery or educational technology.[10]

Finding C.3: Early Childhood Education is an important part of the system's focus on equity for academic achievement for all students; moreover, Exceptional Child Education is no less important to serve the exceptional needs of all students. However, both programs, although systemic in nature, face implementation issues and unmet housing needs.

Early Childhood Education (ECH) Early childhood education programs in the Jefferson County School District serve children aged six months to five years, preparing children from disadvantaged circumstances for the rigors of schooling and academic growth and learning. Research indicates that every dollar spent on early learning programs for at-risk children yields $7 to $9 in future savings on expenditures like special education and the criminal justice system. Early learning programs can also improve America's competitiveness in a global economy.[11]

The early childhood program was noted as almost a "floating" program, with a constant problem obtaining space in neighborhood schools. One principal reportedly moved the program to a very small room, without notifying the program director or seeking authorization from upper administration, which caused the program director to reduce the number of students due to the space size requirements. The alleged action by the principal in effect

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[10] Note: Educational technology is comprised of the design, development, and evaluation of instructional systems and on educational technology applications to support learning.

[11] Rauner, D. (2011). Why Early Childhood Education Matters." Good Education. Phoenix, AZ: University of Phoenix. Link: http://www.good.is/post/why-early-childhood-education-matters/.

denied access to educational opportunities to students in the principal's own school, creating difficulties for parents and the JCPS to provide transportation to another site.

The reviewers learned that the program was well managed under the circumstances, but it had inadequate support at the higher levels of the organization in terms of coordination and accommodations. Comments about the program included the following typical remarks:

- "Early Childhood is the foundation for all learning. We really do make a difference."

- "Early Childhood Programs need to be viewed as a high priority by the board and all of the district leadership. Building Principals need to 'own' the Early Childhood programs in their buildings, the same way they 'own' the K-12 program. Not view them as 'a bother.'"

- "The district staff making the decisions of which positions to cut may not have fully understood the depth of the Federal Head Start/Early Head Start regulations and standards (the largest federal mandate written), the size of the program comparable to some school districts, and all it entails. They cut too many positions from the management and support staff level to operate as efficiently and effectively as could be on daily duties and responsibilities."

- "ECH is larger than most districts throughout Kentucky. If ECH did not report to Elementary it should stand alone as a level of education and department."

- "I don't think I would be far off from saying that only half of a percent of the 100 percent administrative staff can tell you anything about Early Childhood."

- "JCPS Early Childhood Program serves 5,500 students. An area of improvement would be to have a Director and an Executive Director to the needs of the program as we serve students in 262 locations."

- "Early Childhood (has) the long term effect of improving student performance throughout all levels of JCPS instruction."

Despite the critical importance of early childhood education in helping the JCPS achieve equal academic success for children of poverty, the program has struggled to provide adequate and appropriate services in less than ideal circumstances.

Exceptional Child Education (ECE) The Exceptional Child Education Department (Special Education programs and services) is led by an executive director, who is a current member of the superintendent's cabinet. Proximity to the Chief Executive Officer has provided greater visibility for special educational services, which are housed in all schools in the Jefferson County school system. Special Education is required under federal law, specifically the *Rehabilitation Act of 1973*, as amended, 29 U.S.C. § 794 (Section 504). Section 504 is designed to protect the rights of individuals with disabilities in programs and activities that receive federal funds from the U.S. Department of Education (ED). It provides: "No otherwise qualified individual with a disability in the United States…shall solely by reason of her or his disability, be excluded from the participation in, be denied the benefits of, or be subjected to discrimination under any program or activity receiving Federal financial assistance."

Moreover, federal law requires a school district to provide a "free appropriate public education" to each qualified student with a disability who is in the school district's jurisdiction, regardless of the nature or severity of the disability. Given the power of the law, the Exceptional Child Education Department faces different challenges than does the Early Childhood Education program. Nevertheless, comments from interviews underscore the needs of ECE as follows:

- "My suggestion would be that there needs to be more effective collaboration between regular instructional personnel and special education instructional personnel at the district level. We need an 'our kids' attitude for the district."

- "Special Education (ECE) department is very effectively organized with a program specialist knowledgeable for each disability, the psychologists (evaluation folks) and the Placement Specialists who work with program and evaluative personnel to place students appropriately and design effective programming for them."

- "We have duplication (i.e., student behavior in ECE; also (in) Student Assignment). We also have (legal) trouble because more ECE are suspended (and we) had to spend $3 million to avoid (improper) ECE placement. We're also paying for CEIS positions called success coaches, college access teachers, (etc.)."

- "Psychologists need to be based in regions with assigned schools to be more efficient."

The reviewers were told that several problems face the special education program, including less than congenial relationships with campus administrators. Apparently, not all principals provide a welcoming environment for the special education programs placed on their campuses.

C.3 Recommendation:

To assure continuity in the ECH and ECE programs, the reviewers recommend the following:

- The superintendent will direct the provision of procedures in development and implementation of the ECH and ECE programs to assure congruity with JCPS goals for children of poverty and children with handicaps, including adequate staffing, adequate facilities, and program quality control. The procedure will also require a designated academic division administrator to initiate and coordinate a long-range plan to identify, address, and meet the needs and requirements to sustain high quality in the ECH and ECE programs.

- The superintendent will direct the development and implementation of a procedure delineating guidelines for campus principals in relationships and adequate and effective support of ECE and ECH programs on their campuses.

- The Director of the Early Childhood Education program and all subsidiary staff in this department will be assigned to an Early Childhood Education Department, under the supervision of the Assistant Superintendent for Academic Support Services.

- The Executive Director of the Exceptional Child Education program and all subsidiary staff in this department will be assigned to an Exceptional Child Education program, under the supervision of the Assistant Superintendent for Academic Support Services.

- The superintendent, or designee will also develop and initiate a procedure to decentralize the placement of psychologists, providing diagnostic and supportive services across the system, preferably within the six regions led by Assistant Superintendents of Instructional Management.

- The superintendent will direct a procedure to eliminate duplication and redundancy of services created and established across the school system, including school-based services that conflict with or replicate Exceptional Child Education services.

With the above recommended changes, students with disabilities and of poverty will have improved educational opportunities within the Jefferson County Public Schools.

D. Organizational Structure Proposed Reconstruction and Reconfiguration

The Jefferson County School District is a very large, complex organization with 174 schools, approximately 6,200 teaching personnel, and approximately 100,000 students. It is the 29th largest school district in the United States. Organizing a system of this magnitude requires full attention to the factors and principles of organizational effectiveness.

There are many findings and recommendations with regard to reconstructing the organizational structure, and specific conclusions need to be made. The review team's recommendations are drawn from the best judgment of the team, corroborated by written documents, observation, survey feedback from administrative respondents, and information gathered from interviews.[12]

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[12] Curriculum Management Audit of the Jefferson County School District. (2011). Phi Delta Kappa International.

Finding D.1: The board of education adopted a revised organizational model for the superintendent's executive cabinet on October 31, 2011, and requested a study of the organization for the purpose of determining position re-alignments and organizational reconfiguration.

The organizational model proposed by the JCPS Curriculum Management Audit consisted of five major divisions—Operations, Academic Functions, Finance, Community Relations, and Data Management/Program Evaluation, the heads of which comprise the Superintendent's Executive Cabinet. Each of those divisions will be treated separately, as proposed by the organizational review team below.

In this model, five senior administrative officials will report to the superintendent which includes the following executive positions:

- Chief Operations Officer (vacant)
- Chief Academic Officer (vacant)
- Chief Financial Officer
- Chief Community Relations Officer (vacant)
- Data Management and Program Evaluation Services Executive Director

The five executive positions are key members of the top management team and will serve as an executive cabinet under direct supervision of and accountability to the superintendent. Each of these senior officers has direct line authority over a designated component of the school system, and major functions and recommended staffing configurations are recommended below for each.

One other position will also report directly to the superintendent—that of the General Counsel, an attorney employed by the system to provide legal advisory services to the superintendent and board of education. This position, although important to the workings of the system for obvious reasons, will not serve as a member of the superintendent's executive cabinet, except *pro tem* at the invitation of the superintendent when deemed necessary. The position is not a line or staff officer with supervisory responsibilities of organizational operations directly related to system control or day-to-day management responsibilities and accountability for administrative decisions. By designation, the General Counsel position needs to be viewed as an independent, objective, confidential advisor to its clients—the Chief Executive Officer (or his/her designee as authorized) and to the board of education.

The need for legal services for the Jefferson County School District is substantial, given the many dimensions of the system's programs, services, and operations. The reviewers found that the expenditures in fiscal year 2011 for the legal services internal office was $681,938, and the average expenditures for external counsel from 2003 to 2011 averaged $167,152 per year. Total annual cost for legal services this past year approximates $849,090. As in any organizational review, the cost effectiveness of any organizational activity is examined; however, in this case, the reviewers were unable to determine comparisons with other alternatives, such as contractual services.

Finding D.2: Perceptions of Human Resources functions, operations, and actions have called the division's effectiveness into question with respect to hiring and job placements (see <u>Finding B.1</u> above), contributing to a need for consideration of reorganization in accordance with the board's adopted model.

The issues found during the organizational review are presented in <u>Finding B.1</u> above. In order to ameliorate current conditions and anomalies, the Human Resources department needs to be restructured with the following recommended position modifications and actions:

- Elimination of the cabinet level executive director position. Duties and responsibilities of this position will be transferred to the new Chief Operations Officer.

- The Chief Operations Officer will reconfigure the department to improve collaborative functioning, restore credibility and integrity in the selection and hiring processes, and manage departmental activities with accountability.

Finding D.3: Feedback about facilities and transportation issues, problems, and expense manifest concerns with untimely responses to needs, concerns about cost-effectiveness, and ambiguous preparation for specialized responsibilities.

The issues found during the organizational review regarding the Facilities and Transportation department were obtained from the online survey, interviews, and JCPS documents. Information included typical comments about the functioning and management of this department. The department was found to be an unusual amalgamation of two unlike service components. Comments received by the reviewers include the following typical statements:

- "The biggest concern is how slow some things move (when) they should be at top of a list. There seems to be no accountability and quality assurance; for example, the power surges sent through (the) datacenter last week. Another example is Fire Security turned off for 2 days. In a private organization this would not be tolerated."

- "In facilities, competence isn't as strong…."

- "(There is a) limited response of Facilities to problems, (creating) frustration with some things like playing the district 'game.'"

- **"**There are two part time general inspector positions in the Facility Planning Department that are staffed by (un)qualified personnel with no true construction or maintenance background and thus are ineffective in helping with the workload of this department. This department is very busy especially in the summer and we could really use qualified help."

The reviewers also looked into the background experience and professional training of the maintenance and construction department. The technical positions in this area of school district operations were found to be adequate for the most part, but some of the professional training deemed important in this area did not include professional-technical training normally found in maintenance management, construction and renovation, and environmental preservation in all cases.

The recent Curriculum Management Audit™ also found that the Facilities department lacks adequate prioritization of facility renovation and replacement needs, and that the needs are not adequately described or revealed to board members and stakeholders. The audit also noted that basic needs in some facilities (such as storage space, heating and ventilation issues, crowded conditions, etc.) create undesirable learning environments. [13]

Transportation services were found to be very expensive, amounting to $54,648,585 in 2008-09, $57,085,703 in 2009-10, and $62,544,974 in 2010-11. The reviewers found that data used by a previous study of transportation costs were inaccurate. The number of students transported by the Jefferson County School District for all purposes is 69,275, or about 70.7 percent. Cost per bused pupil in 2010 was $902.85, but the Council of Great City Schools study of transportation cost reported the JCPS cost to be only $650 per bused pupil.[14] The percentage of students bused in the Jefferson County School District (70.7 percent) is higher than the estimated national average, according to the National Association of Pupil Transportation, which is 49 percent. The difference in transportation cost in JCPS was not easily identifiable. Possible causes include the economic status of the parents, transportation to day care centers, or inefficiencies. It will take considerable work and study to determine what the problems and issues are in achieving an adequate and efficient transportation system.

Incredibly, the number of pupils bused is apparently not monitored or tallied by the JCPS transportation department. To obtain the number of students bused, drivers were required to stop their buses for each of two days and physically count students on the bus. Reasons for this peculiarity were not provided.

Comments about transportation services were wide ranging, and included the following:

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[13] See Finding 5.2. *Curriculum Management Audit for the Jefferson County School District. (2011). Phi Delta Kappa International.*
[14] Council of Great City Schools. *Op. Cit*. p. 9.

- "It would be more effective if Transportation was grouped with Student Assignment."

- **"We have take-home vehicles driven year-round by certain staff for bogus reasons, such as in case (when) the roads must be inspected for snow (in August, the justification doesn't make sense). All administrators should be considered 'on-call' 24/7 and should not be provided a take-home vehicle unless the expense to JCPS would be less than paying their mileage."

- **"Separate Transportation and Vehicle Maintenance from Facilities and place it under the leadership of the Transportation Director only."

- **"Transportation has destroyed the vehicle maintenance department in that we cannot provide a cost efficient fleet because of (leadership) decisions and not listening to staff."

- **"We had a standardized fleet up to 2002, but unwarranted decisions have taken away the cost efficient way of saving money. Leadership has undermined efforts to provide the district and the taxpayers (with) a safe and cost efficient fleet."

- "Some (departments) are top heavy like Gheens and Facilities and Transportation."

- "(Transportation) hasn't optimized the (busing) model with transportation times—(JCPS) need(s) some clear transportation goals."

D.3 Recommendation:

The Facilities and Transportation department will be restructured with the following recommended modifications and changes:

- Elimination of the cabinet level executive director position and reassignment of the duties and responsibilities to the Chief Operating Officer position. The two subdivisions of the department (Facilities and Transportation) will be split, and supervision, duties, and responsibilities will be divided and assigned to two current directors who already supervise each area of responsibility.

- Elimination of the Director of Maintenance position and establishment of a comprehensive position to supervise the Facilities, Safety, and Environmental Services and Management department with the following qualifications:

  ○ Experience in building-related fields such as property management, construction management, architectural design, or engineering in large organizations.

  ○ Training with a four-year Bachelor's degree, followed by a Master's degree in an area such as facilities management, engineering, architecture or construction management, project management, energy usage, building construction, or conservation and planning.

  ○ (Desirable) A certificate in facilities management from the International Facility Management Association.

  ○ Highly developed interpersonal, communications, and technical skills, with creative problem-solving skills focused on timely customer service and quality.

- The transportation department leadership will work collaboratively with key JCPS leaders, community representatives, and schools to optimize the transportation scheduling system, develop a vehicle replacement plan with maximal cost effectiveness, and establish high efficiency in implementing transportation services in concert with the JCPS student assignment requirements.

- The facilities department will incorporate environmental services and safety into its operations and endeavor to improve school maintenance request response times, quality of services to all JCPS components, and cost-effectiveness in staffing (including acquisition of qualified technical expertise in construction, maintenance, and environmental design and planning), task methodologies, and general service responsibilities.

Finding D.4: The complex and diverse duties and responsibilities required in managing the enormous food service division have been supervised within the Financial Services Division, but with the exception of financial accounting functions, the management of the food service and nutrition division isn't a good fit within finacial services.

The Food Services program is a labor intensive enterprise with typical business practice requirements, including facilities planning, product procurement, commodities acquisition, warehousing and distribution, inventory control, menu planning, comestible foodstuffs preparation, delivery to sites, service and distribution to customers, catering, quality assurance for meals and foodstuffs, governmental regulation compliance, staff training and development, nutrition educational support, cost containment, sanitation and healthiness, and sales and accounting functions. As an enterprise operation, the department operates as a typical profit and loss business.

The reviewers found that this department was located under the financial services division, which provided relevant business accounting assistance but limited expertise with its wide-ranging functions. The complexities of the department and interface with schools were viewed as in need of more comprehensive supervisory elements unconnected to financial matters.

D.4 Recommendation:

The department of Food Services and Nutrition will be placed under the supervision of the new Chief Operations Officer position, where its multi-faceted operational responsibilities may be more adequately addressed.

However, all financial management and accounting activities will remain under the supervision of the Chief Financial Services officer.

Finding D.5: The impetus for persistent innovativeness, cutting edge processes, and effective management in the information technology division has been not been robust enough to prevent system-wide concerns among users, creation of decentralized IT services separate from the IT Division, uneven personnel practices, and inadequate automation of key system needs (see <u>Section B.4</u> above).

Information technology should be considered the 'fourth R' in the Jefferson County School District educational system. After reading, writing, and arithmetic, the use of information technology is the "reality" that faces students upon graduation and is often a barrier to entry into the work force. Only after schools begin to develop high quality information technology systems, with the goal of creating technologically proficient graduates, will students be prepared to meet the challenges and expectations of the information-age society.[15]

Moreover, school systems today face a stark reality: anticipate, respond, and react to the growing demands of the marketplace, or perish. In a fiercely competitive environment, informational technology not only determines success, it governs school system survival. Today, more than ever, effective educational practice centers on aggressive and efficient use of information technology.

D.5 Recommendation:

The issues pertinent to the JCPS Information Technology Department were explicated in <u>Finding B.4</u> above, along with corresponding recommendations. In addition, the following recommendations relative to the reorganization of the IT department are offered:

- Relocate the IT Department from its current organizational position located directly under the Superintendent to the Operations Division under the Chief Operations Officer with the following modifications:

    o The current configuration of the IT Department will be modified and reorganized with accommodation of the following:

      ▪ Alignment of the Management Information Services department personnel under the direct supervision of the Chief Operations Officer.

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[15] Technology: Indicators of Quality Information Technology Systems in K-12 Schools. The National Study of School Evaluation. (1996).

- Consolidation of the Telecommunications department personnel and assignment to the department of Management Information Services.

- Alignment of the current Computer Education Support department under the direct supervision of the Chief Operations Officer.

- The COO will launch a comprehensive evaluation of the IT functions with assistance as needed using qualified and experienced IT architectural expertise from the private sector to determine the quality, cost effectiveness, and suitability of the JCPS IT system with the objectives to achieve assurances of the system's needs as follows:

  □ Defined scope of information technology with types and range of IT systems needed, including computerized networks (local and wide area), electronic imaging systems, robotics, etc.;

  □ Automation and integration adequate to support and enhance JCPS educational, business, and operational processes;

  □ Infrastructure architecture designed and appropriate for JCPS's technological needs;

  □ Development of a plan to assure higher system reliability, interconnectivity, and flexibility equally across the system and for all schools;

  □ Effective sharing of common data and practices across the entire system; and producing and accessing information in a real-time environment; and

  □ Cost effectiveness of the information technology department with accompanying customer and client satisfaction and documentation of productivity.

- The Chief Operations Officer will also convene a collaborative team, involving principals, teachers, district administrators, and community participants, to examine and clearly define the following organizational components in a five- to seven-year technology plan:[16]

  o Establishment of a vision for student learning in technology through defined performance indicators at the elementary, middle, and high school levels.

  o Development of indicators for judging how JCPS's instructional system supports learning achievement in technology, and indicators for evaluating how the district's organizational system supports its vision.

Finding D.6: The financial services department functions, operations, and effectiveness were found to be adequate and appropriate for the system, but needs for greater internal financial controls have emerged to maintain fiscal prudence and the non-financial functions of Food Service are not a good fit with the purpose of the new division.

Financial Services in the Jefferson County School District was found to be an effective department that manages position control for over 14,000 full-time employees, handles over 100,000 account codes, and manages corresponding budgets for over 300 different fund sources each year. Daily support is provided for 154 school sites, 60 central departments, and dozens of project coordinators and grant directors. Moreover, the department deals with customer-service issues on a daily basis, handles personnel and budget changes all year long, and executes all state-mandated charts of account changes with oversight of a multitude of processes entailing fiscal control and management.

There were some operations outside the authority of the financial services division, and comments relative to these problems included the following:

- "(An administrator has in the past provided) professional development (off campus) with a corkage fee for alcohol showing on the invoice for payment, and rebuked financial services for questioning the expenditure."

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[16] Refer to the JCPS Curriculum Management Audit, published by Phi Delta Kappa International (2012).

- "The amount of money that spent feeding adult employees during Fiscal 2011 amounted to $1,560,000. This amount was spent on non-instructional food (when it) should have been directed to students."

- "While it may be important to keep abreast of the latest research and trends in education, (it is questionable that JCPS) sends (as many as) 55 people to the same national conference."

Such problems and occurrences are currently outside the authority of the Financial Services Division to handle, but some abuses have not resulted in discipline or enforcement of rules across all divisions.

D.6 Recommendation:

1. No reorganization or modification of the Financial Services Division is recommended, and the position of Chief Financial Officer is recommended to remain as is.

2. The superintendent will draft and implement an administrative procedure or board policy that prohibits expenditure of the school district's public funds for illegal or improper purposes, including expenditures for the sole personal benefit of any district employee or employees.

3. All financial management and accounting personnel and services currently located across the system will be identified and assigned to the Financial Services Division under the direct supervision of the Chief Financial Officer.

4. The superintendent will draft and implement an administrative procedure that authorizes the Chief Financial Officer to dispute and disapprove questionable, illegal, or policy violating expenditures at the time of request for disbursement or submittal of a claim for payment.

    a. The Chief Financial Officer will develop and recommend to the superintendent a procedure in which questionable uses of public money will be defined and formulated for dissemination to all employees to prevent abuses.

        i. The Chief Financial Officer will be authorized to disallow any wrongful or improper expenditure of public funds under the above procedure.

        ii. A unit may appeal rejection of an expenditure request or claim to an executive cabinet level administrator supervising that unit or division. If the rejected expenditure request is recommended to be allowed by the division supervisor, the division supervisor will provide written rationale for the decision to the superintendent and the Chief Financial Officer.

        iii. The superintendent will have final authority in determining whether or not to allow the expenditure.

Finding D.7: Assessment processes and planning functions have been dispersed across the system, contributing to perceptions of duplication of services, underscoring the need for consideration of consolidation of system-wide assessment and key planning functions within the new Data Management and Program Evaluation Division approved by the board of education.

The data management and program evaluation services department has been approved by the superintendent and board of education to be the fifth major division in the Jefferson County School District organization. The title of Executive Director for Accountability, Research, and Planning has been recommended to be changed to Executive Director for Data Management and Program Evaluation Services.

The reviewers found that assessment processes were unduly complicated and uncoordinated due to overlapping functions. Assessment serves basically two main purposes in the Jefferson County School District:

1. Assessment for improvement of learning

    Assessment for the improvement of learning is primarily classroom- and school-based, designed to give formative feedback about student and program progress over time, and providing information to enable schools and teachers to modify and adjust practices and procedures, environments, and curriculum for the improvement of student learning in an equitable manner.

This type of assessment is curriculum-based and program-focused to allow teachers, principals, administrators, and parents to monitor individual student progression through the curriculum objectives, and to evaluate school-based programs for efficacy, performance, and results.

2. Assessment for improvement of the system and institutional components

System or institutional performance, effectiveness, cost efficiency, and goal accomplishment are monitored with assessment for organizational accountability. Institutional assessment and/or research focuses on system-wide factors, programs, resources, activities, and goal accomplishment.

This type of assessment monitors system and unit progress using externally mandated assessment instrumentation, observational data, descriptive studies, qualitative research, and operational outcomes. Measurements of factors for accountability are ascribed to this function accordingly, and feedback is centered on the system administration, the board of education, and the community at large.

The Curriculum Management Audit™ report addresses some of the structural needs for the assessment function and will provide suggestions for improvement, focus, and quality. However, in this organizational review, the assessment function was reviewed and recommendations for reorganization are provided as follows:

D.7 Recommendation:

The superintendent's executive cabinet recommendation, approved by the board on October 31, 2011, included a recommendation for a division titled Data Management and Program Evaluation Services, to be headed by an Executive Director.

The superintendent, or designee, will develop a procedure to define the functions of this division including the following departments with corresponding duties and responsibilities:

1. Information Management and Development: This department will perform the functions described above in assessment for improvement of the system and institutional components. System-wide research and evaluation will be centered in this department. This component is headed by the director of accountability, research, and planning, reporting to the executive director.

2. Student Assignment Planning Services: This department will be responsible for the design and management of the student assignment plan as directed by the superintendent and board of education.

    a. Student assignment plans will be developed and evaluated by this department, but implementation of the plans and program will be assigned to the Chief Community Relations Officer.

    b. The Director of Planning, currently on load to Student Assignment, Health and Safety department will be returned to this division under the supervision of the Executive Director for Data Management and Program Evaluation Services.

    c. The Demographics personnel and the Data Management/Research Technicians, currently in the Student Assignment, Health and Safety department, will be relocated to the department of Data Management and Student Assignment, under the supervision of the Executive Director.

Finding D.8: The communications and community relations roles and responsibilities across the system were characterized by unclear definition and assignment, dispersal of key personnel in separate locations, and a need for consolidation, clarification of roles, and focus on essential system and community relationships.

Establishment of the community relations services division was included in the reorganization of the executive cabinet approved by the superintendent and the board of education, and the Chief Community Relations Officer was acknowledged and will report directly to the superintendent.

The review team found that communications functions are fragmented in three or more locations, not only on the organizational structure chart, but also in geographic location. Such a configuration creates difficulty in uniformly and consistently focusing on communications services within the Jefferson County School District and within the community.

The review team also found that the student assignment program was not coherently organized for understanding by staff and parents, and the implementation of the assignment process resulted in an inordinate number of

waivers, discrepant student demographic characteristics across schools, and excessive transportation costs and disorganized transportation management. Some typical comments about the student assignment program from interviews and the online survey included the following:

- "From my point of view with the data I analyze there are huge gaps between minorities and white students in achievement and increasing homeless students but yet we do not have equity."

- "Student Assignment Plan is helping us reach diversity and inclusion we wouldn't have."

- "We have a segregated housing community—Dr. Orfield dealt with that in his report—in terms of race and poverty. With neighborhood schools, (The Louisville Community) would be racially divided, and would be bad for students."

- "I would say that 60-70 percent of the community wants all students to successfully learn, but busing is a problem we have to contend with—how we do that is a matter of debate."

- "There are several areas that need to be addressed within our district. Our Student Transfer office is disorganized and confusing at best. You only need to visit this area and ask to review records of how requests are handled to understand."

- "Our Student Assignment office is poorly run and very frustrating for parents."

- "If parents want a waiver of their child's school assignment, the department just gives it to them."

Also, the reviewers evaluated the functions and accomplishments of a community relations position currently reporting directly to the superintendent and found that the position's duties and responsibilities were somewhat unclear and vague in terms of measurable outcomes.

D.8 Recommendation:

The Communications Division will be reorganized in accordance with the organizational structure approved by the board of education on October 31, 2011. The Chief Communications Officer, when appointed, will direct the Communications department and the Community Relations department.

The following actions are recommended:

- The position of Assistant Superintendent for Diversity, Equity, and Poverty Programs will be eliminated and the duties and responsibilities will be assigned to a new position—Assistant Chief Community Relations Officer within the department of Community Relations, under the supervision of the Chief Communications Officer. This position will also have "ombudsman duties"—see below.

- Adult and Continuing Education and staff will be relocated to Academic Support Services and supervised by the Assistant Superintendent.

- Data Management/Research technicians (three each) in the special services section will be relocated to the Data Management Division and supervised by the Executive Director.

- Subsidiary staff in the Diversity, Equity, and Poverty Programs department will be relocated to the Community Relations Division and supervised by the Chief Communications and Community Relations Officer.

- The position of Special Assistant to the Superintendent will be eliminated, and the duties and responsibilities of this position will be assigned to the Director of Community Special Services.

- The position of Public Information Officer is redundant within the reconfigured department and will be abolished, and the duties and responsibilities of the position will be assigned to the department of Communications under the supervision of the Chief Communications Officer.

- A position will be established in the Community Relations Department which will serve as an "Ombudsman" with duties and responsibilities to help and assistant parents and patrons obtain information and resolve problems with the school system. The position will report to the Chief Communications and Community Relations Officer (CCRO).

- The Adult and Continuing Education department and personnel will be moved from the Community Relations Department to the department of Academic Support under the supervision of the Assistant Superintendent for Academic Support.

- The superintendent will develop and implement a procedure that incorporates the following recommended changes and configurations in the Community Relations Division, with corresponding duties and responsibilities, which consolidate all communications and community relations functions of the JCPS:

1. The Chief Community Relations Officer position will include the following duties and responsibilities in its job title and job description:

   1.1-The position title will include reference to three main functions of the division—communications, community relations, and diversity. The diversity area of responsibility will include coordination with the department of Data Management in developing effective and appropriate student assignment planning.

   1.2-All components within the system relevant to these three functions will be identified and incorporated into the new division under the supervision of the Chief Community Relations Officer.

   1.3-Duties and responsibilities of the CCRO will also include the following:

   - Assignment and establishment of a Community Relations position with delegated responsibility for Community Relations, Diversity, and Oversight (ombudsman duties).

   - The oversight function will be an internal overseer of community, staff, and communications issues and will perform duties similar to that of an "ombudsman" with responsibilities to:

     o Receive and listen to individuals with problems or concerns and help identify options to resolve problems.

     o Provide information on resources within the district that may help an individual.

     o Open avenues of communication, investigate complaints, and gather information.

     o Serve as a neutral party to solve problems and resolve conflict, impartially, confidentially, and independently identify problem areas facing faculty, staff, students, and parents and recommend changes in JCPS policies and procedures to the Chief Community Relations Officer.

   The CCRO will have full supervision of and responsibility for internal and external <u>communications</u> for JCPS, including:

   - The public information and communications functions,

   - Printing services, including materials production,

   - Video communications, and

   - Information and Communications.

2. The superintendent will relocate and assign student assignment implementation functions and personnel to the Community Relations Division under the supervision of the Chief Community Relations Officer.

   - The reconfigured department of Student Assignment will supervise functions and responsibilities in implementing JCPS board-approved plans and will include managing, organizing, and executing of required actions as directed within the approved system plans.

   - The Parent Assistance program (specialist for parent assistance) and staff will be relocated and assigned to the Community Relations Division and the Student Assignment department.

- The Chief Community Relations Officer, as directed by the superintendent, will plan and execute a system-wide procedure for the management and implementation of the student assignment program within the policies of the board of education.

The superintendent, as a part of the reorganization of Community Relations, will authorize the above position changes, which would include elimination of the Special Assistant to the Superintendent and the Assistant Superintendent for Diversity positions, and reassign those duties and responsibilities to the Chief Community Relations Officer and Division Administrators.

Finding D.9: The Student Assignment, Health and Safety Department was found to include a collection of disparate functions, inadequate coordination of services with other divisions, and tenuous achievement of the board of education's economic diversity goals.

This department was found to be a collection of disparate functions, which may be better served if realigned to other departments compatible with their purposes.

D.9 Recommendation:

1. The position of the Executive Director of Student Assignment, Health and Safety department will be eliminated. Duties and responsibilities for the position will be assigned to the Assistant Superintendent for Academic Support. Areas assigned to the Academic Support department will include the following:

    a. Option and Magnet Advance Programs and personnel, including the Coordinator VI for Magnet School Activities;

    b. Student Services and personnel;

    c. Student Relations and Safety;

    d. Alternative Schools, state agency schools;

    e. The Director of Pupil Personnel and supervised staff;

    f. The Director of Safe and Drug Free Schools and the Safe and Drug Free Schools department; and

    g. Coordinator of Health Promotions and Nursing Services.

2. It is recommended that the above functions assigned to the Academic Support department be supervised by a qualified administrator—at the director level—and consolidated into a new department designated as a Pupil Services department. All functions will be coordinated with the Exceptional Child Education Director to avoid duplication.

3. The position of the Executive Director of Student Relations and Safety (vacant) is redundant and will be eliminated.

4. The Parent Assistance, Parent Relations, and Community Information personnel; the Director of Elementary Student Assignment and staff; the Parent Assistance Specialist and staff; the Community Information Specialist and staff; and the Positive Outreach program and personnel will be moved to the Communications and Community Relations department under the supervision of the Chief Communications Officer.

5. The Demographics and Data Management personnel will be moved to the department of Data Management and Student Assignment under the supervision of the Executive Director.

6. The superintendent will assign the responsibilities to streamline, automate, and design an effective student assignment process that accomplishes the goals of the program, is cost effective, and serves the needs of students and parents. The redesign of this important program will be a high priority, technologically-based service program with substantiation of appropriate practices and procedures for use in a timely manner.

Finding D.10: Perceptions of questionable administrative compensation were found to be grounded in some cases of unequal pay for equal work, widespread employment of retired personnel, salary adjustments unaligned with the employment marketplace, and automatic administrative salary increases indexed to teacher compensation contractual agreements.

The new organizational structure adopted by the board of education on October 31, 2011, provides an opportunity to remedy another issue—that of appropriate administrative compensation. The reviewers learned that the salaries of key administrators were perceived by members the Jefferson County community as "exorbitant," "unwarranted," and "way too high." Other data indicated the following:

- Some positions, performing equal work, are not equally placed on the salary schedule (Human Resources, upon advice of the IT Department, vetoed adjustment of salaries in IT regardless of serious discrepancies and misplacement of certain positions).

- Position compensation in some cases is not competitive with the employment market (making it difficult to attract and keep qualified people in some highly technical positions).

- Retired employees were reportedly employed by the JCPS in relatively large numbers, for work augmentation tasks, at the retirees' previous rate of pay. Complaints about this circumstance were made known to the reviewers, particularly as to the excessive cost and elimination of employment opportunities for new qualified employees.

- Administrative salary schedules are indexed to the teachers' salary schedule, providing automatic administrator increases commensurate with teacher salary increases without discrete and corresponding justification and documented validity. Incredibly, one of the participants in the administrative compensation system is the key individual who represented the JCPS board in negotiating teacher salaries. This practice presents a major issue for a potential conflict of interest always being a factor in the negotiations process.

D.10 Recommendation:

The organizational review did not include rectification or correction of salary structures, schedules, or current compensation levels for administrative positions. In accordance with the above data, the following recommendations are made to rectify and correct administrative compensation issues:

- The superintendent will direct the development of a request for proposals from qualified public accounting firms to conduct a study of the compensation structures of the system for the purposes of aligning salaries with the competitive market place (locally and nationally), determining appropriate salary comparisons and relationships between and among levels of work, and providing cost-effectiveness determinations to conserve district resources.

- The superintendent will submit a recommendation to the board of education to evaluate the effect of its practice of connecting administrative salary increases by design to the negotiated salary contract provisions for teachers and to modify this practice to avoid the potential of a conflict between public and private interests in the process.

- The superintendent will direct the correction of the misplacement of the JCPS full-time temporary Assessment Data Warehouse Manager to an appropriate full-time position on the district salary schedule to rectify the employment oversight. (A proposed job description has been provided separately to JCPS.)

- The superintendent will direct a tabulation of employed retired personnel, with work tasks defined, salaries paid, and rationale for employment. Based on the tabulation, a determination needs to be made as to the appropriateness, cost-effectiveness, and necessity of such employment.

With the implementation of these recommended actions, the school system's leadership will acquire enhanced credibility for fairness and impartiality in its operations.

III. Summary

The review team concludes its report with some observations developed over many years of conducting such studies of educational systems across the nation. The first is that all organizations are simply human constructions. They are social artifacts. They have been designed by humans and humans live in them. But humans are also prone to errors, and organizations contain them, some large and some small. As such, organizations must be tended to and periodically examined. They cannot be allowed to drift. The longer they avoid being tended to, the more likely errors of design and judgment become exaggerated, and when intermingled with human personalities and motivations, organizations can become considerably less effective over time.

The second observation is that no human organization is perfect. Virtually all organizational designs have both strengths and weaknesses embedded in them. Tall structures contain clean lines of delegation and lead to improved accountability. Their drawback is that such structures often delay timely decisions because layers of bureaucracy hold them up. On the other hand, flat structures have the same disadvantage only from a different source. With fewer decision points, key administrators become overloaded and then decisions are backed up until they can get sorted. The key decision point for those designing or evaluating a human organization becomes then, which problems will be solved and which problems must be contained and experienced without impairing the overall capacity of the system to perform its essential socially designated duties?

The third observation is that no human structure can eliminate human personality or human idiosyncrasy. Organizational structures deal with structural issues. Humans cannot be factored out. They must be factored in.

What these observations mean, then, is that as this report was written, the reviewers paid attention to the structuring of the school system, that is, how important functions were delineated and how they were interactive with other functions. Functions were examined and the skills required to perform them weighed. Issues of functional duplication were also confronted in promulgating the recommendations.

It should be mentioned that with the exception of community interviews, all of the data compiled in shaping the recommendations came from those already working in the school system. That data consisted of confidential comments in an online survey, on-site interviews, job descriptions, role incumbent resumes, and other personnel information supplied by the HR division. All of these sources have been identified in the appendix to the report.

The review team adhered to generally accepted organizational design principles, the bulk of which exist in several generations of research and scholarship in the management literature of business, public administration, and educational administration. The reviewers have maintained independence with no vested interest in the findings or outcomes of the study and have endeavored to provide objectivity with the evidence available to them. The product of the study is delivered for consideration and prospective action by the superintendent and the board of education within their sole discretion to act upon the proffered information and recommendations.

IV. Appendices

Fenwick W. English is the R. Wendell Eaves Senior Distinguished Professor of Educational Leadership in the School of Education at the University of North Carolina at Chapel Hill. He has been both a practitioner and a professor and has served in leadership positions in K–12 education and higher education, including several years as a superintendent in the State of New York, since 1961. He is the author or coauthor of more than 34 books in education, including *The Art of Educational Leadership: Balancing Performance and Accountability* released by Sage and *Anatomy of Professional Practice: Promising Research Perspectives on Educational Leadership* released by Rowman and Littlefield. His publications also include numerous book chapters and monographs and refereed journal articles.

Dr. English includes in his work experience several years in the private sector as a director/partner at Peat, Marwick, and Mitchell (now KPMG Peat Marwick). Dr. English also served as President of the University Council for Educational Administration in 2006–07, and is currently President of the National Council of Professors of Educational Administration. He earned his BS and MS from the University of Southern California and his PhD from Arizona State University.

Dr. English has worked on organizational studies of the Orange County (Florida) School System, the Columbus (Ohio) Public Schools, and the high school division of the New York City Public Schools, as well as working with over 25 school systems in the United States for evaluations of organizational structure.

William K. Poston, Jr. is a Professor Emeritus of Educational Leadership at Iowa State University, where he taught courses in leadership and business practices for school administrators. He is nationally known for his work in curriculum-centered budgeting and for leading more than 70 curriculum audits in the United States and internationally. Dr. Poston served as a superintendent of schools for 15 years in Arizona and Montana, and he holds the record for being the youngest elected president of Phi Delta Kappa in its history. He is the author or coauthor of over a dozen books, including *School Budgeting in Hard Times: Confronting Cutbacks and Critics* (2011), and many professional articles. He has presented symposium papers to the University Council for Educational Administration in the areas of accountability and financial management practices, and for 15 years he was the executive director of the Iowa School Business Academy. He earned his BA from the University of Northern Iowa and his EdD from Arizona State University.

Dr. Poston has worked on organizational studies of the San Diego Unified School District (California), Des Moines (Iowa) Community School District, the Sioux City (Iowa) Community School District, the Billings (Montana) Public Schools, and the Kyrene (Phoenix, Arizona) Public Schools, and has worked with over 70 school systems in the United States and abroad in conducting organizational structure evaluations.

Appendix B

Interview questions used in individual interviews

JCSD Organizational Review Individual Interview Questions

Name:	SAMPLE		Position:	SAMPLE

Date/Time: 12/2/2011 12:45 PM

1.	How long have you been in your current position?	
2.	To whom do you report? Anyone else?	
	2.1. Who evaluates your job performance? How often?	
3.	How does your job contribute to the overall success of the school system?	
	3.1. How could your job contribute more to the success of the school system?	
4.	Does your job and/or department or area require time or input from teachers and/or principals?	
	4.1. If so, how? Is it about right, too much, not enough?	
5.	What is your estimate of the total budgeted cost for your area of responsibility?	
6.	If you were given a directive to restructure your area or department so that costs could be reduced by at least 10%, how would you go about it and still retain the highest level of effectiveness and productivity possible?	
7.	On a scale of 1-9, with 9 being highly satisfied and 1 being very dissatisfied, how would you rate your current job satisfaction?	#?
	7.1. Is this higher or lower than last year? If higher or lower, why?	
8.	On the following statements, please respond whether you agree, disagree, or have no opinion:	
	8.1. The current level of operational effectiveness and efficiency of JCSD is about right.	☐ Disagree ☐ No Opinion ☐ Agree

8.2. The current costs of the central administrative structure are about right.	☐ Disagree	☐ No Opinion	☐ Agree
8.3. The current number of administrators in the central administrative structure are about right.	☐ Disagree	☐ No Opinion	☐ Agree
8.4. The administrative selection and hiring process is very effective.	☐ Disagree	☐ No Opinion	☐ Agree
8.5. The student assignment process is working properly and is maximally effective.	☐ Disagree	☐ No Opinion	☐ Agree
8.6. The current information technology and management information services are adequate for me to do my job.	☐ Disagree	☐ No Opinion	☐ Agree
8.7. The time spent by teachers and administrators responding to district based programs is about right.	☐ Disagree	☐ No Opinion	☐ Agree
8.8. Students are being optimally served by the current district organization structure.	☐ Disagree	☐ No Opinion	☐ Agree
9. Complete this statement: The past practice of creating new jobs for administrators dismissed or discharged from previous positions is _____?			
10. Complete this statement: The practice of employing district retirees to fill vacant positions is _____?			
11. If there was only one thing you could do to improve the current structure and services of JCSD, what would it be?			
12. Is there anything you want to add or I should know that I have not asked you?			

Appendix C

The Organizational Structure Review Survey Questionnaire

The following survey form was used in obtaining organizational structural data from central office administrators in the Jefferson County School District.

Central Administration Organizational Review Questionnaire

FOR SELECTED JEFFERSON COUNTY ADMINISTRATIVE PERSONNEL ONLY:

The Board of Education of the Jefferson County School District has authorized a comprehensive review of the JCSD organizational structure. You have been designated to participate in an on-line survey of administrative roles and responsibilities as a part of the comprehensive organizational review.

Your participation is VERY IMPORTANT to understanding the system's organizational structure and functions and the nature and placement of your administrative position within the JCSD organization.

Please respond to the following questions in regard to your employment with the Jefferson County School District.

Please be assured that this information is CONFIDENTIAL, and will be kept in the protected working files of Phi Delta Kappa International and the reviewers shall be the only persons with access to this information. NO OTHER PERSONS SHALL BE ABLE TO VIEW THIS INFORMATION UNDER ANY CIRCUMSTANCES.

Please respond to this survey NO LATER THAN MONDAY, OCTOBER 24, 2011. Thank you for your cooperation and assistance with this survey.

1. Date:

Month

Day

Year

2. Department:

3. My Name:

4. My Title:

5. My Position:

6. Name of Immediate Supervisor:

7. Title of Immediate Supervisor:

8. Position of Immediate Supervisor

Page 1

Central Administration Organizational Review Questionnaire

9. What is the general purpose of your work?

A. Description of the duties of your position.

In this section, please list the specific duties of your position, starting in each category with what you consider the most important ones. If there is a published job description for your position, please quote the general description of the position in the designated place on the form below.

10. How many years have you been with the Jefferson County Schools?

○ 5 years or less

○ 6 - 10 years

○ 11-20 years

○ 21 years or more

11. How many years have you been in your current position?

☐ 3 years or less

☐ 4-7 years

☐ 8-12 years

☐ 13-20 years

☐ 21 years or more

12. Has your job assignment changed in the past 12 months?

○ Yes

○ No

13. If yes to question 12 (job assignment has changed) please explain:

Central Administration Organizational Review Questionnaire

14. Is the compensation for your position connected to a formal job evaluation?

◯ Yes

◯ No

◯ Not sure

15. If yes, how often have you been formally evaluated in the past 12 months?
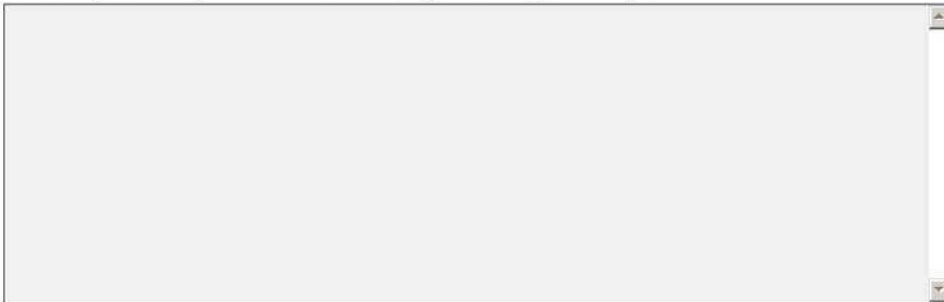
◯ Once

◯ Twice

◯ Three times or more

Daily duties of your position

In answering these questions, please indicate all those duties in your daily routine, periodic occasions, or occasional duties. Put an ASTERISK (*) by all duties you believe are the most important.

Explain at the end of your list how you determine which duties are most important.

16. Daily Duties (duties and tasks in your daily routine):

17. Daily Duties' approximate hours per week:
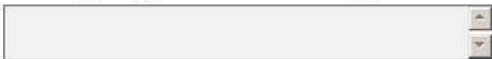
Central Administration Organizational Review Questionnaire
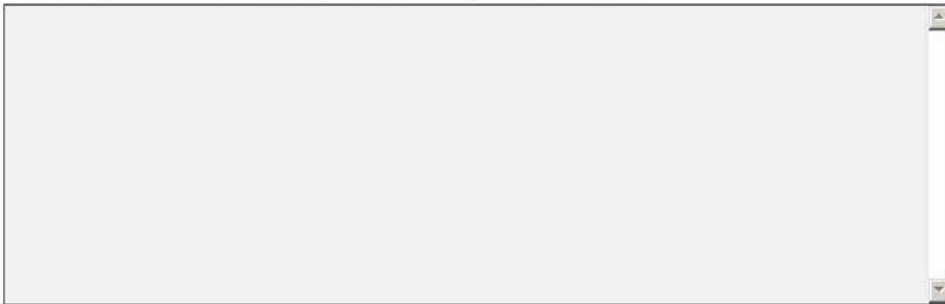
18. Regular, periodic duties (weekly, monthly, etc.)

19. Regular, periodic duties' approximate hours per week:

20. Occasional duties at regular or infrequent intervals:
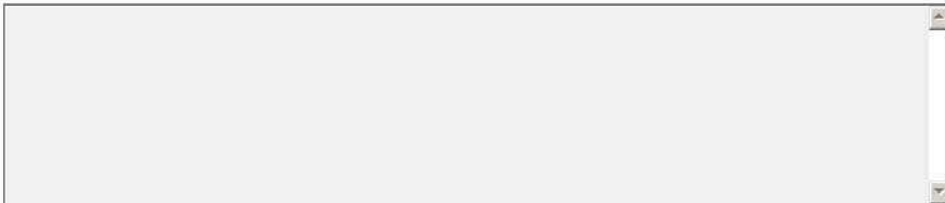
21. Approximate number of hours per week for occasional, infrequent duties:

Daily duties of your position continued:

22. In your opinion, what is the most difficult feature of your work?

Central Administration Organizational Review Questionnaire

23. What are the normal working hours of your job?

Start(AM): [   ]

End (PM): [   ]
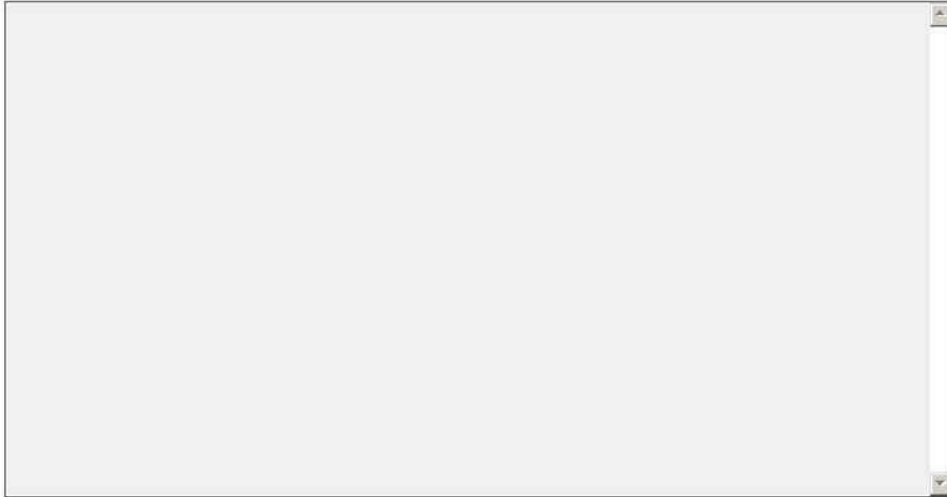
24. What is the annual number of working days in your official contract/appointment?

[   ]

25. List the job titles of employees who report DIRECTLY to you in the performance of their duties:

[   ]

26. Number of Employees and category who report directly to you:

[   ]

Central Administration Organizational Review Questionnaire
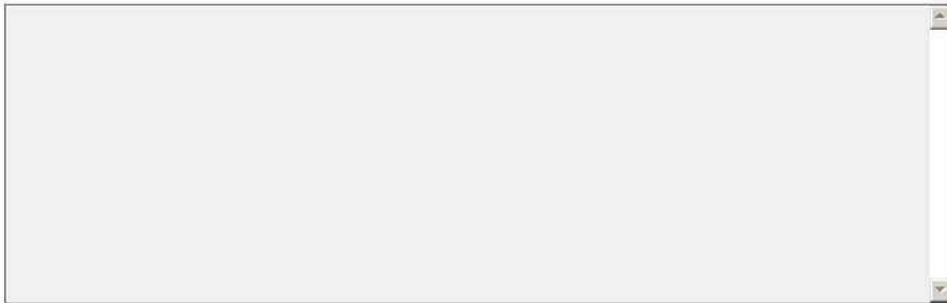
27. List the title and number of employees reporting to you through another administrator (indicate the title of the intermediate person):

28. Number of employees reporting to you through another administrator:

29. Title & position of intermediate person(s) listed in question 25:

Central Administration Organizational Review Questionnaire
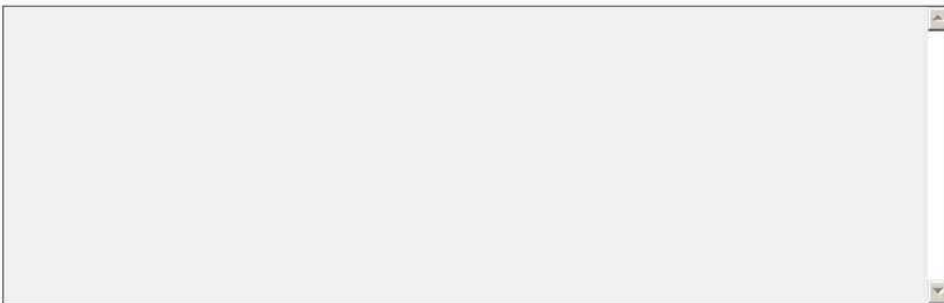
30. Indicate the NAME of the person(s) you most frequently communicate with in performing your duties:

31. Indicate the TITLE of the person(s) you most frequently communicate with in performing your duties:

32. Indicate the PURPOSE(S) of the consultations with the person(s) you most frequently communicate with in performing your duties:

Central Administration Organizational Review Questionnaire

B. Educational Requirements

In this section, state what you think is required to do your job, not necessarily your own educational level.

33. What educational requirements are there for your job?

○ None

○ High School Diploma

○ 1-2 Years College or Professional School

○ College Degree

○ Graduate Degree

34. If a college degree is required for your position, please indicate the field or major:

35. If a graduate degree is required, please indicate type:

○ Master's

○ Specialist's

○ Doctorate (EdD/PhD)

○ Other (Describe below)

36. If you checked "OTHER" above, please describe degree or qualification below:

37. List any licenses, certificates, or registrations required for your work (other than degrees):

38. Does the performance of your work require the use of any machine or equipment?

○ Yes

○ No

Central Administration Organizational Review Questionnaire

39. If yes, complete the following:

○ Occasionally

○ Frequently

○ Regularly

40. Type of required equipment:

C. Physical and Environmental Demands

In this section, note if there are unusual physical or environmental requirements for your position.

41. Are there any unusual physical requirements for your position? (If so, please explain below):

○ Yes

○ No

Please Explain:

42. Are there any unusual environmental requirements for your position? (If so, please explain below):

○ Yes

○ No

Please Explain:

D. Jefferson County School District Organizational Structure

In this section, please provide information about the Jefferson County School District organizational structure (table of organization), which shows relationships among positions.
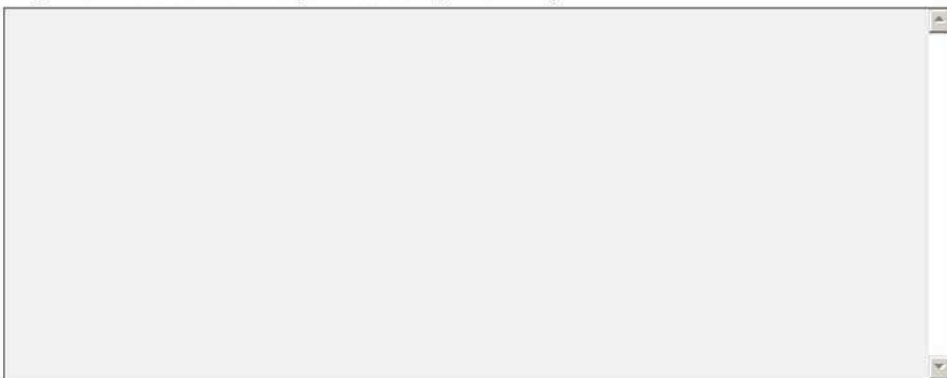
Central Administration Organizational Review Questionnaire

43. Are you familiar with the organizational structure (table of organization)?
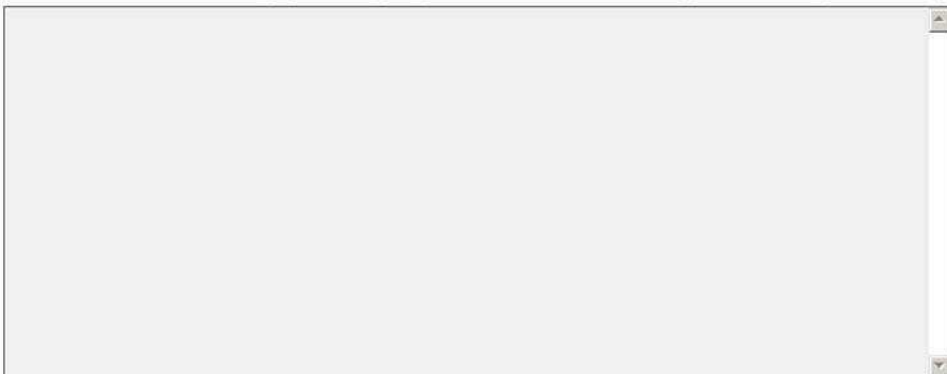
◯ Yes

◯ No

44. If you answered yes above, please describe the STRENGTHS of the existing (current) organizational structure (Table of Organization):

45. If you answered yes above, please describe the WEAKNESSES OR IMPROVEMENTS NEEDED of the existing (current) organizational structure (Table of Organization):

E. Position Authority or Responsibility

In this section, please describe and define the degree of authority or responsibility you have in the organization regarding each of the following administrative activities:

46. What authority or responsibility does your position have in POLICY DEVELOPMENT?

47. What authority or responsibility does your position have in PROGRAM OR ACTIVITY DESIGN AND DEVELOPMENT?

48. Please check the responsibilities your position has in PERSONNEL (check all that apply):

☐ Hiring of staff

☐ Assessing staff performance

☐ Termination of staff

☐ Promotion of staff

☐ Salary increases

49. Please describe your responsibilities in HIRING STAFF:

50. Please describe your responsibilities in ASSESSING STAFF EFFECTIVENESS:

51. Please describe your responsibilities in TERMINATING STAFF:

Central Administration Organizational Review Questionnaire

52. Please describe your responsibilities in PROMOTION OF STAFF:

53. Please describe your responsibilities in STAFF SALARY INCREASES:

54. Check the areas listed below over which you have approval authority:

☐ Budget Development

☐ Budget Changes and Modifications

☐ Any Type of Consultative or Training Services

☐ Equipment or Capital Purchases

☐ Payment of Vendor Invoices and/or Claims

F. Communication Activities and Responsibilities

In this section, please describe the communication duties, responsibilities, and activities of your position.

55. Do you serve on any committees, task forces, or decision-making groups in the Jefferson County School District?

◯ Yes

◯ No

56. If you answered yes to question 54, please state which committees, their function, and to whom the committee is responsible.

Central Administration Organizational Review Questionnaire

57. Describe and evaluate the communications process from your position to upper management (Give Examples):

58. Describe and evaluate the communications process from upper management to your position (Give Examples):

59. Describe which departments or functions with which you coordinate your assigned work:

60. Describe how you accomplish the coordination described in question 58:

61. Do you ever encounter problems in accomplishing coordination of your work with other department/divisions/individuals?
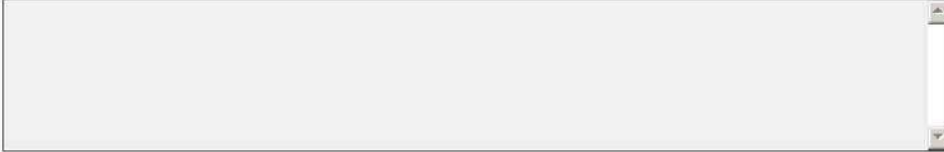
◯ Yes

◯ No

If yes, please explain:
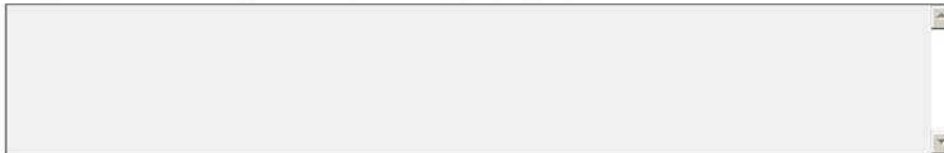
62. Describe the kinds of information you receive to help you in making decisions:
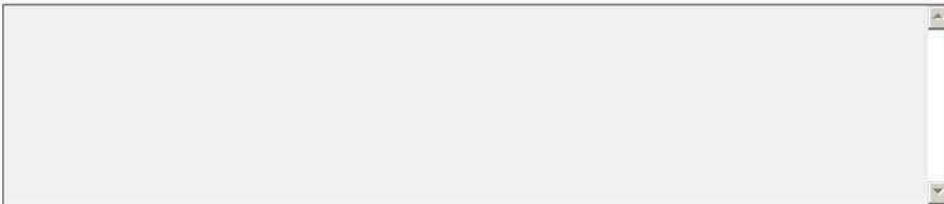
63. Is the information described in question 62 adequate for performance of your job?

○ All of the time

○ Most of the time

○ Some of the time

○ None of the time

If only some or none of the time, describe what you need to properly do your job:

64. What types of information are you responsible for developing for the use of others in the system?

65. Indicate any agencies and/or persons outside the JCSD that you are required to communicate with in performing your job:

Central Administration Organizational Review Questionnaire

66. How would you evaluate the required communication processes of your job with outside parties?

○ Excellent

○ Good

○ Satisfactory

○ Unsatisfactory

Please explain:

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67. If you heard an important rumor going around the organization, to whom would you go to check it out (state position too)?

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68. If you received a phone complaint from a constituent, but the nature of the complaint was not in your area of responsibility, to whom would you refer the caller or complainant (state position too)?

```
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G. Evaluation of Your Work

In this section, please provide responses to the following questions about evaluation of your job performance.

69. Who (and in what position) evaluates your work?

```
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Central Administration Organizational Review Questionnaire

70. Check the following items that apply to your performance evaluation:

☐ My evaluations are in writing

☐ Written criteria are in place for my evaluation

☐ Evaluations are reviewed with me personally

☐ I have an opportunity to respond to evaluations

☐ My evaluations affect my compensation

Please explain any part of your answer:

[ ]

71. How often do you personally receive career counseling?

○ Frequently (More than twice a year)

○ Occasionally (at least once a year)

○ Seldom or rarely (less than once a year)

○ Never

If frequently or occasionally, by whom?

[ ]

72. Please list the job titles of positions you evaluate:

[ ]

73. Please list the job titles of positions to which you provide career counseling:

[ ]

Central Administration Organizational Review Questionnaire

74. Check the following items that apply to your performance evaluation or counseling OF OTHERS:

- ☐ Evaluations are in writing for staff
- ☐ Written criteria are used for staff evaluations
- ☐ Evaluations are reviewed personally with staff
- ☐ Staff members may respond to evaluations
- ☐ Staff evaluations affect their compensation
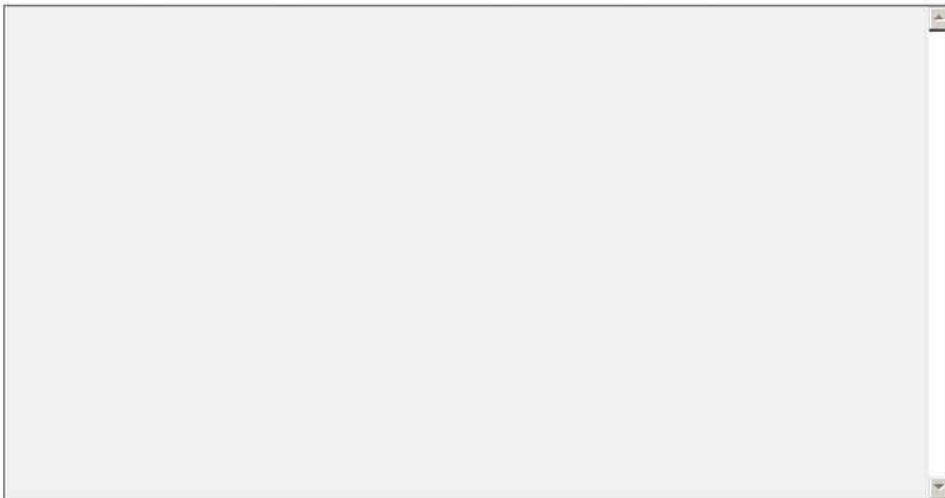
Please explain any part of your answer:

H. Additional Information and Comments

In this section, please provide any additional comments or information you would like to share with the Jefferson County School District Organizational Review Team. Please be assured that your responses to this survey will be kept CONFIDENTIAL and viewed only by the review team members.

*75. Please share any other information or comments with the organizational review team that might help improve the Jefferson County School District Administrative structure. (Note: This question requires an answer -- please be specific):

Central Administration Organizational Review Questionnaire

THANK YOU for your time and effort in completing this important questionnaire.

Organizational Review Team
Phi Delta Kappa International

Appendix D

Recommended Position Changes
JCSD Organizational Review

Recommended for Elimination	Recommended for Augmentation
Asst Superintendent, Elementary Schools (1)	Chief Academic Officer (1)*
Asst Supt for Diversity, Community Relations (vacant) (1)	Chief Operations Officer (1)*
Asst Superintendent, Middle Schools (1)	Chief Community Relations Officer (1)*
Asst Superintendent, High Schools (1)	Asst Superintendent for Academic Support (1)*
Computer operator positions, IT (6 including 2 vacant)	Asst Superintendent for Curriculum & Instruction & Evaluation (1)*
Director, Elem. Student Assignment (vacant) (1)	Asst Superintendent for Instructional Management (6)*
Director V—Communications (1)	Evaluation Specialist (1/Instr Mgt region—6 each)
Director, Analytical and Applied Sciences (1)	MIS help desk support technicians (4)
Director, Art, Music, Practical Living, & World Languages (1)	Curriculum Director, Mathematics (1)
Director, Effectiveness and Accountability (Gheens) (1)	Curriculum Director, Science (1)
Director, Library and Media (Gheens) (1)	Curriculum Director, Language Arts/Literacy (1)
Director, Literacy (Gheens) (1)	Curriculum Director, Fine/Performing/Practical Arts (1)
Director, Performing Arts (1)	Curriculum Director, World Languages (1)
Director, Social Studies (Gheens) (1)	Director, Media Services (1) (in Academic Support)
Director, Staff Development (Gheens) (1)	Director, English Language Learning (1)
Director, Student Development Services (Gheens) (1)	Director, Technology Education and Communications (1)
Director, Telecom Services (1)	Director, Pupil Services (in Academic Support) (1)
Executive Director, Curriculum and Instruction (Gheens) (1)	Assistant Chief Community Relations Officer (1)
Executive Director, Facilities and Transportation Services (1)	
Executive Director, Human Resources (1)	
Executive Director, Information Technology (1)	
Executive Director, Student Assignment, Health, & Safety (1)	
Executive Director, Student Relations and Safety (vacant) (1)	
Liaisons to Asst Supt (Elem, Middle, HS) (6)	
Public Information Officer (1)	
Special Assistant to the Supt. Comm. Relations (1)	
Total: 36	**Total: 31**

Recommended Current Position Changes:

Executive Director, Data Management and Program Evaluation Services. (1) TITLE CHANGE ONLY

District Assessment Coordinator (1) CHANGE TO DIRECTOR (In Data Management) VACANT

Manager, Assessment Data Warehouse (in Data Management) (1) (CHANGE FROM FULL-TIME TEMPORARY TO PERMANENT)

*Approved by Board of Education, 1Nov11

Appendix E.1

Proposed Organizational Structure:
Executive Cabinet
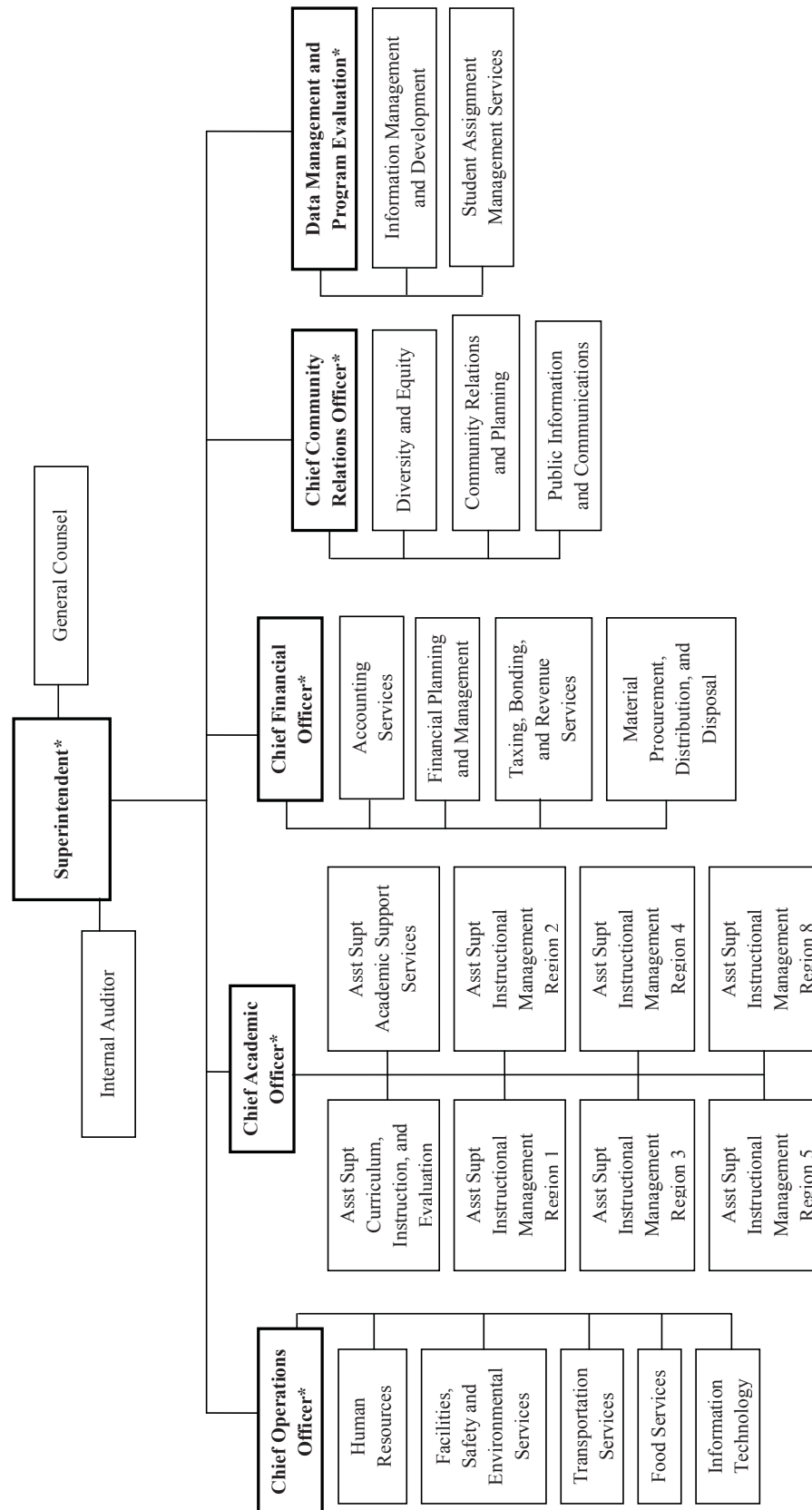
Appendix E.2

Proposed Organizational Structure:
Operations Division

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                    ┌──────────────┐
                    │    Chief     │
                    │  Operations  │
                    │   Officer    │
                    └──────────────┘
```

Human Resources Services		Information Technology Services

Transportation Services Director		Facilities, Safety, and Environmental Services Director

	Food and Nutrition Services	
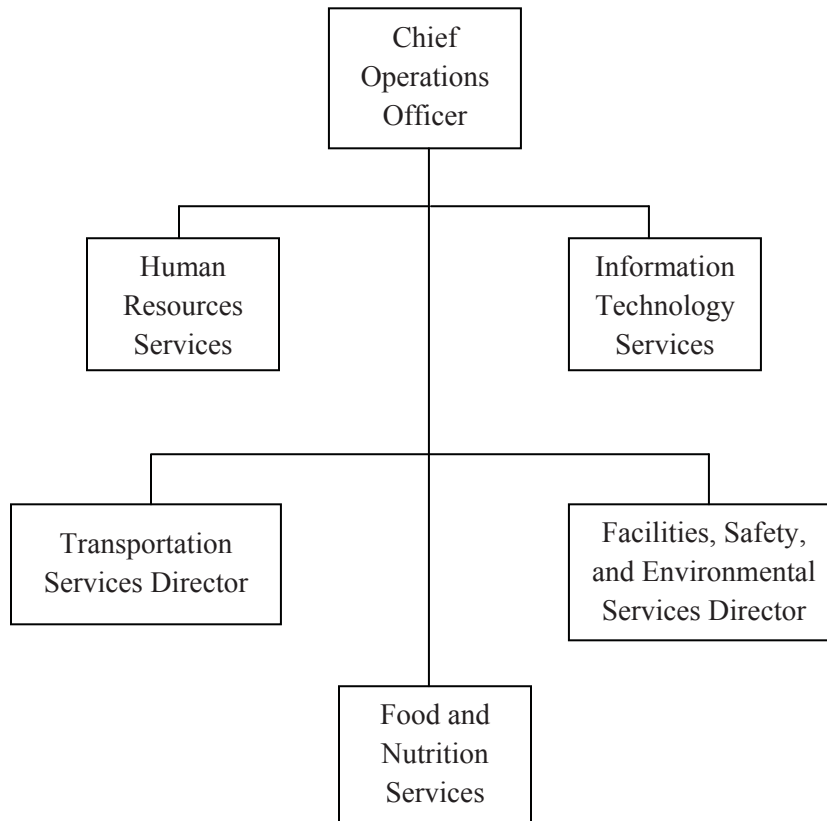
Appendix E.3

Proposed Organizational Structure:
Information Technology Division

```
Chief Operations Officer
 ├── Computer Education Support Director
 │     ├── Technical Support Manager
 │     └── Customer Support Manager
 └── Management Information Services Director
       ├── Systems Development Assistant Director
       ├── Advanced Systems Manager
       └── Telecommunications Services Manager
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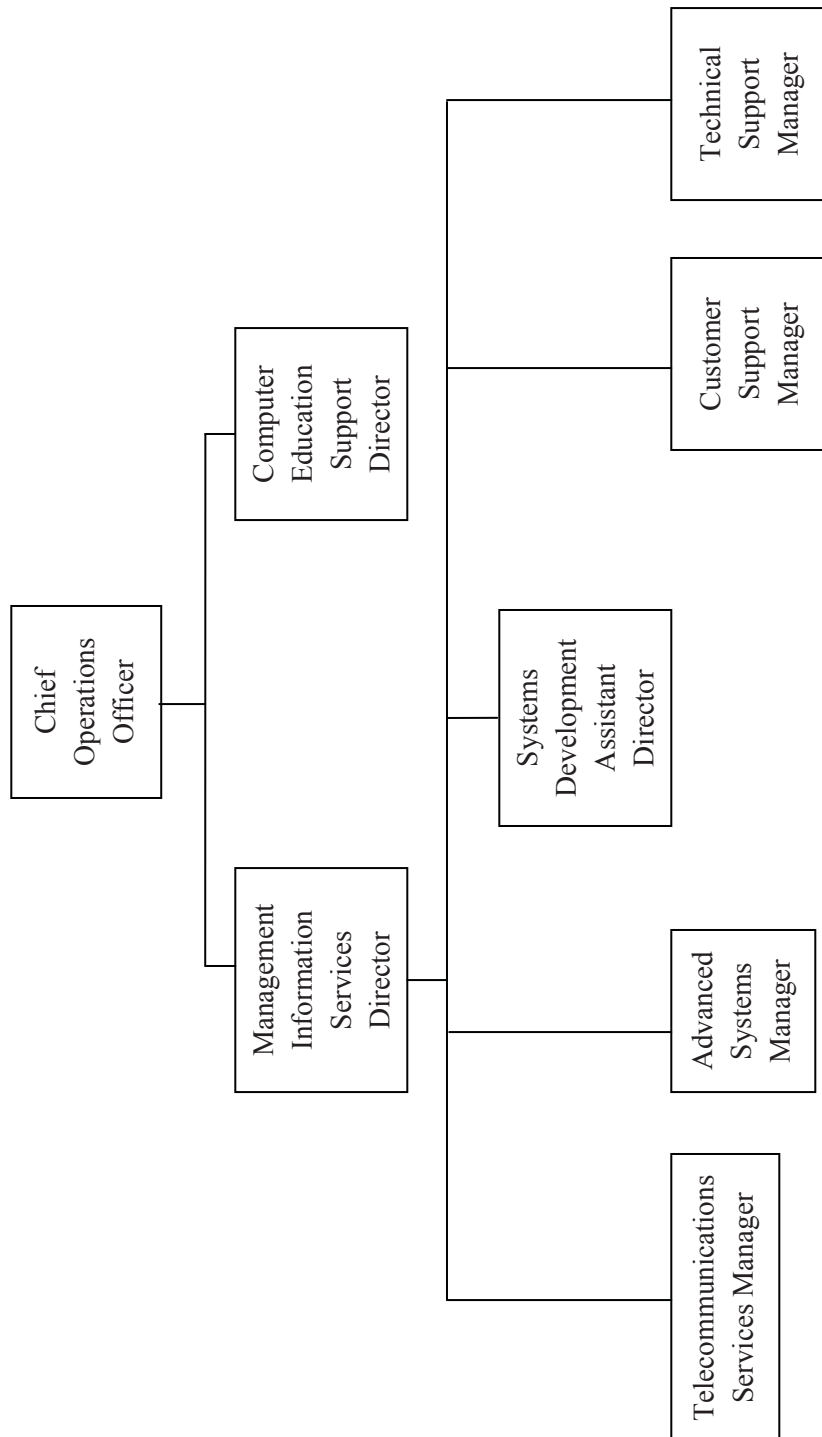
Appendix E.4

**Proposed Organizational Structure:
Human Resources Division**

```
                    ┌─────────────────┐
                    │ Chief Operations│
                    │     Officer     │
                    └─────────────────┘
```

| Labor Management and Employee Relations Director | Risk Management and Benefits Director |

| Certified Personnel Services Director | Compliance and Investigations Director |

| Administrator Recruitment and Development Director | Security and Investigations Director |

Appendix E.5

**Proposed Organizational Structure:
Academic Services Division**

Chief Academic Officer	

Assistant Superintendent Curriculum Instruction and Evaluation	Assistant Superintendent Academic Support Services
Assistant Superintendent Instructional Management Region 1	Assistant Superintendent Instructional Management Region 2
Assistant Superintendent Instructional Management Region 3	Assistant Superintendent Instructional Management Region 4
Assistant Superintendent Instructional Management Region 5	Assistant Superintendent Instructional Management Region 6

Appendix E.6

**Proposed Organizational Structure:
Instructional Management Regions**

```
┌─────────────────────────────┐
│  Assistant Superintendent   │
│  Instructional Management    │
│      (All Regions)          │
└─────────────────────────────┘
         │              │
┌──────────────────┐    │
│   Principals     │    │
│    Pre-K–12      │    │
└──────────────────┘    │
         │         ┌──────────────────┐
┌──────────────────┐│   Evaluation     │
│                  ││   Specialist     │
│    Teachers      │└──────────────────┘
│                  │
└──────────────────┘
```

Appendix E.7

**Proposed Organizational Structure:
Academic Support Services**

```
                    ┌──────────────────────┐
                    │      Assistant       │
                    │    Superintendent    │
                    │  Academic Support    │
                    │      Services        │
                    └──────────────────────┘

┌─────────────────────┐              ┌─────────────────────┐
│  Exceptional Child  │              │   Early Childhood   │
│ Educational Services│              │ Education Services  │
│  Executive Director │              │     Director        │
└─────────────────────┘              └─────────────────────┘

┌─────────────────────┐              ┌─────────────────────┐
│    Alternative      │              │ Health Promotion and│
│      Schools        │              │ Nursing Coordinator │
└─────────────────────┘              └─────────────────────┘

┌─────────────────────┐              ┌─────────────────────┐
│   Option/Magnet     │              │  Safe and Drug Free │
│  Advance Programs   │              │       School        │
│    Director II      │              │     Director II     │
└─────────────────────┘              └─────────────────────┘

┌─────────────────────┐              ┌─────────────────────┐
│   Magnet School     │              │ Behavior/Discipline │
│    Coordinator      │              │    Specialist II    │
└─────────────────────┘              └─────────────────────┘

                    ┌──────────────────────┐
                    │   Pupil Services     │
                    │      Director        │
                    └──────────────────────┘

                    ┌──────────────────────┐
                    │  Student Services    │
                    │  Assistant Director  │
                    └──────────────────────┘

                    ┌──────────────────────┐
                    │  Positive Outreach   │
                    │ Program Specialist II│
                    └──────────────────────┘
```

Appendix E.8

Proposed Organizational Structure:
Curriculum, Instruction, and Evaluation Services

```
                    Curriculum Instruction and
                        Evaluation Services
                      Assistant Superintendent
```

| Curriculum Director Math | Curriculum Director Language Arts/Literacy |

| Title I Programs Director | Curriculum Director Science |

| Curriculum Director Arts | Cultural Studies Director |

| Curriculum Director World Languages | School Guidance Services Director III |

| Technology Education and Communications Director | Social Studies Director |

| Student Development Services Director | English Language Learning Director |

| ESL Resource Teachers | Academic Program ESL Consultant III |

| Bilingual, Bicultural Programs |

Appendix E.9

**Proposed Organizational Structure:
Financial Services Division**

```
                    ┌─────────────┐
                    │    Chief    │
                    │  Financial  │
                    │   Officer   │
                    └─────────────┘
          ┌────────────────┴────────────────┐
   ┌─────────────┐                   ┌─────────────────────┐
   │ Accounting  │                   │ Financial Planning  │
   │  Services   │                   │   and Management    │
   └─────────────┘                   └─────────────────────┘
   ┌──────┴──────────┐               ┌──────────┴────────────┐
   │ Taxing, Bonding,│               │ Material Procurement, │
   │       and       │               │   Distribution, and   │
   │ Revenue Services│               │       Disposal        │
   └─────────────────┘               └───────────────────────┘
```

Appendix E.10

**Proposed Organizational Structure:
Communications and Community Services Division**

```
                    Chief
                Communications
                    Officer
```

- Diversity and Equity Services
  Asst. Chief Community
  Relations Officer

- Community Special
  Services
  Director V

- Diversity and
  Multicultural Education
  Specialist

- School-Business
  Partnerships
  Coordinator

- Communications and
  Publications
  Director

- Community Relations
  and Planning

- Elementary
  Student
  Assignment
  Director II

- Community
  Information
  Specialist I

- Community
  Liaison

- Community
  Development Services
  Child Development
  Officer

- Parent
  Assistance
  Relation
  Specialist II

- Resource
  Development
  Director

Appendix E.11

**Proposed Organizational Structure:
Data Management and Program Evaluation Division**

```
                    ┌─────────────────────────┐
                    │   Data Management and    │
                    │ Program Evaluation Services │
                    │   Executive Director     │
                    └─────────────────────────┘
                                 │
         ┌───────────────────────┼───────────────────────┐
         │                       │                       │
┌────────────────┐    ┌────────────────┐    ┌────────────────┐
│ Systems Research│    │Pupil Assessment│    │    Student     │
│    Services     │    │  and Testing   │    │ Assignment and │
│   Coordinator   │    │    Services    │    │Planning Services│
│                 │    │    Director    │    │  Director III  │
└────────────────┘    └────────────────┘    └────────────────┘
         │                     │                     │
┌────────────────┐    ┌────────────────┐    ┌────────────────┐
│ Data Management │    │Assessment Data │    │ Demographics and│
│  Research and   │    │   Warehouse    │    │    Planning    │
│  Development    │    │    Manager     │    │    Analyst     │
│  Technicians    │    │                │    │                │
└────────────────┘    └────────────────┘    └────────────────┘
```
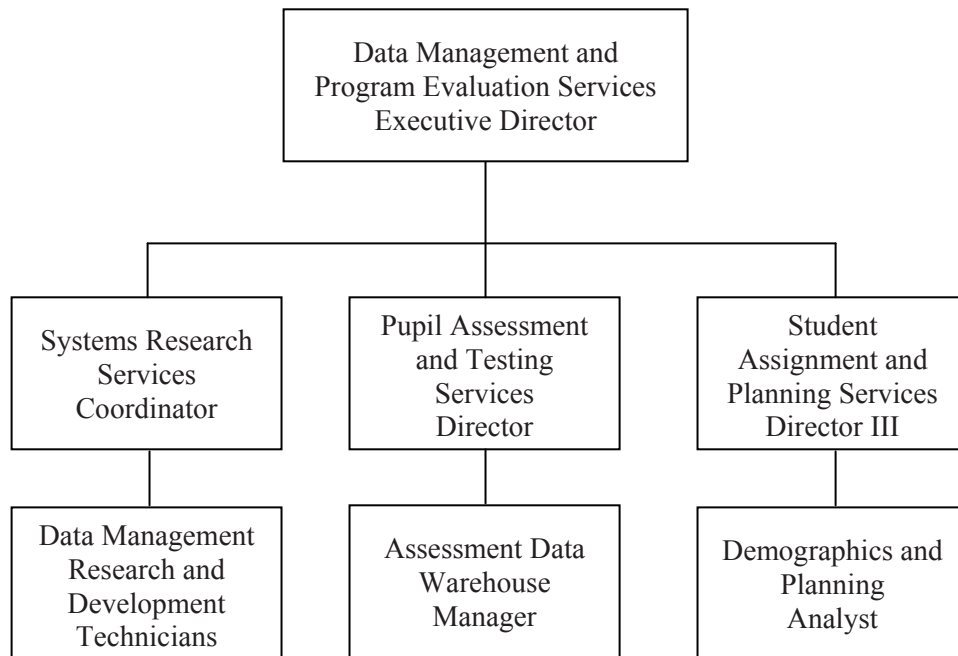
Appendix F

The Literature Base for the Organizational Review Service

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