



EXTERNAL ANALYSES

PREPARED FOR DR. CLAUDE TILLER, JR.,
SUPERINTENDENT

AUGUST 30, 2023

TABLE OF CONTENTS

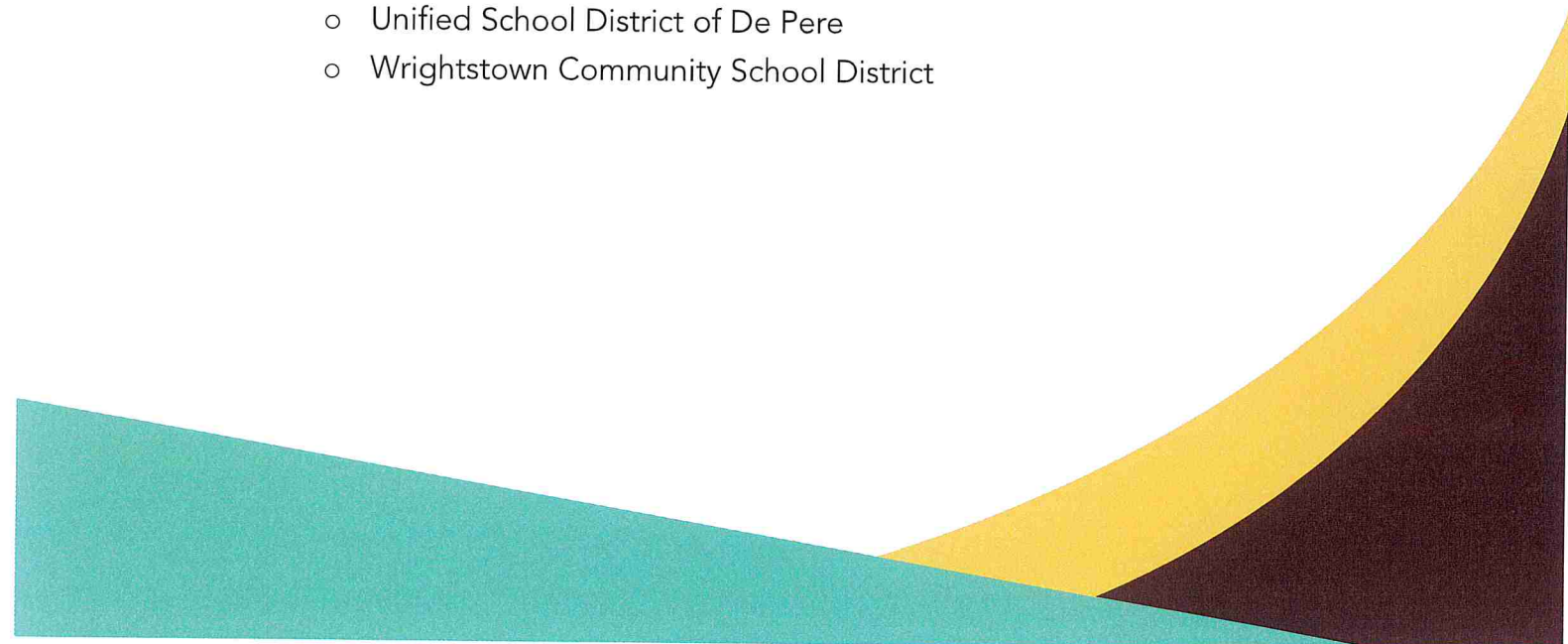
<i>Staffing Assessment</i>	<i>Pages 2-13</i>
<i>Job Function Analysis</i>	<i>Pages 14-21</i>
<i>External Landscape Analysis</i>	<i>Pages 22-25</i>

STAFFING ASSESSMENT
GREEN BAY AREA PUBLIC SCHOOL DISTRICT

In conjunction with their ratification of Burns / Van Fleet's (hereafter BVF) agreement to conduct a transition report study on behalf of the incoming Superintendent, senior District administrators specifically requested that BVF, "conduct a Staffing Assessment informed by discussions (with District stakeholders) as well as best practices from other markets."

In accordance with this request, BVF obtained relevant compensation, performance, and staffing data for GBAPSD's two most important comparison groups:

- Wisconsin's Largest Public School Districts:
 - Appleton Area School District
 - Kenosha Unified School District
 - Madison Metropolitan School District
 - Milwaukee Public Schools
 - Racine Unified School District
- Neighboring Brown County School Districts:
 - Ashwaubenon School District
 - Denmark School District
 - Howard-Suamico School District
 - Pulaski Community School District
 - School District of West De Pere
 - Unified School District of De Pere
 - Wrightstown Community School District



SENIOR LEADERSHIP ORGANIZATIONAL STRUCTURE

As has already been noted in the accompanying Job Function Analysis report, BVF has identified one critical challenge in any assessment of district organizational structures and reporting relationships. Specifically, GBAPSD's organizational structure (and levels of responsibility associated with specific senior roles) varies significantly depending on the functional area of work.

By comparison, some of the large urban districts in Wisconsin that would serve as comparison samples employ a more consistent methodology across their functional divisions in both their job titles and the respective areas of responsibility.

- Milwaukee Public Schools, the Kenosha Unified School District, and the Racine Unified School District all retain Cabinet-level divisional leaders at a uniform Chief level, with associated levels of compensation for individuals in those positions. (The sole exception in Kenosha is the Director of Facilities.)

CHART A1: Milwaukee Public Schools Organizational Chart

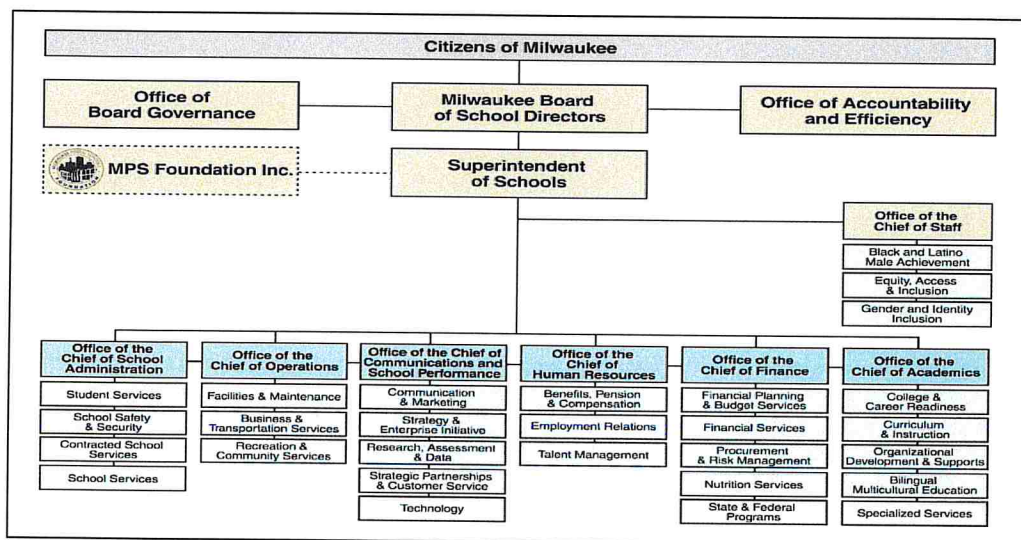


CHART A2: Racine Unified School District Organizational Chart

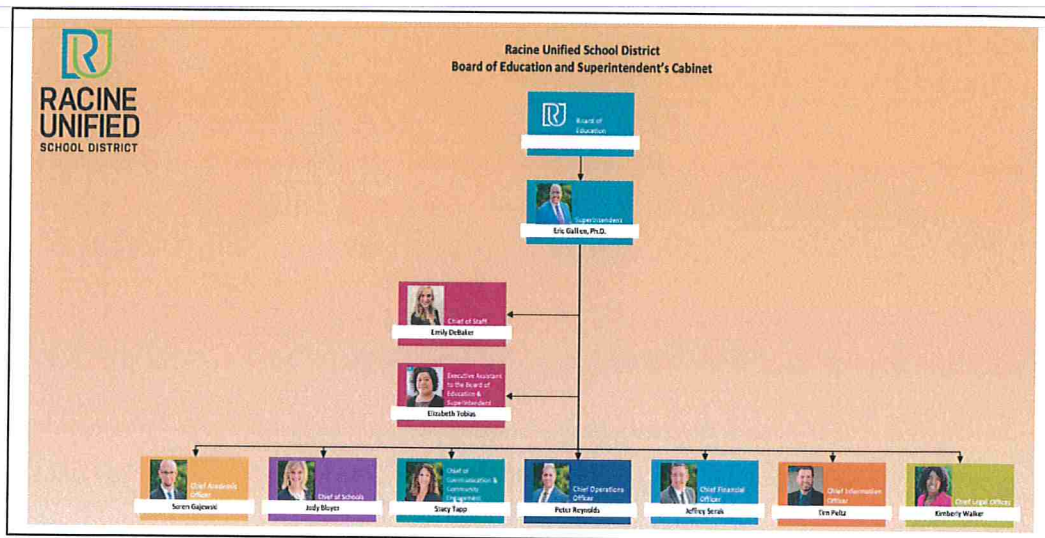
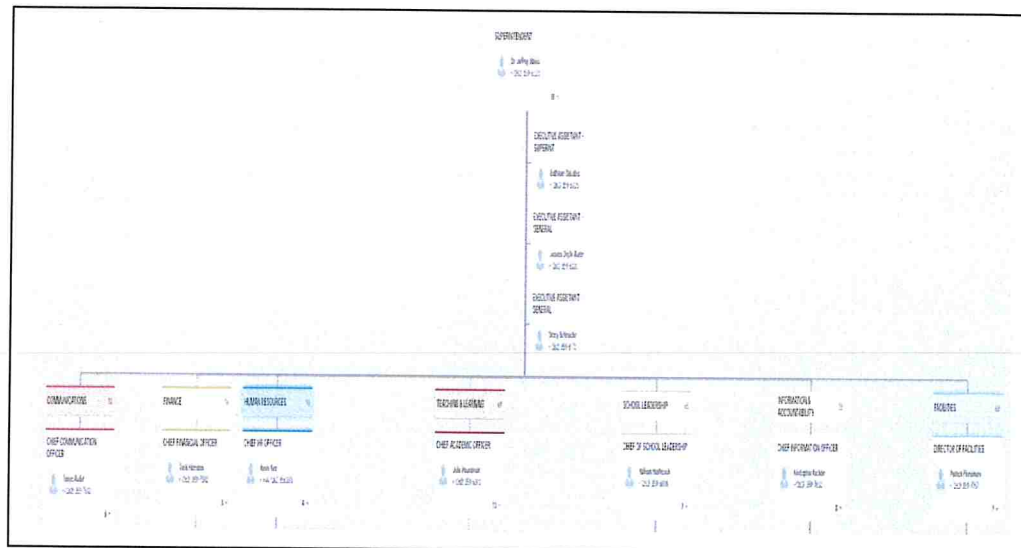


CHART A3: Kenosha Unified School District Organizational Chart



- The only large Wisconsin districts with a similar range of job titles at the helm of district leadership division are the Appleton Area and Madison Metropolitan School Districts.
 - In the case of the Madison Metropolitan School District, the Superintendent retains a portfolio of direct reports with titles ranging from Chief Officer to Assistant Superintendent to Executive Director.

- Similarly, the Appleton Area School District employs senior leaders as Executive Directors in the areas of Finance, Operations and Special Education. Remaining instructional roles are labeled as Assistant Superintendents, while Human Resources and Curriculum & Instruction are led by Chief Officers.

Based on this information, BVF can draw the following conclusions related to the current levels of senior administrative staffing within GBAPSD:

- 1) Though GBAPSD would benefit from norming of the titles and associated responsibilities of its senior Cabinet-level leaders (and by extension their direct reports on the Executive Director and/or Director levels), the District has sufficient staffing capacity overall within its existing senior leadership positions to support the District's needs. (This conclusion does not mean that BVF does not have specific recommendations related to individual positions and their respective areas of duties. These recommendations will be offered in a subsequent section to this report.)
- 2) Though specific reporting relationships may be subject to some change with the recent appointment of the Assistant Superintendent, adequate oversight capacity over these Cabinet-level positions is in place among District senior leaders.



COMPETITIVE COMPENSATION STRUCTURES FOR SENIOR LEADERSHIP

As noted in the accompanying Job Function Analysis report, GBAPSD has almost exclusively focused its leadership candidate cultivation efforts on individuals already working within the organization. Thus, there is little evidence to show that the salaries offered to senior leadership candidates have played pivotal roles in attracting individuals to serve in these roles.

However, given the high professional and personal demands associated with serving in these positions, comparatively low compensation levels for senior leadership positions would lessen the likelihood of retaining high-quality individuals in these roles. Senior leaders in these positions would look to comparable professional opportunities both within geographically neighboring (and comparatively smaller and less diverse) communities, as well as similarly-composed large urban districts across the state of Wisconsin. Based on this understanding, BVF has undertaken comparison of roughly equivalent positions within GBAPSD's competing school districts utilizing public salary records made available by the Wisconsin Department of Public Instruction.

Based on this analysis, BVF has concluded that GBAPSD senior administrative compensation levels are highly competitive with those of surrounding public school districts. With few exceptions, GBAPSD salaries for Cabinet-level positions match or exceed those of the smaller school systems across Brown County. Examples of these trends are documented in the comparative tables below.

TABLE B1: Dir. / Exec. Dir. of Student Services Comparative Salaries (Brown Co.)

GBAPSD [E.D. of SS]	<u>Ashawubenon</u> <u>[Dir. of Pupil</u> <u>Services]</u>	<u>Denmark</u> <u>[Dir. of Pupil</u> <u>Services]</u>	<u>De Pere</u> <u>[Dir. of SS]</u>	<u>Howard-</u> <u>Suamico</u> <u>[E.D. of SS]</u>	<u>Pulaski</u> <u>[Dir. of SS]</u>	<u>W. De Pere</u> <u>[Dir. of SS]</u>	<u>Wrightstown</u> <u>[Dir. of SS]</u>
\$135,930	\$131,159	\$107,161	\$147,200	\$119,130	\$118,440	\$120,801	\$121,870

SOURCE: Wisconsin Department of Public Instruction

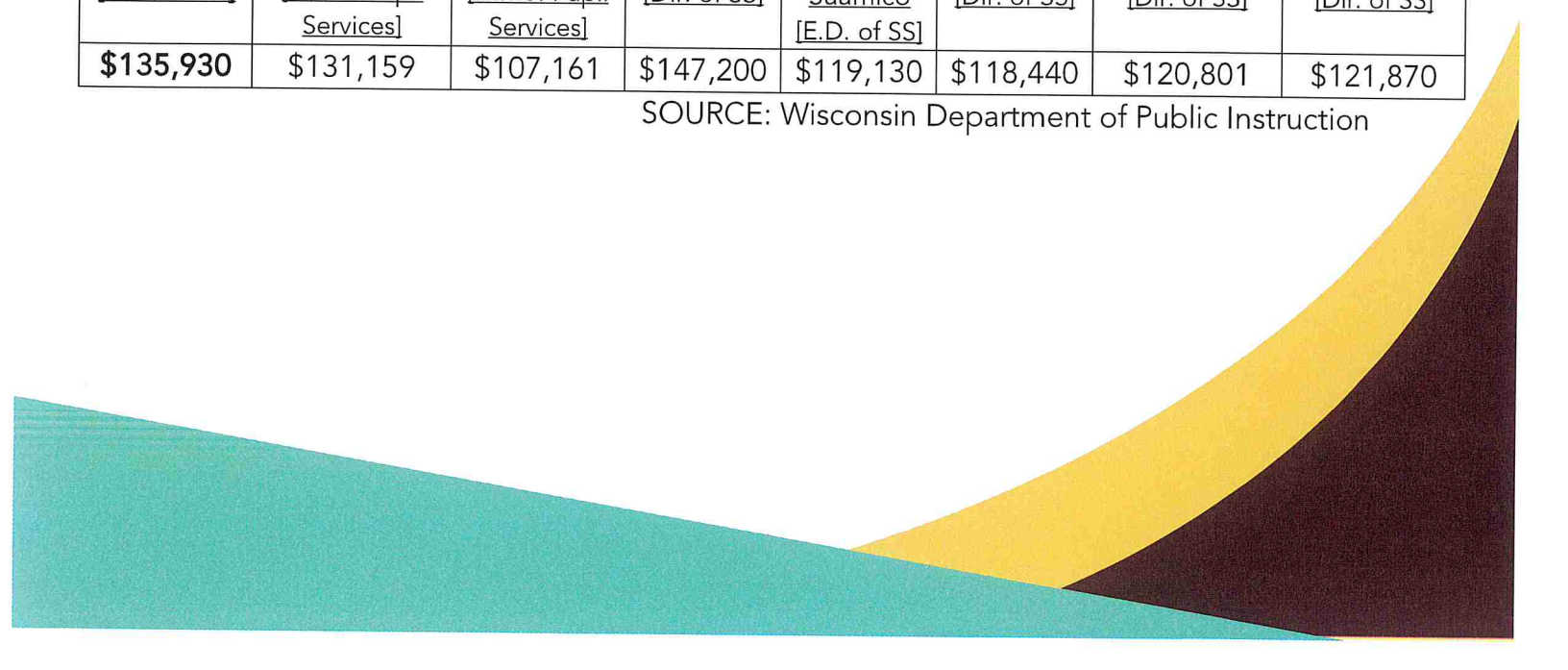


TABLE B2: Exec. Dir. / Asst. Sup. Of T & L (C & I) Comparative Salaries (Brown Co.)

GBAPSD [E.D. of T&L]	<u>Ashawubenon</u> <u>[Dir. of C & I]</u>	<u>De Pere</u> <u>[D of I & Principal]</u>	<u>Pulaski</u> <u>[Asst. Sup. T&L]</u>	<u>W. De Pere</u> <u>[Dir. of Curr.]</u>
\$135,930	\$128,631	\$147,200	\$134,354	\$137,927

SOURCE: Wisconsin Department of Public Instruction

TABLE B3: Chief Financial Officer / Asst Sup. Of Bus. Comparative Salaries (Brown Co.)

GBAPSD [CFO]	<u>Denmark</u> <u>[A.S. of Bus.]</u>	<u>De Pere</u> <u>[Dir. of Bus.]</u>	<u>Pulaski</u> <u>[Dir. of Bus.]</u>	<u>W. De Pere</u> <u>[Bus. Mgr.]</u>	<u>Wrightstown</u> <u>[Bus. Mgr.]</u>
\$164,272	\$128,692	\$135,329	\$130,887	\$136,841	\$122,989

SOURCE: Wisconsin Department of Public Instruction

Though GBAPS matches or exceeds its counterpart districts across Brown County in its levels of executive compensation, the same cannot be said in comparison to the state's largest five urban school districts: Appleton, Kenosha, Madison, Milwaukee, Racine. However, these statistics are not as stark as one might assume based on two critical caveats. Examples of the comparative compensation trends are illustrated in the tables below.

TABLE C1: ED of School Lead. / Chief School Lead. Officer Comp. Salaries (Urban)

GBAPSD [ED of S.L.]	<u>Appleton</u> <u>[School Services]</u>	<u>Madison</u> <u>[CSLO]</u>	<u>Milwaukee</u> <u>[CSLO]</u>	<u>Racine</u> <u>[Chief of Schools]</u>
\$135,930	\$144,946	\$158,821	\$168,618	\$158,454

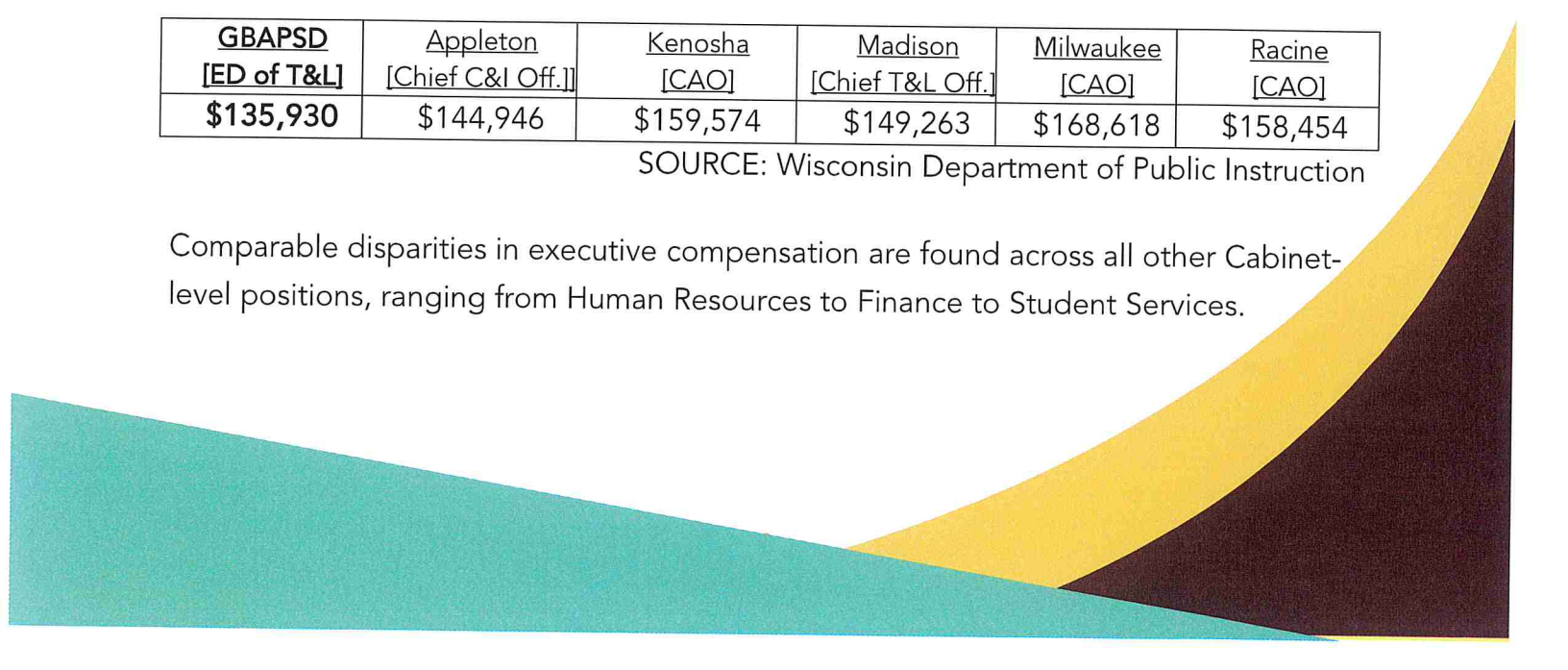
SOURCE: Wisconsin Department of Public Instruction

TABLE C2: ED of T&L / Chief Academic (C&I/T&L) Officer Comparative Salaries (Urban)

GBAPSD [ED of T&L]	<u>Appleton</u> <u>[Chief C&I Off.]</u>	<u>Kenosha</u> <u>[CAO]</u>	<u>Madison</u> <u>[Chief T&L Off.]</u>	<u>Milwaukee</u> <u>[CAO]</u>	<u>Racine</u> <u>[CAO]</u>
\$135,930	\$144,946	\$159,574	\$149,263	\$168,618	\$158,454

SOURCE: Wisconsin Department of Public Instruction

Comparable disparities in executive compensation are found across all other Cabinet-level positions, ranging from Human Resources to Finance to Student Services.



It would thus initially appear that this range of compensation levels would represent a competitive disadvantage for GBAPSD in attracting and/or retaining high-quality senior leadership candidates. These statistics, however, fail to illustrate two critical caveats that impact the interpretation of this data.

- 1) Of each of the six large urban Wisconsin cities, Green Bay has by far the lowest cost of living. The comparative statistics below reflect the total average monthly cost with rent to reside in each of the six cities.

<u>Green Bay, WI</u>	<u>Appleton, WI</u>	<u>Kenosha, WI</u>	<u>Madison, WI</u>	<u>Milwaukee, WI</u>	<u>Racine, WI</u>
\$1711	\$1895	\$2145	\$2241	\$1918	\$2038

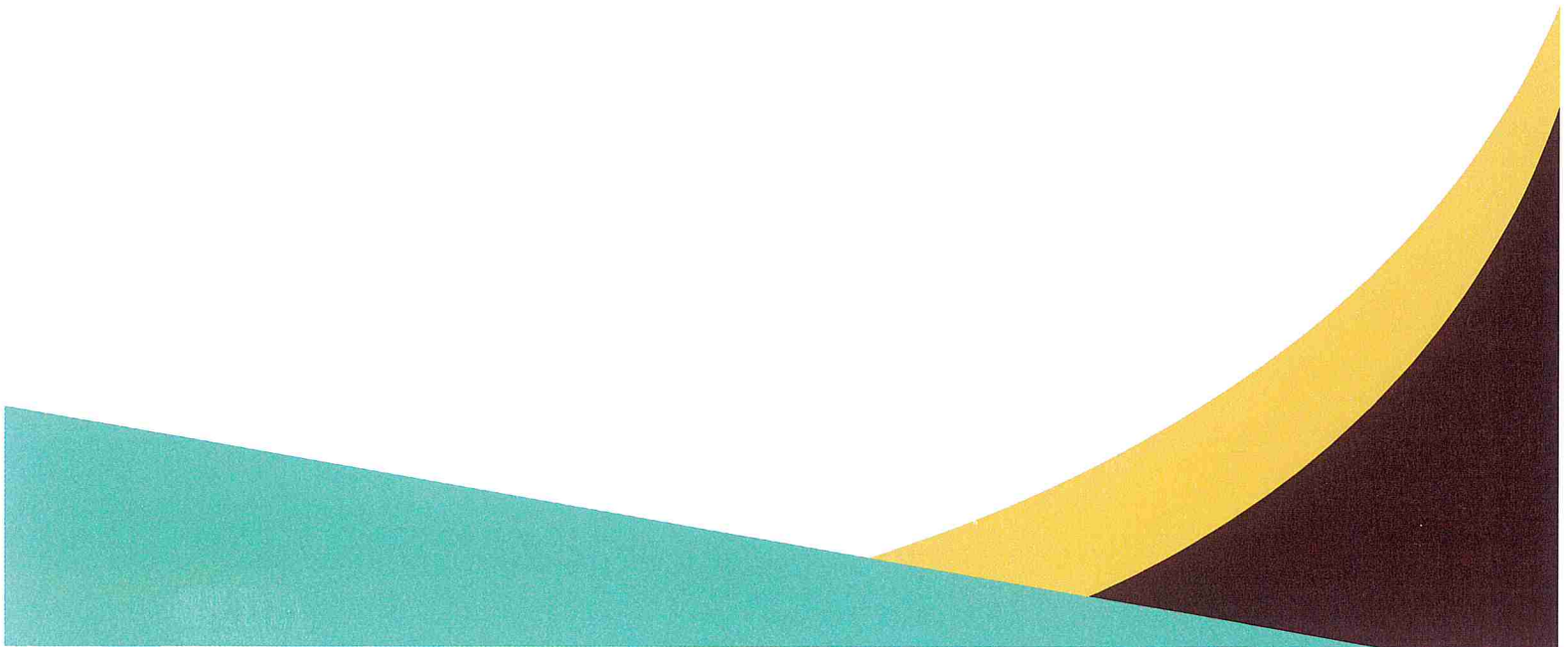
SOURCE: livingcost.org

- 2) Given its comparative size to these other districts, GBAPSD has integrated more administrative layers below the Cabinet level in contrast to its other urban counterparts. Whereas it is not uncommon within GBAPSD for Chiefs and/or Executive Directors to oversee multiple Executive Directors or Directors (respectively), comparison districts were more likely to retain direct reports at the Supervisor, Manager, or Coordinator levels.

Finally, though the exact nomenclature of the specific job titles varied depending on the respective district, BVF found no evidence to conclude that the respective job remits expected of GBAPSD senior leaders significantly exceeded those of their counterparts employed in comparison districts on the local and state levels. This conclusion is offered with two important caveats:

- 1) In the case of neighboring Brown County districts, the much smaller size of these systems often required individuals charged with specific functional areas to do so in conjunction with another position or additional responsibilities.
- 2) The large urban Wisconsin districts vested differing levels of responsibility for key functions based on the degree of centralization (or lack thereof) within their systems. Given the high degree of centralized decision making within GBAPSD, it is not surprising that some functions that could otherwise be deputized to

principals and/or Directors of School Leadership instead still rest with Cabinet-level administrators.



SUITABILITY FOR PURPOSE

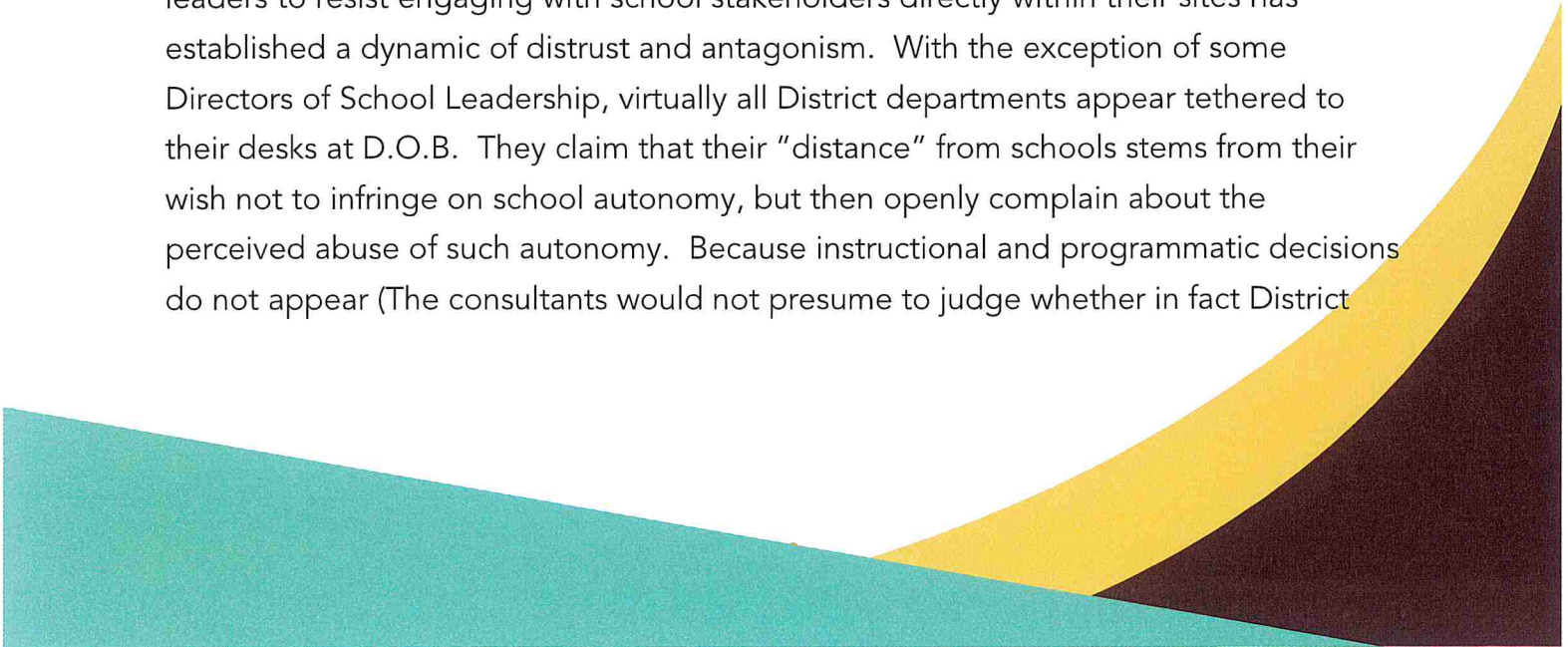
This analysis therefore begs the question requested by GBAPSD senior leadership in conjunction with the accompanying transition report findings.

“Determine if the District’s administrative structure is appropriate to meet District goals, the demands of the District, and operate with effective best practices. The intended outcome is for the Contractor to offer recommendations for affirmation of, evolution to, or entirely new administrative structure.”

Based on both the quantitative analysis referenced throughout this report and the more than sixty interviews with district stakeholders undertaken throughout the months of June and July of 2023, it is BVF’s conclusion that the mechanics of senior leadership functions require significant re-examination in order to foster optimal outcomes. The Cabinet structure itself is not the issue, but rather the systems employed within that structure and the relationship between district and campus leaders.

In the course of their interviews with both campus principals and Cabinet leaders, BVF’s consultants heard a recurring theme of frustration with the perceived inertia in decision-making on the District level. Indeed, with few exceptions, it was hard for BVF consultants to identify what specific priorities District administration had sought to advance in the period leading to the arrival of Dr. Claude Tiller, Jr. Principals frequently spoke of “initiative overload”, with virtually no coordination (and frequent undermining) between leaders representing Teaching & Learning, Student Services, and School Leadership.

Moreover, the seemingly impenetrable barrier that has caused District-level senior leaders to resist engaging with school stakeholders directly within their sites has established a dynamic of distrust and antagonism. With the exception of some Directors of School Leadership, virtually all District departments appear tethered to their desks at D.O.B. They claim that their “distance” from schools stems from their wish not to infringe on school autonomy, but then openly complain about the perceived abuse of such autonomy. Because instructional and programmatic decisions do not appear (The consultants would not presume to judge whether in fact District

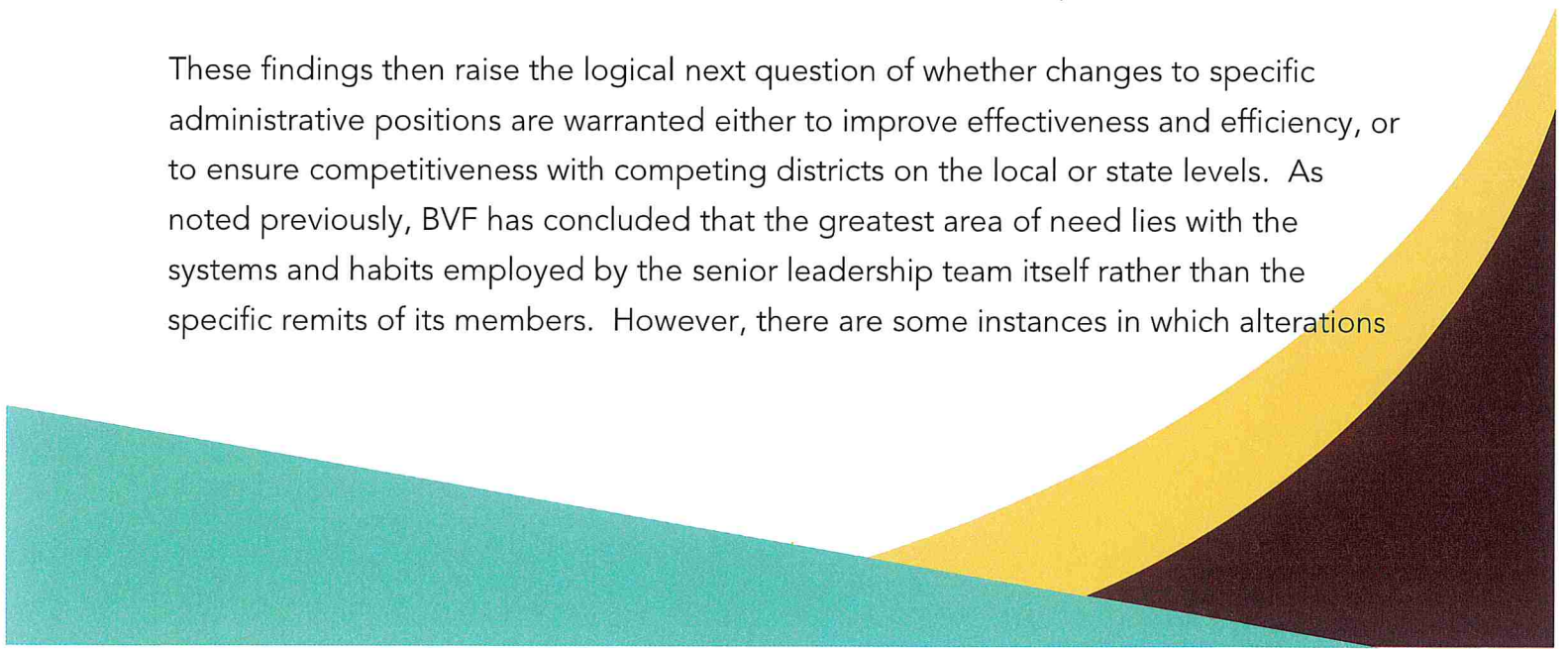


leaders have engaged with school stakeholders in such decisions.) to many to be anchored in the actual problems of practice within GBAPSD schools, such initiatives are met with skepticism and/or outright opposition.

Thus, the question of whether the “District’s administrative structure is appropriate to ... operate using best practices” inevitably leads BVF to observe the vast swath of untapped talent that could be better directed on behalf of District goals. In the absence of meaningful principal voice in District decision-making, campus administrators in many cases operate from a “out of sight, out of mind” stance in which their focus is concentrated on preserving teacher morale rather than advancing a cohesive program of instructional improvement. Similarly, District-level leaders’ lack of genuine engagement on the ground in schools leads them to put forward initiatives in a vacuum that are rarely executed with the fidelity they desire. Finally, parties from both the District and campus levels openly observe the antipathy and lack of buy-in evident between senior leaders representing Teaching & Learning, Student Services, and School Leadership. As a result, they perceive that any initiative put forward will likely be accompanied by two others that are likely not complementary and often contradictory.

Finally, any honest assessment of the District’s administrative structure must acknowledge the lack of external voices to push senior leadership’s collective thinking and strategy. With the exception of the Superintendent, virtually every Cabinet member has been with the District for more than a decade; some have even been in their existing roles for that long. Though there is certainly great value in institutional memory, the lack of divergent voices representing new perspectives on the problems of practice impacting Green Bay students and educators leads to internal dialogue that can feel stagnant or subject to “turf wars” among long-rivaling parties.

These findings then raise the logical next question of whether changes to specific administrative positions are warranted either to improve effectiveness and efficiency, or to ensure competitiveness with competing districts on the local or state levels. As noted previously, BVF has concluded that the greatest area of need lies with the systems and habits employed by the senior leadership team itself rather than the specific remits of its members. However, there are some instances in which alterations



to individual positions are warranted. These examples are expanded upon in the accompanying Recommendations section of this report.



CONCLUSIONS

- A. Hierarchical and reporting relationships across the organization must be consistent.
 - a. Chief Officers should report to the Superintendent.
 - b. Executive Directors should report to the Chief Officers.
 - c. Directors should report to the Executive Directors.
 - d. Supervisors and/or Coordinators should report to Directors.
- B. All job descriptions should be prepared by, housed within, and continually reviewed by the Human Resources Department.
- C. GBAPSD should attempt to expand its search for administrative talent beyond just its current employees.
- D. Responsibilities and titles should be consistent.



JOB FUNCTION ANALYSIS
GREEN BAY AREA PUBLIC SCHOOL DISTRICT

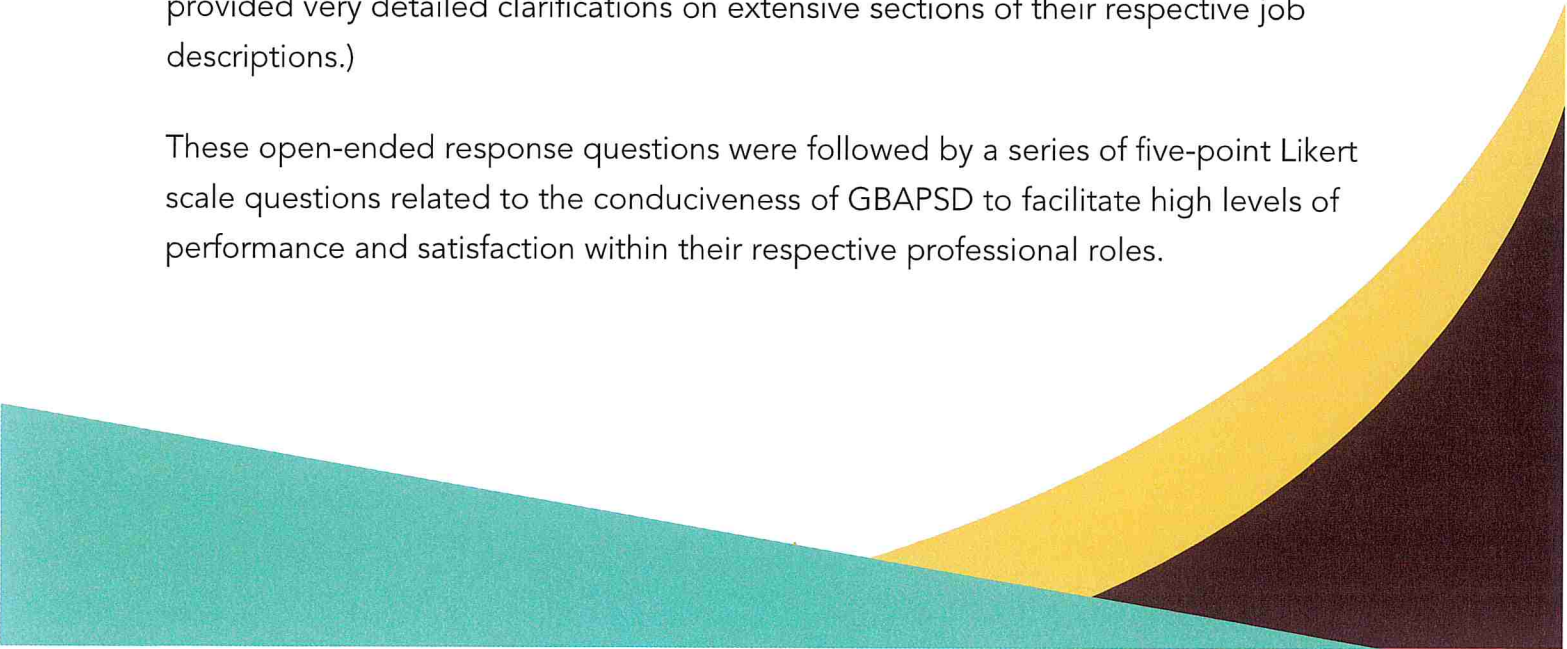
In conjunction with their ratification of Burns / Van Fleet's (hereafter BVF) agreement to conduct a transition report study on behalf of the incoming Superintendent, senior District administrators specifically requested that BVF, "design and conduct a Job Function analysis for administrative positions using an electronic survey."

In accordance with this request, BVF disseminated an online survey to all Cabinet-level executive leaders on July 17, 2023. (At the request of legal counsel, a minor revision was made to the beginning of the survey on the morning of July 18, 2023.)

Of this cohort, nine individuals completed the survey ahead of the requested deadline of Friday, July 28th. BVF wishes to thank those individuals who took the time to provide their insights through the digital survey tool.

Each survey respondent was presented with screenshots of individual sections of the most updated versions of their respective job description. They were then asked to review each section and provide commentary on the validity (or lack thereof) of the specific requirements and/or duties outlined in the most recent job descriptions in the light of their current job responsibilities. (In some cases, these profiles had not been updated in nearly a decade; it was therefore not surprising that some respondents provided very detailed clarifications on extensive sections of their respective job descriptions.)

These open-ended response questions were followed by a series of five-point Likert scale questions related to the conduciveness of GBAPSD to facilitate high levels of performance and satisfaction within their respective professional roles.

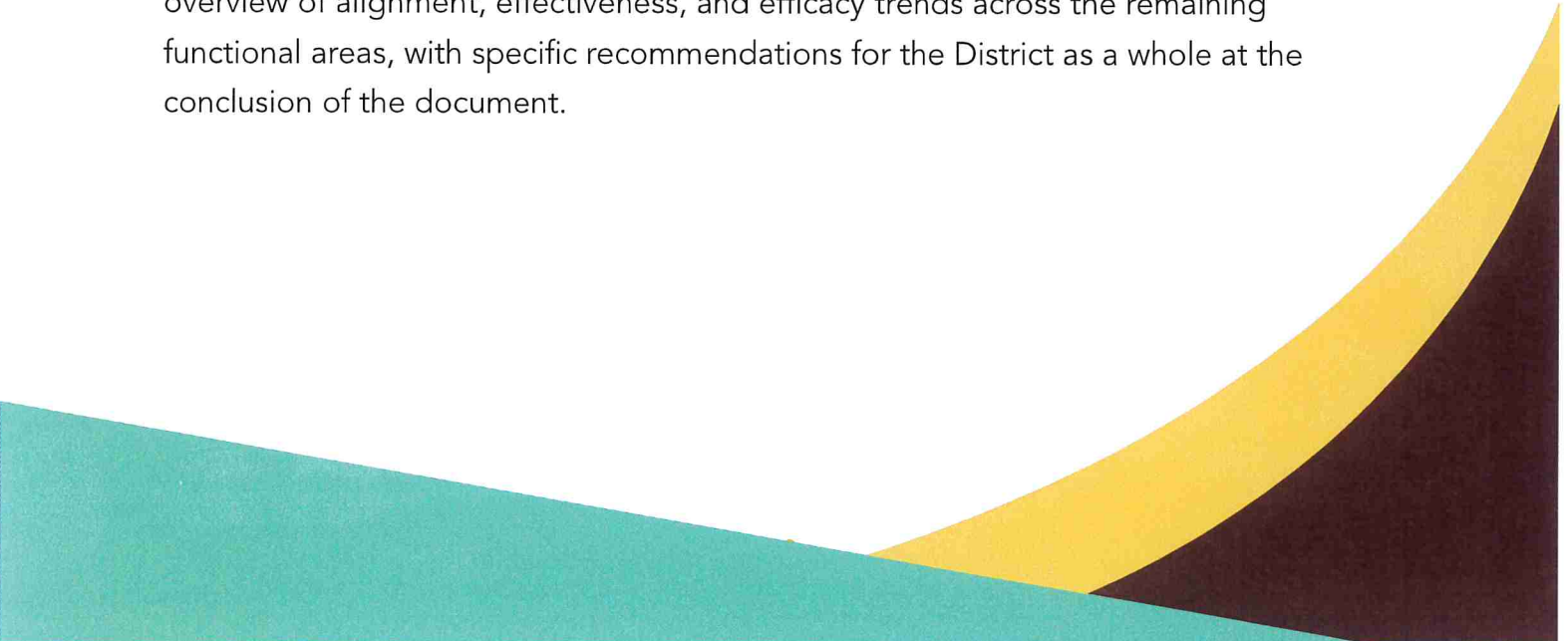


	<u>STRONGLY DISAGREE</u>	<u>DISAGREE</u>	<u>NEUTRAL</u>	<u>AGREE</u>	<u>STRONGLY AGREE</u>
I feel that my professional activities and/or duties are understood by my colleagues.					
I feel that my professional activities and efforts are recognized and/or appreciated by my colleagues.					
I receive updates and information relevant to my team's work in a proactive and timely manner.					
Meetings are facilitated in an efficient and thoughtful manner.					
I am afforded freedom to innovate within my work.					



	<u>NEVER</u>	<u>RARELY</u>	<u>SOMETIMES</u>	<u>OFTEN</u>	<u>ALWAYS</u>
I am pulled into meetings and/or activities that are not relevant to my job duties.					
I am afforded opportunities to discuss my department's needs with my peers.					
My colleagues respond positively when asked to support a priority or initiative important to my department.					
I am afforded opportunities to engage in professional development that is relevant to my role.					
My colleagues and/or supervisor respond to my communications (e-mail, text messages, etc.) in a timely manner.					

Though BVF had intended to perform a comprehensive review of position alignment across all senior administrative positions, a lack of submitted responses from the heads of Communications, Finance, Legal Services, School Leadership, Teaching & Learning and the Office of the Deputy Superintendent render it difficult to determine the levels of alignment across these functional areas. This report will therefore provide an overview of alignment, effectiveness, and efficacy trends across the remaining functional areas, with specific recommendations for the District as a whole at the conclusion of the document.



RELIABILITY OF JOB DESCRIPTIONS

During the design phase of the survey tool, BVF coordinated with the Executive Assistant to the Deputy Superintendent in the sourcing of the most recent editions of relevant job descriptions. BVF wishes to thank the Executive Assistant to the Deputy Superintendent for her extensive efforts to ensure this component of the reporting process could be fulfilled in a timely and thorough manner.

Even with these dedicated efforts, the difficulty of procuring updated job descriptions became apparent. Though in two instances individual position descriptions had been revised and/or updated in 2022, the remaining profiles spanned as far back as 1998 without revisions. It was therefore not surprising that the Executive Assistant to the Deputy Superintendent found it challenging to locate these documents, as there did not appear to be a unified process for continuous review and/or revision of these profiles employed by the District.

This reliability issue was further exacerbated by immediate issues of misalignment between the relevant job description and the actual positions held by senior leaders. In some instances, even the title of individual positions failed to match the roles being performed; in other cases, profiles were drafted as Executive Director level roles when they were actually being performed with Director status, or vice versa.

Based on discussions held with leaders across multiple divisions, BVF came to the conclusion that the overall lack of current information contained in job descriptions is reflective of a larger District culture in which competitive personnel searches that include external candidates are rare, and so as a result any urgency to maintain current job descriptions on a consistent basis is quite limited.



DISCREPANCIES IN JOB DUTIES

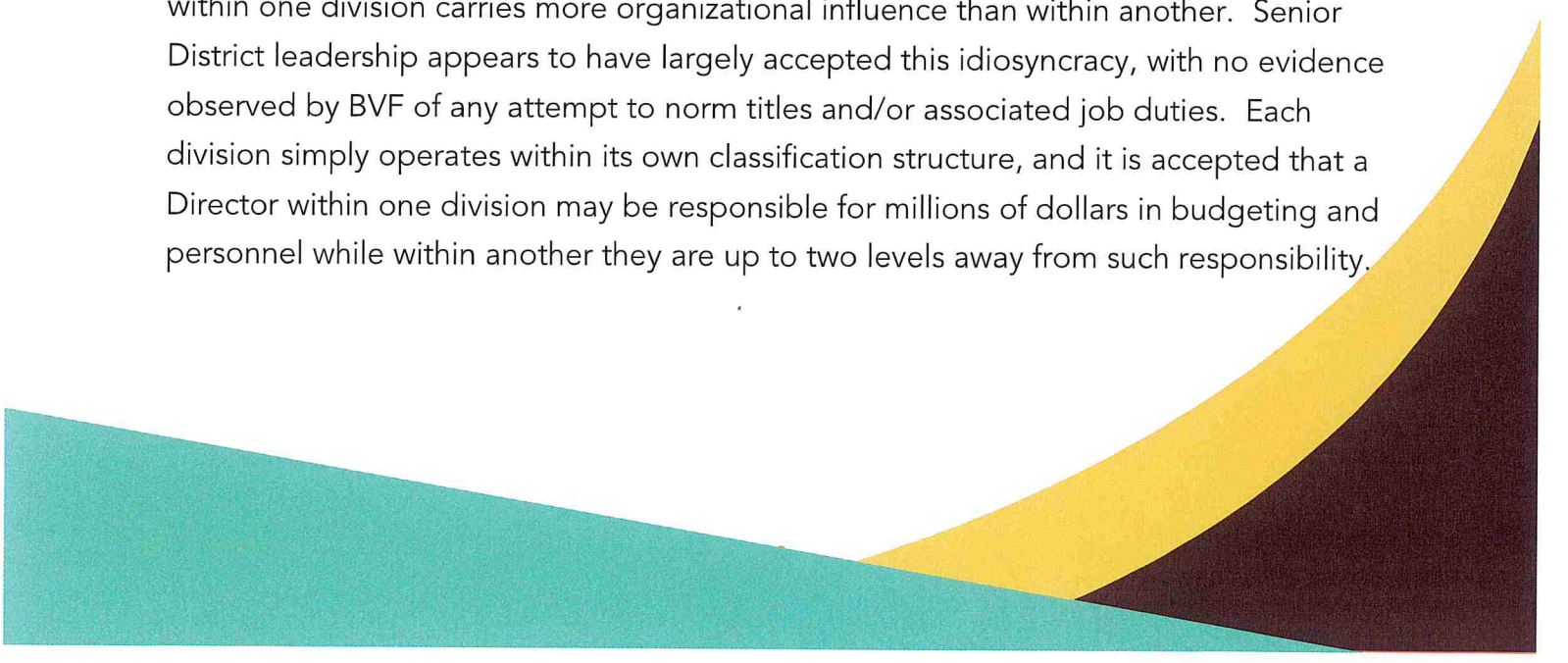
Given the significant variation in the updating of senior leadership job descriptions, it is not surprising that some of these profiles failed to reflect their current holders' actual professional duties. Yet BVF was surprised to observe that there was not in fact a correlational relationship between a job profile's recency of revision and whether it most accurately reflected the position's real responsibilities. Instead, BVF found that job descriptions from two decades ago were just as likely as recent iterations to show significant discrepancies in their articulation of job duties, or reflect reporting relationships and/or District organizational structures that no longer exist.

Initially, the job descriptions themselves reflect a prior iteration of the District with less layers of administrative leadership than exists today. Indeed, the GBAPS organizational chart varies significantly based on the functional division in how it classifies its senior roles and what their reporting relationships look like.

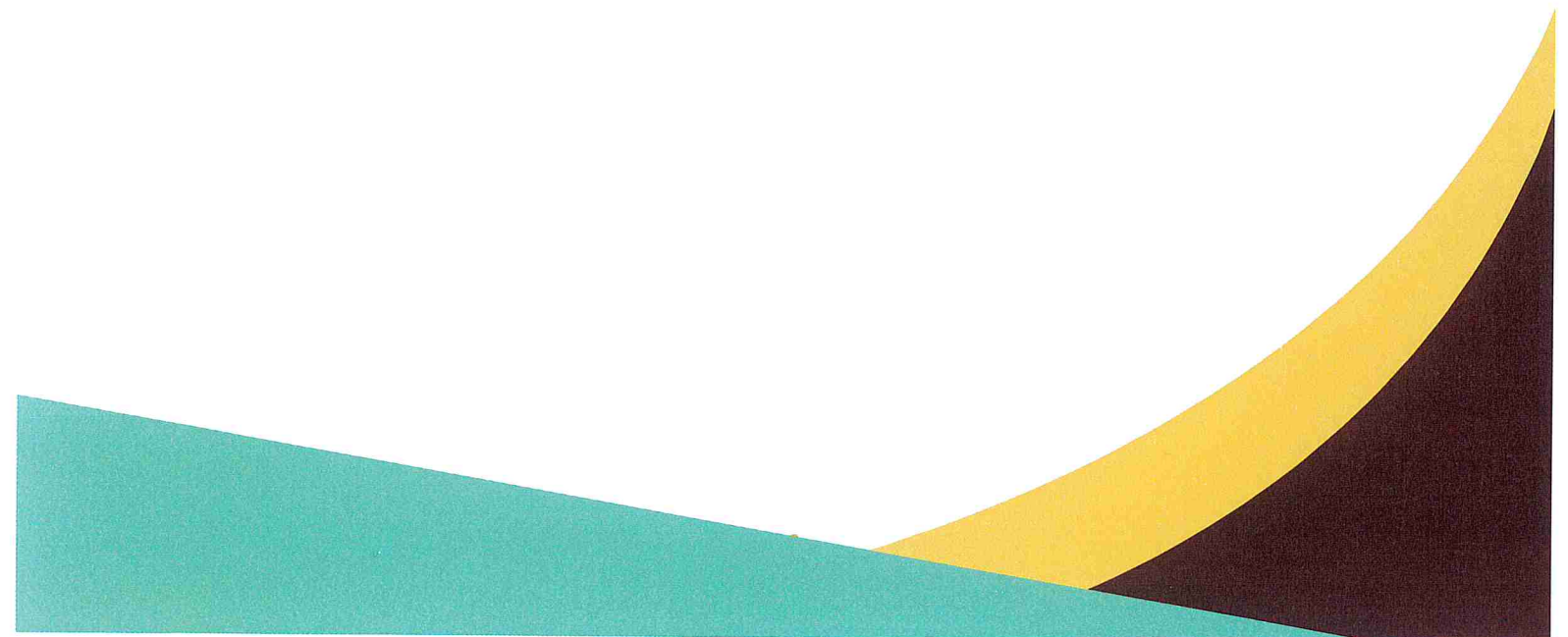
For example, the Operations and Finance divisions are led by Chief Officers. Yet no other division utilizes the Chief title, instead utilizing Executive Director titles for the de facto lead of their divisions (e.g. Student Services, Teaching & Learning, School Leadership, etc.).

The Chief Finance and Operations Officers in turn employ a handful of Executive Directors (such as Human Resources and Technology), but primarily have Director-level positions as their direct reports (e.g., Facilities, Food Service, Procurement, Transportation).

Thus, a unique dynamic is created in which a Director or Executive Director-level role within one division carries more organizational influence than within another. Senior District leadership appears to have largely accepted this idiosyncrasy, with no evidence observed by BVF of any attempt to norm titles and/or associated job duties. Each division simply operates within its own classification structure, and it is accepted that a Director within one division may be responsible for millions of dollars in budgeting and personnel while within another they are up to two levels away from such responsibility.



It is also clear that some of the job duties associated with specific members of the senior leadership team changed in response to the COVID-19 pandemic. This is not wholly surprising, as key departments such as technology, operations, and food service were each required to significantly adapt their practices in real time. Yet the job descriptions have not kept pace with those changes; even in some instances when the job description was updated during the 2021-22 or 2022-23 academic years, the revisions failed to reflect the true scope of the duties being expected of the individuals holding those roles.



CROSS-DEPARTMENTAL COLLABORATION CHALLENGES

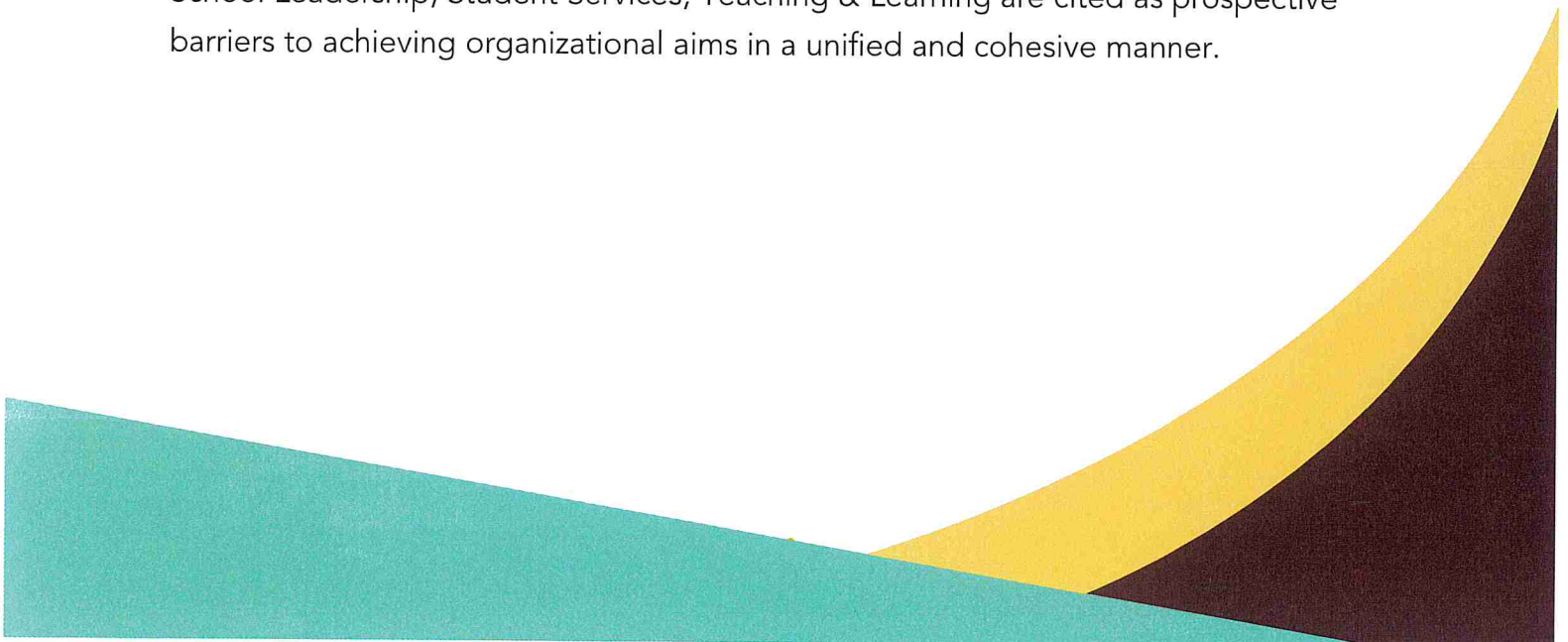
One of the takeaways not anticipated by BVF but observed nonetheless in respondent responses was the highlighting of challenges associated with cross-departmental collaboration.

Indeed, the majority of senior-level job descriptions underscore the cross-divisional nature of specific aspects of their work. In those divisions impacting academics, school leadership, and student services, the profiles include explicit references to collaboration with their respective counterparts. Similarly, the district's Executive Director of Technology is intended to work closely with these divisions on issues related to educational technology implementation and vision.

Yet multiple respondents indicated that the planning and execution of such cross-divisional collaborative planning was frequently difficult to bring to fruition in practice. As noted by one respondent, "although requested on multiple occasions, (such collaboration) does not take place."

Another respondent highlighted barriers imposed by other divisions to his/her ability to execute on the stated responsibilities of their respective job description. "It ... feels as though Finance, Legal, and Communications get in the way of progress and they do not do it with any data."

Thus, even though job descriptions frequently cite the importance of senior leaders working in close collaboration not just at the execution phase but also at planning stages, the actual functions of the organization appear to occur in silos. Depending on whom is asked, divisions including Communications, Finance, Human Resources, Legal, School Leadership, Student Services, Teaching & Learning are cited as prospective barriers to achieving organizational aims in a unified and cohesive manner.

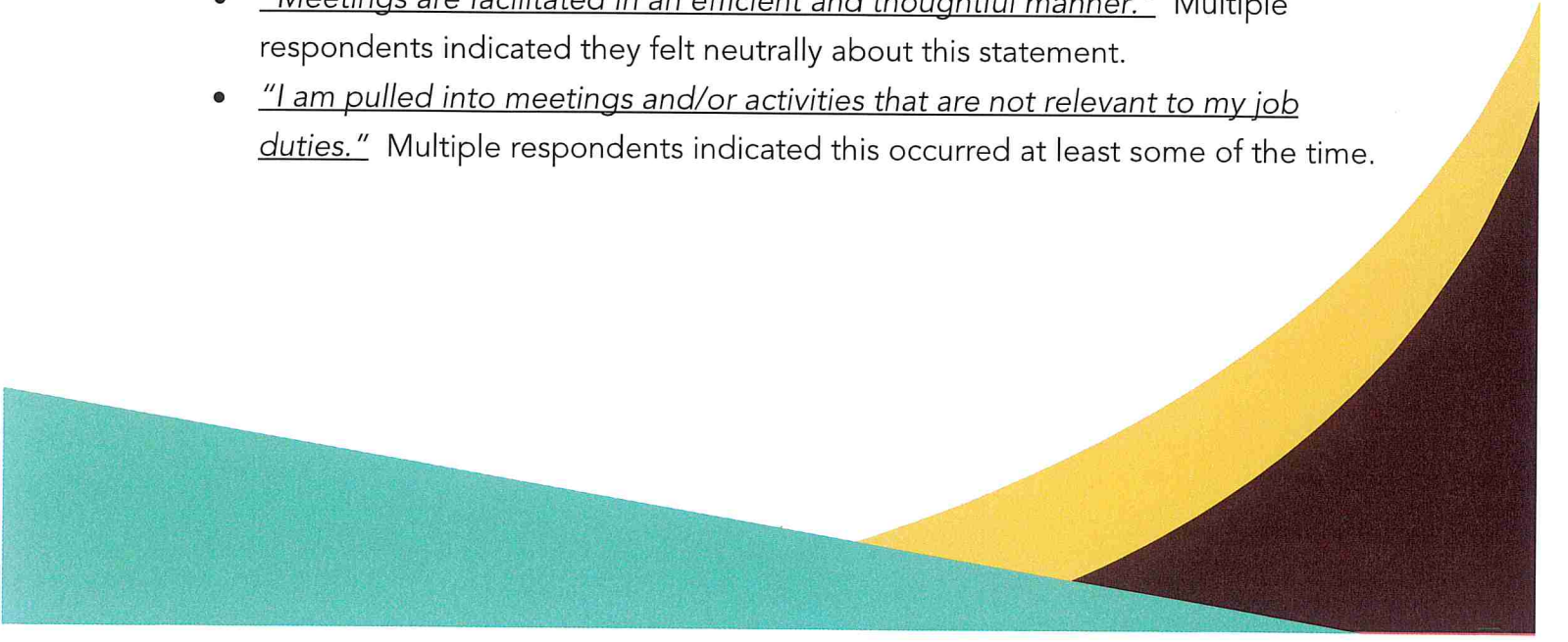


CAPACITY TO PERFORM JOB DUTIES WITHIN ORGANIZATIONAL CLIMATE

Following each of the open-ended responses in which they were able to correct any discrepancies in their published job descriptions, respondents were then asked a series of Likert-scale five-point questions related to how the climate and functioning practices of the organization foster or hinder their capacity to perform their job's key duties. Responses to these questions varied significantly, but reflect the underlying imperative for the Superintendent to foster a more collaborative spirit within his senior leadership team.

Prompts within this section fell into one of two categories: level of agreement/disagreement with the prompt in question and frequency with which the respondent has felt the prompted sentiment. Regardless of the category, the question prompt was intended to elicit candid assessments of respondents' sense of community, connectedness, and support within the senior leadership team.

The following response trends were noteworthy:

- "I feel that my professional activities and/or duties are understood by my colleagues." Multiple respondents indicated that they disagreed with this statement.
 - "I feel that my professional activities and efforts are recognized and/or appreciated by my colleagues." Multiple respondents indicated they either disagreed with or felt neutrally about this statement.
 - "I receive updates and information relevant to my team's work in a proactive and timely manner." Multiple respondents indicated they either disagreed with or felt neutrally about this statement.
 - "Meetings are facilitated in an efficient and thoughtful manner." Multiple respondents indicated they felt neutrally about this statement.
 - "I am pulled into meetings and/or activities that are not relevant to my job duties." Multiple respondents indicated this occurred at least some of the time.
- 

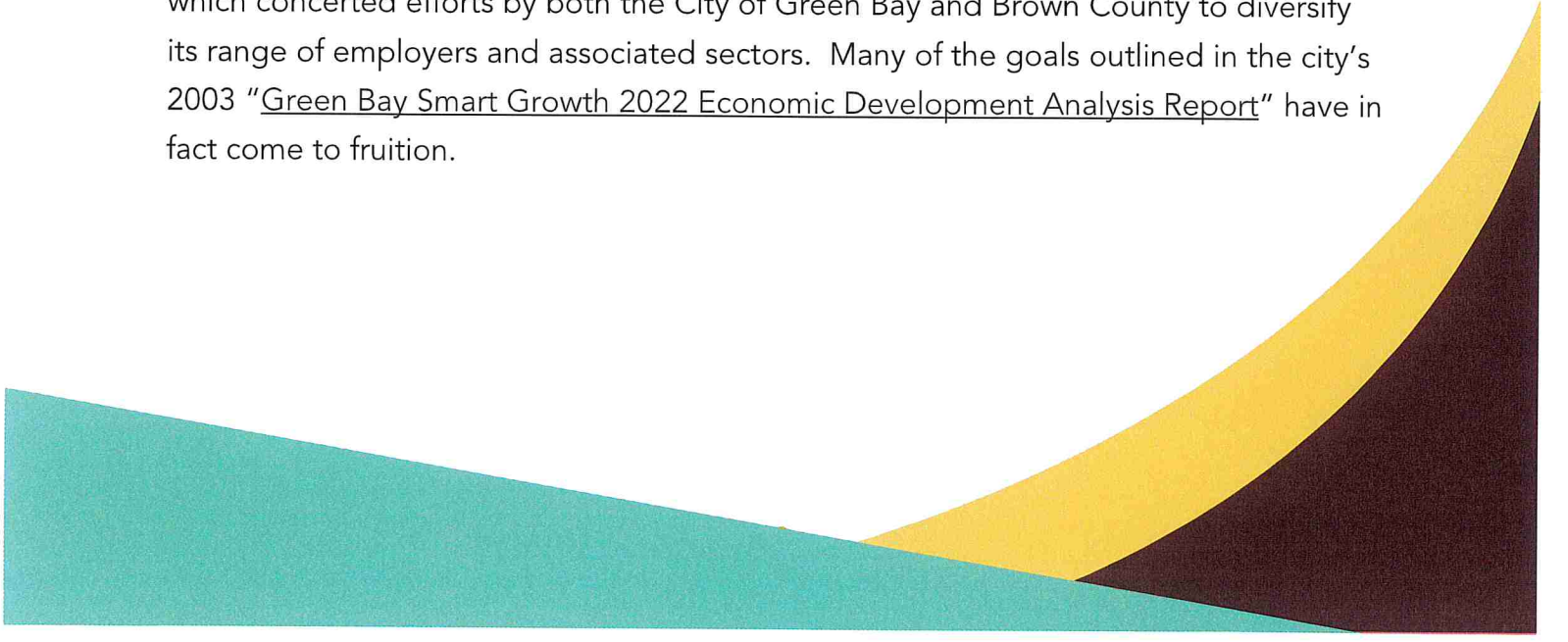
EXTERNAL LANDSCAPE ANALYSIS
GREEN BAY AREA PUBLIC SCHOOL DISTRICT

In conjunction with their ratification of Burns / Van Fleet's (hereafter BVF) agreement to conduct a transition report study on behalf of the incoming Superintendent, senior District administrators specifically requested that BVF perform the following analyses:

- 1) *"Conduct strategic analysis in order to define relevant labor markets and service competitors."*
- 2) *"Align the select job structures with external market positions for comparison."*

A thorough overview of the Green Bay and Brown County economic and employment environments should acknowledge the presence of competitors in both the educational and private sectors. Extensive analysis of GBAPSD's primary educational competitors (based on both geographic proximity in Brown County and comparably constituted urban Wisconsin districts) is outlined in the accompanying Staffing Assessment Report.

From a policy-making perspective however, it is critical that all GBAPSD stakeholders recognize that they are not solely competing with fellow educational institutions for high-quality human capital. Particularly in specialized and technical roles such as technology, finance, operations, and procurement, prospective Brown County professionals have access to varied employment options within both the private and public sectors. This has proven increasingly true over the last two decades, during which concerted efforts by both the City of Green Bay and Brown County to diversify its range of employers and associated sectors. Many of the goals outlined in the city's 2003 "Green Bay Smart Growth 2022 Economic Development Analysis Report" have in fact come to fruition.



The current state of employment (and by extension the competitive landscape for GBAPSD) includes employees whose skills can frequently be applied across various fields and industries. As of 2022, the thirty largest employers in the greater Green Bay area (excluding GBAPSD) and their associated industries are as follows:

<u>EMPLOYER</u>	<u>SECTOR / INDUSTRY</u>	<u>TOTAL # OF EMPLOYEES</u>
Bellin Health	Health Care	4,500
Schneider National	Transportation & Logistics	3,769
Humana	Health Care / Insurance	3,190
Aurora Health Care	Health Care	2,297
Oneida Nation	Gaming / Tribal Govt.	2,104
HSHS St. Vincent Hospital	Health Care	2,093
American Foods Group	Meat Processing	1,878
Georgia-Pacific	Pulp, Paper, Consumer	1,875
United Healthcare	Health Care / Insurance	1,624
Prevea Health	Health Care	1,298
JBS USA	Meat Processing	1,284
Green Bay Packaging	Pulp & Paper	1,235
Walmart	Retail	1,232
Associated Bank	Banking & Finance	1,055
Belmark Inc.	Labels / Manufacturing	922
Tweet Garot Mechanical	Plumbing & HVAC	839
Wisconsin Public Service	Electric & Natural Gas	834
KI	Contract Furniture	821
Schreiber Foods	Industrial Foods	821
Paper Conv. Machine Co.	Packaging	733
Connect	Insurance	626
Procter & Gamble	Consumer Products	602
Salm Partners, LLC	Meat Processing	570
Cellcom/Nsight	Telecom	555
Nature's Way Products	Pharmaceuticals	534
Festival Foods	Retail	525
RR Donnelley	Direct Mail Marketing	525
St. Norbert College	Higher Education	511
KBX	Supply Chain Logistics	490
ProAmpac	Packaging	475

SOURCE: Greater Green Bay Chamber 2022 Community Snapshot

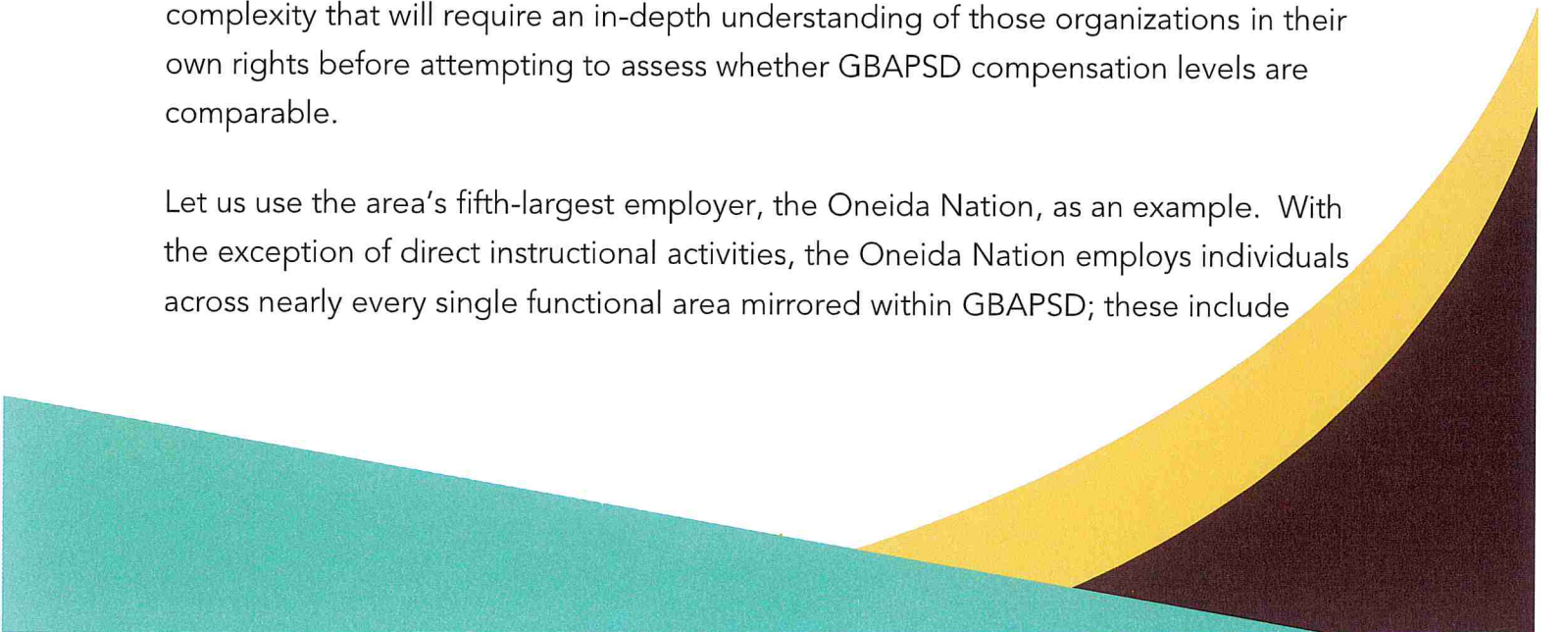
Within this diverse economic context, GBAPSD is presented with a unique challenge: Establish a coherent framework for consistent and equitable levels of compensation for the significant majority of its employees possessing similar credentials (e.g., state educator certifications, graduate degrees, etc.), while simultaneously differentiate its compensation structures for those roles in which competition stems not from surrounding districts but rather multiple private sector entities. BVF recognizes this is no small task, particularly given the prior manner in which the vast majority of GBAPSD hiring processes were conducted internally with limited comparison to prospective competitors.

Yet it is the strong recommendation of BVF's consultants that, in coordination with proposed overhauls to existing human resource systems and in conjunction with the newly-appointed Superintendent's launch of a district strategic plan, the District identify those specific roles and/or divisions it would seek to calibrate with its surrounding competitors. Doing so across all roles in the District does not lend itself to the type of precise analysis that is required to attract and retain high-quality personnel.

Some of these comparisons are straight-forward in nature, such as those related to transportation, plumbing, HVAC, or direct food service. Others will require in-depth comparison of GBAPSD job descriptions with their closest private-sector counterparts, and then in turn assigning a differential level of additional compensation based on the increased or more specialized levels of sophistication of the respective roles.

One final complication lies in the overlapping nature of such analyses across multiple functional areas. Though many of the employers operating in Brown County and the greater Green Bay Area have a high concentration of employees serving in specific specializations with clear parallels to roles within GBAPSD, others demonstrate complexity that will require an in-depth understanding of those organizations in their own rights before attempting to assess whether GBAPSD compensation levels are comparable.

Let us use the area's fifth-largest employer, the Oneida Nation, as an example. With the exception of direct instructional activities, the Oneida Nation employs individuals across nearly every single functional area mirrored within GBAPSD; these include

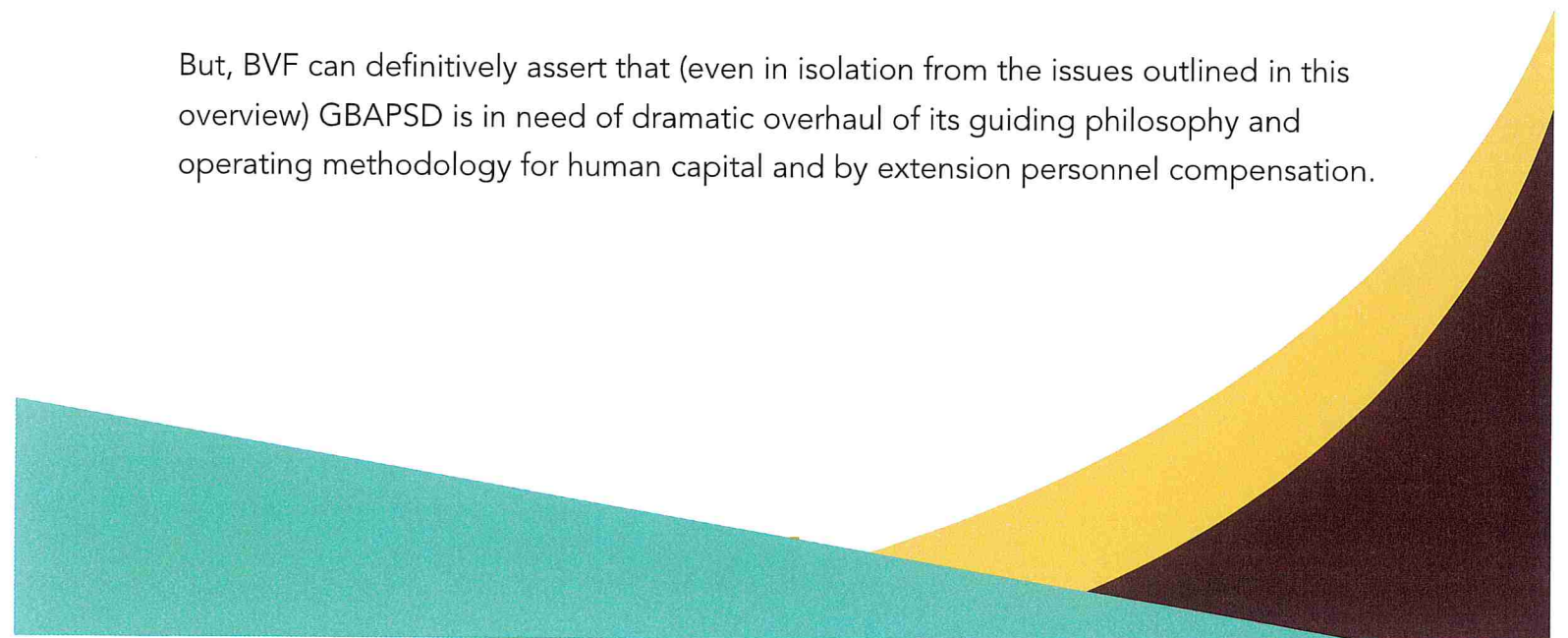


drivers, food service workers, procurement officers, information technology specialists, accountants, personnel representative, communications officers, governmental liaisons, and administrative support staff among others. Before one could arbitrarily select a position from within the rolls of the Oneida Nation and seek to calibrate it with its parallel role in GBAPSD, it would first prove necessary to understand the overarching compensation methodology and operating systems that ultimately guided that determination of a salary level.

The same challenge would hold true with an example such as Georgia-Pacific, the area's eighth-largest employer. Georgia-Pacific's operations are not restricted to the Green Bay area, but rather represent one small part of a worldwide network of plants, facilities, and operating centers joined together under a common corporate structure and set of policies. Though there may certainly be modifications to levels of compensation for parallel roles in different Georgia-Pacific locations (i.e., cost-of-living adjustments based on specific context), other roles may be designed in a manner that is agnostic to the Green Bay context. (For example, some roles may offer multiple locations as prospective bases of operation.). This complexity DOES NOT absolve GBAPSD from the recognition that it is still in direct competition with companies like Georgia-Pacific for high-quality professionals in such areas as finance, operations, procurement, maintenance, and custodial among others. Indeed, it underscores why a more detailed and comprehensive audit focused exclusively on human resource competitiveness is so critical.

Though BVF prides itself on its understanding of the unique needs and challenges affecting public school systems, it does not pretend to act as an economist or auditor. Any arbitrary selection of positions from other companies for comparison would be just that: arbitrary.

But, BVF can definitively assert that (even in isolation from the issues outlined in this overview) GBAPSD is in need of dramatic overhaul of its guiding philosophy and operating methodology for human capital and by extension personnel compensation.



TRANSITION REPORT RECOMMENDATIONS
GREEN BAY AREA PUBLIC SCHOOL DISTRICT

Governance

1. Be certain responsibilities between the Board and the Superintendent are clear.
2. Try to accommodate as many departments in the new facility as possible.
3. Insist that the legal department becomes a resource rather than a regulator.

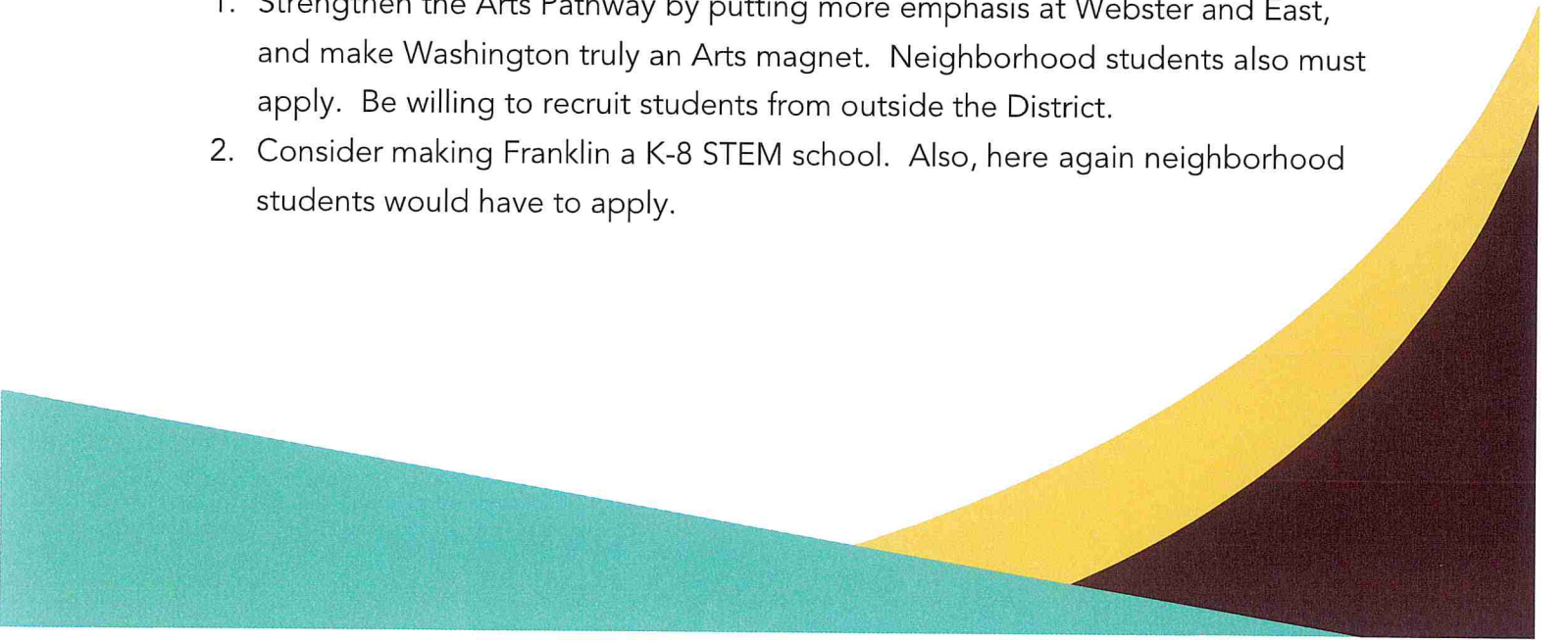
Culture

1. Stop cultivating a culture that often inhibits risk-taking and creative thought.
2. Recognize all the positive that students, staff and programs contribute to the Green Bay Area Public School District.

Climate

1. Include as many staff as possible in decision making.
2. Accept criticism even when unfair in a professional manner.
3. Decide when a climate of compliance is healthy.

Instruction

1. Strengthen the Arts Pathway by putting more emphasis at Webster and East, and make Washington truly an Arts magnet. Neighborhood students also must apply. Be willing to recruit students from outside the District.
 2. Consider making Franklin a K-8 STEM school. Also, here again neighborhood students would have to apply.
- 

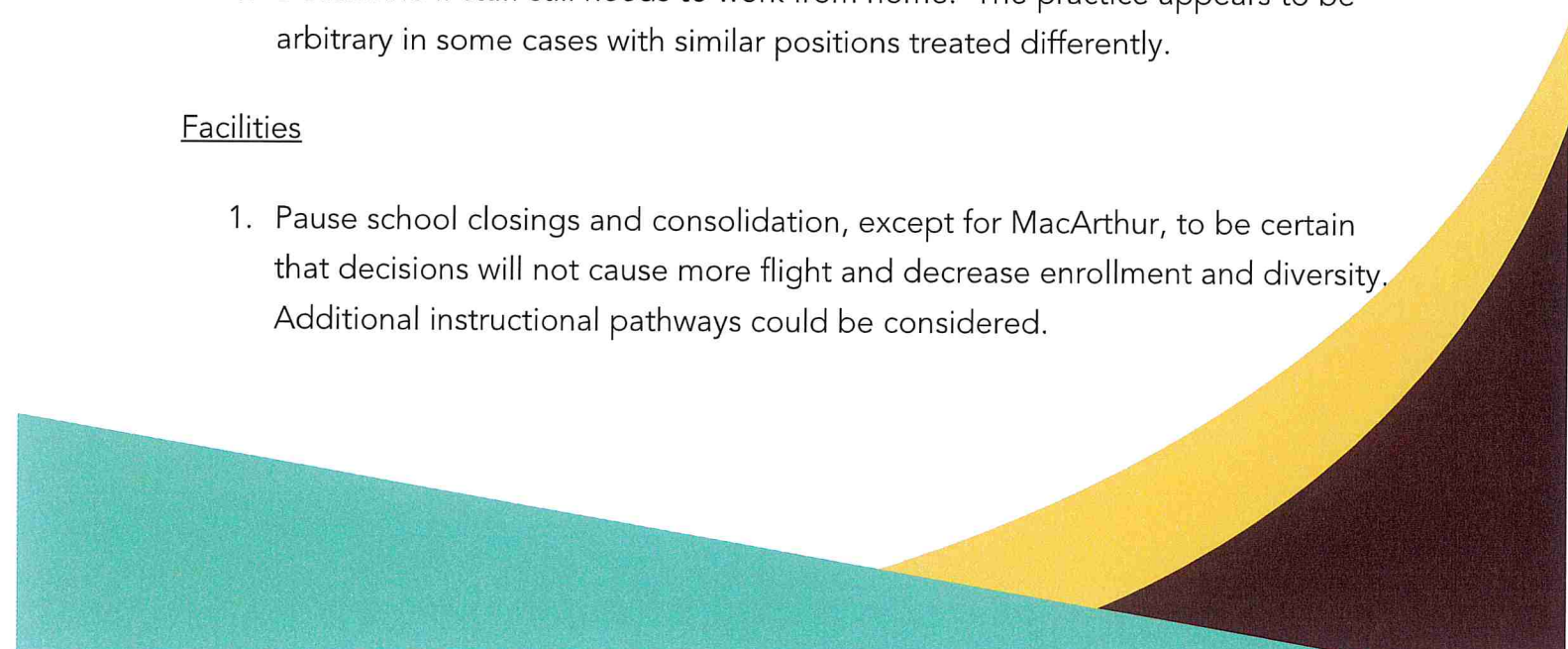
3. Reconfigure all schools so that they are either Pre-K through 8th grades, or Pre-K through 5th. All other middle schools will be 6th through 8th grades, and all high schools will be 9th through 12th grades.
4. Place major leadership for instruction with the principals and hold them accountable for outcomes.
5. Re-assign principals after a reasonable time. Exceptions must exist, but long tenure often prevents innovation.
6. Recognize the continuing diversity of students, and re-evaluate the ESOL and bilingual programs.
7. Open a second K-8 gifted school. Admission criteria must be equitable and multi-faceted.
8. Concentrate on all aspects of the curriculum, especially literacy and the International Baccalaureate program.
9. Lengthen the school day. It makes little sense for the students with the greatest needs to have the shortest day in the area by anywhere from thirty (30) to forty-five (45) minutes. Staff will have to determine how to implement within the confines of the negotiated agreement.
10. Offer vocational programs in a way that they are not unnecessarily duplicative across schools.

Human Resources

1. Continue to try to be responsive to the principals' needs.
2. Remember the students and community are the clients.
3. Add a position for teacher recruitment which hopefully will reduce the number of long-term substitutes.
4. Determine if staff still needs to work from home. The practice appears to be arbitrary in some cases with similar positions treated differently.

Facilities

1. Pause school closings and consolidation, except for MacArthur, to be certain that decisions will not cause more flight and decrease enrollment and diversity. Additional instructional pathways could be considered.



2. Continue the emphasis on preventative maintenance.

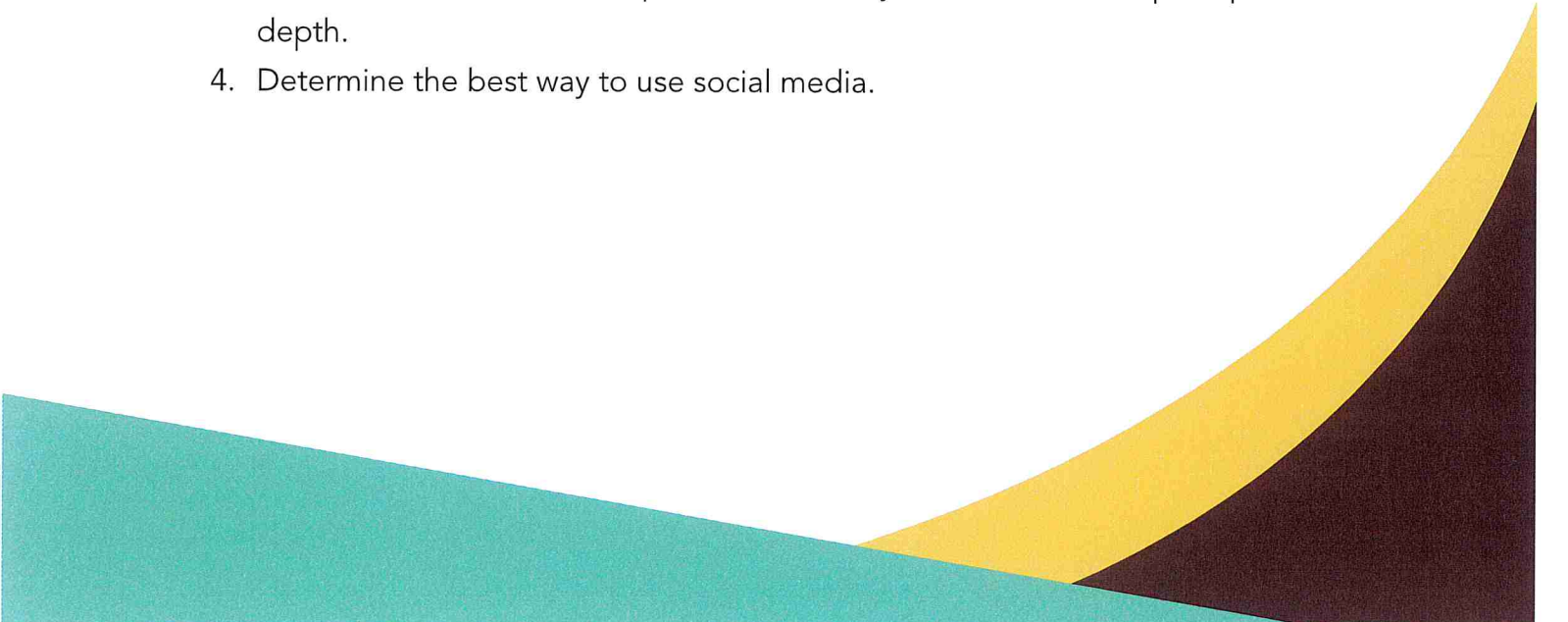
Professional Development

1. Limit district-wide professional development to implementing Culturally & Linguistically Responsive Teaching.
2. Place more emphasis on professional development as a responsibility of the Teaching & Learning Department.

Finance

1. Transfer the appropriate funds from the Food Service balance to pay for lunch monitors, paraprofessionals at recess, and the delivery driver. This transfer should add desperately needed money to Fund 10. It would become an annual transfer.
2. Appoint an internal auditor.
3. Explain all major budget decisions thoroughly to the Board of Education.
4. Make no major financial decisions without including the Chief Financial Officer.
5. Move all the grants to the Finance Department.
6. Replace the current short term disability program, which is being blatantly abused, with a new program managed by a third-party provider.

Communication

1. Accept the reality that the media will focus on the urban district and emphasize the negative.
 2. Continue to find ways to showcase the positive.
 3. Insist that the central office personnel actually visit and talk with principals in depth.
 4. Determine the best way to use social media.
- 

Organization

1. Eliminate the Office of School Leadership and replace it with two area superintendents. Vertical organization will improve communication, supervision, and transitions.
2. Replace the seven positions that currently exist as follows: two (2) area superintendents with two (2) instructional directors and two (2) special education/alternative education supervisors. (K-8 schools will still be considered secondary.) The other responsibilities will be absorbed by current positions in Teaching & Learning.
3. Assign the duties of all Associate Directors to their respective Directors, and absorb the positions.
4. Re-allocate the duties of the Executive Director of Student Services and the Executive Director of Teaching & Learning to the newly-created position of Assistant Superintendent.
5. Reconsider having the Deputy Superintendent be directly in charge of Human Resources. The Executive Director of Human Resources should be responsible for the daily operation of the department. The Department currently has numerous challenges which require consistent leadership.
6. Re-title Legal and Communications to Chiefs.
7. Transfer responsibilities for grants to the Finance department.
8. Have the Deputy Superintendent act as the District's lobbyist.
9. See proposed Organizational Charts in Appendices A-D.



EXHIBIT A:

Suggested Organizational Chart: Superintendent Direct Reports

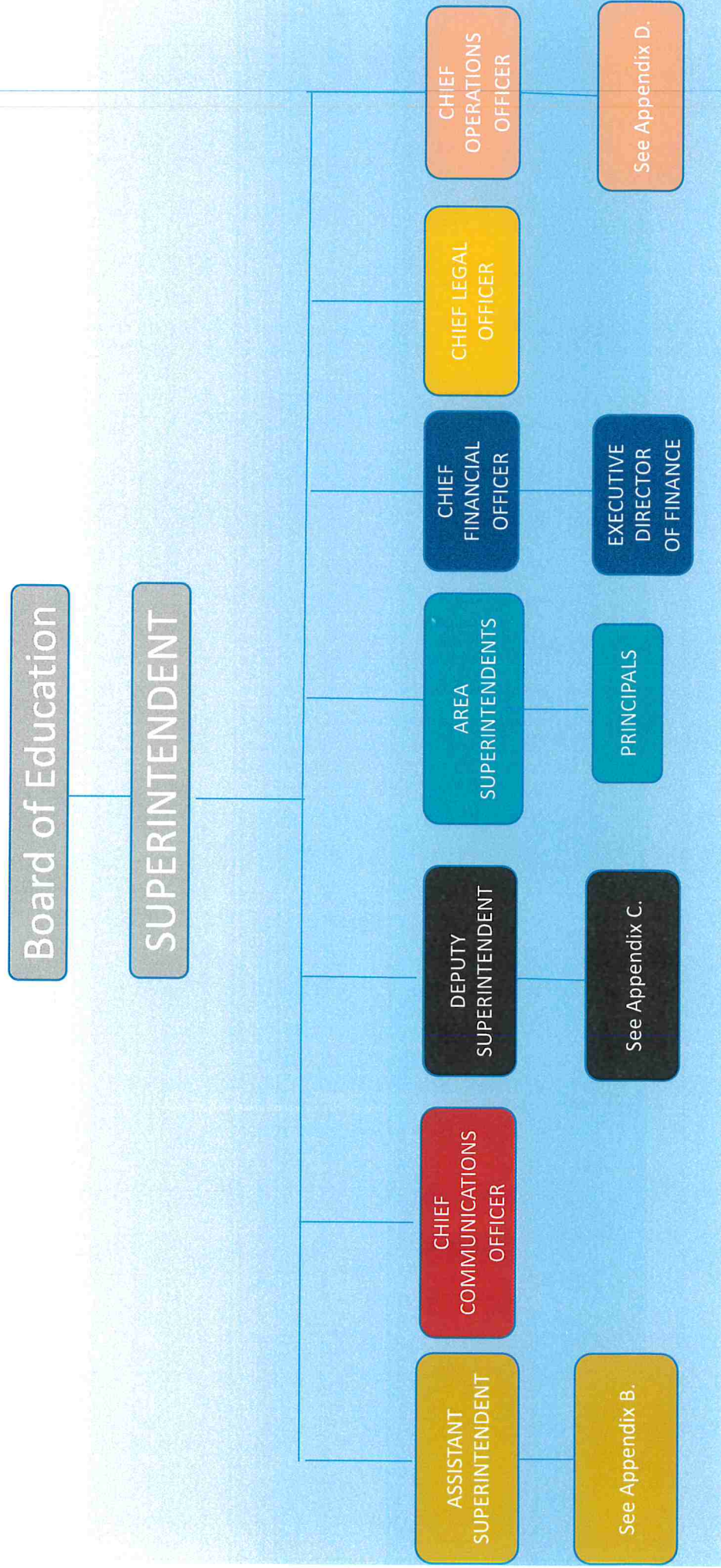


EXHIBIT B:

Suggested Org. Chart: Assistant Superintendent Direct Reports

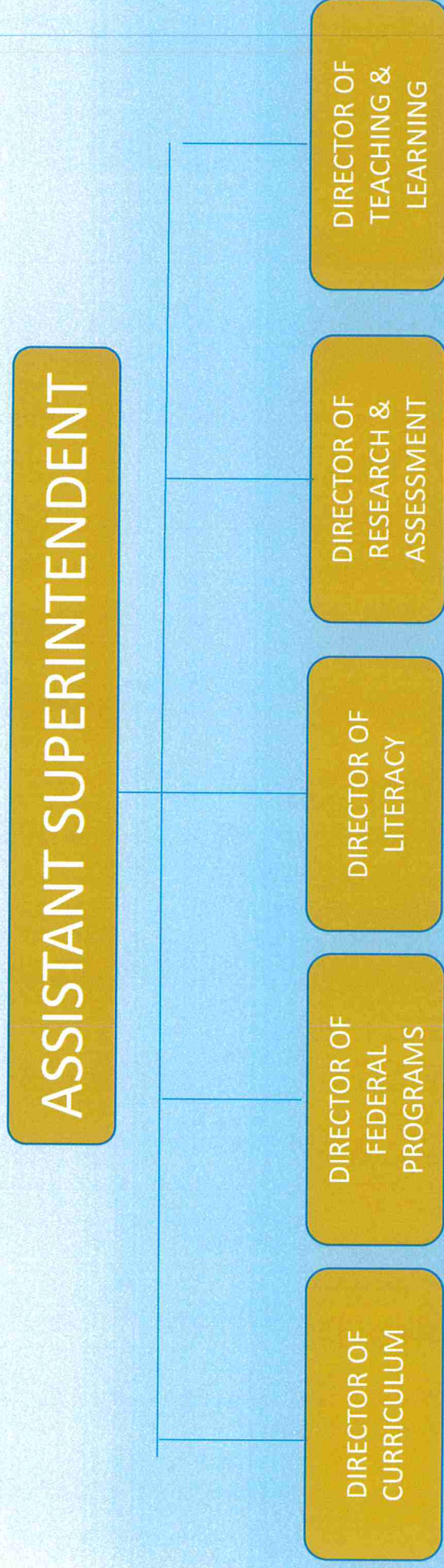


EXHIBIT C:

Suggested Org. Chart: Deputy Superintendent Direct Reports

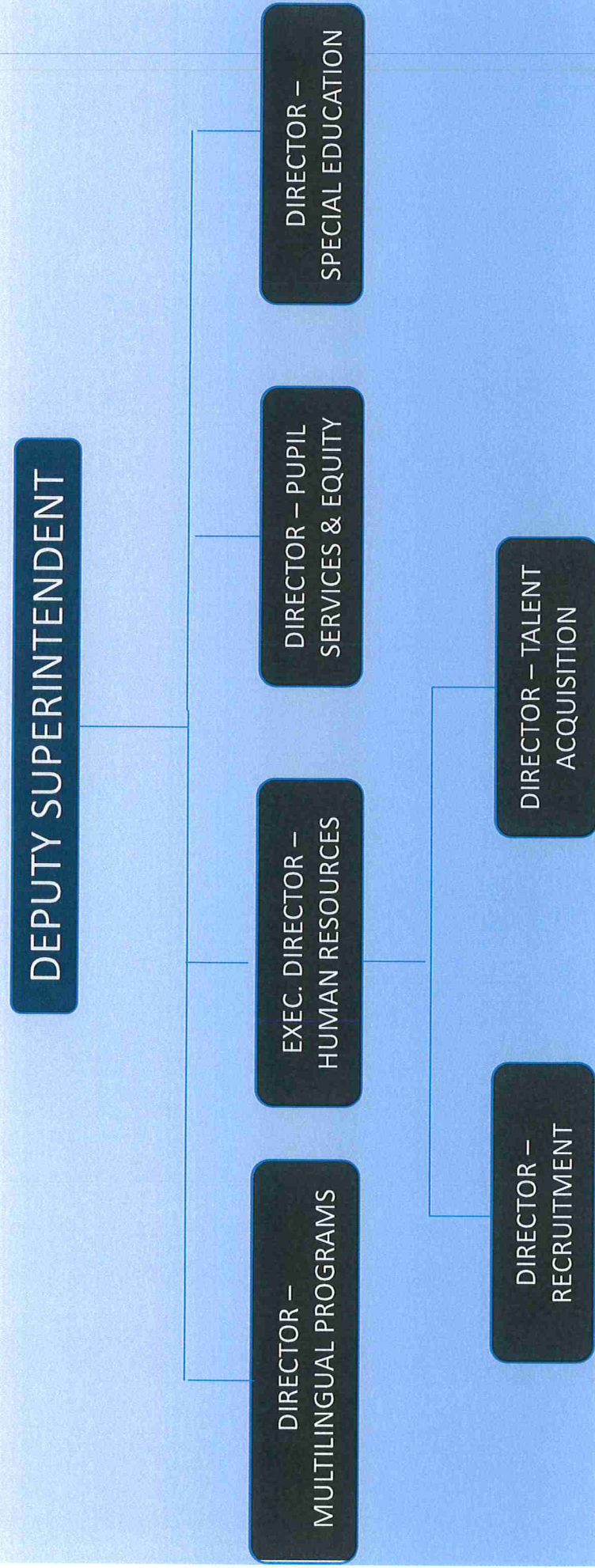


EXHIBIT D:

Suggested Org. Chart: Chief Operations Officer Direct Reports

