In the following report, Hanover Research identifies best practices in central office restructuring to promote instructional improvement. The report includes a review of past research and literature on the topic, as well as case studies of restructuring efforts at both established, successful districts and districts with recently implemented plans.
# Table of Contents

- Executive Summary and Key Findings ................................................................. 3
  - Introduction ........................................................................................................... 3
  - Key Findings ......................................................................................................... 3
- Section I: Best Practices in Central Office Restructuring ..................................... 6
  - New and Re-Defined Roles ................................................................................... 7
  - Instructional Leadership Directors ...................................................................... 7
  - Re-Defined Roles and Structures ........................................................................ 8
  - Case and Project Management ............................................................................ 9
  - Supporting Central Office Staff .......................................................................... 10
  - Recommendations ............................................................................................... 11
- Section II: Case Studies of Successful Central Office Restructuring ..................... 12
  - Metropolitan Nashville Public Schools ............................................................... 12
    - Evidence of Success ......................................................................................... 13
  - Boston Public Schools ......................................................................................... 15
    - Evidence of Success ......................................................................................... 17
  - Miami-Dade County Public Schools .................................................................... 19
    - Evidence of Success ......................................................................................... 19
  - Amarillo Independent School District ................................................................. 20
    - Evidence of Success ......................................................................................... 21
  - Napa Valley Unified School District .................................................................... 21
    - Evidence of Success ......................................................................................... 22
- Section III: Current Efforts to Restructure the Central Office ............................... 24
  - Fort Worth Independent School District ............................................................ 24
  - Arlington Central School District ......................................................................... 25
  - Ithaca City School District .................................................................................. 26
EXECUTIVE SUMMARY AND KEY FINDINGS

INTRODUCTION

Improvements in teaching and learning for school districts require a central office willing and able to help all schools build their capacity. A 2010 study from the Center for the Study of Teaching and Policy at the University of Washington found that leaders in examined successful school districts understood the essential principle that “districts generally do not see district-wide improvements in teaching and learning without substantial engagement by their central offices in helping all schools build their capacity for improvement.”¹ This ability and willingness to help improve instruction, however, can be impeded by both central office organization and culture. In this report, Hanover explores the various strategies for central office restructuring processes that can positively affect school personnel and lead to improved instructional quality.

The following report is comprised of three sections, the first of which outlines identified best practices related to central office restructuring. Information is drawn from scholarly literature and recent research, and examines the creation of new roles and the re-defining of current positions within the central office to align goals, improve communication to schools, and empower school personnel.

The second section of the report provides case studies of school districts around the United States that have undergone central office restructuring processes with success. Although the strategies used by the five districts vary, there are strong trends in the strategies used and positions created that have been recognized as responsible for improved instruction and student achievement.

The third and final section then outline recent central office restructuring efforts at three additional U.S. school districts. Though these efforts have not yet been proven to be successful, the profiles provide a sense of current trends in office restructuring as well as examine whether current interventions are comparable to past efforts and best practices.

KEY FINDINGS

- Research has demonstrated that instruction is enhanced by the creation of new roles within the central district office. One study insisted that central offices and the people who work in them are not simply part of the “background noise in school improvement,” but are essential players in the process.

- The five dimensions of central office transformation include: learning-focused central office-principal partnerships; assistance to these partnerships; refocusing all

central office units on teaching and learning support; stewarding the transformation effort; and using evidence throughout the central office.

- Central office positions dedicated solely to building the capacity of school personnel were found to be effective in improving instruction. These leaders, which oftentimes are referred to as “Instructional Leadership Directors” should focus 100 percent of their time on helping school principals improve their practices. Specifically, these Directors can improve the capacity of individual principals by modeling how to think and act like an instructional leader, developing and using tools that support the principal’s engagement in instructional leadership, brokering external resources to help principals become more effective leaders, and providing differentiated supports for the principal’s instructional leadership.

- Beyond these Directors, research has found that instructional improvement is facilitated by the assignment of other central office staff to schools and the formation of cross-unit teams. These structural changes personalize school principals’ experience with different central office units and enable central office administrators to focus on particular problems.

- Instead of creating new roles in the central office, which may be expensive, old roles may be redefined and reoriented to serve new needs. Central office staff should be assigned to work with specific schools rather than handling certain processes. Effective case management requires that central office staff become experts in the specific needs, strengths, goals, and character of each individual school in their case load and worked to provide high-quality, responsive services appropriate to their individual schools.

- Restructuring can be threatening to central office staff members, as they face potential loss of power, confusion about job responsibilities, and uncertainty about how to navigate the new structure. A successful restructure requires that new incentives be developed to encourage buy-in from central office staff and provide motivation. Approaches may include developing a shared mission, providing opportunities for learning, affording professional visibility, eliminating barriers to change, and being focused and consistent over time.

- Many of the examined districts noted a focus on moving central office staff into the schools and reorienting the district culture to focus on student-driven practices and developing policies that were “mission-driven.” Greater alignment was established among senior leadership, as well as from the central office to the individual schools.

- Many of the examined districts created “instructional leadership teams,” “generalist learning facilitators,” or “learning support partners,” who acted as coaches and mentors to principals. These positions received strong professional development and were responsible for helping to increase the capacity of school personnel to improve instructional practices. Other districts eliminated certain executive administrative positions in order to create new roles, or re-named old positions and redefined responsibilities.
Current restructuring efforts intended to improve instruction are consistent with best practices. In one examined district, efforts are aimed at promoting alignment, re-orienting established positions toward a focus on learning, and ensuring that each school has a dedicated support network. In another district, two central administrators are now responsible for instruction. The districts also noted a focus on developing a more collaborative, coaching approach and new instructionally-focused positions in the central office.
SECTION I: BEST PRACTICES IN CENTRAL OFFICE RESTRUCTURING

In this section, Hanover examines the literature regarding best practices in central office restructuring processes designed to improve instruction. Past research focuses on the importance of creating new positions in the central office that are designed to support school personnel and increase both their capacity to lead and their autonomy in decision-making. Restructuring current positions is also discussed, as well as the importance of creating a supportive culture around the transition process. The section ends with a brief list of recommendations for districts beginning to plan for central office restructuring processes.

As previously noted, a 2010 study from the Center for the Study of Teaching and Policy (CTP) at the University of Washington on the restructuring process in three urban school districts found that instruction is enhanced by the creation of new roles within the central office: “Central offices and the people who work in them are not simply part of the background noise in school improvement,” but are essential players in the process. Successful central office transformation, as outlined by this study, should:

- Focus centrally and meaningfully on teaching and learning improvement;
- Engage the entire central office in reform;
- Call on central office administrators to fundamentally remake their work practices and their relationships with schools to support teaching and learning improvements for all schools; and
- Constitute an important focus for reform in its own right.

This study further outlines the five dimensions of central office transformation, as observed from the study of successful restructuring efforts. These five dimensions and the relationships between each are depicted in Figure 1.1, and are examined in further detail in the following pages.

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2 Ibid.
3 Bulleted points taken verbatim from: Ibid., pp. iii-iv.
NEW AND RE-DEFINED ROLES

INSTRUCTIONAL LEADERSHIP DIRECTORS

As noted in the five essential dimensions of restructuring above, frequent interaction and communication between the central office and school personnel is essential. Central office positions dedicated solely to building the capacity of school personnel were found to be effective in improving instruction. These leaders, called “Instructional Leadership Directors” (ILDs) by the study’s authors, “focused 100 percent of their time on helping school principals improve their practice.” Figure 1.1 below profiles ILDs at each of the three districts included in the CTP study. As demonstrated, the professional background, duties, resources, and assignment of these central office members vary from district to district.

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**Figure 1.1: Profiles of Central Office ILDs**

<table>
<thead>
<tr>
<th>ILD FORMAL TITLE</th>
<th>PROFESSIONAL BACKGROUND</th>
<th>STAFFING RESOURCES</th>
<th>ALSO EVALUATES PRINCIPAL</th>
<th>METHOD OF PRINCIPAL ASSIGNMENT</th>
</tr>
</thead>
<tbody>
<tr>
<td>Atlanta: School Reform Team (SRT) Executive Directors</td>
<td>Education</td>
<td>Team: 10-14 Model Teacher Leaders</td>
<td>Yes</td>
<td>Principal choice; central assignment</td>
</tr>
</tbody>
</table>

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4 Ibid., p. 17.
5 Ibid., p. vi.
### ILD FORMAL TITLE | PROFESSIONAL BACKGROUND | STAFFING RESOURCES | ALSO EVALUATES PRINCIPAL | METHOD OF PRINCIPAL ASSIGNMENT
--- | --- | --- | --- | ---
NYC/Empowerment Schools Organization: Network Leaders | Various | Team: 2 academic-focused, 3 service-focused | No | Principal choice
Oakland: Network Executive Officers (NExOs) | Education | Limited | Yes | Central assignment

Source: Center for the Study of Teaching and Policy[^6]

The effectiveness of ILDs is predicated on the adoption of promising practices. When ILDs engaged in forms of assistance associated with improvements in professionals’ work, the study found that that instructional leadership within schools improved. The study identified the following as ways in which ILDs can improve school principals’ instructional leadership capacities:

- Modeling for principals how to think and act like an instructional leader;
- Developing and using tools that supported principals’ engagement in instructional leadership;
- Brokering external resources to help principals become more powerful instructional leaders; and
- Providing differentiated supports for principals’ instructional leadership consistently over the year.^[7]

ILDs should be supported through frequent professional development that examines effective strategies for supporting and collaborating with principals and other school personnel. Some strategies for effective professional development for such staff roles will be examined in the case studies section of this report.

**RE-DEFINED ROLES AND STRUCTURES**

Beyond ILDs, the authors of the CTP study found that *instructional improvement is facilitated by the assignment of other central office staff to schools and the formation of cross-unit teams*.[^8] These structural changes personalize school principals’ experience with different central office units and enable central office administrators to focus on particular problems. While necessary, the authors suggest that these structural changes are not sufficient to ensure that central office staff will actually “work differently with schools, serve schools better, and engage school leaders in ways that supported their teaching and learning.”

[^7]: Bulleted points taken verbatim from Ibid., p. vi.
[^8]: Ibid., p. 71.
learning improvement efforts.”\(^9\) Cultural changes are also essential to the improvement process as well.

One additional structural change that can enhance the effectiveness of school-based assignments is the process of **streamlining bureaucracy**. Such streamlining can take different forms; two of these forms that have the most positive impact on instructional improvement are the creation of direct lines of communication between schools and the identification of a point person in the central office. For instance, if reform teams are developed for a particular school, the central office should assign an executive director to each team in order to reduce the difficulty associated with and time spent on navigating the central-office bureaucracy.\(^{10}\)

**CASE AND PROJECT MANAGEMENT**

Instead of creating new roles in the central office, which may be expensive, old roles may be redefined and reoriented to serve new needs. Specific practices and a particular central office culture are essential to realizing instructional improvement.\(^11\)

The CTP report recommends that central office staff be assigned to work with specific schools rather than handling certain processes (like paperwork). Effective case management requires that central office staff “become experts in the specific needs, strengths, goals, and character of each individual school in their case load and worked to provide high-quality, responsive services appropriate to their individual schools.”\(^{12}\) Each staff member must focus their work by knowing the principals for which they are responsible, what school principals and their staff are trying to do to improve teaching and learning, the resources they will need, and how to best support them.

Given that school problems and needs are likely to cut across central office departments, a **central office in which staff members are solely focused on discrete tasks will face unnecessary difficulty in realizing solutions or responding to needs.** Hence, authors of the CTP study also recommend that central office staff shift “their focus from primarily delivering the services that they control to taking responsibility for [finding solutions] to improve teaching and learning, even if those problems cut across multiple central office units.”\(^{13}\) This **project management** approach will enhance the central office’s responsiveness and its capacity to facilitate instructional improvement.

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\(^9\) Ibid.
\(^{11}\) Ibid.
\(^{13}\) Ibid.
Effectively re-orienting existing roles within the central office may involve re-staffing. In the three districts examined in the CTP study, a transition to the project management and case management approaches and the development of a customer service culture required that certain staff members be replaced with those who had the capacities and desire to evolve.

**SUPPORTING CENTRAL OFFICE STAFF**

Restructuring can be threatening to central office staff members, as they face potential loss of power, confusion about job responsibilities, and uncertainty about how to navigate the new structure. A successful restructure thus requires that **new incentives be developed to encourage buy-in from central office staff and provide motivation.** The following approaches have been identified as effective in creating support from staff members and continuing to engage their interest.

- **Create an environment conducive to mutual trust and risk-taking.** This is a precondition to all following processes, as “discussing ideas, discovering new ways of thinking, and experimenting under conditions of trust and respect enhance commitment and increase receptivity to new viewpoints.” Restructuring the office will require both risk-taking and changing current orders and processes, which are “impossible in an environment where open communication, mutual trust, and risk-taking are not nourished and actively encouraged.”

- **Develop a shared mission.** Involving all staff members in the development of the central office mission helps staff become stakeholders and produces a mission that helps individuals see the importance and value of their work. This is essential, as “Pride in one’s work and recognition for accomplishments are frequently stronger motivators than the traditional promotion-based reward system.”

- **Empower staff members to use their professional discretion in making decisions.** Feelings of powerlessness from staff members can be combated by providing professional discretion. Superintendents may encourage central office staff to develop pet projects or may encourage a results orientation among senior staff “by working with staff members to develop outcomes and then letting them decide how to achieve them. Greater latitude in work assignment can be negotiated individually with staff as a reward for significant accomplishment.”

- **Provide opportunities for learning.** Training can attract or incite staff, as well as enable individuals to create a niche for themselves: “In a climate where pay incentives are largely nonexistent, access to new training is a major inducement.”

- **Afford professional visibility.** Professional visibility can be provided by superintendents through public recognition of contributions or by helping staff members build professional networks.

- **Eliminate barriers to change.** Organizational obstacles that should be eliminated include “narrow rules for accomplishing work, rigid job definitions, and lack of a common language for articulating goals,” while individual barriers include “lack of awareness about the need for change [or] an absence of critical skills necessary for making reform efforts succeed.”
Be focused and consistent over time. “The change process must be ongoing and constantly renewed,” as inconsistent behavior can quickly derail change processes and undo previous accomplishments.14

RECOMMENDATIONS

The CTP study offers four recommendations for districts interested in central office transformation, which can be reviewed in more detail in the report. These recommendations include:

- Engage in central office transformation as a focal point of a district-wide reform effort and as a necessary complement to other improvement initiatives.
- Start the work of transformation by developing a theory of action for how central office practice in the particular local context contributes to improving teaching and learning, and plan to revise this theory as the work unfolds.
- Invest substantially in people to lead the work throughout the central office, and especially at the interface between the central office and schools.
- Start now engaging key stakeholders, political supporters, and potential funders in understanding that central office transformation is important and requires sustained commitment.15

SECTION II: CASE STUDIES OF SUCCESSFUL CENTRAL OFFICE RESTRUCTURING

In this section, Hanover explores cases in which the restructuring of central offices has been credited with improving instruction throughout the district. These case studies feature a range of central office models that have been successful in promoting instructional improvement, and largely reinforce the findings of the best practice section. In general, the profiled districts focused on being “mission-driven” and moving staff “closer to schools” by creating instructional leadership teams that provided coaching and support services to principals, as well as by restructuring senior administrative positions within the central office for greater collaboration and alignment.

METROPOLITAN NASHVILLE PUBLIC SCHOOLS

In May 2009, the Superintendent of Metropolitan Nashville Public Schools (MNPS) launched “MNPS Achieves,” a system-wide transformation effort. The restructuring plan focused on instructional improvement and was developed collaboratively through nine “Transformational Leadership Groups” (TLGs), including one on central office effectiveness. The goals of the Central Office Effectiveness TLG are listed as follows:

- The Central Office will be organized to support the continuous improvement of teaching, learning, and instructional leadership;
- The highest yield instructional support and leadership strategies will be school based and close to the classroom;
- Move resources from the Central Office into the schools; and
- All positions will support school instruction.

In 2009, more than 200 central office staff, including instructional support personnel, were “moved closer to schools,” and cluster-based support teams were created. As the best practices section of this report suggests, one of the difficulties associated with central office restructuring is encouraging district staff to develop a sense of ownership of the reforms. In MNPS, this move of district staff closer to schools was undertaken on the belief that “the more district personnel become school based, the more they form relationships with teachers, parents, and students – relationships that are key to building trust and ownership of reforms.”

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19 Ibid.
Like the districts profiled in the Wallace Foundation best practices study, central office restructuring involved the creation of “instructional leadership teams” that support teachers by modeling lessons, determining professional development needs, enabling job-embedded professional development, and more. In MNPS, these teams include consulting teachers, literacy and academy coaches, and social workers.20 For two days each month, these school-based specialists meet with their peers in comparable positions around the district to share information and strategies.

MNPS has separate Associate Superintendents, Executive Directors of Instruction, and Subject Area Coordinators for the elementary, middle, and high school levels. Schools are clustered horizontally, meaning elementary schools are paired with other elementary schools, middle schools with other middle schools, and so on. Within the Elementary division, there are three clusters of schools, each with a lead principal. Within the Middle and High School divisions, there are two clusters each with two superintendents. A detailed organizational chart may be found in Figure A.1 of the Appendix.

In addition to these structural changes, efforts have been made to transform central office practices and culture in accord with best practice. During the first year of the program, a consulting company was hired to analyze, redesign, and train staff in improved service practices. In addition, the Central Office Effectiveness TLG held sessions about how to develop “collaborative culture across the executive team and central office departments, as well as between central office and schools.”21 In the second year of the program, “the executive team, executive directors, and supervisors participated in training on ‘Retooling the Organizational Culture,’ and associate and assistant superintendents took a lead role in designing and implementing the district’s bi-annual Principal Leadership Institutes.”22

Also during the second year, MNPS Achieves staff began developing a project management framework and accountability system that will benchmark district, TLG, and executive staff transformational change efforts to increase the central office effectiveness during Year 3.

**EVIDENCE OF SUCCESS**

The Central Office TLG oversaw the reassignment of staff members from the central office to schools. By 2010, 310 staff served as instructional coaches. The Annenberg Institute found that in addition to a new energy in the central office, the restructure process has enabled a number of professional development experiences. Observations in the “MNPS

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20 Ibid.
Achieves Year 2: An Evaluation Report” suggested that a learning community was developing among administrators, which was a significant improvement over the “fragmented and counterproductive” culture of the central district office witnessed by the Annenberg Institute in 2009.

Further, the year two evaluation concluded that the “service orientation” identified in the section above as a best practice was taking hold in the central office of MNPS. The report found that “In [the] interviews with central office staff, several participants noted a shift in focus from adult-driven practices to student-driven, with the clear message that student achievement is the responsibility of all adults in the system.” Surveys conducted during both the first and second years of the process showed a strong increase in the effectiveness of many essential central office functions. In a survey of central office staff, the percentage of respondents who agreed or strongly agreed with the following statements increased from 2010 to 2011:

- The central office has a clear vision of reform that is linked to standards for student learning and growth;
- The central office is committed to high standards for every student;
- The central office is actively involved in school reform; and
- I am clear on how my job supports the district’s overall objectives.

Further, the second year evaluation found significant increases in the proportion of principals and teachers agreeing or strongly agreeing that the central office:

- Provides and promotes professional development involving opportunities for modeling, shadowing, and reflection;
- Provides professional development focused on teacher evaluation and observation;
- Provides struggling school administrators with targeted intensive professional development and support; and
- Provides differentiated support for principals and APs at different stages of their careers.

In interviews, principals noted the increased autonomy that has allowed them to generate ideas, take risks, and tailor resources to the needs of their individual schools. Specifically, the central office supported principals in improving the instructional coaching teams in the schools, which focused on the unique teaching force, demographics, data, and needs of the school. After the second year of the process, administrators were asked if the central office

23 Ibid., pp. 29-30.
26 Bulleted points taken verbatim from: Ibid.
27 Ibid., p. 22.
understood and was response to individual school’s data needs; if it was engaged in systematic analysis of student data; and if it collected and used data to improve supports for the schools. All of these initiatives or processes would improve the work of the central office, and in turn affect the instruction provided to students.

**BOSTON PUBLIC SCHOOLS**

In 2008, Superintendent Carol R. Johnson unveiled her “Acceleration Agenda” for the Boston Public Schools. This plan involves two phases: The first phase consists of restructuring the organization of the central office with the intention of better supporting schools, as well as reforms focused on academic achievement and short-term fiscal challenges. The second phase involves a focus on operations, family and community outreach efforts, and the long-term fiscal and facilities needs of schools and the district. Goals include closing the achievement gap, ensuring graduation for all, improving support for English language learners, strengthening support for students with special needs, increasing accountability, developing a district-wide literacy curriculum, expanding enrichment programs, and improving student support services, among others.

Before the restructure, BPS district was organized into triads, each composed of schools spanning pre-kindergarten through high school. The restructuring of the district’s central office was undertaken with the intention of promoting greater alignment and collaboration among senior district leadership in accordance with best practice. Achieving this goal involved both the creation of new positions and organization subsets as well as the re-orientation of established positions and organizational subsets.

The following positions were created in the process of restructuring:

- **One Chief Academic Officer**: A position designed to “oversee the district's supports for schools to improve teaching and learning.”
- **Five Academic Superintendents**: These superintendents are responsible for supervision and support of school principals. There is one additional director position for alternative and adult education programs.
  - Academic Superintendent, High Schools/Career & Technical Education
  - Academic Superintendent, Middle & K-8 Schools
  - Two Academic Superintendents, Elementary Schools
  - Academic Superintendent, Pilot Schools K-12
  - Director, Alternative Education/ GED/ Adult Basic Education/ Discipline

The following systems/departments/offices were created in the process of restructuring:

28 Ibid., pp. 8-10.
30 Ibid.
A new academic support system under the Chief Academic Officer with four divisions: Teaching & Learning, English Language Learners, Student Support Services, and Professional Development.31

<table>
<thead>
<tr>
<th>Teaching &amp; Learning Office</th>
<th>Professional Development Office</th>
</tr>
</thead>
<tbody>
<tr>
<td>K-12 Curriculum &amp; Instruction</td>
<td>Principal/Headmaster PD</td>
</tr>
<tr>
<td>Early Childhood Education</td>
<td>Assistant Principal/Headmaster PD</td>
</tr>
<tr>
<td>Counseling &amp; Guidance</td>
<td>New Teacher Support</td>
</tr>
<tr>
<td>Accreditation (new)</td>
<td>Aspiring Principals/Boston Principal Fellows</td>
</tr>
<tr>
<td>Higher Education Partnerships (new)</td>
<td>Boston Teacher Residency</td>
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<tr>
<td>TeachBoston</td>
<td>School Leadership Institute</td>
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</tbody>
</table>

<table>
<thead>
<tr>
<th>English Language Learners Office</th>
<th>Student Support Services Office (new)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Language Acquisition Coaches</td>
<td>Athletics</td>
</tr>
<tr>
<td>Newcomer Assessment &amp; Counseling Center</td>
<td>Extracurricular Programs</td>
</tr>
<tr>
<td>ELL Parent Support</td>
<td>Department of Extended Learning, Afterschool &amp; Services (DELTAS)</td>
</tr>
<tr>
<td>Translation/ Interpretation Services.</td>
<td>Summer School</td>
</tr>
<tr>
<td></td>
<td>City Department Collaboration</td>
</tr>
</tbody>
</table>

The Achievement Gap Department: This department coordinates and expands the district’s work to “eliminate performance disparities among students of various races, genders, and educational programs.”32

The Accountability Department: This new department ensures compliance with state and federal mandates and establishes and monitors performance targets for schools and central offices. This includes No Child Left Behind, the district scorecard, and Supplemental Education Services.

The Institutional Advancement Office: This new department strengthens and coordinates the district’s external fund-raising and individual donor relations. This includes managing alumni giving, private fund-raising, relationships with philanthropic and business partners, and the Adopt-A-School Partnerships.

As previously noted, other offices and positions were re-design. The Family & Community Engagement Office was renamed the Family & Student Engagement Office. This office places “greater emphasis on student involvement at the school and district level,”33 as well as family partnerships and family outreach. Further, the office was designed to be

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33 Ibid.
responsible for engaging various partnerships from community, non-profit, and advocacy groups, such as the Boston Student Advisory Council.

The Special Education division was also restructured, and is now under the supervision of the Chief Academic Officer. Finally, the “High School Renewal,” “Triads” and “Unified Student Services” offices were dismantled.  

The organizational chart, found as Figure A.2 in the Appendix, represents the district’s central office organization following the re-structure in 2009. This is the most current organizational chart that is publicly available, although some personnel and the number of schools in the district may have changed in recent years. While the English Language Learners office is found under the Chief Academic Officer’s department, the Teaching & Learning Office, Professional Development Office, and Student Support Office are not included on this chart (although they are incorporated under the Chief Academic Officer).

Many of the changes undertaken during restructuring are consistent with best practice. For instance, while there is no discussion of ILDs, the creation of a “teaching and learning” academic support division gives substance to the district’s commitment to improving instruction and demonstrates the district’s understanding that improved instruction is the product of district-level interventions and support. The new Chief Academic Officer and Academic Superintendent positions allow “for one-stop shopping, reducing the need for schools and their leaders to navigate the central-office bureaucracy to get help.”

**Evidence of Success**

As noted above, the restructuring of and additions to the central office were intended to improve instruction. District improvements may be measured by evaluating if targets associated with the agenda’s goals have been met. The Accelerated Agenda Dashboard on the district’s website lists the four main strategies of the initiative, and then details how the district has improved thus far. Of the four general strategies, only the first (“Strengthen teaching and school leadership”) has been evaluated in this manner.

Figure 2.1 below presents the progress toward meeting the targets within this strategy as of May 2011. “Closing in” signifies that that target is nearly met, “on track” means that target can be met by 2014, and “at risk” demonstrates that the district may not meet the target in time. Of the 12 targets for which progress information is provided, the district is on track or closing in on ten.

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<table>
<thead>
<tr>
<th>Goal</th>
<th>2014 Target(s)</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>Reading by the end of grade 1</td>
<td>80% of 1st graders read at or above grade level on DIBELS assessment</td>
<td>On track</td>
</tr>
<tr>
<td>Reading to learn in grade 3</td>
<td>100% of 3rd graders pass ELA MCAS</td>
<td>Closing in</td>
</tr>
<tr>
<td></td>
<td>85% score proficient or advances</td>
<td>Closing in</td>
</tr>
<tr>
<td></td>
<td>Racial achievement gap fewer than 5%</td>
<td>Not provided</td>
</tr>
<tr>
<td>Skillful, analytics writing in grades 4-12</td>
<td>20 point increase (compared to 2009-2010 baseline) in the % of students scoring Level 3 or 4 across all content areas</td>
<td>Not provided</td>
</tr>
<tr>
<td>Algebra I in grade 8</td>
<td>80% of Math 8 students receive a “B” or higher on the final exam</td>
<td>Not provided</td>
</tr>
<tr>
<td></td>
<td>40% of non-exam school students take Algebra I in Grade 8</td>
<td>On track</td>
</tr>
<tr>
<td>English Language Learners acquire academic language mastery and fluency</td>
<td>90% of ELLs improve 2 or more steps on the MEPA within the same grade span, or one or more steps between grade spans</td>
<td>At risk</td>
</tr>
<tr>
<td>Significant academic growth for students with disabilities</td>
<td>40% of special education students demonstrate “high” or “very high” growth on Math MCAS</td>
<td>Closing in</td>
</tr>
<tr>
<td></td>
<td>40% of special education students demonstrate “high” or “very high” growth on ELA MCAS</td>
<td>On track</td>
</tr>
<tr>
<td>“On-track” to graduate by the end of grade 10</td>
<td>90% of 10th graders pass ELA and Math MCAS exams required for graduation</td>
<td>On track</td>
</tr>
<tr>
<td></td>
<td>75% of 10th graders also pass Science MCAS exams required for graduation</td>
<td>Closing in</td>
</tr>
<tr>
<td></td>
<td>100% of students no proficient in ELA or Math fulfill an Educational Proficiency Plan (EPP)</td>
<td>Not provided</td>
</tr>
<tr>
<td>High school graduation</td>
<td>3% or lower annual dropout rate</td>
<td>Not provided</td>
</tr>
<tr>
<td></td>
<td>80% four-year graduation rate</td>
<td>On track</td>
</tr>
<tr>
<td></td>
<td>70% four-year graduation rate for ELLs and special education students</td>
<td>Not provided</td>
</tr>
<tr>
<td></td>
<td>85% five-year graduation rate</td>
<td>Not provided</td>
</tr>
<tr>
<td>College-ready and success-bound</td>
<td>100% of students take at least one college-level course during high school</td>
<td>Closing in</td>
</tr>
<tr>
<td></td>
<td>Average combined SAT score of 1650 or higher</td>
<td>On track</td>
</tr>
</tbody>
</table>

Source: Boston Public Schools 36, 37

MIAMI-DADE COUNTY PUBLIC SCHOOLS

The Miami-Dade County School Board approved a major reorganization plan in 2010. Under the restructure, **more than 200 central and regional office employees were deployed to teach in district schools.** In addition, 65 central administration positions were removed, including four assistant superintendents, 14 project managers in Facilities, and 29 positions in Curriculum and Instruction.

The district also established a cabinet level position “to support persistently low-performing schools as designated by the State’s school improvement policy.” The Deputy Chancellor of the Florida Department of Education (DOE) was named the Assistant Superintendent, with responsibilities in Curriculum and Instruction, and School Improvement and Accountability, Education Transformation and Performance. A former Regional Executive Director from the Florida DOE was also hired to serve as the Administrative Director over Business Services and School Operations.  

Miami-Dade County Public Schools’ current organizational structure is defined as “mission-driven.” The district “strives to create an organizational structure that will encourage the highest levels of performance and allow the district to achieve its goals as defined in the mission statement.” Therefore, the functions of each department are determined and described in the context of how it will contribute to the objectives found in the district’s mission statement.

The central office organizational chart, listed as Figure A.3 in the Appendix, demonstrates that following the restructure, **major departments report directly to the superintendent.** In addition, the district has “separate functions devoted to accountability and system-wide performance and knowledge management.”

**EVIDENCE OF SUCCESS**

In 2012, Miami-Dade Public Schools was named as a finalist for the Broad Prize for Urban Education, which honors “urban school districts that demonstrate the greatest overall performance and improvement in student achievement while reducing achievement gaps among ethnic groups and between high- and low- income students.” While the district did not ultimately win the award, the nomination was national recognition for the

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40 Ibid.
achievements of the district. Miami-Dade Public Schools is featured as an example on the Broad Prize website’s organizational structures and management best practices page.42

**AMARILLO INDEPENDENT SCHOOL DISTRICT**

Restructuring in Amarillo involved both structural and cultural change. The superintendent implemented structural changes that included “reorganizing [the central office] into cluster teams, flattening the organization, and sending support services to the campuses.”43 The cluster teams serve groups that include schools at each of the elementary middle and high school levels, and are named after the four high schools in district: Amarillo, Caprock, Palo Duro, and Tascosa.

**Generalist learning facilitators were created to replace specialist subject area coordinators,** as demonstrated in the organizational chart listed as Figure A.4 in the Appendix. Such facilitators are used as the cluster director needs.

The superintendent noted that with a restructuring process, it is essential that the focus remains on “how to build the capacity of schools to improve student achievement.”44 In the case of Amarillo, this support was manifested by central office staff frequently visiting schools to help teachers and school administrators identify the causes and solutions to problems. The majority of authority was decentralized to the individual schools, with professional development programs and initiatives developed at the site-level. However, the central office is still involved in helping teachers and administrators improve instruction.

As the emphasis of the central office shifted from focusing on monitoring for compliance to supporting change in schools, the restructuring process involved cultural and practical changes. The superintendent ensured that all central office staff understood that supporting improved achievement at each of the district’s schools was their primary responsibility. Some central office leaders focus on assisting the school personnel in identifying the roots of problems and then working to support agreed-upon solutions, thus building school leaders’ capacity for decision-making. Other staff are responsible for handling non-instructional issues that could be considered distractions to school leaders, so that “ principals and teachers did not need to do so.”45

44 Ibid.
45 Ibid., p. 16.
The Amarillo central office restructure mirrors the restructuring of other districts and best practices in its efforts to reduce hierarchy, foster greater connection between the central office and schools, and encourage and enable a focus on instruction through role transformation and practical and cultural change.

**Evidence of Success**

Amarillo is a district in which high-poverty schools achieve at a relatively high level. A 1999 study conducted by researchers affiliated with the Charles A. Dana Center of the University of Texas at Austin finds that a significant contributor to this achievement success is due to the restructuring of the central office and the urgency, responsibility, and efficacy demonstrated by this office post-restructure.⁴⁶

**Napa Valley Unified School District**

In 2003, the Napa Valley Unified School District faced large student achievement gaps and a challenging financial situation, prompting the need to make significant cuts district-wide, including cuts to central office staffing. The five charter schools in the district forced the central office “to question [its] approach to supporting sites to ensure that the quality of customer service was matching the needs of all schools, including those that could look elsewhere for services traditionally provided by the central office.”⁴⁷ In addition, Napa was transitioning to a new superintendent, providing an ideal situation to reevaluate district procedures. Within this context, both the need and the opportunity for restructuring were clear.

The district found that both central office staff and individual school administrators and teachers desired the same outcomes. School personnel wanted a “customer service” oriented relationship with the central office that would provide “side-by-side support rather than top-down control.” Similarly, district staff sought to establish supportive, working relationships with school personnel.

Change agents in the Napa Valley Unified School District termed its similar restructuring as a “consulting model,” in which district staff could “approach schools as ‘clients’ or ‘customers’ with organizational and instructional needs” rather than as top-down makers and enforcers of policy. They explain the resulting solution:

> The model that evolved in Napa Valley Unified assigned each district level administrator to work with a particular group of sites in a direct instructional capacity as a Learning Support Partner, or LSP. The name was carefully chosen to convey both the role and the function of this new assignment. LSPs were expected to assume a support role to schools, with the specific task of engaging

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⁴⁶ Ibid., p. 2.
in mentoring, coaching and advocacy around the process of encouraging powerful teaching and learning.

The new responsibility was not taken lightly, given every LSP also had an operational role in the organization, including human resources, English learner services, special education, interventions, curriculum and instruction or student services. The number of schools assigned to each support partner varied based on other work responsibilities of the LSP.

Rather than serve as “accountability police” or external evaluator, the role of the LSP was defined as a coach, mentor, advocate, and “critical friend.” In the beginning stages of implementation, the LSPs did classroom walkthroughs, or “learning walks,” that were designed to offer praise and not critical feedback. As teachers became more comfortable with the new personnel and classroom observations, the role allowed for actual monitoring and feedback.

LSPs participate in a professional learning community, which meets regularly and provides training to improve coaching skills. Training for LSPs has changed and improved over the four years of implementation as response to the role has evolved. Partnerships were formed with the Edison School Organization and Springboard Schools to provide more formal professional development and support. Specific training focused on questioning, listening, and feedback strategies to use with school administrators. The LSPs and principals focused goal-setting around three areas: intervention, English language development, and leadership.

Given that these central office personnel are still completing their previous job responsibilities, LSPs are expected to visit their schools between two to four times per month. They are also in contact with school principals by phone and email on a more regular basis. LSPs may experiment with different approaches to working with their assigned schools, including group coaching meetings with multiple principals. Further, LSDs with specific knowledge in a topic, such as instructional practices for English Language Learners, may provide training to all school principals at various times.

An interesting and positive side effect of their functions was that “the more comfortable everyone became with school and classroom visits, the more comfortable they became with monitoring.” This resulted in positive effects for the improvement of instructional strategies. In addition, both school and district administrators are improving as district officials come to better understand the challenges schools face and schools benefit from on-site support.

**Evidence of Success**

District administrators attribute a 235 point improvement in one charter school’s Academic Performance Index (API) to central office restructuring and the LSPs. Improved relationships between school personnel and district staff members were also observed. By 2008, the
“school’s API [had] climbed consistently and steadily to 749, achievement for all subgroups [had] grown and the animosity and mistrust that had characterized the school and district relationship [had] been replaced by partnership, collaboration, and mutual support.” Within the district, “there is a common sense of purpose, and a shared confidence that the practices and strategies being implemented at the school are the ones most appropriate to ensure the achievement gap...is eliminated altogether.”
SECTION III: CURRENT EFFORTS TO RESTRUCTURE THE CENTRAL OFFICE

In this section, we examine school districts that have either just restructured their central offices or plan to restructure to support instructional improvement. Unlike the last two sections, the models and interventions profiled in this section have not been proven. However, these efforts are largely comparable to those profiled in the case study section and are consistent with best practices.

FORT WORTH INDEPENDENT SCHOOL DISTRICT

Fort Worth ISD embarked on the “Singleness of Purpose” mission in June 2012, which includes changes in administrative structure as part of the effort to ensure that the district effectively supports children’s education. Fort Worth is embracing the Malcolm Baldrige model, which focuses on the use of management practices and emphasizes alignment and accountability. Further emphasis will also be placed on “follow-through.”

Superintendent Dansby noted that the new structure “places departments and responsibilities where they make the most sense, and not necessarily where they’ve historically resided.” As a result, a number of employees within the central office were moved to new roles as their previous positions were eliminated. These changes are demonstrated in the following figure.

Figure 3.1: Creation and Elimination of Positions for Specific Officers

<table>
<thead>
<tr>
<th>Former Position</th>
<th>New Position</th>
</tr>
</thead>
<tbody>
<tr>
<td>Chief of Schools</td>
<td>Deputy Superintendent for Program Efficiency and Effectiveness</td>
</tr>
<tr>
<td>Chief Academic Officer</td>
<td>Deputy Superintendent for Leadership, Learning, and Student Support</td>
</tr>
<tr>
<td>Chief Financial Officer</td>
<td>Deputy Superintendent of Financial Business and Operations</td>
</tr>
<tr>
<td>Associate Superintendent of Elementary School Leadership</td>
<td>Chief of Leadership, Learning, and Student Report Services (Reports to the Deputy Superintendent for Leadership, Learning, and Student Support)</td>
</tr>
</tbody>
</table>

Source: Examiner.com

Additionally, the Chief of District Operations and the Chief of Technology now both report to the Deputy Superintendent of Financial Business and Operations. The district’s Capital Improvement Program, as well as the departments of Athletics, Legal, and Communications will continue to report to the superintendent.


In addition to the elimination of old positions and the creation of new ones, the established school support committees were re-oriented. The Curriculum and Instruction Committee became the Teaching and Learning Committee, and the School Leadership Committee was changed to the School Leadership and Learning Committee.

Finally, Fort Worth has organized three Learning Networks designed to support teachers and administrators. The networks are comprised of specialists, directors, and liaisons from almost every division. Each school is affiliated with one of the three networks, and will receive individualized support based on the needs of the school. The two divisions of the Teaching and Learning Committee and the School Leadership and Learning Committee will partner as one of these three Learning Networks. The superintendent explained that:

Learning network teams will be on campuses each and every day, working with and backing up teachers who may be challenged or even struggling... These teams are equipped with the latest technology to move the district forward. They will refocus on instructional technology and enhance the online and distance learning for our students.50

Members of the Learning Networks hold professional degrees in specific fields, such as math, English, social studies, or science. In June, they received their first professional development at the Learning Network Academy for Educators, which focused on methods for effectively working in collaboration with school personnel.

The district will use multiple measures to evaluate the success of the Learning Networks in improving instruction and student achievement, including SAT, ACT, and PSAT scores; graduation and dropout rates; and the Texas standardized exam (STAAR) and end of course testing from the state. The superintendent believes that the establishment of the Learning Networks has allowed the district to streamline resources “in a way that mirrors best practices in high-performing urban districts.”

**Arlington Central School District**

In March of 2012, the Arlington Central School District Board of Education approved a central administration restructuring plan designed to “place a greater focus on student learning and [to develop] an educational plan that better promotes college and career readiness.”51

The restructuring will result in two central office administrators overseeing the curriculum and instruction for the district. A position of Deputy Superintendent was created to oversee school accountability, middle and high schools, professional development

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initiatives, and strategic planning. Further, the Assistant Superintendent of Curriculum and Instruction was re-oriented to become the Assistant Superintendent for Elementary Education, with responsibilities in accountability and oversight for all elementary programming.

Two administrative positions were eliminated in the restructuring: the Assistant Superintendent of Human Resources and one of the District’s three curriculum supervisors. One of the two remaining curriculum supervisors will be responsible for English language arts and social studies, while the other will focus in science and math. One additional change is that the Director of Personnel was reassigned to report to the Assistant Superintendent for Business and the Superintendent of Schools.

**ITHACA CITY SCHOOL DISTRICT**

Also in March 2012, the Superintendent of the Ithaca City School District announced a re-organization of the entire executive team that would move **away from a top-down management model toward a collaborative, coaching approach**. Superintendent Brown refers to this transition as changing from a “gotcha” model to a “learning model.” The new executive team was named the Instructional Leadership Team.52

It was announced that Assistant Superintendent positions would be eliminated. The Instructional Leadership Team would contain a chief human resources officer, a chief operations officer, and a chief information officer, whose job responsibilities were similar to those before the transition. New positions on the Team included the **chief elementary officer, the chief secondary officer, and the chief excellence officer**. The chief elementary and chief secondary officers are instructionally-oriented positions that focus on pre-k through graduation. The chief excellence officer is responsible for special education, as well as district professional development.

All Instructional Leadership Team staff are expected to spend the majority of their time in schools, as opposed to in the central office. In addition to receiving more support from the central office, principals will have more autonomy and authority in decisions related to hiring, staff allocation, and budgeting. Superintendent Brown explained that “there’s more accountability... more opportunity for leaders to grow and learn together... it’s just going to require a different way of thinking. It may involve administrators evaluating others in different ways.”

The superintendent notes that this administrative model, though unusual, has worked well in Baltimore County, Charlotte, Mecklenburg, and Albemarle County.

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APPENDIX

Figure A.1: Metropolitan Nashville Public Schools Organizational Chart

Source: Metropolitan Nashville Public Schools (2012)\textsuperscript{53}

Figure A.2: Boston Public Schools Organizational Chart

Source: Boston Public Schools

Figure A.3: Miami-Dade Public Schools Central Office Organizational Chart

Source: The Broad Prize for Urban Education

Figure A.4: Amarillo Independent School District Organizational Chart

Source: Amarillo Independent School District

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