



OFFICE OF THE CITY CLERK

April 24, 2002

To: Pasadena City Council
PUSD Board of Education
Sierra Madre City Council
Supervisor Mike Antonovich
Altadena Town Council

Honorable Members:

The City of Pasadena Charter Reform Task Force on School District Governance hereby transmits its final report. The Task Force was established in 1999 to assess the governance and operations of the PUSD, and to make recommendations for improvement. Those recommendations were placed on the November 2000 ballot as a reform plan and received 75% of the vote. Measure DD called for the Task Force to be reconvened to assess progress in the implementation of the report. The attached final report documents the completion of this final element of the Task Force mission.

In the initial Task Force report, *Why Not the Best?*, numerous and serious problems were illuminated within the PUSD. The reconvened Task Force explored changes since those recommendations were made.

The Task Force now finds that major improvements have occurred in critical areas of school district governance and operations. These changes mean that, overall, the District is moving in the right direction, and with a sense of urgency.

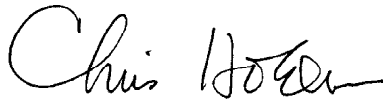
The Task Force also finds that turning around the PUSD school system is inevitably a work-in-progress, and that while the overall positive direction of the PUSD is responsive to the recommendations of the Task Force, there are still important issues that need to be addressed. The Task Force finds that in the areas of evaluation, auditing, and oversight, there is still significant ground to cover.

Finally, the Task Force believes that the whole community within which the schools operate should build upon the emerging spirit of reform to forge collaborative bonds in pursuit of the interests of the youth of the communities of Pasadena, Sierra Madre, and Altadena.

Pasadena City Council
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It has been an honor to serve the community in the critical area of school reform.
Nothing is more important than helping to make our school system the very best it can
be.

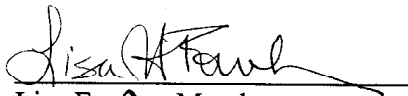
Respectfully submitted,



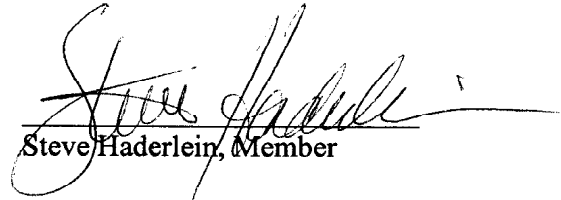
Chris Holden, Chair



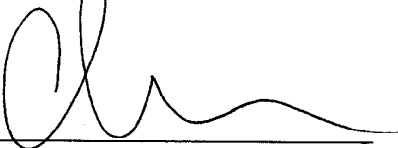
Bart Doyle, Vice Chair



Lisa Fowler, Member



Steve Haderlein, Member



Esteban Lizardo, Member

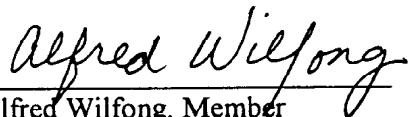
Ken Lovell, Member



Barbara Madden, Member



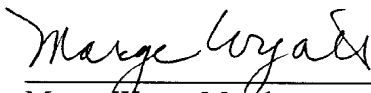
Nancy Parachini, Member



Alfred Wilfong, Member



Catherine Wood, Member



Marge Wyatt, Member

THE FINAL REPORT
OF THE
RECONVENED CITY OF PASADENA
CHARTER REFORM TASK FORCE
ON
SCHOOL DISTRICT GOVERNANCE

Prepared by Dr. Raphael Sonenshein
Task Force Consultant

April 24, 2002

***City of Pasadena Reconvened Charter Reform Task Force on
School District Governance***

Task Force Members:

Chris Holden, Chair	Council representative
Bart Doyle, Vice Chair	Sierra Madre representative
Steve Haderlein	Council representative
Lisa Fowler	School Board appointment
Marge Wyatt	School Board appointment
Ken Lovell	Supervisor Antonovich appointment
Barbara Madden	Supervisor Antonovich appointment
Nancy Parachini	Public Member Appointed by Council
Alfred Wilfong	Public Member Appointed by Council
Esteban Lizardo	Public Member Appointed by Council
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I. Process

The City of Pasadena Charter Reform Task Force on School District Governance was established by a resolution of the Pasadena City Council on August 2, 1999. The Council's charge to the Task Force read, in part:

The Task Force is charged with reviewing the governance of the Board of Education including but not limited to the number, method of election, terms and composition of the Board of Education and such other means of increasing the accessibility, responsiveness, and accountability of the Board of Education as the Task Force may determine, as well as examining and defining the relationship between the Board of Education and the Superintendent of Schools and the City of Pasadena.

It is acknowledged that some of the recommendations of the Task Force may address matters within the jurisdiction of the City Council such as proposed Charter amendments, while other recommendations may address matters within the jurisdiction of the Board of Education (Resolution #7786, August 2, 1999).

In seeking to find ways to strengthen the governance of the School District, the Task Force was empowered to explore Charter changes and to more broadly explore reforms in the operations of the schools beyond the Charter. The Pasadena City Charter authorizes the City to shape the election system and other aspects of the Board of Education, but State law and Board policy govern the day-to-day operation of the schools. The recommendations of the Task Force therefore included proposed changes to the City Charter and suggested policies that could be adopted by the Board of Education or other governmental units.

The selection process for Task Force members was meant to signify the broad involvement of stakeholders in the PUSD. The Pasadena City Council made two appointments of incumbent Councilmembers and appointed four members of the public. The PUSD Board of Education made two appointments, one current and one former Board member. The City of Sierra Madre chose its Mayor to serve on the panel. County Supervisor Mike Antonovich appointed two members of the Altadena community.

The work of the Task Force received its major funding from the Pasadena City Council. The Task Force budget was \$247,000. Of this amount, the Pasadena City Council contributed \$217,000, the City of Sierra Madre contributed \$5,000, and Supervisor Antonovich contributed \$25,000 of his discretionary office funds.

The Task Force's first meeting was held on September 21, 1999. The Task Force held public hearings, conducted a survey of PUSD teachers, heard from leading thinkers in the field of education, and analyzed research developed by the Task Force consultant, Dr. Raphael Sonenshein, and his staff. The Task Force found substantial community dissatisfaction with the governance of the school district, and with its policies and direction. Research by the

Task Force uncovered a significant number of problems in such areas as instruction, teacher recruitment, responsiveness to the public, and school safety. Based on findings that emerged from the Task Force's research, the Task Force members formulated a set of recommendations for change.

On May 3, 2000, the Task Force presented its draft recommendations to the community at a public briefing. Between May 3 and mid-June, the Task Force heard public comment on its recommendations. Three public forums were held in the community specifically to receive public comments on the Task Force's recommendations. During this time, the Task Force continued to meet, in public, to address additional issues and to incorporate, as appropriate, revisions that emerged from the public comment period. On June 14, 2000, the Task Force voted on its final set of recommendations for presentation to the Pasadena City Council.

On June 20, 2000, the Task Force issued its report: *Why Not the Best?* On June 26, the Task Force presented its report to the Pasadena City Council. The final report contained 48 findings and 51 recommendations set forth in the School Accountability and Reform Plan ("Reform Plan"). The findings identify the problems that underpin the recommendations. The findings express a state that can be compared to the current situation and can help in planning for the future, and were based on research conducted by the Task Force consultant and staff. The recommendations emerged from a deliberative process of the Task Force members and their committees. They were carefully designed and thoroughly debated.

The Council directed the City Attorney to draft ballot language for three Charter amendments on the November 2000 PUSD ballot. On August 7, 2000, the Council adopted and endorsed the Reform Plan and placed it on the ballot as advisory measure DD. The ballot measure read:

Shall the voters of the Pasadena Unified School District adopt the Reform Plan of the Charter Reform Task Force as a blueprint for the schools and, consistent with its terms, call upon the Board of Education to provide an accounting within six months of the Plan's implementation and direct the City Council to reconvene the Task Force within one year to assess the progress of the Plan's implementation?

The ballot measure containing the Reform Plan's recommendations passed with 75% of the vote. Additional ballot measures that won majority votes amended the City Charter to require the School Board president to give an annual state of the schools address and to increase the size of the PUSD school board from 5 members to 7. The voters defeated a measure to implement the Task Force recommendation that school board elections be held on a sub-district basis.

Measure DD called on the City Council to reconvene the Task Force for the purpose of assessing implementation of the reform plan. On June 4, 2001, the City Council discussed the timeline for reconvening the Task Force, and decided to defer reconvening the Task Force in order to allow adequate time for the newly-seated Board to implement improvements, adopt

its annual budget, hire a new Superintendent, and provide an accounting of the Plan's implementation.

The District had changed in important ways since the Task Force report. In the interim, the District hired an interim Superintendent, Dr. Edgar Seals, and then in September 2001, after a national search, hired Dr. Percy Clark as Superintendent. A number of top administrators have left the District. The Board of Education, now expanded from 5 to 7 members, has a majority of new members.

On October 8, 2001, the Council called upon the Task Force to reconvene in January 2002 and to carry out its envisioned duty of evaluating the progress of the District in implementing the Task Force recommendations. The City Council appropriated a budget of \$63,000 for the reconvened Task Force.

All of the original members of the Task Force agreed to serve once again. In November, 2001, a request was sent by the Chair and the Vice Chair of the Task Force to the Superintendent and the Board President to prepare a report on District progress in implementing the Task Force recommendations. The reconvened Task Force scheduled its first meeting for February 13, 2002, to hear the report of the Board of Education and to consider its Workplan.

The reconvened Task Force is nearing the completion of its long mission. The reconvened Task Force endeavored to have a relatively compact process of review and analysis, leading to a report to be presented to the City Council and the community on April 29, 2002.

The Task Force Workplan envisioned a process to undertake and complete an evaluation of the District's progress in implementation. There would have been no value, and perhaps much harm, in playing a "numbers game" in which the District were assigned a grade based on percentage of recommendations completed.

Following the Task Force's first look at the District response, a further document was presented that offered responses to the Task Force's initial report. As part of this report, the Task Force includes a matrix of all recommendations and the responses transmitted to the Task Force by the Board of Education.

II. Summary Conclusions of the Reconvened Task Force

When the Charter Reform Task Force began its work in 1999, the PUSD was extremely troubled. The Task Force found that:

- the governance of the PUSD by the Board of Education was ineffective;
- school safety was not being assured and data were not being collected and analyzed on school crime;
- no plan existed to maintain clean and healthy conditions in the schools, particularly the bathrooms;
- the community felt largely shut out of communication with the school system;
- many students were being bused across town because of the absence of schools in the most populated area;
- low student achievement levels were being explained due to demographic factors;
- curriculum was haphazard and inconsistent across the District;
- teacher morale was low, teachers were poorly paid and often had to provide their own school supplies; and
- the administration at the District seemed to be overstaffed by comparison to other districts.

The community hoped and believed that the Task Force report would become a blueprint to turn the District around, and in November 2000, the voters passed the Task Force report with 75% of the vote.

Now, 18 months later, the Task Force presents to the community our analysis of the extent to which the Board of Education and the District have implemented the recommendations of the Task Force, and, more broadly, whether the PUSD is moving in the right direction. In addition, the Task Force moves beyond that analysis to propose steps to increase the joint efforts between and among the PUSD and other local governmental bodies.

The Task Force finds that major improvements have occurred in critical areas of school district governance and operations. These changes mean that, overall, the District is moving in the right direction, and with a sense of urgency. Areas of improvement include:

- the search for and hiring of one interim and one permanent superintendent of schools, each of whom introduced significant changes in governance and policy;
- the election and development of virtually a new Board of Education, and the effort of the Board to improve its governance operations through a training contract with the Broad Foundation;
- the creation of a customer friendly stance in dealing with the public;
- the provision of school safety information to the Board of Education in a systematic, comparative manner, and the decision by the Board and the Superintendent to seriously consider alternatives to the in-house system of school policing;

- the development and Board approval of a bold plan to maximize the range and number of choice schools, and to move toward construction of a long-needed school in Northwest Pasadena;
- the continued improvement in the Business Services Program and the movement toward performance-based budgeting; and
- the funding and progress toward implementation of the Curriculum Management Audit, and for the first time in years, a program to develop a uniform, measurable curriculum.

The Task Force also finds that turning around the PUSD school system is inevitably a work-in-progress, and that while the overall positive direction of the PUSD is responsive to the recommendations of the Task Force, there are still important issues that need to be addressed. The Task Force finds that in the areas of evaluation, auditing, and oversight, there is still significant ground to cover. The District is moving on numerous fronts all at once -- changing staffing patterns, altering student assignments, devising a new curriculum, to give only some examples. It is tempting to wait for quieter times to implement structures of oversight. The Board has effectively mastered the task of hiring and supporting a new Superintendent. It is all the more important now to:

- set forth a plan for Board oversight of the staff, with special reference to the Board's policy role;
- devise effective evaluation and auditing tools, such as management audits;
- plan for an updated curriculum audit, to provide precise and timely measurement of the impacts and results of new policies; and to devise measures of equity across the District;
- work, as a governing body, on persistently asking questions, setting policy, and requiring information; and
- remember that elected Board members must probe and push, if gently and without rancor, as the voice of the community.

Finally, the Task Force believes that the whole community within which the schools operate should build upon the emerging spirit of reform to forge collaborative bonds in pursuit of the interests of the youth of the communities of Pasadena, Sierra Madre, and Altadena. A foundation of mutual trust among governmental agencies among whom there has not existed a great deal of trust will be essential to match and exceed the efforts that have taken place in a number of communities. The Task Force views afterschool programs and the joint planning, construction and operation of facilities as important starting points, but also recommends quieter efforts at sharing administrative resources. In beginning this process, the PUSD and other governmental bodies can build on a number of existing joint activities, but they can also simply meet and talk, hoping to forge the common bonds that will tap the great and creative resources of the communities of the PUSD. Specifically, all governing bodies in the PUSD community should:

- work to identify overlapping missions and ways to meet those different governing missions;
- seek to built trust as a way to generate resources, rather than viewing resources as the way to build trust;
- jointly participate in technical assistance sessions on cooperation among governmental bodies with an interest in the schools; and
- begin meeting on an informal basis to develop new ideas and new structures for collaboration.

III. Moving in the Right Direction

Hiring the best Superintendent is the first and most important task of any school board. Both the previous Board and the current Board undertook thoughtful hiring processes that led to the recruitment and selection of highly qualified Superintendents. Interim Superintendent Edgar Seal greatly assisted in the transition to a reform-based governance structure, and responded with effectiveness to the Task Force recommendations. Dr. Seal took a proactive stance toward the recommendations of the Task Force, and other aspects of the education reform movement. He took the lead in calling for the Curriculum Management Audit, a major step forward.

Since Dr. Seal was hired as interim Superintendent, the Board undertook a long and thorough search for a permanent Superintendent. Rather than rushing through the process, the Board took its time, and hired an outstanding leader. Dr. Percy Clark, Jr. is a national known, dynamic educator with a highly successful track record. Dr. Clark has already created major initiatives in the areas of school site location, curriculum development, and community engagement. He has also brought great energy, experience, and excitement to the community.

In undertaking the Curriculum Management Audit recommended by the Task Force, Dr. Seal and the previous Board took a major step away from a curriculum that had been widely seen as disorganized, inconsistent, and ineffective. The current Board and Superintendent have taken the Audit very seriously, and have established a committee to implement its recommendations. Based on the Curriculum Management Audit, the Superintendent has proposed major changes in the curriculum, in accordance with the principles of coherent, consistent, standards-based curriculum. These changes are intended to replace the haphazard and inconsistent curriculum that had previously been in place.

The Superintendent has proposed, and the Board amended and approved on February 26, 2002, a new Creating Quality Schools Initiative that moves toward neighborhood schools, and increases the number of choice schools. This initiative clearly meets the overall goal of the Task Force that "The Board should continue its policy that maximizes school choice without contributing to the resegregation of the schools." It also meets several specific Task Force recommendations: "As part of a comprehensive policy, the Board should seek to create additional choice schools; assist schools to develop into choice schools; and allow choice for schools other than those currently designated" (Recommendation #37) and "The Board should explore methods to reconfigure existing and planned schools... This approach will not solve the problem of the need for more elementary schools in Northwest Pasadena, but it would alleviate the burden of busing on some of the youngest children." (Recommendation #38)

Some of the most important Task Force recommendations concerned school safety. The Task Force (Recommendation #30) wrote, "The Board should reexamine the effectiveness of the current system of providing all security by a PUSD school safety force, and compare it to the alternative of having other governments provide some or all of the service." In line with that recommendation, Dr. Clark established a commission to explore school safety alternatives. That commission has recently recommended that the District contract for school safety

services with either the County or the City of Pasadena. While the Superintendent reached a different conclusion on that issue, he did follow the Task Force recommendation to undertake a serious analysis of the alternatives.

School safety figures are now gathered on a weekly basis, with comparative data regarding other districts (Recommendation #29). For the first time, the head of the school safety program recently briefed the Board of Education in an analytical manner.

Both the Board and the Superintendent have clearly moved away from the determinism that created diminished expectations for students. The Board, the Superintendent, and the staff have halted the use of “demographically comparable” district data to measure the performance of PUSD students (Recommendation #1).

The Superintendent has called for a customer service orientation by all District staff, with special attention to answering phone calls, emails, and regular mail in a timely manner (Recommendation #14). The District has committed to more realistic press reports, including the provision of less-than-stellar information. Two sample press releases on test scores attached to the District response called attention to successes, but also called frank attention to shortcomings.

The Board has hired a consultant through a grant from the Broad Foundation to assist the Board in its activities as a governing body, a specific response to the Task Force’s recommendation that the Board reconsider ways to improve its policy and oversight roles (Recommendation #43).

Other major initiatives include:

The District has created a uniform grant submission form to ensure that external funds are contributing in a measurable way to student achievement, although this form only seems to apply to government, not private grants (Recommendation #3).

The current Board, in one of its first actions, increased teacher salaries at the beginning level by 10%. The District has seen an increase in the proportion of credentialed teachers to 72% (Recommendation #7).

The Board has undertaken a process that may lead to the adoption by the Board of performance-based budgeting (Recommendation #20).

The District has created a Restroom Task Force Committee, and the District has adopted new approaches to cleaning the bathrooms (Recommendation #25).

IV. Work to be Done

Many of the issues on which work remains to be done cluster together not around specific policy issues, but on the dimensions of *evaluation, accountability, and Board oversight*.

The District is moving very quickly on a number of fronts (school site location, curriculum revision, customer service orientation). As large-scale policy changes occur, accountability, evaluation, and oversight must keep up. In the short run, policy change is critical, and there is a sense of movement that has long been missing in the District. In the long run, however, it will be critical for the Board to become the key driving force for measurement, evaluation, and accountability. The longer that process is neglected, the more the consequences will be felt down the road. Conversely, attempts to create structures of accountability now will pay great dividends in the future.

As an example, the Task Force called for greater equity in school resources. How can this be measured in a manner that will be useful to the community? The Task Force view is that clear measures of school equity will be critically important, measuring such benchmarks as: credentialed teachers, percent of experienced teachers, per pupil expenditures with and without add-ons (e.g. Title I), community support, staffing (other than teachers), maintenance of school facility, and curriculum resources.

The Board is working hard to upgrade its professional role, trying to find a role for the Board that is neither micromanaging nor uncritical of the staff. From the standpoint of the community, the Board must be the chief question-asker, and the chief source of accountability. As elected officials, the Board members individually and collectively bear responsibility for policies, even if those policies are devised originally by staff. The Board must also be the chief backers of the staff.

The Board is working hard to keep good feelings among themselves and with the new Superintendent. At the same time, there must be another voice at the table, that of the community. The community expects its elected officials to ask the questions they themselves might wish to ask. A Board that avoids asking these questions in public sessions will find itself haunted by “gadflies” who will ask those questions instead.

With things generally going in the right direction in terms of policy, the Board may find itself in the position of having to justify asking tough questions. The climactic meeting on February 26, 2002, on the Creating Quality Schools Initiative serves as an instructive example. At a key moment in the meeting, Board members seemed caught between two positions: they could ask tough questions or support the Superintendent. That is a false choice. A governing body has a license, indeed an obligation to question *everything*. It may choose not to question, but it always has the right. Broad setting of goals does not exclude the Board from probing the details of the policy. At the same time, the Board should be the greatest supporter and backer of the Superintendent it has chosen.

Going beyond questioning, the Board must become the source of ongoing expectations for results, evaluation, accountability, and auditing. The Board can, by its genial, but persistent probing, create an atmosphere of accountability that will increase public confidence in the District.

In this light, the Task Force is concerned about the apparent Board decision not to pursue a management audit, the lack of an internal auditor, and the absence of plans for follow-up evaluations and renewed Curriculum Management Audits. How does the District's management structure compare to other districts? Where will the data come from to track student achievement as the District strives to meet its new goals? There is a need to use standardized data for comparisons. For example, how can the District and the community measure progress in restroom maintenance, customer service orientation, and Measure Y construction impact on learning? While the Curriculum Management Audit touches on some of these items, it cannot bear the burden of a full-scale management audit to assess how effectively the District is allocating its personnel.

The trend in government at all levels is toward greater reliance on internal and external auditing to assure governing bodies and the public that government performance is effective. Assurances of oversight often make the difference between victory and defeat in ballot measures for public expenditures. Ballot measures can be found proposing financial and performance audits and outside citizens' oversight committees. While audits cost money, there is no dollar figure that can match the credibility of serious auditing of management, finances, physical structures, nor of citizens oversight. These audit efforts will become especially important as more extensive collaborations are created with other local governments.

V. Joint Activities Among PUSD and Other Governmental Bodies

The tradition of separating local government and school districts is long established, and it is unlikely to be formally changed except in a few big cities or in towns with colossal problems in the schools. Yet in spite of the rigid lines that separate city governments from school districts, a marked shift in attitude has been emerging in recent years. Policy-makers have begun to ask how these separate entities can work together. Rather than formal structures that would jeopardize the separate nature of each institution, we have seen *informal* attempts to recreate a sense of common purpose, linking together sovereign governing bodies, staffs, and community members.

There is a convergence of interest in school-city partnerships both from the school side and from the city government side. The National League of Cities Institute for Youth, Education, and Families guides and encourages city efforts in education. The Institute publishes several packets suggesting ways in which city officials can partner with the schools (*Expanding Afterschool Opportunities* and *Improving Public Schools*). The NLC also sponsored a 1994 report by the International City-County Management Association, Local Government Partnerships and the Schools: Sharing Support Services.

The California Community Partnership, a non-profit organization created in 1997 by the California League of Cities, the California School Boards Association, and the California State Association of Counties conducts an annual competition for the best city-school programs, and publishes case studies and guidebooks for communities. This year's CCP award winner was Anaheim Achieves. The CCP sponsors regular workshops, *Stretching Community Dollars*, at various locations in California.

The purpose of this section is to explore what lessons the Pasadena community can draw from the experience of other cities and school districts; to assess what has worked well and why; and to identify obstacles and devise recommendations to overcome them. The overall goal is to contribute to improved collaborative relationships in Pasadena.

What We Know About Collaborative Efforts

There is a large and growing body of case studies that illustrate the potential for partnerships between school districts and other governmental and community bodies. Useful sources of successful collaborations can be found in the documents of the National League of Cities as well as the California Community Partnership.

A planning workbook produced by the CCP summarized the four main areas of cooperation as: Facilities; programs and services; land use planning; and administration.

In looking at actual case studies, the most common joint efforts seem to be after-school programs, and joint development and use of public facilities. After-school programs have attracted direct city funding, foundation support, and state funding. The second most common joint effort is the shared use of public facilities, along with shared construction. To a lesser degree, school safety has been a growing area of cooperation.

A less visible but very important area of cooperation involves common efforts in purchasing and other administrative activities. These joint efforts build trust among staff in multiple agencies and can provide great efficiencies.

Anaheim

The winner of this year's California Community Partnership Award was Anaheim Achieves ("AA"), a program of the Anaheim Unified School District, the Magnolia School District, the Anaheim Family YMCA, the Children's Hospital of Orange County, the City of Anaheim, and the Anaheim Chamber of Commerce.

This previously middle-class community had seen a major change in its demographics; today, 76.7% of students participate in free/reduced lunch programs. In 1996, the lead agencies created a community-wide coalition to blend their resources for youth. The schools began an afterschool program with some assistance from the YMCA. AmeriCorps and CBET funds supported a volunteer and mentor program. Health care and screenings were provided by the Hospital. Program evaluation benefited from the efforts of the University of California, Irvine.

AA is today a program with an annual budget of over \$4 million drawn largely from state funds, a 21st century grant, and AmeriCorps dollars.

Stockton/Lodi

The City of Stockton and the Lodi Unified School District joined together to design and construct a 75 acre parcel to include a high school, soccer and softball fields, a community center, a stadium and a future library. The community center will be used during the day for classrooms and by the city at night as a community center. The sports fields overlap between city and school district. The city government estimates that this joint use project will save several million dollars in construction costs for the community center. Clearly there will also be benefits in a more closely knit community whose government agencies have managed to create joint-use facilities.

Livermore

In March 1999, the voters passed a \$150 million joint ballot measure to construct a new city library, a new park facility, and a program to repair and renovate school facilities. The funds were divided among the city, the park district, and the school district. The idea of a joint bond issue emerged during a regularly-scheduled meeting among the school district, the park

district, and city officials. The joint measure will be cost-effective and actually reduces the overall tax rate compared to a set of separate measures.

In order to carry out the joint measure, state law had to be changed to allow the school district, which would receive most of the funds, to be the principal agency. Working together, local officials won a change in state law. State officials, noting the unified effort from the local level, then informed local leaders that there was state money available for joint-use projects. Local leaders then applied for and received a \$1 million state grant for library equipment.

Joint planning continues on a regular basis. For example, the park district and the city are members of the school district's strategic planning committee.

Claremont

Like Pasadena, Claremont has a reputation as an affluent community whose demographics have altered the challenges of public education. In 1993, a joint committee of the City Council and a committee of the Board of Education began to meet. In September 1993, the Council and the Board appointed a broad-based Youth Master Plan Steering Committee. In 1995, the City of Claremont and the Claremont Unified School District adopted a Youth Master Plan. Development of the Master Plan was jointly funded by the district and the city.

Since the adoption of the Master Plan, the city has doubled its funding for youth programs. Conversely, the district has been spending more funds on youth services. Specific joint projects have included a master facility agreement, under which the city and district use each other's facilities for free; a school site purchase conducted jointly; increased library hours; and numerous other activities. In 1996, the city introduced an after-school program. The city provides security services to the schools, and a joint working group on school safety meets regularly.

Among the benefits seen from the Claremont collaborations have been a decrease in truancy, resulting in additional state funding for the schools, and a decrease in youth related crimes.

Why Collaboration Is Easier in Some Communities Than in Others

After examining various case studies, we sought to probe more deeply into differences between communities. One valuable comparison that emerged was between Anaheim and Lodi/Stockton. Task Force staff conducted telephone interviews with key participants in these two communities. What emerged were the critical importance of trust, common participation on joint projects, and mutual confidence between and among the agencies involved in collaborative efforts.

This research was consistent with other studies showing that the most serious obstacle to success is a clash of governmental cultures that makes cooperation difficult. One expert, Andria J. Fletcher, called it a silo approach:

Fragmentation in communities remains surprisingly high, although this is clearly changing. Historically, school districts and schools have viewed education as their exclusive responsibility. City Departments have seen the hours after school as a time for children and youth to participate in recreation and sports activities. Foundations have tended to support programs and projects that focus on child abuse, juvenile crime reduction, and teen pregnancy prevention. Overcoming a silo approach is a serious challenge for many communities.

Anaheim Achieves was the result of many years of joint working relationships between the city and the school district. According to a key staff person, it was “natural” for school leaders to call up city officials when they had problems. When the need for afterschool programs emerged, joint planning was rapidly undertaken to deal with the problem. Immediate action took the form of a small pilot project in several schools. Even in a community with a strong collaborative network, it was important to start small. As the afterschool program grew in popularity, it was expanded and the network of community funders expanded as well. City financial support began with hard dollars, and eventually became limited to in-kind services. Those involved report that even in Anaheim, there are fears about long-term sustainability, but clearly the community benefits from the commitment and mutual confidence of the leaders of the key governmental bodies.

Lodi/Stockton had a harder road, and one that may be more typical of many communities. According to a key participant, there was little communication and cooperation between city and local school districts before 1992. Major structural and personnel changes at the City Council level led to increased interest in the schools. The districts were highly suspicious of City Hall, and were reluctant to respond to city overtures. It took more than four years to build some trust among leaders. It was a challenge even to set up a joint meeting. A key turning point was the involvement of city police in prevention activities in afterschool programs. Soon joint efforts emerged in the form of a master plan for youth.

Factors That Underlie Successful Joint Efforts

We begin with some factors in city-district relationships that are drawn from our examination of case studies. Most of the cases are from within California. The state parameter facilitates analysis based on the common role of the state government, generally similar types of governing bodies in cities, counties and school districts, and simple proximity.

1. Successful collaborations are built on envisioning the relationship between the city government and the school district as a mutual investment in reaching the missions of each body rather than as a charitable endeavor on the part of city government to bail out the schools. City government has a fundamental interest in protecting and enhancing the lives of its youth. The school district has a fundamental interest in educating youth. These core interests overlap and involve each other. If the streets are dangerous, children will not get to school safely. If the schools do not educate, the

community will suffer. All the community's hopes (and fears) for youth should not be laid at the doorstep of the schools.

2. City governments and school districts operate on very different organizational principles, and the level of mutual understanding is often quite low. In its application for a Community Partnership Award, Claremont reported that: "One of the key challenges of this group was understanding the different culture and decision-making processes of each agency. Understanding replaced frustration over why certain people needed to be involved and how much time was needed."
3. Budget processes are different across different governments, and what one body considers "free money" in the other body's budget may not be free at all. At the same time, there is ample precedent for spending city funds on projects that originate within the schools.
4. When the city government and the school district work together, additional funding sources may be freed up. In California, some state funding programs provide preferential treatment to proposals that demonstrate shared planning and joint use among school districts and other agencies. There may also be cost savings, as one community found when it built a combination park-school. Private foundations are also likely to give a higher priority to grant applications that come from collaborative efforts. But funding sources are very smart about telling the difference between "paper" and real collaboratives.
5. A long-term relationship requires a high degree of trust and transparency. Trust creates resources, more than the other way around.
6. Ongoing efforts to measure and evaluate programs are critical, and they must to the greatest extent possible be external and verifiable. A mutual investment strategy requires this sort of openness. As the number of partners expands, the need for accountability and evaluation multiplies. According to the National League of Cities, the city of Baltimore uses a mapping process to analyze the impact of afterschool programs. Working with the school district, the police, and social services agencies, the city channels data to a non-profit organization that analyzes the indicators of risky behaviors and antisocial behavior.
7. Most successful community efforts involve the creation of an authoritative, broad-based coalition on youth issues, with key involvement from city government and the school district. Successful efforts draw in members of the community, rather than simply focusing on the relationship between the city government and the district. Community buy-in is critical. State agencies and private foundations will be more likely to support a broad-based alliance. It is not the form of the collaborative, however, that makes the difference. It is, rather, the serious commitment and mutual trust of key governmental leaders.

8. There is no set pattern by which afterschool programs are funded and operated. Afterschool programs can be designed and operated by school districts, jointly funded by cities and school districts, or run and funded by cities. In Los Angeles, for instance, former Mayor Tom Bradley began in 1988 what later became known as LA's Best by devoting Community Redevelopment Agency funds to afterschool programs. Funding can come from various sources, but a shared approach is the most likely to succeed and to attract broader support. Dr. Andria J. Fletcher, a specialist in the development and preservation of after-school programs, proposes a 20% program, in which each stakeholder (city government, school district, community foundation, etc.) comes up with 20% of the local 50% match for state funds.

PUSD, Pasadena, Sierra Madre, Altadena: Prospects for Collaboration

On a number of fronts, the PUSD community has been moving in the direction of collaboration. Some of these steps include:

- Superintendent/City Manager meetings on a regular basis.
- Superintendent/Board President/City Manager/Mayor—monthly meetings.
- Pasadena Educational Foundation, raises grant funds for the school district.
- Youth Sports Council: meets once a month and has representatives from city/school district, sports organizations and other groups such as the Recreation and Parks Commission
- (Proposed) Community Coordinating Facility Committee, which would have representatives of both city/school to study issues and make recommendations of mutual benefit to both governing bodies.
- Allendale Joint Use Library Project--specific issue group working on a formal agreement for the Proposition 14 Joint Use Agreement.
- Partnership for School Age Children--community group with representatives from city/school and others in support of health issues, academic achievement and supervision for youth. Meets monthly.
- City/School Afterschool Sustainability Committee. Includes elected officials as well as staff from both organizations.
- PUSD Committee on Safety, a new ad hoc committee to evaluate the best means to provide safety services to the schools. The city of Pasadena currently pays for crossing guards. The city of Sierra Madre and the County Sheriffs patrol the school sites after hours and on weekends, free of charge.

- Joint funding by the city and the district of the Concordia consulting group in its outreach process for a northwest school. In addition, the city is currently considering a PUSD request to help fill the gap left by the ending of federal funding for after-school programs.
- A program of the city library to provide training to teachers in how to access the public library for instruction purposes.
- Six community-based agencies developed a program to work with students with emotional needs at 29 PUSD school sites, and sought and received support from the Los Angeles County Mental Health Department for the operation of the program.
- PUSD and the City of Sierra Madre have a joint use agreement for facilities.
- City of Pasadena Health Department has long worked with the school district on preventive medicine.

But there is still no overarching community mechanism to tie the efforts together.

Communities that have made great progress in such collaborations have generally brought a higher degree of coordination and integration to the overarching work of youth.

One way to approach the problem in Pasadena is to recruit city government and others to fund activities of the school district. While this path has some appeal because of the immediacy of the district's needs, and while there are occasions where it is the only possible path, it is unlikely to point the community in the direction of a fuller collaboration in the interests of youth.

What ought to be cultivated is a philosophy of shared investment in youth, whether or not in school. That formula seems to underlie most of the successful community efforts in California, and around the nation, to link government and schools. To the extent that joint efforts fulfill the mandate of public officials they will participate in such efforts willingly. This is a more powerful collaboration than simply gathering public agencies together to raise funds for the schools, a task which is already being done by various private groups.

One element of such shared effort will be greater transparency among agencies, full evaluation and auditing of programs, and a common effort to define problems for the community's youth. In addition, staffs in various agencies will have the opportunity on a regular basis to see how they can create efficiencies by working together.

Specifically, the Task Force recommends that the following steps be taken:

1. The community should support the maintenance and expansion of the emerging dialogue between the district and the communities of Pasadena, Sierra Madre, and Altadena. Community support for maintenance of the afterschool programs is particularly important. The commitment of top governmental officials, elected and

appointed, will be essential. Community efforts will have, at their core, local government and school district officials.

2. Local governments and the district should use the emerging dialogue to increase cross-government understanding. Provide opportunities to explain how local government works, as compared to the district. Provide explanations of budgetary flexibility and limits. Initiate a temporary staff exchange program between local governments and district.
3. Local government and school officials should jointly attend conferences and meetings on city-district collaboration, and should together draw on the expertise of national and state organizations dedicated to joint efforts.
4. Maintain and improve systems of accountability and evaluation. Broadening the base of community involvement in the collaboration will inevitably require transparency in program development. Outside evaluations will be critical factors in public support for youth-oriented programs.
5. Broaden the dialogue among cities and district to create a broad-based community effort for youth. A possible network could include: PUSD, City of Pasadena, City of Sierra Madre, Altadena Town Council and County Supervisor Mike Antonovich, California Institute of Technology, Pasadena Chamber of Commerce, California Community Foundation and/or Broad Foundation. Jointly identify outside sources of funding for Youth Initiatives, whether governmental or private. Through the use of joint-use planning, the odds of obtaining such funds will be greatly enhanced.
6. No structure is perfect, and we cannot know for certain what will work best in the PUSD community. Perhaps no formal structure will be required at all. We recommend that the best place to begin is a set of open-ended conversations among key stakeholders -- mayors, board members, the superintendent, the city and town councils, city managers, police chiefs, and others -- with no set agenda but with an openness to hearing practical solutions to common problems. A useful guideline for such meeting is a checklist/inventory of issues and resources put together by the California Community Partnership.

Sources and Resources on Joint Efforts:

Institute for Youth, Education, and Families, National League of Cities, Your City's Families Conference, Minneapolis, MN, May 1-4, 2002

National League of Cities audioconferences, Thursday, June 6, Successful Early Childhood: The Municipal Role.

California Community Partnership, Stretching Community Dollars, workshops: April 11-12, Sacramento; May 2-3, San Diego.

Andria J. Fletcher. Balanced and Diversified Funding: A Formula for Long-Term Sustainability for After School Programs. Center for Collaborative Solutions, July 2001.

National League of Cities. Institute for Youth, Education, and Families. Expanding Afterschool Opportunities (#4) and Improving Public Schools (#5)

Local Government Partnerships and the Schools: Sharing Support Services (International City-County Management Association report, 1994).

California Community Partnerships. Stretching Community Dollars: Cities, Counties, and School Districts Building for the Future (Workbook).

VI. Task Force Recommendations and Board of Education Responses

In this section, the Task Force includes a months-long exchange between the Task Force and the Board of Education regarding the implementation of the Task Force recommendations. Each recommendation is listed in its entirety, followed by the Board response contained in its report dated January 28, 2002. The Task Force comments and queries on specific recommendations based on the Board response were released on February 21, 2002, and they are included next. The Board's response to these queries were released on March 13, 2002, and follow.

Task Force Recommendation #1

High academic expectations for all students are critical. As an indication of its commitment to educating all the children, the Board should de-emphasize measures of student performance based on demographic "comparability."

Board Response

The Board of Education and Superintendent have agreed upon a set of goals as well as a vision and mission statement that announce the district's intention to "provide a rigorous comprehensive curriculum that challenges and engages all students to reach academic excellence."

The Superintendent has called upon all schools to increase their STAR/SAT9 scores in reading and math by 5 percentile points in spring 2002, 10 percentile points in spring 2003 and 15 percentile points in spring 2004. The increases are over and above any gains accomplished the prior year, and the baseline for the growth target will be a school's overall average 2001 math and reading STAR/SAT9 results.

Upon arriving in the district in August, Superintendent Clark and the director of research and testing met with each principal to review their school's STAR/SAT9 scores and to request that each campus leader sign a pledge agreeing to the 5-percentile growth target and to specific goals and objectives (See Attachment 4a). If, after two years, the school has yet to make significant progress in arriving at the stated improvement goals, Superintendent Clark will propose changes to the school site leadership and staff.

To help schools reach their targets, Dr. Clark has encouraged campuses to institute "Saturday School" (See Attachment 4c) and, where classroom space exists, full-day kindergarten classes (See Attachment 4b). These two programs extend the instructional week for students and provide them with additional hours of structured academic time. As of January 2002, fourteen schools had launched "Saturday School" programs, which utilize volunteers, tutors, faculty

members and faith leaders to help students bring up their reading and math scores. Burbank, Washington and Cleveland Elementary Schools have instituted full-day kindergarten classes, which provide students with three more hours of instructional time than the typical three-hour morning or afternoon class. Four other schools, Norma Coombs, Linda Vista, Jackson and San Rafael, will implement full-day kindergarten classes February 2002, which not only help students with their reading, numerical and language development skills but also help to develop peer relationships and social skills.

The Superintendent and Board have made a decision to not mention, either in writing or orally, how PUSD compares with other districts of similar socio-economic characteristics on the STAR/SAT9. For example, in publicizing the 2001 results, the district did not compare itself to other school districts in its press release (See Attachment 4d) or during the press conference. Further, in his state-of-the-district speech, Board President Tommy McMullins stated, "If we're going to stand tall as a school district, than we have to stand next to any school district, irrespective of its test results, location, ethnic make-up or socio-economic position" (See Attachments 4e & 4f).

Task Force Comments:

The Board and District have clearly made a major commitment to the broad goal of educating all children and to setting strong standards for student achievement. The Board needs to be involved in the setting of specific targets to achieve goals, because these targets are likely to be accepted by the community as ways to measure success. If success is not attained, the Board will bear the ultimate responsibility. In addition, input from principals should be encouraged rather than simply receiving direction from the top.

Board Response to Task Force Comments:

The Superintendent's decision to set high academic standards based upon the SAT-9 exam was shared with and discussed by Board of Education members at several governance workshops sponsored by the Broad Foundation. A workshop will be held again with the Broad Foundation in April to determine what concrete indicators can be used to determine whether the Board is fulfilling its adopted goals.

Conceptually, the Board agreed with the Superintendent's desire to establish high expectations for all schools and sought to learn how he intended to help schools in reaching these targets. It is clear to us that "Saturday Schools," the ongoing implementation of the Curriculum Management Audit, stronger morale among our teaching force and effective staff development are concrete steps that will help to make the Superintendent's targets more attainable.

Principals, as you state, must be a part of the process by which high expectations are reached, for they are ultimately responsible at the site level for academic performance. When the Superintendent arrived, he met with principals and stated in no uncertain terms what he wanted them to achieve, relying on his more than 30 years of education experience and management skills in setting the new benchmarks.

Since that time, we believe the Superintendent has begun to design a management system that provides for greater principal input before a decision is finalized. More specifically, it became clear to the Board that principals needed to register their opinions about the Creating Quality School Initiative directly with the Superintendent, prompting him to schedule a session where administrators could share their views in an unvarnished format.

Task Force Recommendation #2

The Board should contract for a periodic independent academic audit, assessing the District on the basis of success factors that have emerged in educational research:

- High, clear and consistent standards for all students, at all levels;
- Rigorous and challenging classes for all students;
- Best and most highly trained teachers with professional development;
- Decision-making authority shifted to principals, teachers and parents at the individual school site level;
- Standards linked to consequences for teachers, schools, and students.

The academic audit provides a critical baseline for the design and operation of all academic programs. It provides an exceptional opportunity to examine curriculum and resources and how they support each other. Most of all, it provides a vehicle to link all aspects of the District's efforts to their impact on student achievement. The academic audit should be undertaken as soon as possible, in order to assist the new Superintendent in developing with the Board an action plan for student achievement. It should be updated on a regular basis, and repeated every 3-5 years.

Board Response

The District contracted with the Curriculum Management Audit Center of the Association of California School Administrators in October 2000 to conduct an independent academic audit of its programs and practices. This report (See Attachment 5a) was published in April 2001 and is being used as a "critical baseline" in the effort to align curriculum, assessment and resources over the next several years. In response to the audit, a draft management plan was issued in September 2001 (See Attachment 5b) to assure that there is a mechanism by which the district will respond to the findings that were in the audit. This plan is a work in progress and is particularly important in developing curriculum and in aligning the district's curriculum with the state frameworks.

Task Force Comments:

The Task Force recommended that the Board undertake a “periodic” independent academic audit, to be updated on a regular basis, and repeated every 3-5 years. The Board should establish a plan and timetable for revisiting the Curriculum Management Audit, and to establish a method for measuring its successful implementation. These measures should be communicated to parents and the community.

Board Response to Task Force Comments:

The Board has not yet had a discussion about re-commissioning another academic audit, largely because our priority is to effectively implement the existing audit that was issued only eleven months ago. As for gauging the audit's implementation and communicating district progress to the community, the Board routinely hears from staff at Board meetings on recent implementation developments.

Are we willing at this point to state definitively whether PUSD will commission another audit? The answer at this point is that we don't know but that we will discuss the possibility in the future.

Task Force Recommendation #3

The Board, the District and the community should agree on the current state of student achievement; goals for future student achievement; and methods to measure and attain those goals. All programs, priorities and tasks should be reevaluated in terms of how they contribute to student achievement. All programs, including those funded by external grants, and especially those that impact curriculum, should be regularly evaluated for their contributions to the academic program. To this end, the Board should create a Commission on Academic Performance, with a diverse membership, to explore the connection among curriculum, programs and achievement. The Commission should include teachers, parents, administrators, and others. The commission would be responsible for advising the Board on all programs, including curriculum, with respect to student achievement, and would use the academic audit as a baseline and as a tool for follow-up.

Board Response

The Superintendent is calling on all schools to make a 30 percentile point gain on the STAR/SAT-9 test over the next three years. In October 2000, the Board approved a new format whereby all proposed programs must include a description of "how they will contribute to student achievement" and how they will be evaluated (See attachment 6a). Similarly, the new seven-member Board has called for the development of a uniform grant submission form so that the Board can consider grant applications on the basis of their ability to further academic performance (See Attachment 6b). The template is now used for all potential grants, and it is credited with helping staff and the Board to determine how grants

may or may not impact the district's finances as well as its existing instructional programs and facilities. The Board also requested that staff standardize the manner in which reports were presented so that each proposal was structured according to a common format. This format requires staff to consider and specify student achievement and curriculum implications of Board actions. (See Attachment 6c).

The Superintendent requested that all school principals commit to carrying out specific goals and objectives for the 2001-2002 school year. To assess and monitor their progress in fulfilling these benchmarks, the Superintendent asked each of them to fill out a mid-year progress report (See Attachment 6d). Further, the state has very specific methods for measuring student achievement that are utilized by parents and educators alike to gauge academic performance. The Academic Performance Index (API), for example, which is based upon a school's STAR/SAT9 test results, includes improvement targets and a formula for assessing whether those targets are met.

While no specific discussion has taken place regarding creating a "Commission on Academic Performance," parents and educators are reviewing instructional materials that were recommended in the audit, such as core curriculum guides that the district intends on completing in May 2002. However, the implementation of the Curriculum Management Audit remains largely an expert-driven rather than a community-based process, as a nationally-renowned curriculum leader, Carolyn Downey, is working with district staff on implementing the audit.

Task Force Comments:

The Task Force recommended that the Board set its goals in a community-based process. The Board indicates, however, that the process of setting achievement goals is an expert-driven, rather than community-driven process. Why was the decision made to make this an expert-driven process? The Task Force recommended that the Board critically analyze all external programs for their relevance to student achievement. Has the model of evaluation presented in the Board response been applied to existing programs as well as new ones?

Board Response to Task Force Comments:

While we believe that school districts are extensions of the communities they represent and must therefore gather and seek community feedback, academic achievement standards largely transcend school district and community boundaries and need to be viewed through a state and national context.

The state administers the SAT-9 to all second through eleventh graders for the purpose of establishing a common benchmark by which all public students and school districts can be measured and compared. While certainly not the only indicator of successful academic performance, the test allows parents to have a baseline by which they can evaluate schools across the county and state. College acceptances, moreover, are based upon tried-and-tested academic standards, as measured through the SAT, ACT and Advanced Placement exams.

With respect to your second inquiry, the external evaluation program has been applied to new programs, not existing ones. Using the framework for measuring current academic programs is a sensible suggestion and one we will explore with the Superintendent as part of the overall evaluation process of programs and budget.

Task Force Recommendation #4

The Board should explore additional measures of student achievement, such as qualitative assessment, attendance measures, dropout rates, and one-year post-graduation outcomes, as recommended by the District's Accountability Task Force. Such measures should be designed to assess the widest possible range of achievement. Recommendations for changes and additions to the Academic Performance Index (API) should be made to the Governor and State Legislature, if appropriate.

Board Response

In addition to the STAR/SAT-9 annual exam, the district continues to utilize a number of measures to help gauge student achievement, including SAT college entrance test results, high school exit exam scores, Advanced Placement enrollment and passage rates, dropout rates, attendance patterns and college placement/acceptance information (See Attachments 7b, 7c, 7d & 7e). The district continues to look at a number of other indicators, including grades and student work, when assessing student and school academic progress, rather than focusing solely on the STAR/SAT9.

District officials and school principals, for example, review weekly and monthly attendance reports, analyzing the information and comparing it with individual student test results (See Attachment 7a). In response to state data released last year that showed our dropout rate going up, the district launched several intervention programs designed to keep students in school, including the adoption of "Language," a sequential reading program that has a successful track record in teaching basic skills to older students with severe reading problems, a predictor of dropping out.

Other qualitative assessments and diagnostic testing tools will follow from the curriculum development process now underway and, in conjunction with the selection of a new student information system, a Request for Proposal will be advertised to select an internet-based, standards-driven assessment program aligned to the State's curriculum frameworks, although both purchases are subject to budgetary considerations. A recommendation has been made that the 10 schools participating in the State's Immediate Intervention-Underperforming Schools Program beginning in September 2002, shall set aside a portion of this funding to adopt one of these internet-based assessment systems on a pilot basis.

Task Force Recommendation #5

The Board should issue an annual report card to the community, posted on the District website per State law, showing progress on meeting student achievement goals. These reports should be available in Spanish and in other languages as needed.

Board Response

District and school-level test scores in reading and math for 1998-2001 on the STAR/SAT9 are posted on the district web site, located under the heading "Resources" off of the PUSD home page. School-level "report cards" will be updated in the spring 2002 and annually thereafter based on a state-developed template which is now available under the provisions of SB 1632.

Task Force Comments:

The Task Force recommended that school-level test scores be presented in Spanish on the website. What is the plan and timetable for Spanish translation?

Board Response to Task Force comments:

By June of 2002, Proposition 98-based report cards will be available on the PUSD web site in both English and Spanish. We anticipate exploring further ways in which we can add more multi-lingual content to the web site.

Task Force Recommendation #6

Student ability and potential need to be better identified and to be capitalized upon throughout the student's academic career. Parents should receive more frequent assessments of the progress of their children. The Board should evaluate the criteria for screening children for the Gifted and Talented (GATE) Program to assure that talented children the underrepresented schools are not overlooked.

Board Response

Four progress reports are sent home each year to the parents and guardians of elementary students, and four progress reports are distributed each semester at the middle and high school levels. In addition, STAR/SAT9 and high school exit exam scores are sent home annually on receipt from the state.

Building and sustaining a well-regarded GATE program remains a significant challenge and PUSD has much work to do to address existing GATE student needs and to identify more GATE children through broader interpretations of the term "giftedness."

In 2000-01 the district served 1,461 GATE-identified students in grades 3-12. Students are identified through a combination of testing, teacher recommendation and student portfolio. Students in grades 2, 4 and 7 at each school site are given testing opportunities, while students at other grades are tested upon request or referral. Services include, but are not limited to: differentiated instruction within mixed ability classes, cluster classes, pull-out programs, honors and advanced placement courses, enrichment activities such as Jr. Decent, summer courses and others. Greater progress needs to be made in providing GATE-identified students at all schools with structured, sequential resources over and above the regular program.

The PUSD GATE office has been restructured this year with a new part-time director, thus allowing more GATE funds to be used for programmatic purposes at the school level. In the past, more than half of the GATE program funds went to an administrator's salary rather than to GATE students. The GATE office has submitted a survey to parents of GATE children, querying them on the needs of their kids and how the office can be of assistance. This is good starting point for a program that needs greater attention and support.

Task Force Recommendation #7

The Board should explore methods to retain teachers, including continuing to raise salaries to a level comparable to other districts, providing greater benefits, and continuing to find ways to provide greater autonomy and support for teachers. Particular attention should be given to entry-level teacher salaries in the first 3-4 years. The goal should be to create the highest possible sense of professionalism for teachers. The Board should continue to invest in professional development, increase the number of coaches, assist teachers in managing students with behavioral challenges, and continue to work toward smaller class sizes.

Board Response

As of September 2000, teachers' salaries were raised 10%, making beginning PUSD salaries for credentialed teachers the fourth highest among 47 LA County school districts at an incoming salary of \$40,210. For those senior-level teachers who possess a Master's degree, 20 years or more of teaching and in excess of 90 hours of ongoing education, PUSD ranks sixth out of 47 districts at an annual salary of \$72,633.

Further, additional incentives exist for entry-level teachers, as the Teaching as a Priority (TAP) grant enables new PUSD credentialed hires to receive a \$9,500 bonus over a four-year period. A total of \$650,000 per year is paid in stipends from this grant to beginning credentialed teachers. The Board also approved an additional \$150,000 in last year's budget to help bring more instructional supplies to teachers, and the Superintendent, his

staff and the Board are making an effort to visit schools, to substitute teach and to honor teachers by attending award banquets, sending out greeting letters and reserving time during each Board meeting to recognize school faculty.

PUSD's Professional Development Center provides training and coaching to beginning teachers each year in classroom management techniques, instructional strategies and curriculum implementation skills. It also provides up to two hours per week in ongoing support for new teachers, and newly-credentialed teachers are paired with veteran teachers as part of the Beginning Teacher and Support Assessment Program, a state-funded initiative that enables incoming teachers to receive mentoring and training for two years.

Other support exists for mid-level teachers who are interested in furthering their credential. Specifically, the Professional Study and Retention program provides \$3,600 over two years for tuition and textbooks, and the California Mathematics Initiative for Teachers provides \$7,500 over three years for tuition and textbooks. Over 600 teachers with varying levels of experience participated in one or more training sessions provided last year by the Professional Development Center, and a district math coach received National Board Certification last year, making her the first PUSD teacher to receive this prestigious honor. Another 4 PUSD teachers are currently seeking certification.

Nevertheless, challenges remain in the district's salary schedule for teachers, particularly during years seven through sixteen, when teacher salaries stay flat. While the incoming salary for PUSD teachers is among the best in the county, significant and consistent pay increases after the first year continue to be an issue. For example, a second-year teacher will make only \$10.00 more than the prior year under the existing salary schedule. Given the fiscal outlook for the district and the state, any large-scale changes to the schedule will have to be deferred.

While the state grants that have enabled us to attract more credentialed teachers to the district and to pair new teachers with veteran instructors remain intact, concerns have been raised based about the district's ability to expand these programs and to continue them on a long-term basis given the state's budgetary constraints. The district should not become dependent upon grants as a sustainable source for recruiting new teachers.

Task Force Comments:

The Task Force recommended major improvements in the working conditions of teachers. Clearly, the Board has taken major steps in this area, and pay scales have improved. The program of having administrators substitute teach is an excellent one. The Board identifies continuing problems in teacher salaries, but wisely indicates a reluctance to build long-term solutions on external sources of funding. How do mid-career teacher salaries in the PUSD compare to those of teachers in other districts, and what can be done to improve the situation?

Board Response to Task Force Comments:

In the past the district has attempted to compare its mid-level teaching salaries with those of other school districts, only to realize that PUSD calculates salary adjustments based upon post-graduate credits differently from most other districts.

Irrespective of this anomaly, however, the Board understands that mid-level teaching salaries need to be raised, particularly during the years when teachers experience no increases. Further, this anomaly should not prevent the Board from understanding how PUSD compares with other districts' salary schedules. Towards that end, salary considerations continue to be discussed through the collective bargaining process; however, we are not at liberty to publicly discuss our current negotiations.

Task Force Recommendation #8

A survey of teachers seeking measures to improve teacher retention should be conducted. Further analysis can be conducted of teacher responses to the draft Task Force report. Teachers who leave the District should be requested to complete an exit interview.

Board Response

Through the financial support of the National Commission on Teaching & America's Future, a comprehensive evaluation of PUSD's teacher retention policies and practices was conducted in July 2000 by Public Works, a Pasadena-based non-profit research firm (See Attachment 8a). Through a combination of surveys, focus groups, document research and individual interviews, Public Works examined why Pasadena, in comparison to other school districts, has a low teacher retention rate. Among other findings, teachers said that they often felt unsupported by site as well as central administrators, and encountered difficulties in obtaining quality learning materials.

A district questionnaire is sent to all departing teachers as part of their severance information, asking them to comment on their reasons for separating from PUSD (See Attachment 8b). The response rate, unfortunately, has been low, as approximately 10 percent of all departing teachers fill out and return the form. District officials are considering changes that will increase the number of responses, including providing the form to teachers prior to their separation rather than after.

Task Force Recommendation #9

The Board should explore ways to create greater equity in the distribution of resources within the District, particularly the distribution of teachers with full credentials. Incentive systems should be established to provide support for teachers who teach in schools that are underserved.

Board Response

The percentage of PUSD teachers with a full credential climbed to 72 percent, the highest level in more than five years, thanks in large part to a state grant that enabled Pasadena to offer \$9,500 bonuses over a four-year period to credentialed teachers who agreed to teach in low-performing schools with shortages of credentialed teachers (See Attachment 9). Thus, PUSD schools were staffed with 104 new, fully credentialed teachers for the 2001-2002 school year. Because of the successful recruiting year, PUSD hired only 4 teachers with emergency permits for 2001-2002 after bringing aboard 75 emergency permitted teachers the prior year.

Hiring more fully credentialed teachers allows PUSD to begin to address discrepancies that exist between schools with a disproportionate share of emergency-permit teachers and other schools whose staffs are largely fully credentialed. Specifically, in interviewing and hiring fully credentialed teachers, personnel staff steer new recruits to those schools that historically have been underserved by fully credentialed instructors.

Distributing currently credentialed teachers throughout the district, however, remains a significant challenge and is subject to contract negotiations. Ninety-one percent of the teaching staff at Linda Vista Elementary, for example, is fully credentialed, as opposed to 66 percent at Washington Accelerated. And, in contrast to PUSD, 91 percent of La Canada's teachers are fully credentialed, demonstrating that the district must continue to make strides to attract teachers who have completed their student teaching, passed state exams and fulfilled graduate unit requirements.

But equally distributing credentialed teachers is by no means the final solution, as questions remain about whether other resources are distributed throughout the district in a fair and equitable manner. Specifically, doubts persist about whether learning materials, maintenance funds, fundraising dollars and staffing allocations, among other items, are dispersed equitably. These concerns will be partly addressed in the implementation of the Curriculum Management Audit.

Task Force Comments:

The Task Force recommended major action to increase the proportion and equitable distribution of fully credentialed teachers. Clearly, the District has made substantial progress with 72% of PUSD teachers now with full credentials. How does this level of credentialed

teachers compare with Los Angeles County school districts and districts statewide, as in the tables presented in the Task Force report? How is the equitability of distribution of fully credentialed teachers being systematically measured and addressed? The question of distribution of credentialed teachers should be part of a wider "equity measures" plan.

Board Response to Task Force Comments:

We have reviewed credentialed-teacher data from other Los Angeles County districts. While we have the same percentage of credentialed teachers as LAUSD (72 %), we still have much more ground to cover to catch up with other nearby districts, such as South Pasadena and La Canada, where the percentage of credentialed teachers is significantly higher.

We have empirical data showing how credentialed teachers are distributed throughout the school district. Our goal is for each school to have approximately the same percentage of credentialed teachers, which we can hopefully achieve over time by continuing to attract credentialed teachers. That's only part of the solution. Historically, certain low-performing schools have not been able to retain credentialed teachers, making it difficult to bring about an equitable distribution throughout the district. We have a comprehensive study from an independent evaluator detailing why teachers leave PUSD. The study needs to be continually referenced to avoid creating the conditions that teachers cited as the reasons for their departure.

The suggestion to create an "equity index" for each school is an intriguing idea and one that we will discuss at greater length in the near future. As you suggest, equity must be viewed through several different lenses, including teacher seniority, per pupil funding and categorical funding, to name just a few.

Task Force Recommendation #10

The Board should lead the District and the community to learn from other districts in California and nationwide that have been successful in raising achievement for all students.

Board Response

PUSD continues to receive helpful information and ideas from local school districts as well from districts across the state and nation. While the language arts program "Open Court" has long been a favorite of Superintendent Clark, recent gains among first graders in nearby Los Angeles Unified certainly reinforced the potential for success when using the program. Dr. Clark instituted co-principals at Blair High School, a successful model that Glendale Unified already incorporates. Long Beach Unified has provided guidance and a working framework for PUSD's school uniform policies as well as its "Saturday School" program. Further, two Board Members now participate in the 5-Star Coalition, a consortium of local school districts that takes positions on state and federal legislation and provides opportunities for its members to share promising practices.

Task Force Recommendation #11

The Board should encourage an increase in the number of Decision Making Schools by providing training and support to school staff and parents.

Board Response

As has occurred over the past several years, the District Advisory Committee (DAC) and the Bilingual District Advisory Committee (DBAC) continue to provide training for parents to enable them to become engaged in their child's education. Both of these school-based parent leadership bodies are created and funded by federal and state allocations, including Title I and EIA-LEP funds. These parent-led entities are required by law to review and provide input on the expenditure of certain federal and state funds.

School site councils voted last year on how to apportion academic performance monies that were given to schools for meeting or exceeding their improvement targets on the Academic Performance Index (API).

Task Force Comments:

On decision schools, the District's information was not responsive to the Task Force recommendation on decision schools. The Task Force's report was not referring to programs under Title I.

Board Response to Task Force Comments

Thank you for clarifying this issue. Seventeen schools elected to initiate or continue to use the School Based Decision Making model for the 2001-2002 school year, as provided for in the current collective bargaining agreement between PUSD and United Teachers of Pasadena (UTP).

The next step is for PUSD and UTP to train or re-train school staff comprising the Decision Making teams, which will take place this fall. The training will include discussions about the proper roles and responsibilities of Decision Making team members and the types of decisions that are within its jurisdiction and authority.

Unfortunately, it does not appear as if there has been ongoing training for Decision Making schools, which is critically important, particularly in light of staff changes. In conjunction with UTP, PUSD intends to provide annual training and support for those schools that vote to become Decision Making sites.

Task Force Recommendation #12

The Board should seek to expand parent education, with the goal of offering it at every school and grade level. If funds are not available within the budget, additional funds should be sought.

Board Response

The District is addressing the need for a more comprehensive and coordinated parent education effort in PUSD. A committee of district parent educators has been formed to provide continuity and articulation within the various parenting programs. The Committee of District Parent Educators is comprised of representatives from the Child Development Program, Consolidated Funding, the Gifted and Talented Education Program, Health Education, the Language Assessment and Development Department, the Parent Resource Center, and Special Education. Parents, community members and school staff are also part of the committee. Its goals are to produce a parent education newsletter, provide a district-wide education fair for parents and to collect parenting data from all schools and departments. PIE'S Parent Resource Center was selected as the clearinghouse for this information and a database has been developed.

The Parent Resource Center also makes available 15 parent education programs to schools, including "Helping your Child with Homework" and "Parent/Teacher Conferencing" (Attachment 10). A major addition to the parent education component is the new district-wide PESA (Parent Expectations Support Achievement) program, funded by Washington Mutual through the Los Angeles County Office of Education. The PESA program assists parents in learning behaviors that will support their child's school achievement, develop communication skills and create a nurturing environment. Parents, caregivers, teachers and school staff are given the opportunity to train as PESA facilitators. As facilitators, they will be able to conduct the PESA program with parents and provide parents with tools and techniques to strengthen their parenting skills. All schools have the opportunity to implement this program in English and Spanish. Training for teachers in the TESA program will begin in the spring of 2002 through the Professional Development Center.

Task Force Recommendation #13

The Board should direct the District staff to keep data correlating preschool attendance patterns and subsequent reading readiness in kindergarten. The Board has endorsed universal pre-K. and should continue to promote it.

Board Response

An independent evaluator, Public Works, completed a study of PUSD's early childhood development programs, which demonstrated that students who were in an early childhood development program did better academically in kindergarten than those who did not. According to this study, however, the academic gains of these children tend to dissipate by the later elementary grade levels. Further, as mentioned earlier, PUSD has or will soon be implementing full-day kindergarten in 7 schools.

Task Force Recommendation #14

The Board should establish and monitor a District policy of "customer service" so that members of the community receive needed help or information. Customer service should be designed to accommodate non-English speaking parents; to principally serve the communication needs of parents, teachers, students, and the diverse, multilingual PUSD community; to make a special effort to provide up-to-date information to students about District policies and issues; and to upgrade the District website, including multilingual content. The Board should make the selection, hiring and retention of staff with varied language skills a high priority; as needed, the Board should provide translators at all meetings, including teacher conferences.

Board Response

The District has placed customer satisfaction surveys in English, Spanish and Armenian throughout the Education Center so that members of the public can register their comments after visiting PUSD's central administration building (See Attachment 1 Ib). Summaries highlighting the results of the customer satisfaction surveys are provided to the Assistant Superintendent for Administrative Services along with a log of customer comments (See Attachment 1 Ic).

Upon arriving at the school district in August, Dr. Clark issued a number of customer service protocols he expects all district staff to follow, including returning phone calls within 24 hours and opening mail daily (See Attachment 1 Ia). Further, he met with site administrators during a three-day retreat, whereupon he discussed and distributed a book dealing with customer relations and how to interact successfully with the public.

While the district has made strides in updating the web site with new content, such as news releases, test score results and the board's new goals, translating this and other information into other languages has not yet taken place on a systematic basis.

Recruiting second-language teachers remains a priority in PUSD, as the district's new teacher outreach programs seek applicants from the California Association of Bilingual Educators. In addition, site administrators are encouraged to select second-language candidates based upon their programmatic needs and openings at their school.

The district has made an effort to increase the quality and availability of translators at its meetings. A certified Spanish-language translator now attends all Board meetings and three recent forums with the Superintendent at individual school sites have included translation services. Further, translation services are provided to District Bilingual Advisory Committee (DBAC), which meets monthly and includes elected representatives from schools. Yet, challenges remain, including purchasing enough headsets and simultaneous translation devices to accommodate the large numbers of Spanish- and Armenian-language parents in the district.

Task Force Comments:

The District reports important progress in making customer service a key to the District's relationship with the community. What is the current status of the website as a vehicle for community involvement, and what is the state of telephone communications?

Board Response to Task Force Comments

The Board of Education feels that the web site has improved as a source for community information about the school district. More specifically, the web site is now being used to post the new attendance boundaries and to identify the attendance zones surrounding the schools of choice where households will have a preference in the application process. Announcements concerning school plays and community meetings are now routinely posted, as well.

As we stated in our initial report, however, the web site remains an underutilized resource, without significant Spanish- and Armenian-language information. We believe that the Superintendent is addressing this issue and that the installation of a Chief Technology Officer will help to bring a consistent, multi-lingual vision to the district's web site.

As for the phones, they, too, remain a challenge, with one issue emerging in the Board's mind as needing immediate attention: Multi-lingual voice mail at all schools. We will work with the Superintendent to address this issue.

Task Force Recommendation #15

The Board should seek opportunities to design and hold public hearings on topics of great public interest, in order to emphasize to the public the policy and oversight role of the Board. Some of its regularly scheduled meetings should be held throughout the community, and consistent with the pattern of the Task Force, allow members of the public to speak in languages other than English with Board members using translation earphones.

Board Response

In keeping with its commitment to hold regularly scheduled meetings outside of the Education Center, the Board of Education approved four public meetings in the community during the 2001-2002 school year. The first meeting was held at Villa Park in the fall, and the second meeting was held at the Altadena Senior Center on Jan. 22. Future meetings will be at Blair High School as well as in the City of Sierra Madre.

The Board has regularly met publicly to gather input and hold discussions on important issues affecting the community. When the Board, for example, was grappling with significant budget cuts last year, several public meetings and study sessions were held prior to voting.

Public hearings have been held on other critical topics, such as the release of the curriculum management audit. In February, additional public meetings will be held to inform community members of Dr. Clark's reform proposals and to gather feedback and comments on his initiatives.

Task Force Recommendation #16

The Board and the District should undertake a new approach to the news media that treats the media not as an adversary, but as a vehicle to reach the community. Specific measures include: factual news articles regarding the District and regarding state education issues (funding, standards and statistics available from state data bases, state-wide trends, etc.); a brief summary of Board meetings; the same news articles to large community stakeholders — Chambers of Commerce, realtor's associations, business associations, colleges, etc.; news articles and summary of Board meetings to PTAs for inclusion in their newsletters; such news to high school newspapers; publicize all local school site decisions in local school newspapers and newsletters, and in the District newsletter to be distributed to parents and the public.

Board Response

In December 2000 PUSD hired a full-time director of communications and community relations whose immediate goal was to build trust between the local print media and the school district. By issuing realistic press releases and statements, advising reporters of potential story leads, regardless of whether they cast the district in a negative or positive light, and fielding interview requests in a timely and responsive manner, trust has begun to emerge between PUSD and local media outlets. News releases concerning SAT-9 test results and the high school exit exam, for example, present facts—good and bad—about the district's performance. In addition to sharing news releases and advisories about upcoming events with reporters (See Attachment 12), they are posted on the web site and distributed to an extensive e-mail address list that includes district staff, elected officials, parents, faith leaders and community members.

The office of communications produces a monthly public affairs program entitled "PUSD Today," a half-hour program devoted to issues impacting the school district and broadcast on KLRN, the district's television station. Hosted by KPCC radio host Larry Mantle, the show has dealt with the high school exit exam, curriculum management audit, state intervention grants, "Saturday School" and the implementation of Measure Y.

Last year the office of communications published two newsletters that were distributed to all PUSD employees. Unfortunately, the newsletter has not been an ongoing feature of the office, as time constraints and staffing concerns have made it difficult to publish. Allotment of a dedicated budget and additional staff resources continue to be two issues that the superintendent and the office need to address, along with hiring a full-time station manager for KLRN.

Task Force Recommendation #17

The Board should expand and adjust its policy on volunteers, to increase and better utilize District volunteers, such as its efforts through the Partners in Education (PIE) program. This policy would develop centralized information regarding volunteer needs; list volunteer needs of all schools; publicize the program on the District website and on the public access television channel; increase outreach to the business community; develop a mentoring program for middle and high school students; develop a program of engaging adults to speak about business and jobs to middle and high schools.

Board Response

Partners In Education (PIE) was created to provide a district-wide community outreach service to coordinate business-school partnerships, volunteer activities throughout the district and serve as an information and referral center to match school needs with community resources. Volunteers provided over 57,000 hours in the 2000-01 school year and worked in a variety of capacities with the Pasadena Unified School District.

District staff actively recruits parents, small businesses and churches/community organizations. Volunteers fill out their applications and complete a survey sheet that lists areas of interest, time availability and school preference. The PIE web site provides information for potential volunteers to learn more about the opportunities available in PUSD. All materials are available in English and Spanish.

New for 2001-02 school year:

- The Superintendent has mandated each school to have a Volunteer Coordinator.
- Funds have been made available for fingerprinting of mentors and volunteer coaches.
- The Safety and Security office has streamlined processing of applications, which allows volunteers to be cleared within a week.
- PUSD employees and community members now staff a "welcome booth" at the entrance to the Education Center.

Ongoing challenges for the PIE office are volunteer retention, placement in northwest schools and limited staffing due to budget cutbacks.

The PIE Business Partnerships, also known as the Adopt-A-School program, forms collaborative agreements between schools and businesses and has approximately 200 business partners. The PIE Adopt-A-School Liaison recruits and places businesses with schools or district programs involving students. The staff conducts the training of school volunteers in the Rolling Readers Tutoring format at the business site. The challenge for this program is to coordinate the volunteers, their available hours and their activities at each school site. The application process, training and placement must be done in a timely fashion so businesses will not waste time or lose interest. The PIE office has a master schedule of training sessions for the year, which allows volunteers to select a time convenient for them.

Task Force Recommendation #18

The Board should seek student input on important issues that affect students. The student-led forum developed by the Task Force should be reconstituted on an annual basis.

Board Response

The Board continues to hear from representatives of each of the high schools at the regularly scheduled Board meetings. At the time this report was written, staff was reviewing the status of reconvening a student-led forum.

Task Force Comments:

The Task Force recommended that the Board seek student input through such formal processes as a student-led forum. The report references hearing from student speakers at Board meetings. Does the Board intend to seek more thorough, substantive input beyond student speakers at Board meetings? The Board should seek more thorough, substantive student input than takes place at Board meetings.

Board Response to Task Force Comments

We agree with your finding that the Board needs to better engage students. In fact, we are contemplating adjusting the role of the high school student representatives at the Board meetings to encourage them to voice concerns and raise questions about academic, staffing and facilities issues. LAUSD, for example, takes questions from high school leaders at Board meetings, with the Superintendent assigning a staff member to get back to the students if the answer is not readily available. In the future, we would like to explore other meaningful ways to engage students in shaping the district.

Task Force Recommendation #19

The Board should demand a full accounting of the implementation of the Vogel Report on financial management and technological upgrading of the District.

Board Response

The Vogel Report was developed to perform a comprehensive and dynamic review of Business Services and contained many recommendations, included restructuring the Business Services Division; eliminating the Director of Information Technology Services (ITS); establishing a Business Manager post; establishing an Internal Auditor post; creating a needs assessment for ITS; developing a short and long range technology plan; and, selecting a Student Information System, among other items.

To address the aforementioned recommendations:

- the Business Services Division has been restructured
- the position of Business Manager has been established
- the Director of ITS was eliminated
- The post of Internal Auditor was created.

However, since this report in 1996, the Business Services Division has undergone many changes, including high staff turnover in the Assistant Superintendent of Business Services position. Fortunately, the existing Assistant Superintendent of Business

Services, David Jaynes, has served in that position since April 2000, bringing much-needed leadership and stability to the district's finances. Due to budget constraints, the district has not filled the Internal Auditor position since it was vacated in August 2000. In addition, staff has recently been reconsidering the Director of ITS position, believing that the importance of information technology warrants reestablishing the position. The Director of ITS would then be responsible for developing the needs assessment and technology plans for administration, as suggested in the report. These recommendations have not been accomplished to date.

In fall 2001, the district established a Student Information System (SIS) Selection and Implementation work group comprised of administrators, principals, ITS personnel and our attendance specialist. The group has met, determined its needs, and issued an RFP. The district expects to select a SIS system to implement by early March.

Regarding accounting software, the district has chosen to utilize the county's software, currently being piloted by several Los Angeles County school districts. This software, PeopleSoft, is used commonly throughout the business community. The district expects to install this software in March 2002 and fully implement by July 1, 2002. District accountants are working toward accomplishing this goal.

The district implemented a program to train staff on the use of Microsoft applications and began to perform this task in 2001; however, the Technology Coordinator left the district in December 2001, thereby temporarily delaying the program. The district is searching for a replacement to fill this position.

With regard to policies, this Division has begun updating board policies and administrative regulations with the guidance of legal counsel at Lozano Smith, the in-house counsel. Every senior staff member must prepare and present to the Assistant Superintendent of Business Services department goals for each year.

The District implemented a Wide Area Network, utilizing GroupWise as its e-mail communications tool. This is currently available to all staff at the district office and the district service center. GroupWise will be available to school sites as Measure Y modernization of the schools progresses. Currently, some schools cannot accommodate additional computers due to inadequate electrical systems.

The Assistant Superintendent of Business Services will share the Vogel report as well as the steps the district has undertaken to implement it with the Board this year.

Task Force Comments

The Task Force recommended that the Board demand an accounting of the Vogel Report on financial management. Has such a demand been formally made, and if so, what has been the response?

Board Response to Task Force Comments:

The Board has requested that the Assistant Superintendent of Business Services, David Jaynes, make a formal presentation concerning the status of the Vogel report. Mr. Jaynes will give his report at the first Board meeting next month.

Task Force Recommendation #20

The Board should establish a system to judge performance of programs based on clearly defined benchmarks designed to reach District goals. All programs, including those funded by external grants, should be evaluated for their contributions to the academic program.

Board Response

In December 2001, the district held its first meeting regarding performance based budgeting and its implementation. Performance based budgeting relies upon staffing formulas, program categories and funding levels to help an organization align resources with its identified goals and priorities.

The PUSD Board and staff need to be trained in this budgetary method and to gain greater familiarity with the technique before a decision can be made concerning full implementation. Additional training is scheduled for the end of January 2002 and study sessions will be planned thereafter with the Board to discuss the implications of this method. If they approve performance based budgeting, staff-level meetings will begin to determine program categories, staffing formulas, funding levels, and how to weigh certain categories in the assessment process.

Performance based budgeting requires that formulas be created to determine staffing levels at each school site and at each school level. These formulas may need to be weighted to accommodate different needs. For example, vandalism, numbers of buildings and the number of split-levels the school is built on may require greater emphasis for security purposes at one school versus another.

Performance based budgeting also requires assessment tools to prioritize programs. These assessments determine if the program will continue to be funded. These tools are being developed by the curriculum committee and will be required before the Board accepts any new funding, including grants if the District accepts performance based budgeting.

Finally, the technique requires that several funding levels, as determined by executive cabinet and the Board, be used to determine the funding priorities. For example, funding

levels could be set at 85%, 90%, 95% or 100% for each program based on the projected district budget. We will continue to review this recommendation with the Board and staff over the next several months.

Task Force Comments:

Is the Board making progress toward performance-based budgeting?

Board Response to Task Force Comments:

Yes. The next step is to begin one-on-one training of department heads in performance-based budgeting.

Task Force Recommendation #21

The Board should direct staff to create a simple, understandable budget document for wide public dissemination and discussion.

Board Response

In response to this recommendation and as suggested in the Vogel report, the Assistant Superintendent for Business Services has prepared clear, understandable budget packages, including graphs, and has made PowerPoint presentations at Board meetings related to budgets, interim budget updates, and state filings for finance, in an attempt to make timely, accurate, clear and concise financial information available to the educational community (See Attachment 13).

Task Force Recommendation #22

The Board of Education should undertake a full, independent management audit of the PUSD within one year of the adoption of this report by the Pasadena City Council. Auditors should be appointed by the Board of Education; a management audit should be conducted every four years thereafter; and the Board should present the results of the audit to the public.

Board Response

While the district has not commissioned a separate management audit, portions of last year's curriculum management audit, in particular Chapter 5, address the issues contained in this recommendation. For example, the audit includes findings on budget and planning practices, financial operations and facility needs. A full-scale management audit is subject to further Board discussion and budget constraints.

The Board is also relying on Superintendent Dr. Clark to streamline the district's management practices and to make staff changes. Specifically, after schools continued to express frustration with the level of service being provided by the district's Measure Y management team, Dr. Clark removed the lead director assigned to assist PUSD. Further, several weeks into the school year, Dr. Clark replaced the Washington Middle School principal after he determined that new leadership and ideas needed to be brought to the campus.

Task Force Recommendation #23

Drawing on the best effective practices of other Districts, the prevailing management standards of school districts, and the management audit, the Board should require the leanest and most effective District organization to support the work of classroom teachers.

Board Response

Dr. Clark is currently designing a new organizational chart for the district that will emphasize central management's fundamental obligation to providing support for individual schools and their personnel. In the wake of staff changes and the elimination of certain positions, the restructuring and redesign of reporting functions and areas of responsibility remains one of Dr. Clark's priorities.

Task Force Comments, #22, #23:

The Task Force considered a full-scale management audit to be a crucial recommendation. The Curriculum Management Audit is cited as offering recommendations on management, but this is only a small part of the CMA. The CMA does, however, suggest a set of objective measures of administrative structure such as the span of control of each official. While the District has made progress in streamlining administration, the community has no way to measure this progress against standards in other districts or by comparison to the PUSD's previous situation. The Board's response indicated that the District is now more closely aligned with other districts, but no statistical evidence is presented in the report.

The Board should undertake a regular process of management audits. Given the major changes the District is undergoing, it may be wise to start the auditing process after several months. However, the public's interest in the District's management has been persistent, and requires some outside auditing.

Board Response to Task Force Comments, #22, #23

We understand the Task Force's and the public's deep interest in the management structure of PUSD and the desire to subject it to outside evaluation. Frankly, we do not see a need for such an undertaking at this time, largely because our Superintendent will be restructuring many offices and departments in the next three months to better align district resources with PUSD's educational mission.

We hired Dr. Clark because we understood--on the basis of his experience and management skills--that one of his strengths was assessing large organizations and making internal changes on the basis of that assessment. Now that he has been here more than six months and has had the opportunity to measure and witness firsthand the performance of district employees and departments, we believe he is well positioned to make adjustments and re-assignments, as necessary.

Before we undertake any large-scale management audit, it is critical that we allow Dr. Clark to conduct his reorganization and to have the time to structure the district in the most effective manner possible. We understand that Dr. Clark is meeting other public agency leaders who have used management consultants and experts from university management programs to help align and integrate departments and personnel with organizational goals. We are encouraged by these discussions and hopeful that they can be applied to PUSD.

Task Force Recommendation #24

The Board should require the Superintendent to streamline management in order to bring the administrator-teacher ratio into better alignment with state averages.

Board Response

Since the Charter Reform Task Force report was issued, four assistant superintendents of schools, a deputy superintendent and the special assistant to the superintendent have either left the district or been reassigned to other positions. When the director of consolidated funding retired, for example, then-interim Superintendent Dr. Edgar Seal asked Dave Banis, who was serving as special assistant to the superintendent, to assume the vacant position. The special assistant to the superintendent position has been eliminated.

Other positions referenced above have been renamed so that PUSD's administrative positions are more closely aligned with those of other similar-sized school districts. For example, when the assistant superintendent of facilities position became vacant, the district chose to reclassify the position as a director of facilities. The new job designation more closely resembles the management structure that would typically be found in a 24,000-student school district.

Task Force Recommendation #25

The Board should create a special task force of senior staff and principals, with input from students, to establish and implement a plan for assuring maintenance of school bathrooms throughout the school day and evening.

Board Response

In response to this recommendation, a Restroom Task Force Committee was formed. The committee consisted of: Mark Gutheinz, Assistant Superintendent of Facilities, Dr. Eddie Newman, Principal John Muir High School, Ms. Janice Allen, Principal Jackson Elementary School, Mr. Kenneth Green, Lead Warehouse Worker, Gerald Moreno, Field Operations Supervisor, Ms. Michele Doll, Assistant Principal Marshall Fundamental School, Ms. Debbie Torode, Teacher, Norma Coombs Alternative School, Ms. Jean Matsuzawa, Student Marshall Fundamental School, Mr. Art Zaragoza, Custodian Burbank Elementary School, and Mr. Robert Sloat, Citizens' Oversight Committee. The committee established and published guidelines for standards and expectations for restroom cleanliness in the Pasadena Unified School District (See Attachment 14).

In addition to the implementation of these guidelines, the District will adopt a new program in early 2002 on cleaning of classrooms, restrooms, and interior spaces known as team cleaning. The team cleaning approach is a departure from the long-standing zone cleaning practices. This new program combines extensive staff training in specialty assignments and the use of new equipment and improved cleaning products in a timed and quantifiable program through defined cleaning assignments. The program employs specialists in locating, containing, removing and properly disposing of materials. It is the district's belief that this new approach will have an immediate and positive impact on the cleanliness, safety and aesthetic appeal of campuses, and reinforces the Board's goal of ensuring a "clean, safe and orderly environment that supports learning."

Task Force Recommendation #26

Consistent with the academic program and the Measure Y implementation schedule, computers at the schools should be hooked up to the Internet, with reasonable teacher supervision of student use.

Board Response

By 2004, or the year in which schools will have been modernized through Measure Y, all PUSD schools will have internet capability and access. The challenge remains in installing the software and computers necessary to link a school site to the internet. The availability of computers and software through grants and gifts has eased these burdens; however, increasing the number of computers at all school sites and then taking measures to ensure that they are adequately protected from theft remains an issue.

Task Force Recommendation #27

The Board should develop a District-wide school safety plan that includes: an independent assessment on a school-by-school basis of school crime; a comparison of such crime rates to state levels; an analysis of student, parent, and staff responses to the Customer Satisfaction Surveys on safety issues; an analysis of the best use of computer technology to track incidents; and directives on sharing information with other Police Departments.

Board Response

In November the Superintendent created the PUSD School Safety Commission to study the deployment practices, management structure and staffing of the existing PUSD police force. In the course of that examination, school-by-school crime data for the last three years was provided to the commissioners so that they could see what types of crimes were occurring and on which campuses (See Attachment 15a). While the data was shared with the commissioners and is helping to form policies regarding our policing function, it has not been shared with the Board of Education on a routine basis to date. In January 2002, former LAUSD police Lieutenant Stan Kennedy took over the PUSD police department, bringing to the post new leadership and stability. We will ask Mr. Kennedy to make the analysis and presentation of the school-by-school crime data a priority.

Using data from the California Safe Schools Assessment (CSSA) annual study, district staff presented a report to the Board that compared specific PUSD crime statistics with state, LA County and other school district figures (See Attachment 15b). The CSSA report, which is published annually, will be presented each year to the Board of Education upon its release. Developing a districtwide school safety plan, analyzing the Customer Satisfaction Surveys and identifying ways in which to use computer technology for crime-fighting purposes have yet to be addressed.

Task Force Comments

The Task Force recommended that regular reports be issued to the Board on school safety. The Board response indicates that reports have been made to a committee on school safety, but not yet to the Board. The Board should demand that safety reports be made regularly to the Board, and that these reports be analytical, drawing comparisons among school sites, and as compared to safety data from other districts.

Board Response to Task Force Comments

At the March 12 Board meeting our interim police chief gave an oral and written presentation on the California Safe Schools Assessment report, comparing PUSD crime statistics with those of other school districts.

We agree that the Board would benefit from regular reports (perhaps at sixth-month intervals) detailing crime statistics by school and from a comparative analysis of that data.

Task Force Recommendation #28

The Board should direct staff to utilize the new school safety plan to help guide the development of school site safety reports, updated on an annual basis in compliance with State law.

Board Response

The new disaster preparedness school safety plan, also referred to as the district's emergency procedures manual, has led to monthly inspection forms that all schools are required to complete (See Attachments 16a & 16b) and to the convening of monthly school safety committee meetings, which are dedicated to, among other items, reviewing work-related injuries and accident prevention. Further, all schools are required by state and federal regulations to conduct safety training for their employees.

As part of the district's commitment to carrying out its safety plan, each school's disaster emergency bins were inventoried and, where appropriate, re-stocked. In addition, the Risk Management office annually conducts a districtwide disaster preparedness drill, during which school sites and central personnel simulate different types of emergency situations. Training is conducted for district staff prior to the drill. Further, the district now has a full-time Risk Management department, staffed by John Anderson.

Task Force Recommendation #29

The Board should direct District staff to regularly report to the Board on safety matters, including but not limited to school crime.

Board Response

Last year then-Interim Superintendent Dr. Edgar Seal asked the PUSD school police force to provide the Board of Education with weekly updates concerning school crime incidents (Attachment 17). Further, the Risk Management office has made presentations to the Board regarding the district's disaster preparedness plan and the

safety guidelines that staff should follow when confronted with workplace or school violence.

Task Force Recommendation #30

The Board should reexamine the effectiveness of the current system of providing all security by a PUSD school safety force, and compare it to the alternative of having other governments provide some or all of the service.

Board Response

As mentioned earlier, a seven-member panel of law enforcement experts and community leaders are evaluating the existing PUSD police force for the purpose of making a recommendation to the Superintendent on the most effective method of protecting students and safeguarding school property (See Attachment 18a). As part of that discussion, the Commission is reviewing what agency or agencies, either internal or external to PUSD, could most effectively deliver services to district schools.

The Commission has heard from parents, school security aides, principals and other law enforcement bodies during the fact-finding process. The possibility of having law enforcement entities other than the internal PUSD police force patrol schools is being considered. The work of the Commission is expected to be completed in Spring 2002.

In a related matter, the district adopted last year a manual of policies and procedures for its internal police department, a fundamental document that was long overdue and the absence of which exposed the district to legal liability (See Attachment 18b).

Task Force Recommendation #31

The Board should direct the creation of a full report on earthquake and disaster preparedness, and on the physical safety of the schools as identified in the ASCTP reports, including a legal compliance audit in these areas.

Board Response

The district has not commissioned an independent audit of its structures and buildings for purposes of developing an earthquake and disaster preparedness response. All school buildings, however, meet the requirements of the Field Act and Division of State Architect's office.

For the last three years, Fireman's Fund Insurance, the district's workers compensation carrier, has conducted quarterly visits of schools to identify hazards and other areas of exposure that could lead to employee or student accidents (See Attachment 19). These reports helped to form the basis of corrective actions needed to make campuses safer and to prevent accidents and/or injuries.

Task Force Comments:

Why has the Board decided not to do an independent audit of earthquake safety? Are the compliance standards on physical safety of the infrastructure higher now than when the Task Force explored this issue? Are the background checks for employees the same, or more rigorous than in the past?

Board Response to Task Force Comments:

At this time an independent audit of earthquake safety is not necessary owing to other checks-and-balances that help to evaluate and address the physical soundness of our buildings. Our insurance carrier performs an annual inspection of district structures and all schools are being modernized and upgraded through the Measure Y construction process. We are unaware of any new compliance standards on physical safety that have been issued since June 2000.

The background checks for employees have remained the same. All employees--certificated or classified--are fingerprinted, with the fingerprints being run through a state Department of Justice database.

Task Force Recommendation #32

The Board should direct staff to develop a procedure and train personnel regarding accident reports, ensuring parental access to such information.

Board Response

Uniform and consistent training of PUSD employees remains an issue, as formal training classes have been identified as a priority but not yet established. The district has employee injury reporting procedures as well as guidelines for recording and maintaining injury-related documents. Risk Management staff are working with schools to ensure that all safety-related documents are readily available in a designated location known to all personnel. This will help to facilitate inspections by staff, parents and regulators, as well as to make it easier to monitor progress or lack thereof in carrying out safety measures.

Task Force Recommendation #33

The Board should review the effectiveness of background checks of employees.

Board Response

As part of the pre-employment process, the Department of Administrative Services and Human Resources requires that all prospective employees be fingerprinted and receive a clearance from the Department of Justice and that prospective employees complete an employment verification letter that is sent to the most current previous employer (See Attachment 20). Certificated Personnel requires all new hires to submit a minimum of three reference letters, one of which must be dated within the 12 months prior to their employment with the District.

Partners in Education staff members have recently been trained to use the fingerprinting equipment. This now allows them to fingerprint individuals who volunteer at various school sites or district departments.

Task Force Recommendation #34

Pending the outcome of an ongoing federal research study on seat belts in school buses, the Board should seriously consider mandating the use of seat belts in PUSD buses.

Board Response

Seat belts on school buses have been studied and tested for a number of years, with the results and findings varied. Since 1977, construction modification of school buses has occurred with the improved safety of children in mind. Compartmentalization has been improved and modifications have been made to the seat backs and to the padding around the seat for enhanced passenger safety. School buses continue to be one of the safest forms of transportation in the nation.

More recently, California legislation (AB 15) was passed to require the implementation of passenger restraint systems in school buses beginning January 1, 2002. Governor Davis, however, signed SB 568, delaying the implementation date to July 1, 2004 or July 1, 2005, depending on the type of bus. The Pasadena Unified School District and its current contractor, Embree/Laidlaw Educational Services, have a joint commitment to ensuring that any new buses added to the fleet will adhere to the new legislation.

One of the concerns regarding the implementation of the 2002 date was with the availability of buses on the market. The concern over adding a passenger restraint system to existing buses is that the modification would nullify the vehicle manufacturer's liability as well as that of the seat manufacturer.

Task Force Recommendation #35

The Board should maintain its current policy calling for neighborhood schools as the highest priority in site selection. The Board should maintain its policy that, within space limitations, preference to enroll in a neighborhood, non-magnet school should be given to those who live closest to the school.

Board Response

In November 2001 the Board of Education reinforced its commitment to neighborhood-based schools, adopting a goal "to establish and maintain excellent schools close to home...." As part of the Superintendent's Creating Quality Schools Initiative, the district is comprehensively revising its school attendance zones for the first time since the 1970s (See Attachment 21). The proposed changes will create greater opportunities for students to attend schools closer to their place of residence.

Task Force Recommendation #36

The Board should survey parental opinion on school choice, in order to measure the importance of neighborhood schools, as compared to other school options.

Board Response

No formal survey of parental opinion on "neighborhood schools" has been implemented but the prevailing sentiment in the community is that parents want effective neighborhood schools and more school options, particularly given the strong reputations of the district's three voluntary schools. This sentiment has been articulated in meetings, forums and other group discussions for many years. Further, the district is currently sponsoring 13 small group discussions to help gather feedback on additional proposed school choices and the comprehensive effort to create more community-centered schools.

Task Force Recommendation #37

As part of a comprehensive policy, the Board should seek to create additional choice schools; assist schools to develop into choice schools; and allow choice for schools other than those currently designated. The Board should clarify that applications to create charter schools are policy matters for decision by the Board, not District staff.

Board Response

The Creating Quality Schools Initiative calls for the re-opening of the former McKinley Middle School site as a visual and performing arts K-8 school to serve approximately 600 neighborhood students and 400 additional students from throughout the district starting in September 2002. Thus, McKinley would serve as another voluntary or choice school for existing and prospective students. In addition, Dr. Clark's proposal seeks to open a math-computer science-technology voluntary or choice school at Washington Middle School for grades six and seven in 2002. The district is also revising the permit process for intra-district transfers so parents can rely upon a defined process with clear timeframes when selecting a school.

Task Force Comments

The Board should adopt a policy stating that applications to create Charter schools should be made to the Board.

Board Response to Task Force Comments:

The newly configured Board has not had an opportunity to consider and weigh in on this issue. Is it more advantageous to have charter petitions go to the Board rather than the state? These and other issues need to be further explored before a policy can be adopted.

Task Force Recommendation #38

The Board should explore methods to reconfigure existing and planned schools. The District could look at creative use of existing and proposed classrooms in the most densely populated areas. For example, the proposed new elementary school in Northwest Pasadena and the existing Madison Elementary could be reconfigured as primary centers for kindergarten through third grade. Washington Elementary and Middle Schools could be used to house grades four through eight. This approach will not solve the problem of the need for more elementary schools in Northwest Pasadena, but it would alleviate the burden of busing on some of the youngest children. It could increase the numbers of young students who could attend a local school, at least for the first four years.

Board Response

Dr. Clark's proposal calls for reconfiguring Blair High School from a 9-12 to a 6-12 grade structure and expanding the popular international baccalaureate program to this southwest Pasadena campus. Not only would this proposal result in the placement of the rigorous, college-bound program at Blair, it would also relieve middle school and sixth grade overcrowding at existing district campuses by creating additional seats at a historically underutilized facility.

In conjunction with a re-examination of the district's Facilities Master Plan — specifically with regard to school capacity issues — several configuration options have been reviewed. The district is proceeding with its commitment to open a new school in Northwest Pasadena, as Board Members and the Superintendent recently toured a number of potential school locations and remain committed to building a new campus within five years. The specific suggestions in the Task Force report regarding Madison, Washington Accelerated and Washington Middle School are not under consideration. The district believes that all three sites are in a position to make significant progress without changing their current grade structures.

Task Force Comments:

Does the Board have a clear sense of when a school will be built in the Northwest, so that community questions can receive a credible answer?

Board Response to Task Force Comments

In adopting the Creating Quality Schools Initiative, the Board re-iterated its commitment to identifying a school site by June 2002 and "to opening a new school in Northwest Pasadena in a timely, efficient and expedited manner." We have stated publicly that the Board intends on opening the new school within three to five years of February 2002 and have identified funding sources for the site. In addition, a Board advisory committee is addressing this issue.

Task Force Recommendation #39

The Board should explore new models of school construction. There is increasing discussion in school reform circles of new models of school construction. The traditional model requires a school district to take on the full responsibility of a construction manager, which has led to problems in site identification and selection, community involvement, and environmental assessment. Under the design-build construction model, the developer would acquire the site, design, and build a school. The builder would then sell the school to the District.

Board Response

With the successful passage of the Measure Y Bond Proposition, PUSD has been engaged in the planning, engineering and contracting of school improvement work for nearly every site. At several school sites, contracts have come in under budget, allowing the district to realize more than \$10 million in bond-related savings.

Thus far, all of this work has been conducted using the traditional design-bid-build delivery system. The use of an alternative construction delivery system such as design-build, construction management multi-prime, and the construction management (at-risk) project delivery systems have been reviewed, but have not been utilized.

In October 2001, the state legislature approved and the Governor signed into law AB 1402 (Simitian) that allows districts to use a design-build delivery method different from what was available earlier. PUSD staff and consultants have reviewed and discussed the options in project delivery systems and have elected to continue the use of the traditional design-bid-build project delivery system for the purposes of renovating and modernizing its school sites.

As the discussion on the identification, selection, and construction of a new school site proceeds, so does the opportunity to explore these alternative delivery methods. PUSD has also discussed these options with neighboring school districts that have had success with these methods. These projects routinely have been large-scale undertakings in excess of \$10,000,000, a threshold for using the alternative delivery methods.

Task Force Recommendation #40

The Board should explore new methods of site selection and joint use. One of the most promising models for school site selection is the New Schools, Better Neighborhoods (NSBN) model. The NSBN approach calls for the development of smaller schools that could also serve as centers of the community. The key to the NSBN approach is strong community involvement in site selection and in identifying possible joint uses. Consistent with State law, the Board should work in conjunction with the Cities and County as it builds new schools. It should be a goal of school construction to include such community activities as library, recreation, and community meeting facilities, and to emphasize shared uses with other governments, including institutions of higher education.

Board Response

With the help of the City of Pasadena and private donors, the district utilized the community engagement firm, Concordia, to conduct numerous outreach meetings in Northwest Pasadena centered on identifying choices for a new elementary school location. Concordia is an example of a new approach to school site selection undertaken by community leaders and the school district. Through the Concordia model, approximately 100 community members agreed to participate in the site selection process.

Task Force Recommendation #41

The Board should establish goals for the District and put in place a mechanism for their periodic review.

Board Response

In November 2001 the Board of Education approved a set of goals as well as a new vision and mission statement for the entire district (See Attachment 22). The goals and the vision and mission statements have been posted on the district's web page and displayed prominently in the Board of Education meeting room.

Task Force Recommendation #42

The Board should continue its progress in defining measurable performance goals for the Superintendent.

Board Response

In keeping with the Board's contractual obligation to formally evaluate the Superintendent, a draft set of performance measures and objectives have been written and will soon be discussed amongst Board Members and the Superintendent (See Attachment 20). The objectives remain part of a working document until the Board has had an opportunity to review them.

More significantly, through a grant provided by the non-profit Broad Foundation, the Board and Superintendent have been learning how to work more cooperatively together and to better understand the differences between the Board's roles and responsibilities and the Superintendent's. At a series of workshops sponsored by the Broad Foundation, the Superintendent, staff and Board have discussed school governance and management issues and how to distinguish one from the other.

Task Force Recommendation #43

The Board should reformat its meeting agendas to emphasize policy and oversight issues.

Board Response

After several study sessions and discussions with counsel, the Board of Education adopted several changes intended to make its meetings more efficient and to streamline the manner in which meetings are conducted (See Attachment 24). The changes include: prioritizing action items over information items and general matters in the meeting agenda to give maximum attention to those issues that require a formal vote; establishing a time certain on the meeting agenda for recognition ceremonies so that honorees know specifically when they will appear before the board; and restructuring public participation to make the process more efficient and timely.

The Board continues to work with counsel to determine what issues can be delegated to staff and therefore do not require Board action, and what agenda items are more appropriately suited to go on the consent calendar as opposed to being discussed as separate action items. Undoubtedly, this is a work in process, as items that deserve to be set apart from the consent calendar sometimes can be included in it. The fact that district staff now uses a standardized Board report format as well as power point when giving presentations has helped to clarify issues for the Board and bring greater consistency to the meetings.

Task Force Comments:

Are the critical issues identified in the Task Force report and in the Board's response key elements of the agendas of Board meetings? Is the Board shaping policy, and not micromanaging?

Board Response to Task Force Comments:

Yes. Whether the agenda includes a presentation from the interim police chief on how PUSD compared with other school districts in the recent CSSA report or more user-friendly reports on the district's financial outlook, the Charter Reform Task Force recommendations are helping to shape portions of the Board agenda. In addition, Board agendas have been restructured to enable trustees to delegate smaller, site-based decisions, such as approval of field trips, to staff, so that the Board can focus on broader policy-based issues.

Task Force Recommendation #44

The Board should reallocate staff positions to facilitate its policy and oversight roles.

Board Response

This is a management issue that is being handled by the Superintendent.

Task Force Comment:

The Board should undertake a process of determining what staff resources it requires to conduct its business effectively. This is not a management decision for the Superintendent, but rather a policy issue for the Board.

Board Response to Task Force Comments

We have not yet considered equipping Board Members with staff, although augmenting the number of district employees may be difficult in light of our current budgetary constraints. Could existing staff play more of a support role for Board Members? Are there other school districts of comparable size with dedicated staff for Board Members? These and other issues should be considered and studied.

Task Force Recommendation #45

The Board should create the position of Ombudsman to assist the public in its dealings with the School District.

Board Response

This position is not among the district's top priorities at this time, particularly given the projected shortfall in state revenue and the desire to find senior-level staff to fill vacancies in the instructional and business departments.

Task Force Recommendation #46

The Board should consider appointing additional citizen advisory groups or task forces, along the lines of Measure Y and Facilities Task Forces, in such areas as student achievement, finance, safety, and enhancing parental choice, as long as such advisory bodies do not interfere with day-to-day classroom instruction.

Board Response

The district has been very receptive to creating task forces and commissions comprised of community members, particularly when the district feels that their expertise would be of assistance in helping district staff and the Board. For example, the Superintendent formed the PUSD School Safety Commission, which consists of leading community law enforcement figures, to help the district determine what is the most effective method for delivering and managing school police services.

The district also convened a working group of members of the local arts community to help advise and guide the operation of the McKinley visual and performing arts voluntary school, a campus that the district is considering opening in fall 2002. In addition, committees consisting of parents and educators have been formed to review the Curriculum Management Audit report, and the Superintendent draws from parents and community leaders on a monthly basis through the inter-faith coalition and the Superintendent's advisory committee. The inter-faith coalition seeks to inform leaders of different Pasadena-area faith communities on PUSD's goals and directives and seeks to involve churches, synagogues and mosques in tutoring and mentoring activities. The Superintendent's advisory committee consists of district parents who meet monthly with the Superintendent to share their concerns and to learn of the district's initiatives.

Task Force Recommendation #47

The PUSD, the Pasadena City Council, the Sierra Madre City Council, and the County Supervisor representing Altadena and other unincorporated areas should explore the potential for joint powers agreements to carry out public purposes with overlapping functions and jurisdictions, such as consolidating various operations with cities or the County in such areas as fleet maintenance, public safety, and transportation.

Board Response

The district is acutely aware of the need to partner and enter into agreements with local municipal and county entities, particularly given the need to consolidate resources and reduce operating expenses. In December 2000, PUSD entered into a Shared Facility Use Agreement with the City of Sierra Madre (See Attachment 25). Under the agreement, PUSD and the City established a basis for the cooperative use of their respective facilities so that the community could put the recreational centers of both public agencies to the fullest possible use.

The District has also entered into a Memorandum of Understanding (MOU) with a network of local mental health providers and with the Los Angeles County Department of Mental Health for the delivery of site-based counseling at all district schools. Designed to break down the traditional barriers that historically have made mental health services inaccessible to segments of the population, the MOU has helped to solidify an

arrangement that has resulted in a consortium of licensed social workers and case managers serving students with emotional needs at 29 sites. The consortium has already helped 2,000 students and maintains an active caseload of 750 families. Pasadena Unified School District is the only school district in the state that provides site based mental health services to eligible students in need of assistance.

The district and City of Pasadena are working collaboratively on the Allendale Library Project, which seeks to use a combination of local and Prop. 14 funds to build a modern library structure. While the two entities continue to work well together, it will be difficult for the district to provide the local matching funding that is needed in light of PUSD's budgetary outlook.

In addition to these relatively new partnerships, the district's health department continues to enjoy a strong working relationship with its counterparts at the City, who help to fund district health clerks, provide no-cost vaccines to district children and to assist families through the Healthy Start program.

The district remains receptive to forging new agreements with its municipal and county partners. Towards that end, the Superintendent meets monthly with Pasadena's city manager, joint meetings have been held or are being scheduled with the City of Pasadena and the PCC trustees, and the Superintendent has made it a priority to visit the Altadena Town Council and Sierra Madre City Council on a regular basis. In fact, a joint meeting is scheduled with the Sierra Madre City Council in January 2002.

Task Force Recommendation #48

The Board should initiate discussion of a joint powers agreement which would fully fund and maintain the important after-school programs after the grants now in place run out.

Board Response

As a result of Recommendation 48, the Pasadena City Manager and PUSD Interim Superintendent appointed a Work Group on Sustaining Local After School Programs. Work Group membership consisted of City staff, School District staff, Partnership for School Age Children (PSAC) staff and interested community members. This group was charged with the task of researching and proposing possible collaborative strategies for the City and School District to sustain and expand after school programs within the PUSD. The City Manager and Interim Superintendent initially convened the Work Group and subsequently, the Chair of PSAC, Sue Miele, was asked to assume responsibility for chairing the group's monthly meetings. The Work Group met monthly from November, 2000, to September, 2001.

While the final recommendation of the Work Group called for the creation of a non-profit entity to serve as a resource management umbrella for after school sustainability efforts, this model was not pursued. In lieu of a non-profit organization to formalize the working relationship of the City and School District, a Memorandum of Understanding (MOU) was created and approved by both bodies (See Attachment 26). Although the MOU represents neither a non-profit model nor a formal Joint Powers Agreement, it acknowledges the City and School District's shared responsibility and commitment towards sustaining after school programs.

Presently, with an MOU in place, the City Manager has dedicated a full time City staff member (Lisa Fowler) to act as a liaison with the School District and PSAC, ensuring that the City is able to fulfill its role in sustaining after school programs. PSAC, the community collaborative that helped leverage over \$4 million annually for PasadenaLEARNS, in collaboration with the Pasadena Education Foundation, is continuing its ongoing pursuit of government and private grants to support after school programs. Additionally, at the highest levels of School District and City government, both the Mayor and Superintendent have demonstrated their commitment to after school programming by meeting monthly with key staff to create local funding solutions for both short and long term after school program sustainability. Time is of the essence as the district needs approximately \$1.2 million in new funding by June 2002 to sustain its after-school programs at the current level.