

Please note: This recommendation is being submitted to the JCPS District in draft form on October 31, 2011. Auditors reserve the right to make additions prior to submitting the final report to the district on January 19, 2012.

Draft Recommendation 1: Adopt policies governing the management of the table of organization and related job descriptions. Revise the table of organization consistent with sound management principles. Through the use of a Level II analysis, reconfigure personnel to ensure that all essential functions are covered--especially those relating to curriculum design, delivery, assessments, data management and analysis, and program evaluation. Prepare and adopt a set of quality job descriptions and related appraisal instruments for all personnel.

Board Policy GCA: *Staff Positions and Workloads* which states in part, "The board of education shall prescribe the duties for all employees by establishing job descriptions, organizational charts, and shall approve classifications of all employees for compensation purposes." However, auditors found that alignment between the table of organization, job descriptions, day-to-day operations, and personnel evaluation is inconsistent or missing entirely. Auditors found that Jefferson County Public School District lacks adequate policies and procedures for managing the table of organization and related job descriptions. The table of organization does not satisfy audit criteria in that it violates six of the seven principles of sound organizational management. Several key functions relating to curriculum design and delivery and program evaluation are missing from both the table of organization and job descriptions. Some administrators supervise an excessive number of people. A few employees report to more than one supervisor, while others have no apparent supervisor. Similar tasks are assigned to different offices resulting in overlapping areas of responsibility which results in lack of coordination and is confusing to the consumers of central office services. Placement of positions on the table of organization does not reflect relative levels of responsibility and authority and principals and teachers have been omitted. Interviews revealed that some employees do not fully understand line and staff authority relationships or the role and function of the board in such relationships. The job descriptions presented to auditors do not contain all of the essential elements needed to ensure student success. Neither policies nor related regulations require specific procedures to systematically update job descriptions and keep them aligned with the table of organization, changing responsibilities, and the district's mission.

Governance Functions: The following actions are recommended to the Jefferson County Public School District's Board of Education.

G.1.1: Direct the superintendent to prepare for board consideration and adoption a revision of the first paragraph of *Board Policy GCN* by adding the following language: "The superintendent shall be responsible for clearly specifying requirements and expectations for all other administrators and holding each of them accountable for satisfactorily completing their assigned duties. In doing so, the superintendent shall may delegate the responsibility of supervision for improvement of instruction to those persons who have been identified for the task within the organizational structure. All staff shall be informed of the name of their immediate supervisor. The goal of supervision shall be to maximize employee capabilities in the pursuit of educational excellence.

G1.2: Direct the superintendent to prepare for board consideration and adoption a revision of *Board Policy GCA* as follows: The board of education shall establish such positions as necessary for the efficient and orderly operation of the school system. The board of education shall prescribe the duties for all employees by establishing job descriptions, organizational charts, and shall approve classifications of employees for compensation purposes. There shall be written job

descriptions for all employees of the Jefferson County Public School District. Job descriptions shall include:

- a descriptive title,
- qualifications and competencies,
- a detailed explanation of performance responsibilities,
- assignment to a board adopted salary schedule and the number of days to be worked each year, and
- physical demands,
- Fair Labor Standards Act (FLSA) status—exempt or non-exempt,
- the immediate links to the chain of command, a statement identifying the supervisor and a statement identifying all the positions supervised by the employee holding the position or that the employee has no supervisees, that no employee should have more than one supervisor to which he or she is accountable,
- a description of the alignment to staff appraisal instruments that reflect the competencies and responsibilities of the written job descriptions. The job description and related appraisal instruments should include the responsibility for the implementation of board policies and district strategic priorities as well as the relationship of the position to professional development, and teaching and learning in the district. All job descriptions and related appraisal instruments should detail precise duties (performance and products) and expectations against which the employee will be evaluated and the time frame(s) when formal evaluations will be conducted.
- The ratio of teachers to students shall be flexible depending upon grade levels, course offerings, accrediting standards, other applicable state laws and regulations and provisions of negotiated agreements, and
- the date approved or most recently revised.

This policy requires a periodic review of job descriptions to be sure they are accurate, complete, and consistent with the table of organization and include accountability for both the design and delivery of aligned written, taught, and tested curricula.

G.1.3: Direct the superintendent to prepare a set of job descriptions and related appraisal instruments for all employees consistent with the requirements in G.1.2; establish and maintain an up-to-day inventory of these documents; and submit them to the board for approval to be effective for the beginning of the 2012-13 school year.

G.1.4: Direct the superintendent to revise the table of organization based upon sound management principles and to include the criteria presented at the bottom of this recommendation to *Board Policy GCN*. It is especially important to establish guidelines (including a formula or ratio) regarding the maximum span of control for personnel filling supervisory roles. If a maximum span of control of 12 is not financially feasible, the board should establish and communicate a number that approximates that ratio as closely as possible, support it financially, and direct the superintendent to apply it consistently. Likewise line and staff relationships should be clearly delineated for all positions. Functions which should report directly to the superintendent include the following:

- Legal Counsel. The role of district legal counsel is to serve the interests of the district and as such, should report to the superintendent. Through policy, the board of education should, if they ever need independent legal counsel, have authority to engage such counsel by direction of the board chair and/or by majority vote.
- Data management and program evaluation which serve all stake holders.
 - Design and implement a system-wide data management plan for both instructional and non-instructional needs.

- Accountability and research.
- User friendly data management and reporting mechanisms.
- Instructional program/intervention evaluation
- In addition, auditors recommend four Administrative Divisions whose chief officers would also report directly to the superintendent. These four divisions and their related functions are as follows:
 1. Division of Academic Services led by the Chief Academic Officer with management responsibilities and functions similar to the following:
 - a. District and school level instructional planning.
 - b. Recruiting, developing, and retaining instructional personnel.
 - c. Monitoring district-wide student assignment planning and implementation.
 - d. Six Academic K-12 Assistant Superintendents with each supervising approximately 25 schools (organized into logical groups); each group of schools would be supervised by an assistant superintendent with the added support of his/her liaison(s) who would assist with supervision of building principals.
 - e. Assistant Superintendent for Curriculum, Instructional, and Evaluation with the following responsibilities:
 - i. Curriculum Functions:
 1. Develop, monitor, and update a comprehensive plan for the design and delivery of curriculum and assessment preK-12 (see Recommendation 4).
 2. Design and develop a written curriculum:
 - a. User friendly written curriculum documents and pacing guides (using audit criteria for all PreK-12 content).
 - b. Other aligned tools to help the classroom teacher design lessons to deliver the written curriculum.
 - c. Align textbooks and resources to the written curriculum.
 - d. Manage the curriculum and instructional written documents and web pages of the district.
 - ii. Instructional Functions:
 1. Development and implementation of a District Instructional Model including CHETL principles.
 2. Building district-wide capacity through professional development and training aligned to audit criteria.
 3. Integration and alignment of instructional technology to the curriculum.
 4. Integration and alignment of school media / library services to the curriculum.
 - iii. Assessment Functions
 1. Develop, monitor, and update a comprehensive plan which includes state, district, school based assessments and the use of data based upon audit criteria.
 2. Design aligned district written assessments.
 3. Monitor district and site-base assessments.
 4. The use of performance data for instructional improvement including curriculum and program adoption, modification, and/or termination.
 - f. Assistant Superintendent of Academic Support Programs with the following responsibilities
 - i. Special Service Functions

1. Exceptional Child Education
 2. 504 Supervision
 3. Early Childhood / Head-start
 4. Other
 - ii. Federal Program Functions
 1. Title One
 2. English Language Learners
 3. Other
 - iii. Accelerated Program Functions
 1. Gifted and Talented
 2. Dual credit
 3. Advanced Placement
 4. Other
 - iv. Career and Technical Education
 - v. Alignment of grants to the written, taught, tested curriculum.
 - vi. Guidance / Counseling
 - vii. Other
2. Division of Operational and Administrative Services led by the Chief Operations Officer with functions similar to the following:
 - a. Human Resources
 - i. Recruitment of non-certificated personnel.
 - b. Facilities and Environmental Services (including safety).
 - c. Transportation Services.
 - d. Food Services.
 - e. Health Services to include Student and Adult Wellness.
 - f. Informational Technology.
 - g. Other Non-instructional Projects.
3. Division of Financial Services led by the Chief Financial Officer with functions similar to the following:
 - a. Accounting Services.
 - b. Procurement Services (purchasing & supply services).
 - c. Financial planning and management (budgeting and cost effectiveness).
 - d. Taxing / bonding and related duties.
 - e. Financial Audits.
4. Division of Diversity, Community Relations, and Communications, and led by Chief Diversity, Community Relations, and Communications Officer with functions similar to the following:
 - a. Diversity and equity: monitor, promote, assist and advise all other departments on equity and diversity needs.
 - i. Research and evaluation of achievement and educational factors of diverse student groups (economic, ethnic, and gender groups)
 - ii. Plan, develop, and plan student assignment procedures for recommendation to the Superintendent including the provision of “Ombudsman” services to community patrons, parents, students, and employees regarding diversity and equity issues. Please note: “An Ombudsman is a designated unbiased individual who provides confidential and informal assistance for resolving school district related concerns.”

- iii.
- b. Community relations:
 - i. Foundations, Grants, & Business Partnerships.
 - ii. Parent Involvement.
 - iii. Non-Instructional District Planning.
 - iv. Special Projects.
- c. Public Information and Communications:
 - i. Television, radio, and print media.
 - ii. District Web pages.
 - iii. Publications.

G.1.5 Board Policy CC: *Administrative Organization Plan* states in part, "The administrative organization of the Jefferson County Public Schools shall be based upon an analysis of the functions necessary to meet the needs of the school system." To accomplish the level of detail that is needed in revising this organizational framework, direct the superintendent to complete a Level II organization review with responsibilities similar to the following:

- Clarify all necessary administrative functions and related tasks in the district and those specifically that are needed to carry out the design and delivery of the written, taught, and tested curricula.
- Identify the positions that are needed to fill the above functions.
- Establish a fair and equitable salary for each position based upon industry standards and audit criteria.

G.1.6 Direct the superintendent to use the recommendations of the Level II review to complete the following tasks:

1. Using audit criteria, write job descriptions and related evaluation instruments for each position.
2. Formula a three to four year plan to adjust the salaries of those positions whose current compensation exceeds the fair and equitable rate.
3. Interview and prepare a short list of individuals who could fill each respective position. First select Chief Officers and invite them to have input in the selection of subordinates assigned to their respective divisions. This will require the reallocation of existing staff and selective hiring. A transfer and/or reduction in force plan needs to be in place to deal with displaced employees.
4. Identify any positions which should be filled by individuals currently outside JCPS. Advertise these positions and filled them in a timely manner.
5. Determine and implement (based upon the person who is hired and his/her job description) the professional development that is needed to build the capacity for each employee to be successful in his/her assignment. Follow-up as necessary.
6. Seek board approval.
7. Implement the reorganization plan.
8. Evaluate and adjust as needed.

G.1.7: Direct the superintendent to include in both the table of organization and associated job descriptions the following functions:

- Specific responsibility assigned to the superintendent to personally oversee and approve the selection, assignments, transfers and or promotions of all building and district administrators.
- Specific responsibility to coordinate and clear, for board approval, all district planning including the adoption of building-level and system-wide goals and related strategies that are specific, measurable, and time-bound. Planning is primarily being done for compliance rather than to direct the work of the district. Quality control is missing and planning functions are

not centralized and are therefore missing or fragmented and do not have the ultimate impact that could result from a unified system-wide planning effort.

- Specific responsibility to develop and coordinate the implementation of the written curriculum. Personnel assigned to these positions must have knowledge of curriculum models and show competency in their ability to communicate and collaborate with end users in the preparation of documents to ensure classroom buy-in.
- Specific responsibility to coordinate and ensure efficacy of all professional development activities.
- Specific responsibility to coordinate and evaluate student performance data and all programs (including interventions) against intended outcomes to determine their effectiveness. This is a critical step prior to reauthorizing funding. It is through the effective use of data that the system will be able to determine its progress towards meeting established benchmarks and goals and to evaluate the efficacy the written, taught, and tested curriculum.
- Specific responsibility to ensure that in addition to general fund expenditures, grants, business partnerships, and Foundation initiatives are aligned to mission and system objectives and to evaluate them against intended outcomes.

G.1.8: Direct the superintendent to provide administrative regulations to implement the recommendations of this audit that are current and can be used as first source documents in providing appropriate direction and control of the written, taught, tested curricula.

G.1.9: Direct the superintendent to provide an annual status report to the board regarding the alignment of the table of organization, job descriptions and related appraisal instruments, and achievement of the system's intended outcomes.

Administrative Functions: The following actions are recommended to the Jefferson County Public School District Superintendent of Schools.

A.1.1: Prepare for Board consideration and adoption a revision of Board Policies GCN and GCA as shown in G1.1.

A.1.2: Prepare a set of job descriptions and related appraisal instruments for all employees consistent with the requirements in G.1.3; establish and maintain an up-to-day inventory of these documents; and submit them to the board for approval to be effective for the beginning of the 2012-13 school year.

A.1.3: Revised the table of organization based upon sound management principles note at the bottom of this recommendation. As part of establish guidelines (including a formula or ratio) regarding the maximum span of control for supervisors. If a maximum span of control of 12 is not financially feasible, then recommend to the Board a number that approximates that ratio as closely as possible and then apply it consistently. Likewise line and staff relationships should be clearly delineated. Include in both the table of organization and associated job descriptions the functions identified in G.1.4 and those identified in the Level II organizational analysis. The curriculum and instructional functions are especially critical to the overall success of the system. Consequently, responsibilities of lesser importance should be delegated or deferred in order to provide the Chief Academic Officer and key subordinates sufficient time and resources to carry out these high priority functions.

A.1.4: Coordinate the Level II organization study as described in G.1.5.

A.1.5: Using the recommendations of the Level II organizational study, implement the steps identified in G.1.6.

A.1.6: Include in both the table of organization and associated job descriptions the functions identified in G.1.7.

A.1.7: Provide administrative regulations to implement the recommendations of this audit that are current and can be used as first source documents in providing for appropriate direction and control of the written, taught, tested curricula.

A.1.8: Provide an annual status report to the board regarding the alignment of the table of organization, job descriptions and related employee appraisal instruments, and achievement of the system's intended outcomes.

A.1.9: To minimize resistance and build trust, communicate both verbally and in writing to the Board, staff, and patrons Actions G.1.1 and G.1.9 and progress towards the completion of each element in each action.

Due to urgency of meeting students' academic needs, the auditors determined that this recommendation should be submitted to the district by October 31st, so that it will be available to those individuals conducting the Level II administrative review. In addition, it is recommended that the elements of this recommendation relating to the appointment of the four Division Chief Officers and the eight Assistant Superintendents be started upon receipt of this recommendation, with the balance of this recommendation and the recommendations coming from the Level II analysis being completed prior to the beginning of the 2012-13 school year or as soon thereafter as possible. Once the elements of this recommendation are in place, the district will be well poised to effectuate the all other recommendations of this audit.

CMSI Principles of Sound Organizational Management	
Principle	Explanation
Span of Control	The range of superiors to subordinates should be 7-12 as a maximum number of persons who are supervised on a daily face-to-face-basis.
Chain of Command	A person should have only one superior to avoid being placed in a compromised, decision-making situation.
Logical Grouping of Functions	The Clustering of similar duties/tasks in order to keep supervisory needs to a minimum (ensuring economy of scale).
Separation of Line and Staff Functions	Those administrators carrying out the primary mission of the district are not confused with those supporting it. Also, note that in reporting relationships, line administrators report only to other line administrators, never staff administrators. This keeps the line of accountability for the primary mission of the district uncomplicated.
Scalar Relationships	Roles of the same title and remuneration should be depicted graphically on the same general horizontal plane.
Full Inclusion	All persons working within the district carrying out its essential functions should be depicted on the table of organization.