

# Organizational Review and Study

**Report to:  
Jefferson County Public Schools  
Louisville, Kentucky**

*19 December 2011*

**By:  
Phi Delta Kappa International**





# Purpose of the Study

- To examine the organizational structure of JCPS in greater depth than the recent curriculum audit
- To examine specific issues pertaining to staffing, functional overlap or duplication, and system efficacy
- To clarify and apprise issues of organizational effectiveness without evaluating specific personnel



# Guidelines and Standards: The Critical Assumptions

- Organizations have a tendency to “drift” from their central mission over time
- Organizations should be periodically examined to retain maximum effectiveness and efficiency.



# Approach and Methodology

- **Research processes: normative procedures**
  - Confidential online survey of central office administrators was conducted during October, 2011 (265 participants with 232 usable responses)
  - Confidential individual interviews were conducted with 55 individuals, some in the greater Louisville community.
  - The instruments used are in the report in the appendices, but individual responses are deemed confidential and are not ascribed.

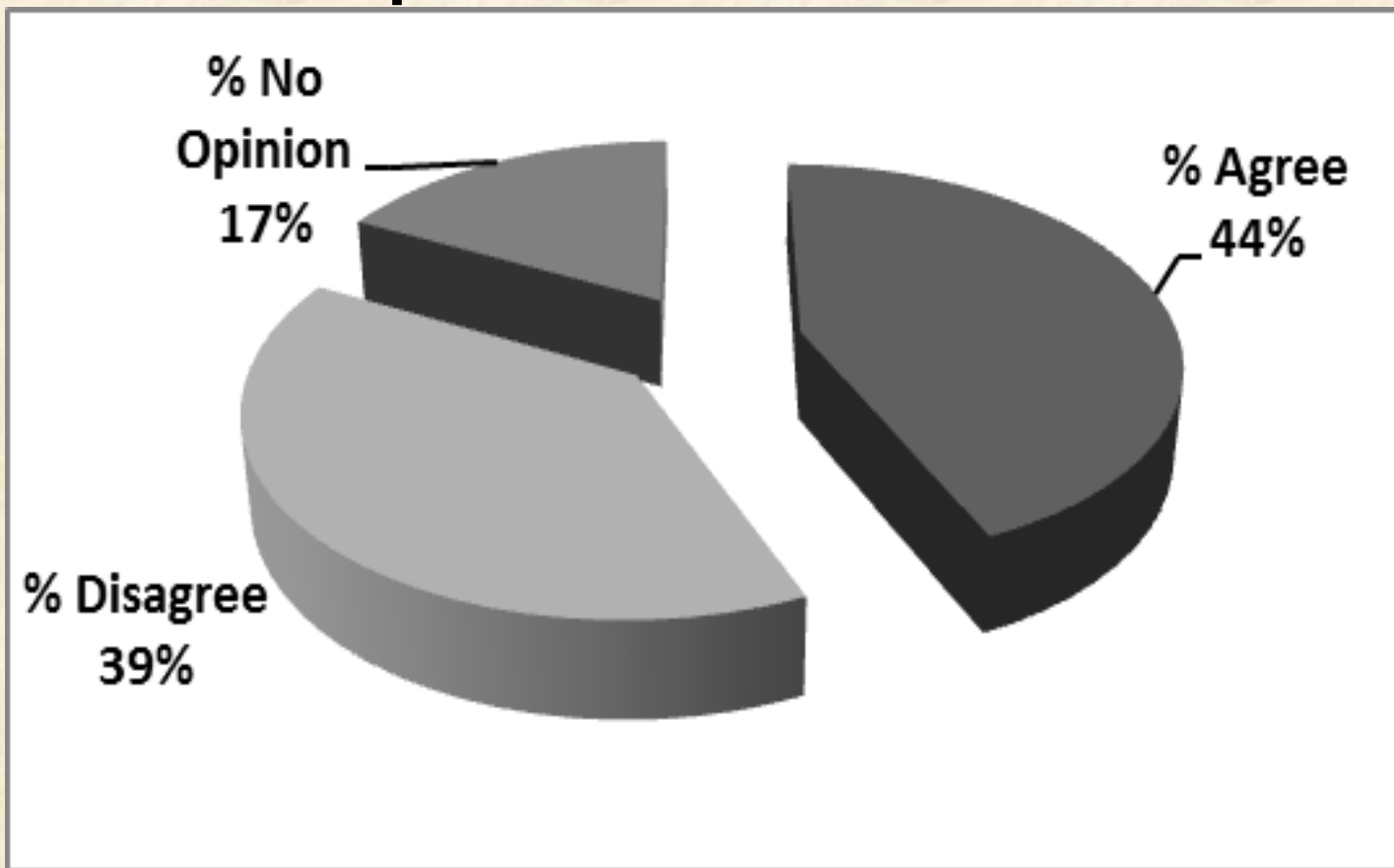


## Finding A.1: (Ancillary Issue) Central office administrative staff size is below average compared to peer districts.

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%
<b>AVERAGE</b>		<b>12,803</b>	<b>50.75%</b>	<b>3.79%</b>

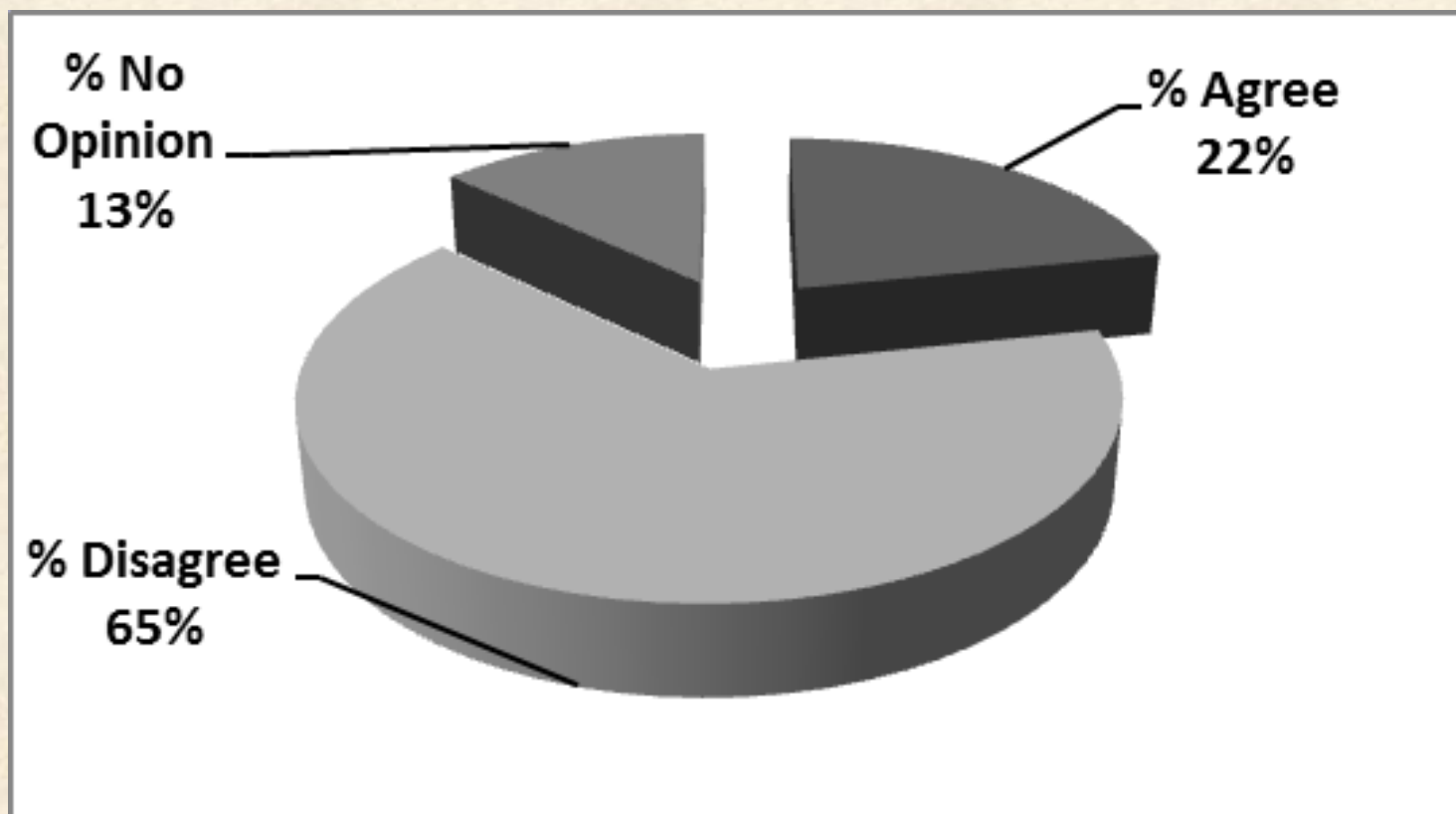
## Exhibit A.1.2: The current costs of the central administrative structure are about right?

- Interview responses:**



## Exhibit A.1.3: The current number of central office administrators is about right?

- Interview Responses:**





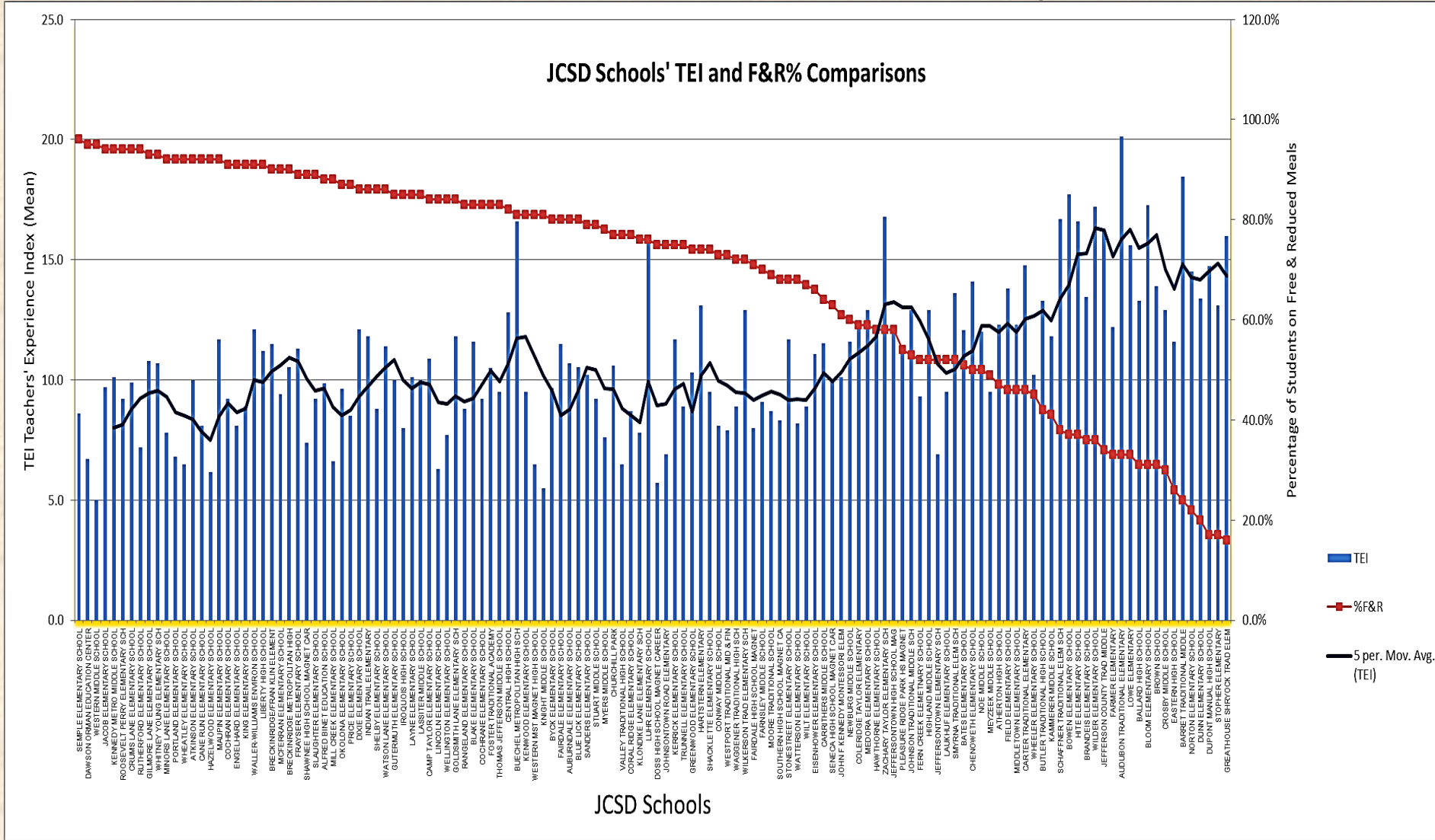
## Finding A.2: (Ancillary Issue) JCPS instructional expenditures are below average of peer districts.

School District Name	State	Instruction Expenditure Percent of Total
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
<b>(AVERAGE: 20 school systems – 10 larger, 10 smaller)</b>		<b>51.4</b>
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
<b>Jefferson County</b>	<b>KY</b>	<b>49.2</b>
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





# Finding A.3: (Policy Issue) Seniority transfer manifests inverse relationship: teacher experience v. school poverty.





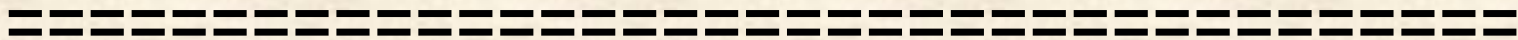
## Recommendation A.3

- 
- *Modify contract language in future negotiations with the JCTA to gain equity across schools with teacher experience.*



## Finding B.1 The administrative recruitment and selection process is biased towards internal promotions

- 99.24% of new hires in administration were from within JCPS (*note: data was from last two years*)
- 99.9% advertised only locally or within the state).

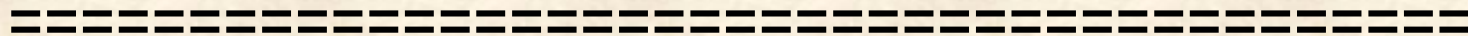


- ***B.1 Recommendation:***
  - *All administrative positions need to be advertised nationally and at least one-third be hired from outside JCPS.*



## **Finding B.2: Hiring process is widely perceived to be discriminatory towards friends or relatives in JCPS**

- 61% surveyed indicated that the administrative selection and hiring process was not “very effective”.



### ***B.2 Recommendation:***

- *The Superintendent will draft a policy for Board adoption that prohibits favoritism and nepotism. Complaints about HR practices will be processed by an independent and objective school executive. All recommendations to the Board for hiring must provide documentation that there has been fair and equitable hiring.*



**Finding B.3: Perceptions that principals who had been determined to be “not effective” have been transferred to equal positions without application are partially incorrect.**

<b>Date of Removal</b>	<b>2011-2012 Salary as PLA Principal</b>	<b>Position Moved to</b>	<b>2011-2012 Salary in New Position</b>	<b>% Change</b>
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	0.00 %
21 March 2011	\$140,681	Principal High School	\$140,682	0.00 %
13 June 2011	\$145,386	Priority School Manager	\$145,386	0.00 %
13 June 2011	\$145,386	Principal High School	\$145,386	0.00 %
1 July 2011	\$116,192	Middle School Asst Principal	\$116,196	+0.03 %

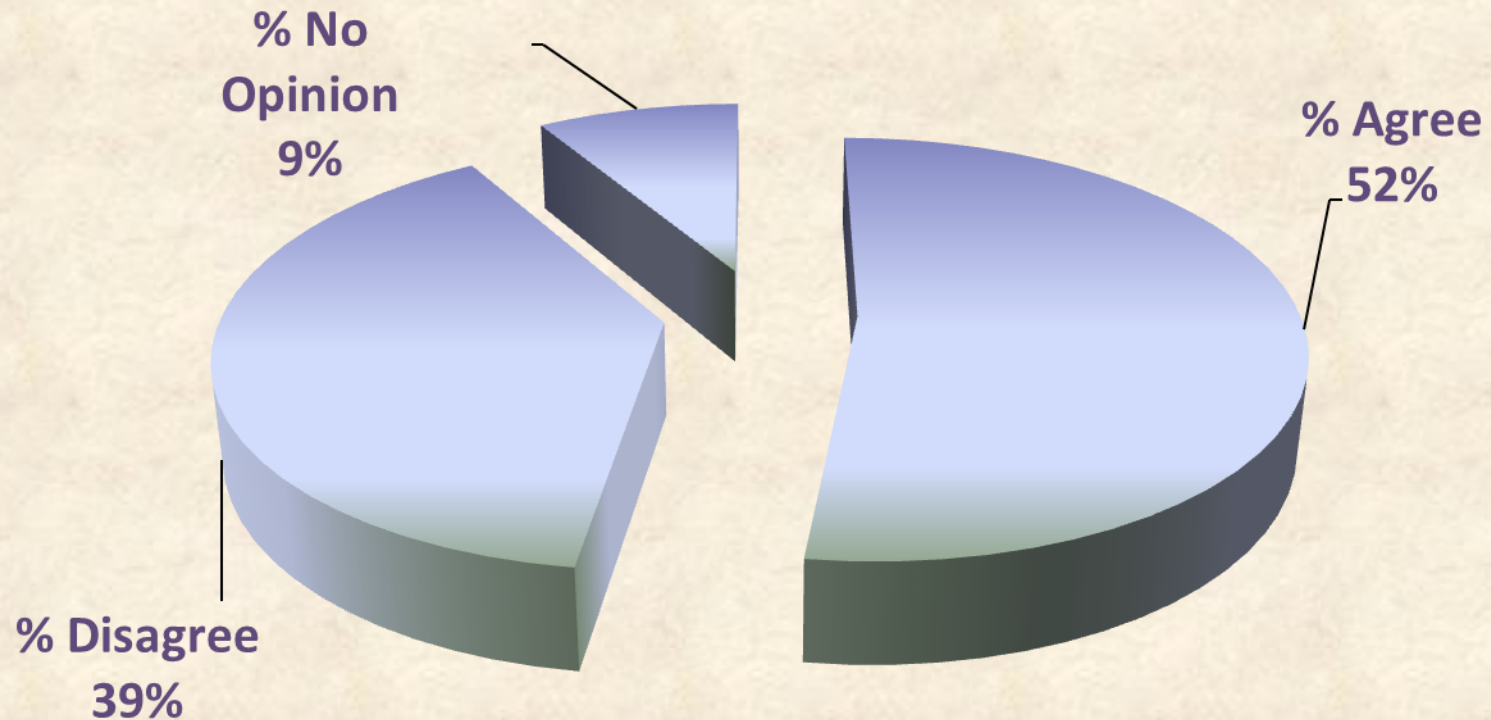


## Recommendation B.3:

- 
- *The adoption of a policy that indicates persons removed from their positions and who apply for new positions must be fully qualified and there must be demonstration that he/she is the best qualified candidate for the new position.*

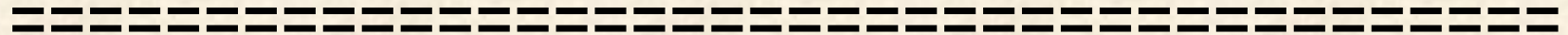
***Finding B.4: Information technology support for the schools is ineffective and inefficient.***

- **The current information technology and management information services are adequate for me to do my job?**





## B.4: Recommendation:



- *Changes in the number and types of administrative positions in IT are recommended with the operations of this area assigned to the new position of Chief Operations Officer.*





**Finding C.1: Overall framework and structure for curriculum, assessment, and instruction is hampered by a number of factors.**



**Recommendation C.1:**

*Reduce the size of the superintendent's executive cabinet, eliminate some positions and re-establish some to be located in different areas. No internal hires would be permitted who do not meet the requirements for curriculum content expertise if they function in a designated content specialty.*



## **Finding C.2: Gheens Academy curriculum expertise is very thin and curriculum produced was found to be inadequate in quality.**

- Curriculum content areas qualifications and currency were minimal.
- Past hiring practices have perpetuated the Academy's weaknesses.

=====

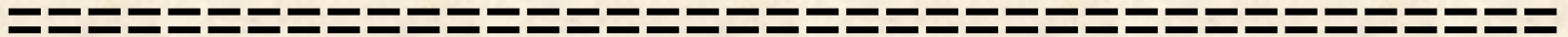
### **Recommendation C.2:**

*Eliminate several current director positions and re-staff with new and upgraded positions in specific curriculum content areas. New positions must require post-Master's degree graduate preparation or higher in the curriculum content area.*



**Finding C.3: Both Early Childhood Education and Exceptional Child Education face implementation needs and housing issues.**

## **Recommendation:**

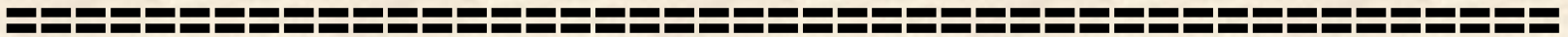


- *Re-position these areas under the academic support division.*
- *Decentralize the placement of psychologists to the planned school regions.*



**Finding D.1: Perceptions of the Human Resource Division have called the effectiveness of this functional area into question with respect to hiring and job placements.**

**Recommendation:**

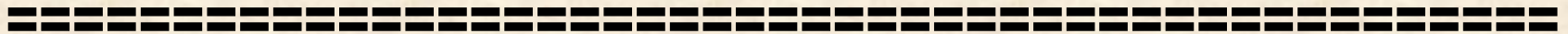


- *Relocate Human Resources under the supervision of the new Chief Operations Officer who will oversee and work to improve functioning in the HR area.*



**Finding D.2: Perceptions and complaints about facilities and transportation involve untimely service response to field issues and concerns about cost-effectiveness**

**Recommendation:**

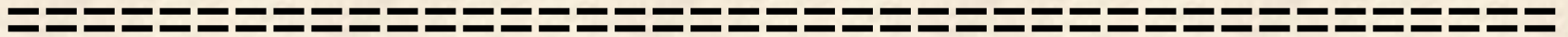


- *Restructure the facilities and transportation departments with the elimination of selected current director level positions.*



## **Finding D.3: Food Service and Nutrition Services are misplaced in Financial Services**

### **Recommendation D.3:**

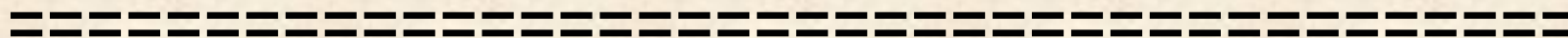


- Shift this division from Financial Services to the Operations Division under the supervision of the Chief Operations Officer
- Retain financial oversight and accounting within the Financial Services Division.



**Finding D.4: Information Technology functions have been split among a variety of internal areas with the result that overall cohesiveness of services has suffered.**

## **Recommendation D.4:**

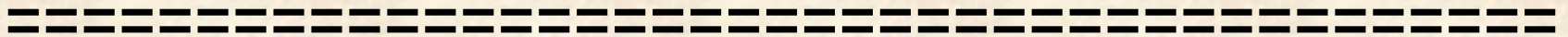


- Consolidate decentralized IT components to the Information Technology Department within the Operations Division supervised by the Chief Operations Officer.*



**Finding D.5: Financial Services**  
Department functions were found to be adequate, but district unit practices need greater financial oversight and controls.

## **Recommendation D.5:**



- The Chief Financial Officer will develop and recommend to the superintendent a procedure which allows greater control and close scrutiny of all uses of public monies.*





**Finding D.6: Assessment processes and planning functions have been too dispersed across the system.**

## **Recommendation D.6:**



- *Consolidate system assessment processes and planning functions under the newly created division of Data Management and Program Evaluation Services.*



**Finding D.7: Communications and community relations functions were characterized by ambiguity and dispersion not conducive to effectiveness of either.**

## **Recommendation D.7:**

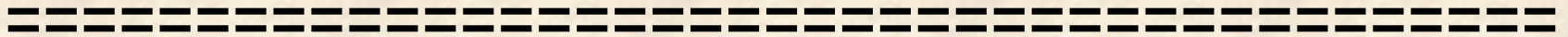


- Consolidate these functions under the role of the Chief Community Relations Officer.*
- Student Assignment services implementation will be located within the Community Relations Division under the supervision of the Chief Community Relations Officer.*



**Finding D.8: The Health and Safety Department and services (currently partially in the Student Assignment Dept.) were found to be too fragmented to dispense services effectively.**

## **Recommendation D.8:**



- Consolidate health and safety services and assign them to the Academic Support Department within the Chief Academic Officer's Division.*



**Finding D.9: Issues related to administrative compensation create disparities, inequality, and automatic increases indexed to teacher salaries.**

- Issues include:
  - Unequal pay for equal work (i.e., Information Technology)
  - Widespread employment of retired personnel
  - Potential for conflict of interest in teacher negotiations
  - Nonalignment with comparable salaries in the marketplace



## **Recommendation D.9:**

- *Superintendent will commission an external study of administrative compensation structures by a qualified financial accounting firm to study issues and recommend ameliorative policies and procedures.*



# Summation

- **This study was commissioned by the Board of Education to examine and review the organizational structure and central office staffing, functions, and operations to provide recommendations for improvement.**
- **Findings and recommendations were extrapolated from an analysis of the data obtained, and were basically a “mirroring” or reflection of the data received from staff and others.**
- **Details of the considerations offered by this report are found in the comprehensive report provided to the Superintendent for her consideration and determinations for appropriate recommendations to the Board of Education for decisions that are solely within their discretion.**