

*Focusing on Strategic Leadership,  
Continuous Improvement  
and Accountability*



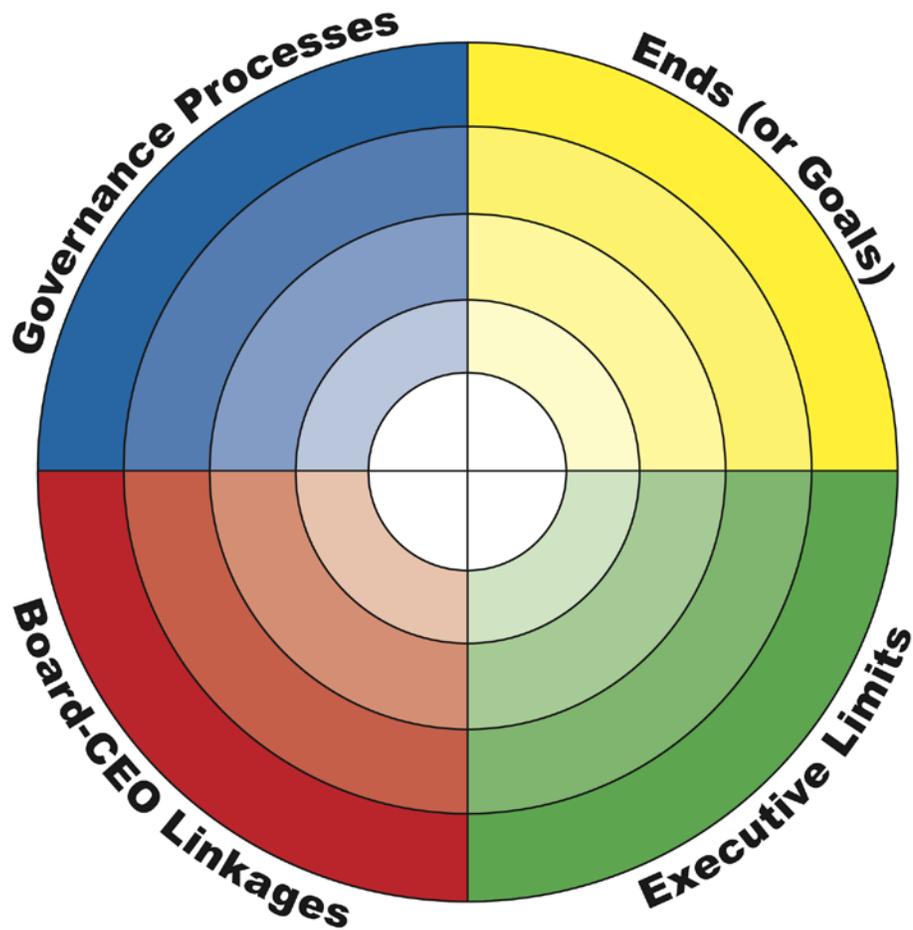
# **Board of Education Policy Governance Book**

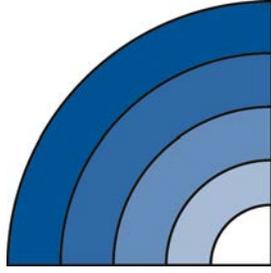
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Douglas County School District’s Board of Education has adopted a new governance structure. It is built on a set of policies that cover the four areas where the Board can most effectively carry out its responsibilities as trustees of the community.

Policies start from the most general statement (outside ring) and become more specific, moving in one layer at a time. The depth of the Board’s involvement can change from policy to policy. Working from the inside allows the Board to define the line between its responsibilities and those of the CEO.





# Governance Processes

## ***GP 1.0 Board's Purpose***

On behalf of the citizens of Douglas County School District, the purpose of the Board of Education is to assure that the District (a) achieves appropriate results for appropriate persons at an appropriate cost, and (b) avoids unacceptable actions and situations.

### ***GP 1.1 The Board's Governing Style***

The Board will govern lawfully with an emphasis on (a) outward vision rather than an internal preoccupation, (b) diversity in viewpoints and sufficient understanding of issues, (c) strategic leadership more than administrative detail, (d) clear distinction of Board and chief executive roles, (e) collective rather than individual decisions, (f) future rather than past or present, and (g) pro-activity rather than reactivity.

Accordingly:

- 1.1.1 The Board will cultivate a sense of group responsibility. The Board, not the staff, will be responsible for excellence in governing. The Board will be the initiator of policy, not merely a reactor to staff initiatives. The Board will not use the expertise of individual members to substitute for the judgment of the Board, although the expertise of individual members may be used to enhance the understanding of the Board as a body.
- 1.1.2 The Board will direct, control, and inspire the organization through the careful establishment of broad written policies reflecting the Board's values and perspectives. The Board's major policy focus will be on the intended long-term impacts outside the staff organization, not on the administrative or programmatic means of attaining those Ends.
- 1.1.3 The Board will enforce upon itself whatever discipline is needed to govern with excellence. Discipline will apply to matters such as attendance, preparation for meetings, policymaking principles, respect of roles, and ensuring the continuance of governance capability. Although the Board can change its governance process policies at any time, it will observe them scrupulously while in force.
  - 1.1.3.1 Board members are expected to attend regular and special meetings of the Board.
  - 1.1.3.2 Board members who fail to attend three consecutive regular meetings of the Board will be deemed to have vacated their Board membership, unless the Board determines otherwise in accordance with applicable law.
  - 1.1.3.3 The Board will fill any vacated position on the Board as permitted by law.
  - 1.1.3.4 A Board member participating in a meeting by telephone or other means of communications technology by which all members participating may hear each other during a meeting is deemed to be present and in attendance at the meeting, whether or not the member is allowed to vote as otherwise provided in or limited by Board policies.
- 1.1.4 Continual Board development will include orientation of new Board members in the Board's governance process and periodic Board discussion of process improvement.
- 1.1.5 The Board will allow no officer, individual, or committee of the Board to hinder or excuse the fulfillment of its commitments.
- 1.1.6 The Board will monitor and discuss the Board's process and performance at each meeting. Self-monitoring will include at least an annual comparison of Board activity and discipline to policies in the Governance Process and Board-Superintendent Linkage categories.

- 1.1.7 All governing policies of the Board are contained in this document, and they remain in effect, unless amended or deleted by Board action.

## ***GP 1.2 The Job of the Board***

Specific job outputs of the Board, as an informed agent of the ownership, are those that ensure appropriate organizational performance. Accordingly, the Board has direct responsibility to create:

- 1.2.1 The link between the ownership and the operational organization.
- 1.2.2 Written governing policies that address the broadest levels of all organizational decisions and situations.
  - 1.2.2.1 Ends: Organizational products, impacts, benefits, outcomes, recipients, and their relative worth (what good for which recipients at what cost).
  - 1.2.2.2 Executive Limitations: Constraints on executive authority, which establish the prudence and ethics boundaries within which all executive activity and decisions must take place.
  - 1.2.2.3 Governance Process: Specification of how the Board conceives, carries out, and monitors its own task.
  - 1.2.2.4 Board-Superintendent Linkage: How power is delegated and its proper use monitored; the Superintendent's role, authority, and accountability.
- 1.2.3 Assurance of successful organizational performance.
- 1.2.4 A favorable legislative impact.
- 1.2.5 Reviewing, monitoring, and revising all Board policies.

## ***GP 1.3 Board President Responsibilities***

The Chair of the Board shall be titled “President.” The President of the Board ensures the integrity of the Board’s process and normally serves as the Board’s official spokesperson. Accordingly, the President has the following authority and duties:

- 1.3.1 To lead the Board so that the Board’s performance is consistent with its own rules and policies and those legitimately imposed on it from outside the organization.
  - 1.3.1.1 Board meeting deliberations are conducted and monitored to include only Board issues that, as defined in Board policy, belong to the Board to decide or monitor. Deliberations are fair, open and thorough, but also efficient, timely, orderly, and to the point.
  - 1.3.1.2 To make decisions that fall within the topics covered by Board policies on Governance Process and Board-Superintendent Linkage, except a) concerning the employment or termination of a Superintendent, and b) where the Board specifically delegates portions of this authority to others. The President is authorized to use any reasonable interpretation of the provisions in those policies.
  - 1.3.1.3 The President has no authority to make decisions about policies created by the Board in the Ends and Executive Limitations policy areas.
  - 1.3.1.4 The President has no authority to supervise or direct the Superintendent.
- 1.3.2 To represent the Board to outside parties in announcing only Board-stated positions and in stating

decisions and interpretations within the areas delegated to him or her. The President may delegate this authority to other Board members when appropriate, but remains accountable for its use.

- 1.3.3 To sign all contracts and official Board reports authorized by the Board.
- 1.3.4 In the absence or inability of the President, the Vice-President shall have and perform all of the powers and duties of the President.

### ***GP 1.4 Other Board Officers***

In addition to the President, the Board shall have a Vice-President, a Secretary and a Treasurer. The Secretary and Treasurer may be staff members appointed by the Board. The Board may also appoint an Assistant Secretary and an Assistant Treasurer. No Board member may serve more than two terms in any single office of the Board. Staff members serving as Board officers are exempt from term limits.

### ***GP 1.5 Agenda Planning***

The Board will prepare and follow an annual agenda plan that includes (1) a complete re-exploration of Ends policies annually and (2) continuous improvement in Board performance through Board education, enriched input, and deliberation.

#### ***Accordingly:***

- 1.5.1 The Board's annual planning cycle will conclude each year on the last day of October, so that administrative planning and budgeting can be based on accomplishing a one-year segment of long-term Ends.
- 1.5.2 The cycle will start with the Board's development of its agenda for the next year.
  - 1.5.2.1 The Board will identify its priorities for Ends and other issues to be resolved in the coming year, and will identify information gathering necessary to fulfill its role. This may include consultations with selected groups in the ownership, other methods of gaining ownership input, governance education, and other education related to Ends issues, (e.g. presentations by advocacy groups, demographers, other providers, staff, etc.).
  - 1.5.2.2 The President will, at the commencement of the Board's annual planning cycle, prepare for the Board's consideration a tentative agenda plan for the following year's meetings.
- 1.5.3 The President will determine the agenda for any particular meeting, although Board members may request or recommend any appropriate matters for Board consideration.
  - 1.5.3.1 A Board member may recommend or request a matter for Board discussion by submitting the item to the President no later than the regularly scheduled agenda planning session.
  - 1.5.3.2 The meeting agenda will be finalized at a regular agenda planning session by the President. Any other Board member and the Superintendent are welcome to attend. The President shall ensure that Board meeting agendas:
    - 1.5.3.2.1 Reflect the need for monitoring and revision of all Board policies, and for monitoring performance of the Superintendent relative to the Board's Ends and Executive Limitations policies.
      - 1.5.3.2.1.1 Responsibility for Board self-evaluation will rotate each meeting to a different Board member.

- 1.5.3.2.1.2 While material violations of Board policies may be noted immediately during a meeting of the Board, self-evaluation will normally occur at the end of each meeting prior to adjournment.
- 1.5.3.2.2 Reflect the need for timely decision-making and community feedback.
- 1.5.3.2.3 The President may delegate this authority to other Board members when appropriate, but is ultimately accountable for the Board's meeting agendas.
- 1.5.3.3 The meeting agenda and packet are to be received by Board members at least four days prior to the scheduled Board meeting.
- 1.5.3.4 By an affirmative vote of a majority of the members of the Board present at a regular meeting, additional matters may be added to the agenda of any such Board meeting.
- 1.5.4 The Board will attend to Consent Agenda items (those items delegated to the Superintendent yet required by law or contract to be Board-approved) as expeditiously as possible.
- 1.5.5 Monitoring reports due and/or submitted will be on the agenda for acceptance by the Board. Discussion of the reports will be only for indication of policy violations or if the Board does not consider the Monitoring Reports to be reasonable. Other discussion of operational activities and performance will be included on the agenda only if other data indicate policy violations, if policy criteria are to be debated, or if the Board for any reason chooses to amend its monitoring schedule.
- 1.5.6 Superintendent evaluation summary and compensation will be decided annually (to be effective July 1) after a review of monitoring reports received during the past year.

## ***GP 1.6 Board Committee Principles***

Board committees, when used, will be assigned so as to reinforce the wholeness of the Board's job and so as never to interfere with delegation from Board to Superintendent.

Accordingly:

- 1.6.1 A committee is a Board committee only if its existence and charge come from the Board.
- 1.6.2 Board committees are to help the Board do its job, not to help or advise the staff. Committees ordinarily will assist the Board by preparing policy alternatives and implications for Board deliberation.
- 1.6.3 Board committees may not speak or act for the Board except when formally given such authority for specific and time-limited purposes. Expectations and authority will be carefully stated in order not to conflict with authority delegated to the Superintendent.
  - 1.6.3.1 When fulfilling his or her charge from the Board, a Board liaison may reasonably interpret relevant Governance Process policies and relevant, specific Board decisions as evidenced by officially passed motions, making decisions or taking actions necessary to fulfill that charge, as long as those decisions or actions are reasonable interpretations of Governance Process policies and specific Board decisions.
- 1.6.4 Board committees cannot exercise authority over staff. Because the Superintendent works for the full Board, he or she will not be required to obtain approval of a Board committee before an executive action.

- 1.6.5 Board committees are to avoid over-identification with organizational parts rather than the whole. Therefore, a Board committee that has helped the Board create policy on some topic will not usually be used to monitor organizational performance on that same subject.
- 1.6.6 Unless legally required, committees will be used sparingly and ordinarily in an ad hoc capacity.
- 1.6.7 This policy applies to any group, that is formed by Board action, whether or not it is called a committee and regardless of whether the group includes Board members even if a committee consists of one Board member, who may be referred to as a “liaison.” It does not apply to committees formed under the authority of the Superintendent.
- 1.6.8 Board committees will have clear and specific goals, objectives, and timelines.

## ***GP 1.7 Board Committee Structure***

The only Board committees are those that are set forth in this policy. Unless otherwise stated or required by law, a committee ceases to exist as soon as its task is complete.

- 1.7.1 Name: District Accountability Committee
  - 1.7.1.1 Charge: This committee is charged with producing:
    - 1.7.1.1.1 For the Superintendent/District: (a) a review and recommendations concerning school improvement plans, to be submitted by December 1<sup>st</sup> of each year; (b) recommendations and appropriate reviews concerning accreditation, expenditures, and transportation fees, to be submitted by April 1<sup>st</sup> of each year; (c) such other legally-prescribed duties, to the extent necessary or requested by the Superintendent, completed on a schedule determined by law or reasonably by the Superintendent; and (d) such other products as are reasonably requested by the Superintendent by October 1<sup>st</sup> of each year in cooperation with the committee, delivered on a schedule reasonably determined by the Superintendent.
    - 1.7.1.1.2 For the Board, to help the Board accomplish a portion of its job, and as more specifically requested by the Board by October 1<sup>st</sup> of each year (or otherwise requested as needed) in cooperation with the committee: (a) written alternatives and their implications concerning Ends issues, their costs and priorities, and including educational results to be achieved for students by the District; (b) written alternatives and their implications for all other Board policies, including limitations on District operations or staff means, which includes expectations for the safety of students; and (c) Opportunities for the Board to meet with community groups or other methods of gathering community opinion.
  - 1.7.1.2 Composition: This committee shall be composed of members as described in the committee’s by-laws. Initially, the Board shall appoint committee members who have been nominated through a process reasonably determined by the Superintendent and approved by Board legal counsel. Thereafter, the Board shall appoint committee members nominated by the committee. The Board may not appoint a nominee and may remove any committee member if, in the Board’s discretion, that action would be in the best interest of the District.
  - 1.7.1.3 Authority: This committee shall have authority granted by law, by its by-laws and by Board policy. Law and by-laws shall be interpreted by Board legal counsel. Board policy shall be interpreted reasonably by the Board’s liaison, or if unavailable, by the Board President. The committee’s by-laws shall be acceptable to the Board, its legal counsel and the Superintendent.
  - 1.7.1.4 Authorized Funds and Staff Time: This committee may use funds, staff time and other District resources as reasonably determined by the Superintendent.

1.7.1.5 Monitoring Timeline: Unless otherwise stated in the charge above, this committee's products shall be provided to the Board annually, as determined by the Board President.

1.7.2 Name: Long Range Planning Committee

1.7.2.1 Charge: This committee is charged with producing:

1.7.2.1.1 For the Superintendent/District, as reasonably requested by the Superintendent and delivered on a schedule reasonably determined by the Superintendent: (a) community opinions, alternatives and their implications, and recommendations and their rationale concerning attendance boundaries, facility usage, anticipated capital expenditures, anticipated project needs, and site feasibility; and (b) other products reasonably requested.

1.7.2.1.2 For the Board, to help the Board accomplish a portion of its job, and as more specifically requested by the Board: (a) population changes, trends and impacts on facilities; (b) alternatives and their implications, along with recommendations preferred by the committee as a whole along with appropriate rationale, for relevant Board policy changes, for specific projects needed over the intermediate-term, and for proposed uses of facilities; (c) community opinions concerning facility use, boundaries, and capital requirements; and (d) other products as the Board may request.

1.7.2.2 Composition. This committee shall be composed of members as described in the committee's by-laws. The Board shall appoint committee members nominated by the committee, if required by the committee's by-laws. The Board may not appoint a nominee and may remove any committee member if, in the Board's discretion, that action would be in the best interest of the District.

1.7.2.3 Authority. This committee shall have authority granted by its by-laws and by Board policy. By-laws shall be interpreted by Board legal counsel, or reasonably by the Superintendent, where appropriate. The committee's by-laws shall be acceptable to the Board, its legal counsel and the Superintendent.

1.7.2.4 Authorized Funds and Staff Time. This committee may use funds, staff time and other District resources as reasonably determined by the Superintendent.

1.7.2.5 Monitoring Timeline. Unless otherwise stated in the charge above, this committee's products shall be provided to the Board as needed, as determined by the Board President.

1.7.3 Name: Fiscal Oversight Committee

1.7.3.1 Charge: This committee is charged with producing:

1.7.3.1.1 For the Superintendent/District, recommendations to maintain and/or improve upon the District's current and long-term fiscal strategies in such areas as: (a) budget (operating and capital); (b) accounting, audit, and financial reporting (internal and external); (c) banking (commercial and investment); and (e) other fiscal matters as assigned by the Board. It is expected that the FOC shall factor into its recommendations those events that may negatively affect the District and propose strategies to manage risks that otherwise could disrupt the continuity of a high level of educational services.

1.7.3.1.2 For the Board, to assist the Board of Education in fulfilling its fiscal oversight responsibilities with integrity and reliability and in communicating between the District and all concerned parties on fiscal matters.

1.7.3.2 Composition: This committee shall be composed of members as described in the committee's by-laws. Initially, the Board shall appoint committee members who have

been nominated through a process reasonably determined by the Superintendent and approved by Board legal counsel. Thereafter, the Board shall appoint committee members nominated by the committee. The Board may not appoint a nominee and may remove any committee member if, in the Board's discretion, that action would be in the best interest of the District.

1.7.3.3 Authority: The authority of the committee includes information gathering, fact-finding, and making recommendations as more fully provided in its bylaws. Bylaws shall be interpreted by Board legal counsel. The committee's by-laws shall be acceptable to the Board and its legal counsel.

1.7.3.4 Authorized Funds and Staff Time: This committee may use funds, staff time, and other District resources as reasonably determined by the Superintendent.

1.7.3.5 Monitoring Timeline: Unless otherwise stated in the charge above, this committee's products shall be provided to the Board annually, as determined by the Board President.

1.7.4 Name: Student Advisory Group

1.7.4.1 Charge: This committee is charged with producing:

1.7.4.1.1 For the Superintendent/District, a representative student forum that provides feedback on issues that warrant attention and affect students directly. It also affords students an avenue to express what they think is exceptional regarding their education, along with what could be improved.

1.7.4.1.2 For the Board, to help the Board accomplish a portion of its job in creating and monitoring Board policies that directly impact the education of students; and provide opportunities for the Board to meet and gather students' opinions on issues such as safety, programming, end statements, and graduation.

1.7.4.2 Composition: This committee shall be composed of high school students from each Douglas County School District high school. Guided by the District Director of Activities, Athletics and Student Leadership works directly with the Superintendent, District Administrators, and School Board members. The Board may not appoint a nominee and may remove any committee member if, in the Board's discretion, that action would be in the best interest of the District.

1.7.4.3 Authority: The authority of the committee includes information gathering, fact-finding, and making recommendations as more fully provided in its bylaws. Bylaws shall be interpreted by Board legal counsel. The committee's by-laws shall be acceptable to the Board and its legal counsel.

1.7.4.4 Authorized Funds and Staff Time: This committee may use funds, staff time, and other District resources as reasonably determined by the Superintendent.

1.7.4.5 Monitoring Timeline: Unless otherwise stated in the charge above, this committee's products shall be provided to the Board annually, as determined by the Board President.

1.7.5 Name: Mill and Bond Oversight Adhoc Committee (MBOC)

1.7.5.1 Charge:

The charge of the Mill and Bond Oversight Committee (MBOC) shall be to become familiar with the 2018 mill levy override (MLO) and bond (Bond) program and project list, monitor the progress of the improvements and programs being implemented and ensure MLO/Bond expenditures are in alignment with ballot language approved by voters. The MBOC will sunset December 31, 2022 with the option to extend if needed.

1.7.5.1.1 For the Superintendent/District:

- Meet regularly to review progress to date.
- Ensure that MLO/Bond expenditures are in alignment with ballot language approved by voters.
- Participate in scheduled site visits during construction, as invited by the Chief Operations Officer.
- Review Chief Financial Officer's recommendations for maintaining congruence between financial statements and identified spending of MLO/Bond funding.
- Review the ongoing master schedule of projects.
- Provide regular updates to the DCSD Communications Team that can be shared with the community.

1.7.5.1..2 For the Board:

- Assist the Board in fulfilling its responsibility to provide transparency and assurance that mill levy and general obligation bond funds, approved by Douglas County voters on November 6, 2018, are spent as intended and as represented to the voters.
- Regularly report to the Board of Education the status of MLO/Bond expenditures.
- Assist in maintaining public trust and confidence in the district through active involvement in MLO/Bond project communications.

1.7.5.2 Composition:

This committee shall be composed of members as described in the committee's by-laws. Initially, the Board shall appoint committee members who have been nominated through a process reasonably determined by the Superintendent and approved by Board legal counsel. Thereafter, the Board shall appoint committee members nominated by the committee. The Board may not appoint a nominee and may remove any committee member if, in the Board's discretion, that action would be in the best interest of the District.

Vendors, architects, engineers and contractors who are eligible to submit quotes or bid on services to be paid for via the MLO and/or Bond are not eligible to sit on this committee.

1.7.5.3 Authority:

This committee shall have authority granted by law, by its by-laws and by Board policy. Law and by-laws shall be interpreted by Board legal counsel. Board policy shall be interpreted reasonably by the Board's liaison (s), or if unavailable, by the Board President. The committee's by-laws shall be acceptable to the Board, its legal counsel and the Superintendent.

1.7.5.4 Authorized Funds and Staff Time:

This committee may use funds, staff time and other District resources as reasonably determined by the Superintendent.

1.7.5.5 Monitoring Timeline:

Unless otherwise stated in the charge above, this committee's products shall be provided to the Board at least annually, as determined by the Board President.

## ***GP 1.8 Board Members' Code Of Conduct***

The Board commits itself and its members to ethical, businesslike, and lawful conduct, including proper use of authority and appropriate decorum when acting as Board members.

- 1.8.1 Members must have loyalty to the entire ownership, unconflicted by loyalties to staff, other organizations, including interest or advocacy groups, citizens of a director District, membership on

other boards or staffs, interest as a parent of a student in the District, and any personal interest as a consumer.

- 1.8.2 Members must avoid conflict of interest with respect to their fiduciary responsibility.
  - 1.8.2.1 There will be no self-dealing or business by a member with the organization. Members will annually disclose their involvements with other organizations, with vendors, or any associations that might be or might reasonably be seen as being a conflict.
  - 1.8.2.2 When the Board is to decide upon an issue, about which a member has an unavoidable conflict of interest, that member shall abstain without comment from not only the vote, but also from the deliberation.
  - 1.8.2.3 Board members will not use their Board position to obtain employment in the organization for themselves, family members, or close associates. Should a Board member apply for employment, he or she must first resign from the Board.
  - 1.8.2.4 Board members shall not engage in a substantial financial transaction for the member's private business purposes with the Superintendent or any executive of the District without prior Board approval.
- 1.8.3 Board members may not attempt to exercise individual authority over the organization.
  - 1.8.3.1 Members' interaction with the Superintendent or with staff must recognize the lack of authority vested in individuals except when explicitly Board authorized. The Superintendent is accountable only to the Board as an organization, and not to individual Board members. Therefore, the relationship between the Superintendent and individual members of the Board, including the President, is collegial, not hierarchical.
  - 1.8.3.2 Members' interaction with public, press, or other entities must recognize the same limitation and the inability of any Board member to speak for the Board except to repeat explicitly stated Board decisions.
  - 1.8.3.3 Except for participation in Board deliberation about whether reasonable interpretation of Board policy has been achieved by the Superintendent, members will not express individual judgments of performance of employees.
  - 1.8.3.4 Members shall not meet alone with an individual student in their capacity as Board members without obtaining written permission of the parent or guardian in advance. This restriction is not intended to prohibit a Board member from attending public meetings, performances, athletic events, graduations, visiting classrooms, or similar open events during which Board member interactions with students are expected and encouraged.
- 1.8.4 Members will respect the confidentiality appropriate to issues of a sensitive nature.
- 1.8.5 Board and Committee Meetings:
  - 1.8.5.1 Attendance - As contemplation, deliberation, and decision-making require collaboration and participation, Board members are expected to attend Board meetings.
  - 1.8.5.2 Preparation and Participation - Board members will prepare for Board and committee meetings, will participate productively in discussions, and are expected to achieve and maintain proficiency in Policy Governance.
  - 1.8.5.3 Board members will keep reasonably up-to-date on changes and trends in District education by reading newsletters, journals, and other sources.
  - 1.8.5.4 Board members are expected to achieve and maintain proficiency in Policy Governance.

- 1.8.6 Members will respect and support the legitimacy and authority of all Board decisions, irrespective of the member's personal position on the matter.
- 1.8.7 In the event of a Board member's suspected violation of policy, the Board will seek to resolve the matter by the following process:
  - 1.8.7.1 Suspected substantial violations may only be brought forward by a member of the Board or Superintendent. Upon notification of such violation, the President shall initiate a conversation in a private setting between the member in question and the President acting as the representative of the Board. This conversation may also include, in the President's discretion, the other Board member or person who raised the question about the Board member's compliance. If the violation is by the President, the member of the Board will bring the violation to the Vice President. If President and Vice President, the member of the Board will bring the violation to the entire Board.
  - 1.8.7.2 At the President's discretion, verbal or written report and recommendation of the President provided to the Board in a closed session, to the extent permitted by law, or to Board members by other means.
  - 1.8.7.3 At the Board's discretion, discussion in a work session between the member in question and the full Board.
  - 1.8.7.4 Public censure of the member in question where a substantial violation is found by the Board.

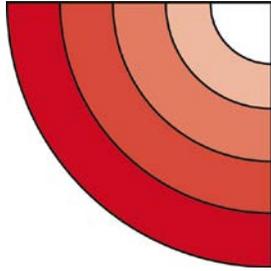
## **GP 1.9 Cost of Governance**

The Board will invest in its governance capacity.

Accordingly:

- 1.9.1 Board skills, methods, and supports will be sufficient to assure governing with excellence.
  - 1.9.1.1 Training and retraining will be used liberally to orient new members and candidates for membership, as well as to maintain and increase existing member skills and understandings.
  - 1.9.1.2 Outside monitoring assistance will be arranged so that the Board can exercise confident control over organizational performance. This includes, but is not limited to, fiscal audit.
  - 1.9.1.3 Outreach mechanisms will be used as needed to assure the Board's ability to listen to owner viewpoints and values.
- 1.9.2 Costs will be prudently incurred, though not at the expense of endangering the development and maintenance of superior capability.
  - 1.9.2.1 Up to \$14,200 in fiscal year 2020-2021 for training, including attendance at conferences, retreats and workshops.
  - 1.9.2.2 Up to \$83,000 in fiscal year 2020-2021 for audit and other third party monitoring of organizational performance.
  - 1.9.2.3 Up to \$14,000 in fiscal year 2020-2021 for surveys, focus groups, opinion analyses, and meeting costs.

- 1.9.2.4 Up to \$ 41,050 in fiscal year 2020-2021 membership in statewide and national organizations.
- 1.9.2.5 Up to \$48,650 in fiscal year 2020-2021 for use of outside professional expertise.
- 1.9.2.6 Up to \$200 in fiscal year 2020-2021 for ownership linkage and partnership opportunities.



# **Board-Superintendent Linkage**

## ***BSL 1.0***

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."

### ***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 Relationship policies.

### ***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.

### ***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.

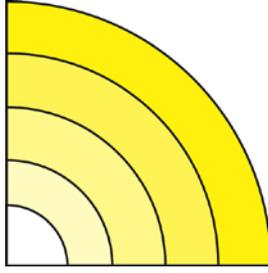
### ***BSL 1.4 Monitoring Superintendent Performance***

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.



**Ends**

## ***G 1 End Statements***

### **I. Academic Excellence (Approved 3.20.18)**

- A. All students have equitable access to a Douglas County public school that promotes growth in their cognitive, physical, social and emotional needs and builds on their strengths.
- B. Academic expectations are clearly articulated and supported with an appropriate curriculum that includes content, scope and sequence.
- C. Every student has equitable opportunity to acquire the knowledge and skills that will ensure performance at his/her highest individual potential.
- D. A diverse set of educational options are provided which enables students to pursue different post-secondary options (e.g. college, career and technology education, independent living, military or direct entrance into the workforce).
- E. Students graduate with acquired content and cultural knowledge, workforce readiness, interpersonal skills, civic responsibility, global awareness, independent living and an understanding of the essentials for health and wellness.

### **II. Outstanding Educators (Approved 5.8.18)**

- A. Quality educators and staff have been recruited, developed, supported, retained and celebrated.
- B. A positive, growth-oriented performance assessment system has been identified, adopted, and implemented.
- C. Research-based professional development opportunities are consistently provided, reflect best practices, allow for innovation, and promote lifelong learning.
- D. Communication between and among students, parents, community, educators and staff is frequent, collaborative, and helpful.
- E. Educators and staff are valued and given multiple opportunities for their voices to be heard.

### **III. Safe, Positive Culture and Climate (Approved 8.7.18)**

- A. A purposeful focus on creating a caring, safe, fun, supportive, and positive learning and working environment for all students, district employees, parents, and community is manifest throughout the district.
- B. There is clear evidence and a common understanding of the shared belief that all students can succeed when given a safe and caring learning environment. To that end:
  - 1. District employees, parents, and community work collaboratively, proactively and responsibly to ensure the psychological wellbeing of all students.
  - 2. A focused level of teamwork and professional development is on-going among district employees, community, and law enforcement agencies to ensure the physical safety of students, district employees and visitors.
- C. Behavior Expectations are clearly articulated, supported, and taught.
- D. Multiple communication systems are available and used by students, district employees, parents, and community to ensure all voices are heard.

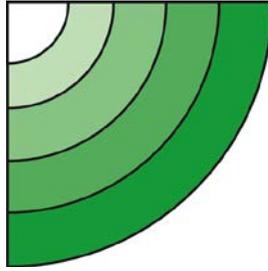
### **IV. Collaborative Parent, Family and Community Relations (Approved 9.18.18)**

- A. Parents, guardians, families, and community members partner with each other and the District to empower students to maximize their individual educational experience.
- B. Collaboration with community, business, government, educational, and organizational leaders is sought to provide opportunities for students to create positive change and provide service in our community.
- C. Schools are the center of community learning, entertainment, and gathering.
- D. Multiple effective pathways for communication are available to all parents, guardians, families, community members, and district employees and are conducted with respect and kindness.

### **V. Financial Well-being**

- A. The Board of Education and all district employees are good stewards of the financial resources belonging to the district on behalf of students and taxpayers.

- B. All district funds and expenditures are handled equitably, efficiently, transparently, responsibly, and purposefully to maximize the benefit for all students.
- C. All district fiscal transactions are legal, ethical, and appropriate in keeping with district regulations and goals.
- D. Long-term financial stability and accountability has been established, maintained, and actively monitored in order to accomplish Board of Education End Goals.



# Executive Limitations

## **EL 1.0 General Executive Constraint**

The Superintendent shall not cause or allow any practice, activity, decision, or organizational circumstance that is unlawful, imprudent, or in violation of commonly accepted business and professional ethics.

### **EL 1.1 Treatment of Students, Parents, Public, and Community**

With respect to treatment of students or those applying to enroll as students, the Superintendent shall not cause or allow conditions which are unfair, unsafe, undignified, or fail to provide appropriate confidentiality and privacy.

With respect to the District's interactions with student, parents, public, and community constituents or any of their organizations, the Superintendent shall not cause or allow procedures or decisions that are unfair, undignified, or unresponsive.

Accordingly, the Superintendent shall not:

- 1.1.1 Neglect community opinion on relevant issues including new choice/options and facilities;
- 1.1.2 Fail to communicate relevant decisions to the community in a timely manner; or
- 1.1.3 Be disorganized or unclear with respect to interactions with the District and School Accountability Committees.
- 1.1.4 Fail to ensure a reasonable policy to provide that nonprofit youth service, and education organizations that involve students attending Douglas County School District schools, as well as parents or guardians of students attending Douglas County School District schools, be included in school information programs, so that these organizations might provide information to students and parents on their activities.

### **EL 1.2 Treatment of Faculty and Staff**

With respect to treatment of faculty and staff, the Superintendent shall not cause or allow conditions or procedures that are unsafe, disorganized, unclear, or undignified.

Accordingly, the Superintendent shall not:

- 1.2.1 Operate without written personnel policies and/or procedures, approved by legal counsel, which clarify personnel rules for faculty and staff, provide for effective handling of grievances, and protect against wrongful conditions.
- 1.2.2 Retaliate against any faculty or staff member for non-disruptive internal expressions of dissent.
- 1.2.3 Prevent faculty and staff from using established grievance and/or due process procedures.
- 1.2.4 Prevent faculty and staff from bringing a grievance to the Board when
  - i) internal grievance procedures have been exhausted *and*
  - ii) the individual alleges that Board policy has been violated.
- 1.2.5 Fail to acquaint faculty and staff with their rights under this policy.

### **EL 1.3 Emergency Succession**

In order to protect the Board in the event of sudden loss of Superintendent services, the Superintendent shall assure that no fewer than two other executive staff members are familiar with Board and Superintendent issues and processes and are capable of assuming Superintendent responsibilities on an emergency basis.

## **EL 1.4 Compensation/Benefits/Employment**

The Superintendent shall not fail to compensate employees fairly and competitively.

With respect to teachers, specifically, the Superintendent shall not:

- 1.4.1 Fail to compensate teachers in a manner and amount that attracts and retains teachers who have a demonstrated ability to have students successfully accomplish the Ends.
- 1.4.2 Fail to compensate individual (or groups of) teachers in a manner and amount that adequately reflects that individual teacher's (or group of teachers') demonstrated ability to have students successfully accomplish the Ends in relation to other teachers.

## **EL 1.5 Financial Planning and Budgeting**

Financial planning may not deviate materially from the Board's Ends priorities, risk financial jeopardy, or fail to be derived from a plan projecting at least three years.

Accordingly, the Superintendent shall not:

- 1.5.1 Present an annual budget that risks incurring those situations or conditions described as unacceptable in Executive Limitation 1.6 "Fiscal Management and Controls."
- 1.5.2 Present an annual budget with too little information to enable credible projection of revenues and expenses, separation of capital and operational items, cash flow projections, and disclosure of planning assumptions.

## **EL 1.6 Fiscal Management and Controls**

The Superintendent shall not cause or allow fiscal jeopardy or any fiscal condition that is inconsistent with achieving the priorities established in the Board's Ends policies.

The Superintendent shall not:

- 1.6.1 Maintain insufficient general fund, capital reserve fund, and insurance reserve fund fiscal year-end balances of less than three percent of current fiscal year revenues.
- 1.6.2 Pay District obligations in an untimely manner or outside of the ordinary course of business.
- 1.6.3 Obligate the District to a single contractual purchase obligation, or an aggregated amount to a single vendor of, greater than allowed as stipulated by District Spending Board Policy.
- 1.6.4 Make any purchase or contract of more than a minimal amount wherein normally prudent protection has not been given against conflict of interest. The Superintendent shall adhere to Policy DJ for all other procurements.
- 1.6.5 Exercise inadequate internal controls over disbursements or allow material dissipation of assets.
- 1.6.6 Compromise the independence of the Board's audit or other external monitoring or advice.
- 1.6.7 Accept revenues from sources that are not, in fact and appearance, consistent with Ends.

## **EL 1.7 Protection of Assets**

The Superintendent shall not allow assets of the District to be unprotected, inadequately maintained, inappropriately used, or unnecessarily risked.

Accordingly, the Superintendent shall not:

- 1.7.1 Allow there to be inadequate insurance to protect the District's assets, including but not limited to coverage for theft and casualty, institutional liability, and Directors and Officers liability.
- 1.7.2 Allow unbonded personnel access to material amounts of funds, or fail to provide adequate insurance to protect against employee dishonesty and theft.
- 1.7.3 Subject facilities and equipment to improper wear and tear or insufficient maintenance.
- 1.7.4 Expose the District, its Board, or staff to unnecessary or excessive claims of liability.
- 1.7.5 Fail to protect intellectual property, information and files from misuse, loss or significant damage, including intellectual property developed using District resources.
- 1.7.6 Endanger the District's public image, its credibility, or its ability to accomplish Ends.

### **EL 1.8 Communication with and Support of the Board**

The Superintendent shall not cause or allow the Board to be uninformed or unsupported in its work.

Accordingly, the Superintendent shall not:

- 1.8.1 Fail to adequately plan for short and long-term capital or facility needs in a manner that does not align with the bond cycle.
- 1.8.2 Fail to report in a timely manner an actual or anticipated noncompliance with any policy of the Board.
- 1.8.3 Fail to advise the Board if, in the Superintendent's opinion, the Board, its committees, or its liaisons are not in compliance with its own policies on Governance Process and Board Superintendent Linkage.
- 1.8.4 Neglect to submit monitoring data required by the Board (see policy on Monitoring Superintendent Performance in *Board-Superintendent Linkage*) in a timely, accurate and understandable fashion, directly addressing provisions of Board policies being monitored.
- 1.8.5 Let the Board be unaware of significant incidental information, such as student performance data, graduation rates, anticipated adverse media coverage, threatened or pending lawsuits, results of District-wide polls or surveys (financed by the District), anticipated bond refunding opportunities or ratings changes, resolutions of significant grievances or complaints, or material external and internal changes. When feasible, the Board is to be notified of material internal changes in advance.
- 1.8.6 Fail to provide a mechanism for official Board, officer, or committee communications.
- 1.8.7 Send letters or surveys or share communication under the Board name or on behalf of the Board prior to the Board's review.
- 1.8.8 Fail, when addressing official Board business, to deal with the Board as a whole except when fulfilling individual requests for information, or responding to officers or committees duly charged by the Board.
- 1.8.9 Inadequately support the Board in its responsibility to favorably impact legislation. Accordingly, the Superintendent may not allow the Board, legislators, or other governmental officials to be unaware of potential consequences to the District posed by pending legislation or regulation.

## **EL 1.9 Schools of Innovation**

The Superintendent shall not fail to provide a multitude of diverse educational choice options within the District.

Accordingly, the Superintendent shall not:

- 1.9.1 Fail to encourage intentionally diverse approaches to learning and education.
- 1.9.2 Fail to create and manage a portfolio of schools that meet a variety of educational needs.

