

Memorandum

TO: Board of Education
FROM: Director Susan Meek, DCSD Board of Education
DATE: March 8, 2024
SUBJECT: Monitoring Reports for Board-Superintendent Linkage Policies

Recommended Action: The Board of Education may submit comments, ask for clarification, and request additional information to assist the Board in the compliance ruling for Board-Superintendent Linkage (BSL) policies, which will occur April 23, 2024 as discussed during the DCSD Board of Education retreat on February 24, 2024. Director Susan Meek, Douglas County School District Board of Education, prepared the self-evaluation documents for all the BSL policies for the Board to review, discuss, and take action.

Background: The Douglas County School Board is beginning a routine and systematic process of self-evaluation where it regularly reviews its Board-Superintendent Linkage and Board Process policies. The review is meant to be positive, constructive, and educational.

Period Monitored: March 9, 2023 to March 8, 2024

POLICY TYPE: Board-Superintendent Linkage	Page #	Compliance
1.0 Governance-Management Connection	2	●
1.1 Providing Direction and Delegation to the Superintendent	5	●
1.2 Unity of Control	7	●
1.3 Accountability of the Superintendent	9	●
1.4 Monitoring Superintendent Performance	11	●

● Fully compliant ● Partially compliant ● Non-compliant

Rationale/Objective: The objective of monitoring these policies:

1. To ensure that Douglas County School District Board of Education is in compliance with this policy;
2. To hold itself accountable to the public for its performance; and,
3. To review policy wording.

Alternatives:

At the April 23, 2024 meeting, the Board of Education has the following options regarding the individual policy reports (BSL 1.0, BSL 1.1, BSL 1.2, BSL 1.3, and/or BSL 1.4):

1. **Accept the reports as is and adopt compliance resolutions:** The Board can approve the reports without modifications and pass resolutions stating they are in compliance with the respective policies.
2. **Request revisions and postpone discussion:** The Board can request adjustments to the reports and postpone further discussion until the revisions are addressed.
3. **Accept the reports as is and adopt non-compliance resolutions:** The Board can approve the reports without changes and pass resolutions indicating they are out of compliance with the relevant policies.

DOUGLAS COUNTY SCHOOL DISTRICT BOARD ITEM
BOE Meeting: March 12, 2024

Pertaining to Governance Policy: Board-Superintendent Linkage 1.0 Governance-Management Connection.

Policy Language:

BSL 1.0 Governance-Management Connection

The Board’s sole, official connection to the operational organization of the District, its achievement and conduct is through the District’s chief executive officer (CEO), titled “Superintendent.”

Date Adopted/Last Revised: 12.13.22

Date Reviewed: 03.12.24

Memorandum

TO: Board of Education
FROM: Director Susan Meek, DCSD Board of Education
DATE: March 8, 2024
SUBJECT: Monitoring Report for **Board-Superintendent Linkage 1.0 Governance-Management Connection**

I certify that, to the best of my knowledge, this information is accurate as of March 8, 2024

Period Monitored: March 9, 2023 to March 8, 2024

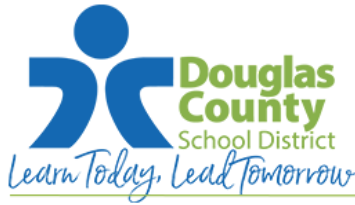
Monitoring Report Status: Compliant

Evidence: All evidence is available through the Board Assistant Secretary.

Evidence used in monitoring this policy is as follows:

- Conversation with Superintendent on March 4, 2024
- A memo from DCSD Superintendent Erin Kane (attached)

Conclusion: To the best of my knowledge this information is accurate as of March 8, 2024. This report should reflect that the Board is **in compliance** with Board-Superintendent Linkage 1.0 Governance-Management Connection.



620 Wilcox Street
Castle Rock, Colorado 80104

Memorandum

TO: Board of Education
FROM: Erin Kane, DCSD Superintendent
DATE: March 8, 2024
SUBJECT: Board-Superintendent Linkage Monitoring

The Board of Education followed a governance structure where, for the past year (March 9, 2023 - March 8, 2024), current Board of Education members directed all matters related to the operational organization solely to me in my capacity as Superintendent. While I have the authority to designate other staff members for specific contact points, all communication ultimately flowed through me. [BSL 1.0]

Per our Board-Superintendent Linkage policies, the following statements are also true for the monitoring period:

- The Board has directed me through policy and resolutions. [BSL 1.0]
- There have been no decisions binding me that were not official decisions of the Board of Education. [BSL 1.2]
- There have been no instances where I took direction from individual board members. [BSL 1.2]
- There have been no requests from current members of the Board of Education that I deemed necessary to refuse due to the unreasonable or onerous nature of the request. [BSL 1.2]
- The Board has not issued instructions directly to employees reporting to me, upholding the designated chain of command. Furthermore, the Board has not conducted evaluations of my staff. This approach ensures compliance with the policy's provisions and maintains clear roles and responsibilities. [BSL 1.3]
- The Board has monitored and given feedback on the performance of the organization through regular monitoring reports, monitoring both the Ends and Executive Limitations, and has held me accountable for said performance. [BSL 1.3, 1.4]

DOUGLAS COUNTY SCHOOL DISTRICT BOARD ITEM
BOE Meeting: March 12, 2024

Pertaining to Governance Policy: Board-Superintendent Linkage 1.1 Providing Direction and Delegation to the Superintendent.

Policy Language:

BSL 1.1 Providing Direction and Delegation to the Superintendent

The Board will instruct the Superintendent through written policies that prescribe the organizational Ends to be achieved and describe organizational situations and actions to be avoided, allowing the Superintendent to use any reasonable interpretation of these policies.

- 1.1.1 The Board will develop policies instructing the Superintendent to achieve certain results for certain recipients at a specified cost. These policies will be developed systematically from the broadest, most general level to more defined levels, and will be called Ends policies.
- 1.1.2 The Board will develop policies that limit the latitude the Superintendent may exercise in choosing the organizational means. These policies will be developed systematically from the broadest, most general level to more defined levels, and they will be called Executive Limitations policies.
- 1.1.3 As long as the Superintendent uses any reasonable interpretation of the Board's Ends and Executive Limitations policies, the Superintendent is authorized, within the powers and authority of the Board, to establish all further policies, make all decisions, take all actions, establish all practices, develop all activities, rules or procedures as necessary and/or desired, and recommend additional policies or policy revisions.
- 1.1.4 The Board may change its Ends and Executive Limitations policies in accordance with the Board's adopted procedures, thereby shifting the boundary between Board and Superintendent domains. By doing so, the Board changes the latitude of choice given to the Superintendent. However, as long as any specified delegation of authority is in place, the Board will respect and support the Superintendent's choices as long as they are a reasonable interpretation of its policies.
- 1.1.5 The Superintendent has no authority to direct the Board or any of its members, committees, or liaisons about Board means or to interpret Board Governance Process or Board-Superintendent Linkage policies.

Date Adopted/Last Revised: 12.13.22

Date Reviewed: 03.12.24

Memorandum

TO: Board of Education
FROM: Director Susan Meek, DCSD Board of Education
DATE: March 8, 2024
SUBJECT: Monitoring Report for **Board-Superintendent Linkage 1.1 Providing Direction and Delegation to the Superintendent**

I certify that, to the best of my knowledge, this information is accurate as of March 8, 2024

Period Monitored: March 9, 2023 through March 8, 2024

Monitoring Report Status: Compliant

Evidence: All evidence is available through the Board Assistant Secretary.

Evidence used in monitoring this policy is as follows:

- [Board meeting agendas and minutes](#)
- [Board Governance Policy manual](#)

There is no indication that the Board is out of compliance with any section of this policy.

It is worth noting that the Board is in the process of reviewing its Ends and Executive Limitations (EL) policies. Each monitoring report from the Superintendent includes a section for her interpretation of the policy being monitored. The Ends and EL monitoring will need to be updated and revised if/when policies are updated.

Conclusion: To the best of my knowledge this information is accurate as of March 8, 2024. This report should reflect that the Board is **in compliance** with Board-Superintendent Linkage 1.1 Providing Direction and Delegation to the Superintendent.

DOUGLAS COUNTY SCHOOL DISTRICT BOARD ITEM
BOE Meeting: March 12, 2024

Pertaining to Governance Policy: Board-Superintendent Linkage 1.2 Unity of Control.

Policy Language:

BSL 1.2 Unity of Control

Only officially passed motions of the Board are binding on the Superintendent.

Accordingly:

- 1.2.1 Decisions or instructions of individual Board members, officers, or committees are not binding on the Superintendent except in rare instances when the Board has specifically authorized such exercise of authority.
- 1.2.2 While Board members or committees may request information or assistance without Board authorization, the Superintendent may refuse such requests that require, in his/her opinion, an inappropriate amount of staff time or funds or are disruptive.

Date Adopted/Last Revised: 12.13.22

Date Reviewed: 03.12.24

Memorandum

TO: Board of Education
FROM: Director Susan Meek, DCSD Board of Education
DATE: March 8, 2024
SUBJECT: Monitoring Report for **Board-Superintendent Linkage 1.2 Unity of Control**

I certify that, to the best of my knowledge, this information is accurate as of March 8, 2024.

Period Monitored: March 9, 2023 to March 8, 2024

Monitoring Report Status: Compliant

Evidence: All evidence is available through the Board Assistant Secretary.

Evidence used in monitoring this policy is as follows:

- Conversation with Superintendent on March 4, 2024
- Board Updates from the Superintendent to Board Directors
- Memo from DCSD Superintendent Erin Kane (provided with BSL 1.0 monitoring)

There is no indication that the Board is out of compliance with any section of this policy.

- There have been no decisions binding on the Superintendent that were not official decision of the Board of Education.
- In the opinion of the Superintendent, there have been no Board of Education requests that have required a material amount of staff time or a request that has been unreasonable or disruptive, thus no refusal of requests.

Conclusion: To the best of my knowledge this information is accurate as of March 8, 2024. This report should reflect that the Board is **in compliance** with Board-Superintendent Linkage 1.2 Unity of Control.

DOUGLAS COUNTY SCHOOL DISTRICT BOARD ITEM
BOE Meeting: March 12, 2024

Pertaining to Governance Policy: Board-Superintendent Linkage 1.3 Accountability of the Superintendent.

Policy Language:

BSL 1.3 Accountability of the Superintendent

The Board will hold the Superintendent accountable for all organizational operations of the District. All authority and accountability of staff, as far as the Board is concerned, is considered to be the authority and accountability of the Superintendent.

- 1.3.1 The Board will never give instructions to persons who report directly or indirectly to the Superintendent.
- 1.3.2 The Board will not evaluate, either formally or informally, any staff other than the Superintendent and the Board's secretary.
- 1.3.3 The Board will view Superintendent performance as identical to organizational performance, so that accomplishment of Ends and compliance with Executive Limitations will be viewed as successful Superintendent performance.

Date Adopted/Last Revised: 12.13.22

Date Reviewed: 03.12.24

Memorandum

TO: Board of Education
FROM: Director Susan Meek, DCSD Board of Education
DATE: March 8, 2024
SUBJECT: Monitoring Report for **Board-Superintendent Linkage 1.3 Accountability of the Superintendent**

I certify that, to the best of my knowledge, this information is accurate as of March 8, 2024.

Period Monitored: March 9, 2023 to March 8, 2024

Monitoring Report Status: Partially compliant

Evidence: All evidence is available through the Board Assistant Secretary.

Evidence used in monitoring this policy is as follows:

- Memo from DCSD Superintendent Erin Kane (provided with BSL 1.0 monitoring)
- Ends monitoring reports
- Executive Limitation monitoring reports
- [Board meeting agendas and minutes](#)
- [Superintendent evaluation](#) and [job description](#)

Given that the Board also conducts a separate Superintendent review process, the Board is not in compliance with the section of the policy that states: *The Board will view Superintendent performance as identical to organizational performance, so that accomplishment of Ends and compliance with Executive Limitations will be viewed as successful Superintendent performance.*

The Superintendent contract has language that requires a review process based upon the Superintendent's job description and any agreed upon goals/objectives:

6.1 The Board shall evaluate and assess in writing the performance of Superintendent at least once during the term of this Contract during each school year in which this Contract continues. This evaluation and assessment shall be based upon Superintendent's job description, and upon any goals and objectives with performance standards as agreed by the Board and Superintendent. At a minimum, this evaluation shall include a meeting between Superintendent and the Board in October of each year of this Contract to conduct the formative part of the evaluation and a meeting in March to conduct the summative evaluation.

Conclusion: To the best of my knowledge this information is accurate as of March 8, 2024. This report should reflect that the Board is **partially compliant** with Board-Superintendent Linkage 1.3 Accountability of the Superintendent.

DOUGLAS COUNTY SCHOOL DISTRICT BOARD ITEM
BOE Meeting: March 12, 2024

Pertaining to Governance Policy: Board-Superintendent Linkage 1.4 Monitoring Superintendent Performance.

Policy Language:

BSL 1.4 Monitoring Superintendent Performance

Systematic and rigorous monitoring of Superintendent job performance will be solely against the only expected Superintendent job outputs: accomplishment of Board policies on Ends and organizational operation within the boundaries established in Board policies on Executive Limitations.

Accordingly:

- 1.4.1 Monitoring is simply to determine the degree to which Board policies are being met. Data that do not do this will not be considered to be monitoring data.
- 1.4.2 The Board will acquire monitoring data by one or more of three methods:
 - 1.4.2.1 by internal report, in which the Superintendent discloses compliance information to the Board;
 - 1.4.2.2 by external report, in which an external, disinterested third party selected by the Board assesses compliance with Board policies; and
 - 1.4.2.3 by direct Board inspection, in which a designated member or members of the Board assess compliance with the appropriate policy criteria.
- 1.4.3 In every case, the standard for compliance shall be any reasonable Superintendent interpretation of the Board policy being monitored. The Board is the final arbiter of reasonableness, but will always judge with a “reasonable person” test rather than with interpretations favored by Board members or even by the Board as a whole.
- 1.4.4 All policies that instruct the Superintendent will be monitored at a frequency and by a method chosen by the Board. The Board can monitor any policy at any time by any method, but will ordinarily depend on a routine schedule.
- 1.4.5 In the event a Board member suspects the Superintendent has violated a policy; the Board will seek to resolve the matter by the following process:
 - 1.4.5.1 If a Board member believes a violation has occurred; he or she may inform the Superintendent directly.

1.4.5.2 Suspected substantial violations shall be brought before the entire Board to determine if direct Board inspection or policy revision is warranted.

1.4.6 Monitoring Report Schedule

Frequency and Report Date for monitoring Board End/Goal Statements and Executive limitations shall be determined annually by the Board of Education for the upcoming year, and no later than July 31 of each subsequent year.

Date Adopted/Last Revised: 12.13.22

Date Reviewed: 03.12.24

Memorandum

TO: Board of Education
FROM: Director Susan Meek, DCSD Board of Education
DATE: March 8, 2024
SUBJECT: Monitoring Report for **Board-Superintendent Linkage 1.4 Monitoring Superintendent Performance**

I certify that, to the best of my knowledge, this information is accurate as of March 8, 2024.

Period Monitored: March 9, 2023 to March 8, 2024

Monitoring Report Status: Non-compliant

Evidence: All evidence is available through the Board Assistant Secretary.

Evidence used in monitoring this policy is as follows:

- [Board meeting agendas and minutes](#)
- [Board Governance Policy manual](#)
- Ends monitoring reports
- Executive Limitation monitoring reports
- Agenda prep
- [Superintendent evaluation](#) and [job description](#)

The Board of Education has monitored the Superintendent's job performance against the Superintendent's job description as written in our policies:

1. Making reasonable progress towards the Ends, and
2. Executing organizational operations within the boundaries of the Executive Limitations.

However, as identified in the Board's Self-evaluation of BSL 1.3, the Superintendent's job performance is also monitored through a Superintendent evaluation process, therefore Ends and EL monitoring is not the sole process and the Board is out of compliance with the policies as written.

The [monitoring schedule](#) was created by the Superintendent and presented to the Board on September 26, 2023.

Proposed Monitoring Report Schedule

End Statement	Board Meeting
I. Academic Excellence	January (2 nd Meeting)
II. Outstanding Educators and Staff	March (2 nd Meeting)
III. Safe, Positive Culture and Climate	May (2 nd Meeting)
IV. Collaborative Parent, Family and Community Relations	April (2 nd Meeting)
V. Financial Well-Being	February (2 nd Meeting)

Learn Today, Lead Tomorrow

The schedule has been created so that the Board monitors the Superintendent's performance on a regular basis in all areas of district operations. The majority of the monitoring that has been done by the Board has been in the form of internal reports. In all Ends monitoring reports, the Board has concurred with the Superintendent's interpretation of the policy and her judgment on reasonable progress.

According to 1.4.4, All policies that instruct the Superintendent will be monitored at a frequency and by a method chosen by the Board. And 1.4.6 states, Frequency and Report Date for monitoring Board End/Goal Statements and Executive limitations shall be determined annually by the Board of Education for the upcoming year, and no later than July 31 of each subsequent year.

The Board is out of compliance with its policies based on:

1. The Board not developing its own monitoring calendar for Ends and Executive Limitations, and
2. The monitoring schedule being approved after the July 31st deadline.

Conclusion: To the best of my knowledge this information is accurate as of March 8, 2024. This report should reflect that the Board is **not compliant** with Board-Superintendent Linkage 1.4 Monitoring Superintendent Performance.

At the Board retreat on February 24, 2024, the Board discussed the importance of self-evaluation to ensure the Board is following its policies and will embark on a systemic review in order to identify areas for improvement in order to be compliant with its policies.