

To: Pasadena City Council + City Manager
From: Sid Tyler

2/22/07

This was discussed today by the Management Audit Advisory Cmtte, which made some non-substantive changes and approved a Revised Final Draft - expected to be presented at Council on 3/26/07.

Management Audit

Preliminary Report

for the

Pasadena Unified School District

February 9, 2007

MAAC - Attendees

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EXECUTIVE SUMMARY

This is a final report on a Management Audit of the Pasadena Unified School District (Pasadena USD). This study was commissioned by the Management Audit Advisory Council, and was conducted from September 2006 through February 2007 by Gibson Consulting Group, Inc. of Austin, Texas.

The objectives of this study were to:

- Evaluate the Central Office organization structure at the director level and higher to ensure that it effectively supports decision-making throughout the District.
- Evaluate Board and District level decision-making from both policy and process perspectives. The analysis includes sub-systems of decision-making, including management information systems, communications, stakeholder input, as well as procedures and controls.
- Evaluate the effectiveness of procedures provided by District Classified Human Resources Department staff and the Personnel Commission in the recruitment and hiring of classified employees.

The objectives of the project did not include the performance audit of any departments or schools, or the identification of savings. Instead, the focus was on how the District and the Board make decisions and what improvements can be made in this regard.

There are several major findings of the report:

- At the director level and up, the Central Office is not overstaffed. There may be opportunities for savings at lower levels of the Central Office, but there are necessary investments as well. The organization structure should be realigned to support improved accountability and control over operations, and functions should be added for the Central Office to meet school and community needs. While many of the realignments can be done without additional cost, the estimated investment required for new positions is approximately \$500,000 per year.
- There have been examples of good decisions made by Pasadena USD, the most notable being the implementation of the standards-based curriculum and benchmark testing system. The Board and District focused on academic needs, analyzed data, developed options to improve, and dedicated resources to begin a successful implementation. Teachers and principals now have access to student performance results throughout the year to help improve scores on standardized tests taken annually in the spring. While many challenges still exist, this initiative represents Pasadena USD decision-making at its best.
- The teacher's contract should be renegotiated to remove language on site-based decision-making. This provision currently allows schools to be "site-based" based on an election by teachers. The provision is not being applied at any schools, and it is inconsistent with Board policy requiring a single system of decision-making. Further, there are other decision-making structures at the schools that include teachers and are effective in supporting school decisions.
- The District's technology infrastructure is highly unstable and outdated, and is not effectively or efficiently supporting the decision-making process. Reporting tools

were purchased before the infrastructure could support their use, duplicative data systems exist, software applications have become increasingly fragmented, and significant manual procedures and duplicate systems continue to be used in day-to-day operations. The District has identified and estimated costs for many of these needs (\$4.5 million one-time and \$4.0 million annually), but funding has not been allocated to meet them.

- Other aspects of the decision-making process need attention, including communication systems, stakeholder input and communication, and planning and management of major initiatives. The lack of current job descriptions, documented procedures, and annual performance evaluations is also limiting accountability for decisions and performance at Pasadena USD.
- For several reasons, the Pasadena USD Human Resources Department does not work effectively with the Personnel Commission. The HR Department should take primary responsibility for improving the coordination and communication between the two entities in order to increase their collective effectiveness. Pasadena USD management does not believe that the current process is yielding the highest quality candidates, and efforts are sometimes made to circumvent the process. Pasadena USD and the Personnel Commission should adopt a governance philosophy applied by other California school districts that provides better coordination between the two entities and accountability to the Pasadena USD Board of Trustees. Basset USD provides an example of a best practice that Pasadena USD can follow.

While this report, like other consultant reports provided to Pasadena USD, should be useful to the Board and District management, its value will be limited until Pasadena USD determines how to reallocate its resources to fund the recommended changes – without jeopardizing student achievement.

CHAPTER 1:

ANALYSIS OF CENTRAL OFFICE ORGANIZATION STRUCTURE

BACKGROUND

Analysis Approach

The organizational structure analysis focuses on the functional effectiveness of the District's Central Office management structure, with particular attention given to the top four administrative levels in the organization—Superintendent, Deputy Superintendent, Assistant Superintendent, and Director. A limited number of subordinate positions that have assumed Director-level responsibilities are also included. Department level organization structures and staffing levels are not included in the scope of this project.

Several documents were reviewed in this analysis, including:

- District and department-level organizational charts;
- Organizational assessment completed by groups external to the District;
- District policies and administrative regulations;
- Department operational procedures;
- Job descriptions of all Central Office senior and mid-level management positions and school leadership positions;
- Board meeting minutes, agendas, and Board packets;
- Budget information provided to the Board of Education;
- Various information relating to the site-based decision making process and school site councils;
- District Strategic Plan;
- District planning documents;
- Sample copies of the campus-prepared *Single Plan for Student Achievement*; and
- School surveys conducted by outside consultants.

Site work was conducted over a two-week period—November 13-17 and November 27-30, 2006. During that time, the review team conducted interviews with all Central Office senior and mid-management administrators, and visited 13 of the District's 27 campuses. Interviews and/or focus groups were conducted with Principals, Teachers, other school staff, and other community members. For schools or areas not visited, Principals, other staff and community members were offered the opportunity to participate in one or more focus groups.

While on site, the review team requested and received additional information concerning District operations. The review of the documents provided in the initial data request identified other materials important to the review team's work. In other cases, the review team became aware of other documents, reports, surveys, and communications during scheduled interviews or in informal conversations with District employees or members of the greater Pasadena community. A sample of this supplemental informative materials included:

- The Final Report and Recommendations of the City of Pasadena Charter Reform Task Force on School District Governance (June 20, 2000);
- A Curriculum Management Audit of the Pasadena Unified School District (April 2001);
- Pasadena USD Responses to the 48 Recommendations (January 28, 2002);
- The Final Report of the Reconvened City of Pasadena Charter Reform Task Force on School District Governance (April 24, 2002);
- District Interim Assessment Tool (Stupski Foundation, various dates);
- Pasadena Unified School District Organizational Assessment (Stupski Foundation, Spring 2006);
- Focus on One Year of Progress: May 2005-May 2006 (Stupski Foundation, May 2006);
- Pasadena USD Operating Team Reports 2005-06 (undated)
- Customer Service Surveys (Pasadena USD Assessment and Program Evaluation Department, 2004-2006)
- One Pasadena: Tapping the Community's Resources to Strengthen the Public Schools (Richard D. Kahlenberg, 2006).

The review team examined two elements in assessing the effectiveness of District's Central Office organizational structure - the logical alignment of functions and span of control.

The logical grouping or alignment of functions refers to how effective the organization is in grouping functions or tasks of a similar nature in order to keep supervisory responsibilities within manageable limits. Span of control refers to the number of direct reports of a supervisory position. For purposes of this review, customer service/school support is defined as the extent to which District campuses (customers) perceived the Central Office as a facilitator or inhibitor in providing services necessary to meeting the District's stated mission. Pasadena USD's mission is "to provide a rigorous education in an environment that engages and empowers all children to become lifelong learners; our students will be thinking, literate, productive, responsible and ethical, and able to compete in and contribute to a diverse society."

Responsibility for Organization Structure

As the governing Board of the Pasadena USD, the role of the Board of Education is provided in the *Bylaws of the Board, BB Policy 9000(a) Role of the Board* which states, "The Board shall work with the Superintendent to fulfill its roles, which include...Establishing and maintaining a basic organization structure for the District..." This language appears to imply that the Board should be involved in development of the District's organization structure. All other policies, however, suggest it is the Superintendent's responsibility. *Administration BP 2100 Administrative Staff Organization* provides that:

- *The Superintendent shall organize the administrative staff in a manner that best enables the District to provide an effective program of instruction; and*
- *The Superintendent or designee may adjust staff responsibilities temporarily or permanently to accommodate the workload and/or individual capabilities.*

Separate provisions in *BP 2110* discuss organizational charts and lines of Authority:

- *The Superintendent shall maintain a current District organization chart. The organization chart shall clearly designate lines of primary responsibility and the relationships between all District positions; and*
- *The Superintendent or designee shall ensure that all personnel understand to whom they are responsible and for what functions. Lines of responsibility should in no way prevent staff members at all levels from cooperating to develop the best possible school programs and services.*

The policy language clearly places the bulk of the responsibility for establishing the organization structure with the Superintendent. Since the Board must approve new or terminated positions, they are also involved. In practice, the Superintendent seeks Board approval of all major organizational changes.

Overview of Organization Structure

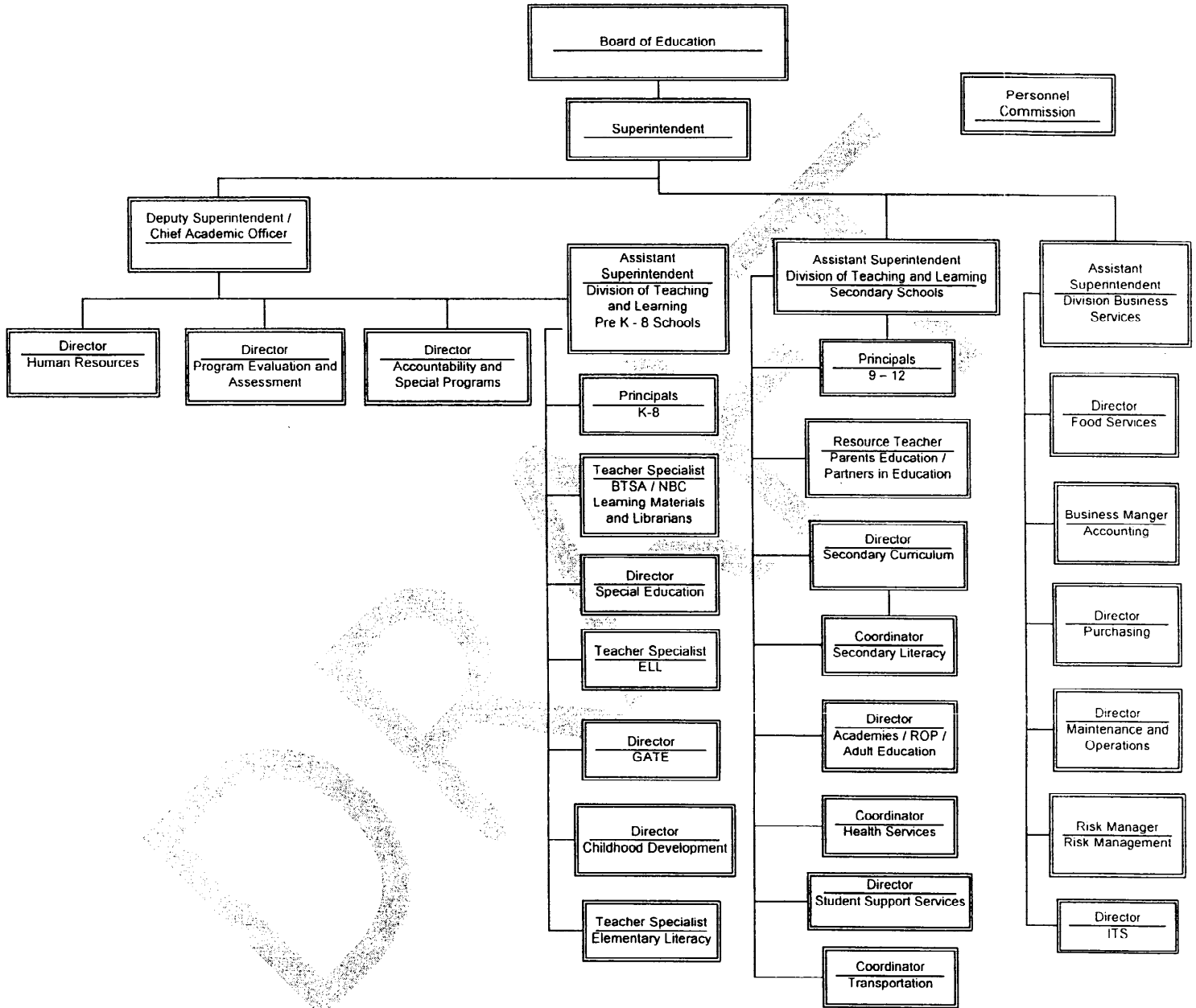
There are several organizational models used in public education systems. These models can generally be grouped into four categories: –

- ❖ **Assistant / Associate Superintendent Model** – This model has numerous Assistant Superintendents, associate Superintendents and/or Executive Directors reporting directly to the Superintendent. These are generally flatter organizations, and the Superintendent is involved in the day-to-day operations of the District. These models are generally found in smaller school systems.
- ❖ **Deputy Model** – As districts grow, the ability of the Superintendent to be involved in day-to-day operations declines and more responsibility is delegated to Deputy Superintendents who run the day-to-day operations. The organizations are not as flat as the assistant / Associate Superintendent models, but allow the Superintendent to focus more on Board and public responsibilities. In the strict application of the deputy model, two deputies (one for instruction and one for operations) report to the Superintendent. However, in practice some districts also include Assistant Superintendents as direct reports.
- ❖ **Chief of Staff Model** – This model is used in a few very large school systems around the country. Under this model, a Chief of Staff reports to the Superintendent, and many assistant Superintendents, Associate Superintendents, Executive Directors and possibly Director positions report directly to the Chief of Staff. This model essentially confers all day-to-day District operations responsibilities from the Superintendent to the Chief of Staff.
- ❖ **Chief Academic Officer Model** – this model is similar to the deputy model, but places the Chief Academic Officer slightly higher in the organization than a traditional deputy. The Chief Academic Officer is responsible for all activities and programs relating to the education of students. In this model, the positions responsible for managing the district's, finances, technology, and operations are part of a different arm of the organization, and have slightly less power and influence than a traditional Deputy. The recent trend to hire "non-traditional" Superintendents, who come from backgrounds other than education, has contributed to the growth of this type of organizational structure in large school districts. This model is applied by Pasadena USD, and represents an emerging best practice in public education.

Under Pasadena USD's current organization structure, the Superintendent has four (4) direct reports: Deputy Superintendent, Chief Academic Officer; Assistant Superintendent, Teaching and Learning Secondary Schools; Assistant Superintendent, Business Services; and the Communications Team. **Exhibit 1-1** on the following page presents the District's current organization chart.

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Exhibit 1-1 Pasadena USD District Organization Chart 2006-07



The Deputy Superintendent, Chief Academic Officer has four (4) direct reports: Assistant Superintendent, Teaching and Learning PreK-8 Schools; Director of Human Resources; Director of Program Evaluation and Assessment; and Director of Accountability and Special Programs.

The Assistant Superintendent, Teaching and Learning Secondary Schools has 10 direct reports: Principals, Grades 9-12 (4); Resource Teacher, Parent Education/Partners in Education; Director, Secondary Curriculum; Director, Academies/Regional Occupational Programs (ROP)/Adult Education; Coordinator, Health Services; Director, Student Support Services; and Coordinator, Transportation.

The Assistant Superintendent, Business Services has six (6) direct reports: Director, Food Services; Business Manager, Accounting; Director, Purchasing; Director, Maintenance and Operations; Risk Manager, Risk Management; and Director, ITS.

The Assistant Superintendent, Teaching and Learning PreK-8 Schools has 27 reports: Principals, Grades Pre-8 (22); Teacher Assistant, BTSA/NBC/Learning Materials and Librarians; Director, Special Education; Teacher Specialist, English Language Learners; Director, Childhood Development; and Teacher Specialist, Elementary Literacy. This position has administrative responsibility for Gifted and Talented Education (GATE), but program oversight is assigned to a high school Principal who reports to another position.

Recent Departmental Organizational Changes

A number of changes were made during the past 18 months to the District's organization structure. Based on the organization charts provided by the District, the following changes occurred between August 2005 and September 2006:

- Principals, Grades 9-12: Reassigned from the Superintendent to the Teaching and Learning Secondary Schools (formerly Operations);
- Parent Education/Partners in Education: Reassigned from Accountability and Special Programs (formerly, Teaching and Learning Government Funding and Accountability) to Teaching and Learning Secondary Schools;
- Secondary Curriculum, Secondary Literacy, and Academies/ROP/Adult Education: Reassigned as above;
- BTSA/NBC Learning Materials and Librarians: Reassigned from Accountability and Special Programs to Teaching and Learning PreK-8 Schools;
- Food Services: Reassigned from Operations to Business Services;
- Assistant Superintendent for Planning, Research, and Evaluation: Position eliminated;
- School Police: Office eliminated;
- Safety Compliance Officer: Position eliminated; and
- Communications Department: Office eliminated.

FINDINGS AND RECOMMENDATIONS

Sections 41101-41407 of the *California Education Code* limit the ratio of Teachers to District and campus level administrators in school districts. A financial penalty is imposed on districts that employ more administrators than allowed, unless waived by the State Board of Education. For unified districts, the ratio of Teachers to administrators cannot be less than 8.0, or one administrator for every eight Teachers. A higher ratio reflects lower administrator staffing levels relative to the number of Teachers. In 2005-06, the number of Teachers per each administrator in Pasadena USD, Los Angeles County, and the state was 13.18, 10.66, and 11.38, respectively. Pasadena USD currently employs 81 District- and campus-level administrators, 52 fewer than the maximum allowed by law.

Exhibit 1-2 presents District-level administrator ratios for Pasadena USD and unified school districts of similar size. When compared with the 20 unified districts with enrollments the closest to Pasadena USD, the ratio of students to District-level administrator in Pasadena USD is the seventh lowest and is approximately 17.6 percent lower than the average for the comparison districts. This suggests a slightly higher number of Central Office administrators than the its peer districts.

The ratio of Teachers to District-level administrators is the eighth lowest among the 20 peer districts but approximately 9.3 percent higher than the average for the districts.

Exhibit 1-2
2005-06 Ratios of Students and Teachers
to District-Level Administrators
Pasadena USD and Unified Districts of Comparable Size

Unified District	Enrollment	Students Per District-Level Administrator	Teachers Per District-Level Administrator
Fairfield-Suisun	23,377	417.4	19.3
Pajaro Valley	19,324	623.5	30.1
Alvord	19,869	764.1	34.5
Hayward	22,236	712.2	35.0
Newport-Mesa	22,122	737.4	36.2
Norwalk-La Mirada	23,230	967.9	42.2
Peer District Average	21,458	1,293.4	58.9
Murrieta	20,164	1,186.1	52.7
Pasadena	21,321	1,066.0	53.4
Hemet	22,368	1,177.3	54.0
Tustin	20,195	1,262.1	55.8
Conejo Valley	22,456	1,247.5	57.6
Antioch	21,188	1,412.5	61.8
Hesperia	20,267	1,447.6	63.5
Redlands	21,326	1,424.1	63.6
Hacienda la Puente	23,241	1,367.1	68.9
Oceanside	21,367	1,424.4	71.5
Jurupa	21,043	1,618.3	74.6
Baldwin Park	19,684	1,789.4	75.3
Downey	22,584	1,737.2	77.8
Simi Valley	21,454	2,145.4	95.6
ABC	21,660	2,406.6	108.2

Source: Gibson Consulting Group, Inc. from Ed-Data @ www.ed-data.k-12.ca.us/

While the scope of this work did not include campus administrators, it is important to analyze these ratios in conjunction with District-level administrators. Some districts apply different organizational strategies and may shift some administrative functions to the schools. At Pasadena USD, some Central Office functions have in fact been transferred to school Principals.

Exhibit 1-3 presents ratios of students and Teachers to campus-level administrators for Pasadena USD and peer districts. The results are only slightly different from ratios for District-level administrators. The number of students per campus-level administrator in Pasadena USD is the fourth lowest among the 20 peer districts; the number of Teachers per campus-based administrator is the sixth lowest. The number of students per campus-level administrator in Pasadena USD is approximately 19 percent lower than the average for the comparison districts. Similarly, the number of Teachers per campus-level administrator is approximately 12 percent lower than the districts' average. These lower ratios suggest a slightly higher number of campus administrators. Many factors could be contributing to this, including the average school size. Pasadena USD has several low-enrollment campuses, and the district closed schools at the beginning of the 2006-07 school year. While enrollment has declined in recent years, the closure of schools should result in slightly higher ratios for 2006-07.

Exhibit 1-3
2005-06 Ratios of Students and Teachers
to Campus-Level Administrators
Pasadena USD and Unified Districts of Comparable Size

Unified District	Enrollment	Students Per Campus-Level Administrator	Teachers Per Campus-Level Administrator
Pajaro Valley	19,324	292.8	14.1
ABC	21,660	338.4	15.2
Hemet	22,368	338.9	15.5
Hesperia	20,267	361.9	15.8
Newport-Mesa	22,122	351.1	17.2
Pasadena	21,321	349.5	17.5
Alvord	19,869	389.5	17.6
Tustin	20,195	403.9	17.8
Murrieta	20,164	429.0	19.0
Peer District Average	21,458	432.3	19.9
Simi Valley	21,454	429.0	19.1
Fairfield-Suisun	23,377	417.4	19.3
Hacienda la Puente	23,241	400.7	20.2
Conejo Valley	22,456	440.3	20.3
Baldwin Park	19,684	492.1	20.7
Jurupa	21,043	467.6	21.5
Norwalk-La Mirada	23,230	494.2	21.5
Hayward	22,236	463.2	22.6
Downey	22,584	537.7	24.0
Antioch	21,188	516.7	24.4
Redlands	21,326	546.8	24.4
Oceanside	21,367	534.1	26.8

Source: Gibson Consulting Group from Ed-Data @ www.ed-data.k-12.ca.us/

Because of differing state laws and regulations, comparisons to districts outside California is limited in some respects. Comparison to other states is also limited because "central administration" is defined differently. The State of Texas uses a similar definition as defined in its Public Education Information Management Systems. In 2005-06, Texas's ratio of students to central administrators was 762 to 1. This benchmark comparison suggests that Pasadena USD has 40 percent fewer Central Office administrators than the average Texas school district. Pasadena USD student to campus-level administrator ratio of 349.5 to 1 is 30 percent higher than the Texas state average of 269 to 1 indicating that Pasadena USD has 30 percent fewer campus administrators relative to the number of students.

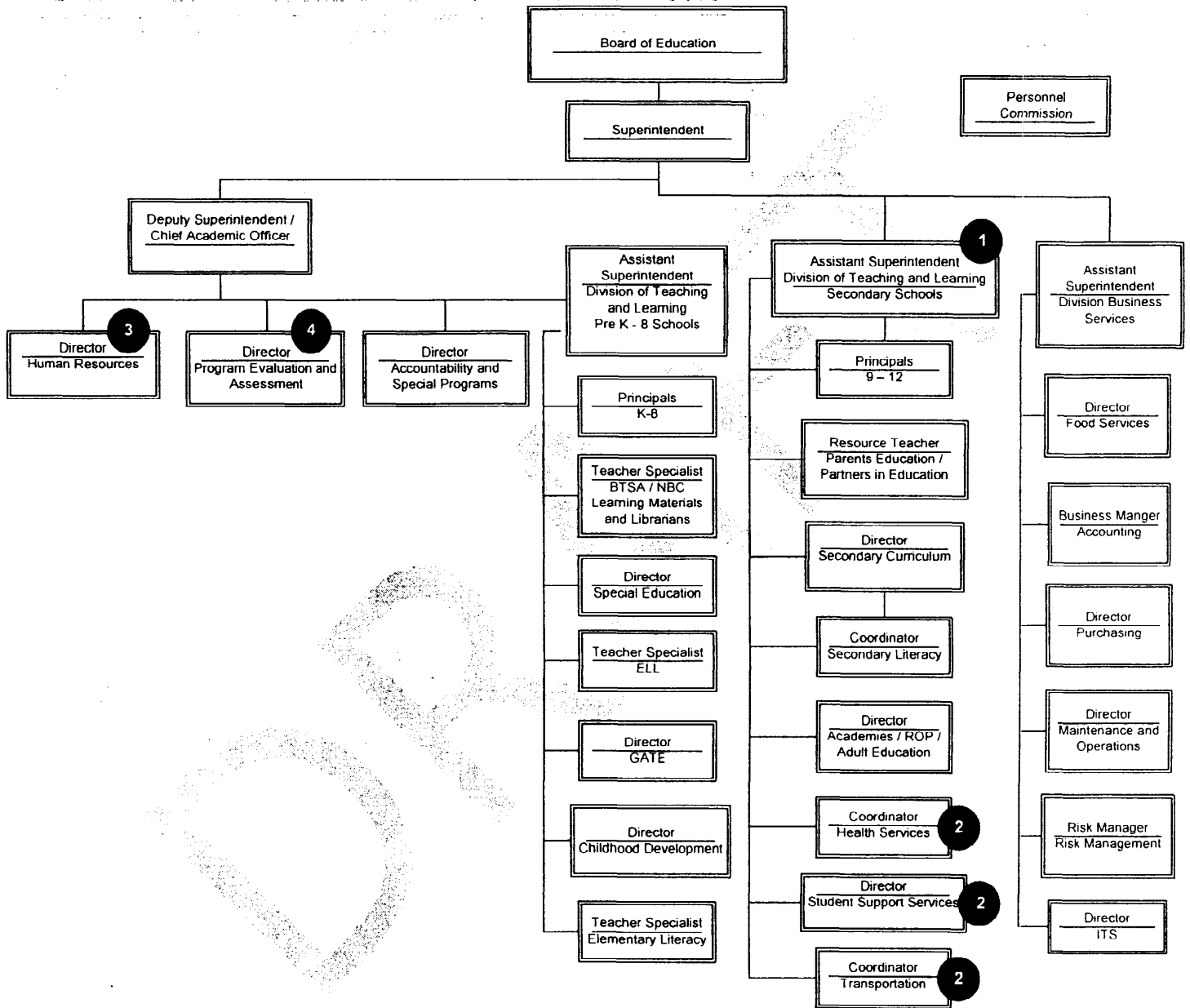
Based solely on the number of Central Office administrators, Pasadena USD does not appear to be overstaffed at the Director level position and up. However, there are several instances of misaligned functions and inappropriate span of control. These are discussed further below.

Alignment of Functions

Several functions in the Central Office organization are not logically aligned, or clustered, to support effective accountability. **Exhibit 1-4** references specific alignment problems with the Pasadena USD organization structure. Each of these are discussed below. Misalignment can occur when there is an attempt to match the backgrounds or personalities of individuals with the tasks or task clusters. In addition, the necessity to reassign responsibilities for one

or more major functions due to reductions in staff can contribute to a misalignment of functions.

Exhibit 1-4 Pasadena USD Organizational Misalignments



1. **Not all academic functions are aligned under the Chief Academic Officer (CAO).** The Assistant Superintendent for Teaching and Learning - Secondary Schools is responsible for overseeing secondary schools and a host of other programs and student services. This position reports directly to the Superintendent. The job responsibilities for the CAO include all academic programs and student performance. Under the current organization structure, the CAO position is being held accountable for functions that are not under the direct control of the position. This mismatch of responsibility and authority is the direct result of the current organizational alignment.
2. **The position of the Assistant Superintendent for Teaching and Learning - Secondary Schools includes responsibilities for health services, student support services, and transportation.** These functions, particularly transportation, are not normally associated with the other curriculum and instruction-related tasks assigned to that position. Transportation is an auxiliary service, and is more commonly grouped with facilities maintenance, custodial and food service functions. Student support services are usually found under - and logically to - a Chief Academic Officer position, but they are grouped together to consolidate the responsibility of all non-academic student services.
3. **Human Resources, a District-wide function not solely related to curriculum and instruction, currently reports to the Chief Academic Officer (CAO).** The current CAO has Human Resources experience that prompted the current alignment. The practice of building an organization chart around the people you have is a common practice in public education. In many cases there is no harm done. However, in the long-term, a logically aligned organization will help the school district place the best people in the best roles in support of long-term objectives. In states with organized labor, as well as others, many districts elevate the Human Resources function to a direct report to the Superintendent. The fact that greater than 80 percent of District expenditures relate to salaries and benefits also justifies higher visibility of a Human Resource function in the organization. This does not necessarily mean the position must be upgraded, just the alignment changed.
4. **The Office of Program Evaluation and Assessment reports to the Chief Academic Officer.** In order to ensure independent program evaluations, this function should not report to (and have their performance evaluation completed by) the position making decisions on programs design and implementation. Evaluation functions are commonly found under academic programs in school district organization structures, but this does not represent a best practice.

Pasadena USD currently aligns schools and other functions under two Assistant Superintendent positions. The alignment of individual schools is complicated by the unique grade structure of Pasadena USD schools.

The range of the number of subordinates a supervisor should have direct contact with on a daily basis (span of control) is 7 to 12. Among senior Pasadena USD administrators, the span of control varies significantly.

Span of Control

The optimum span of control depends on the nature and diversity of functions and the level of responsibility and authority. Spans of control generally range from four to nine positions

at the top levels of an organization. Acceptable spans of control increase if the direct report positions are similar or homogeneous. Within Pasadena USD, as with most school systems, the only similar positions that report to an Assistant Superintendent position or higher are the school Principals. At lower levels in the organization it is not uncommon to see 50 or more positions, such as Bus drivers or Custodians, reporting to the same supervisor.

Within Pasadena USD, the span of control for Central Office administrators ranges from four to seven direct reports, excluding school Principals. Four positions report directly to the Superintendent. As shown in **Exhibit 1-5**, this span of control is consistent with other California unified districts of a similar size. These districts were also selected based on the availability of a current organization chart on their website.

Exhibit 1-5
Number of Positions to Superintendent
Pasadena USD and Other California Districts

District	2004-05 Enrollment	Direct Reports
Pasadena Unified	22,336	3
Rialto Unified	30,887	5
ABC Unified	21,944	4
Pomona Unified	34,657	5
New Port Mesa Unified	22,487	5
San Ramon Valley Unified	22,857	5

Three of the five peer districts above have a Human Resource function reporting directly to the Superintendent. One district has Human Resources under administrative services, and one – other than Pasadena – has the function aligned under instruction.

In addition to having direct staff reports, the Superintendent also works on a daily basis with the seven members of the Board of Education. While the Board does not report to him, the Superintendent spends a considerable amount of time with Board members. Excluding members of the Board, the Superintendent's span of control is lower than all other peer district Superintendents, but by only one or two positions.

The span of control for the Superintendent reflects, implicitly or explicitly, the organizational strategy of the school system. Superintendent positions with fewer direct reports relies more on other members of the management team to run day-to-day operations, and devotes more time to Board and community demands. Superintendents with more direct reports are closer to the day-to-day operations, and generally dedicate a lower percentage of time to Board and community demands. Pasadena USD's current organizational structure, like the selected peer districts listed above, apply the former approach.

With one exception, other spans of control in the Pasadena USD organization structure are in an acceptable range.

- Deputy Superintendent (4). This position has four direct reports, within, but at the lower end of the acceptable range for span of control.
- Assistant Superintendent, Secondary Schools (10). This position has 10 direct reports; however, 4 of the direct reports are school Principals; 7 are separate programs or services.

- Assistant Superintendent, Business Services (6). This position has six direct reports, within the acceptable range for span of control.
- Assistant Superintendent, Pre-K through Grade 8 (27). This position has 27 direct reports, 21 of which are school Principals. Given the nature of the other programs and services reporting to this position, it is overloaded relative to other high level positions in the organization.

Overall, the span of control is not significantly out of line at the high levels of the Pasadena USD organization structure. There is room for increase span of control for the Superintendent and Chief Academic Officer positions, and organizational equity could be improved if some functions were reallocated from the Assistant Superintendent for Pre-K through Grade 8. Span of control will be addressed in the context of other organizational recommendations later in this report.

Missing Functions

Several functions are missing from the Central Office organization chart. In some cases, responsibility has been pushed down to lower levels of the organization. In other instances responsibilities were pushed to the schools. Below are brief descriptions of these functions.

- **Community Relations/Involvement.** Pasadena USD previously had an Office of Communications that was eliminated in due to budget reductions. Currently, there is no position or office with responsibilities relating to managing all public and internal information activities, developing and maintaining media relations, coordinating marketing and community outreach efforts. There is no Pasadena USD office serving as a liaison with the Pasadena Education Foundation, an organization that assists the District with grant proposals and in securing over \$3.4 million in awards for Pasadena USD schools or programs. Prior studies have recommended an ombudsman position to serve as the point person for these functions; however, budget constraints have kept Pasadena USD from acting on this recommendation.
- **Professional Development.** There is no office with the responsibility for coordinating the District's professional development efforts. Research on effective districts emphasizes the importance of embedded staff development that is focused, intensive, and ongoing. One of the reasons given by Teachers in a 2000 retention study for wanting to come to Pasadena USD was the Professional Development Center, though closed now due to budget constraints.
- **Internal audit.** Pasadena USD does not have a separate internal audit function reporting to the Board. Internal audit functions are rarely found in school districts with less than 10,000 students, are more common in districts with 10,000 to 25,000 students, and are usually found in larger school systems. For a district the size of Pasadena USD, the existence of an internal audit function would represent a best practice, particularly in light of the data and process issues raised later in this report.
- **Other.** A number of important functions have been pushed down to other District positions. Responsibilities for coordination of the at-risk program, elementary writing, gifted and talented, mathematics, and fine arts programs are assigned to school Principals. The time Principals must dedicate to providing campus-level instructional leadership precludes their addressing District-level program responsibilities effectively.

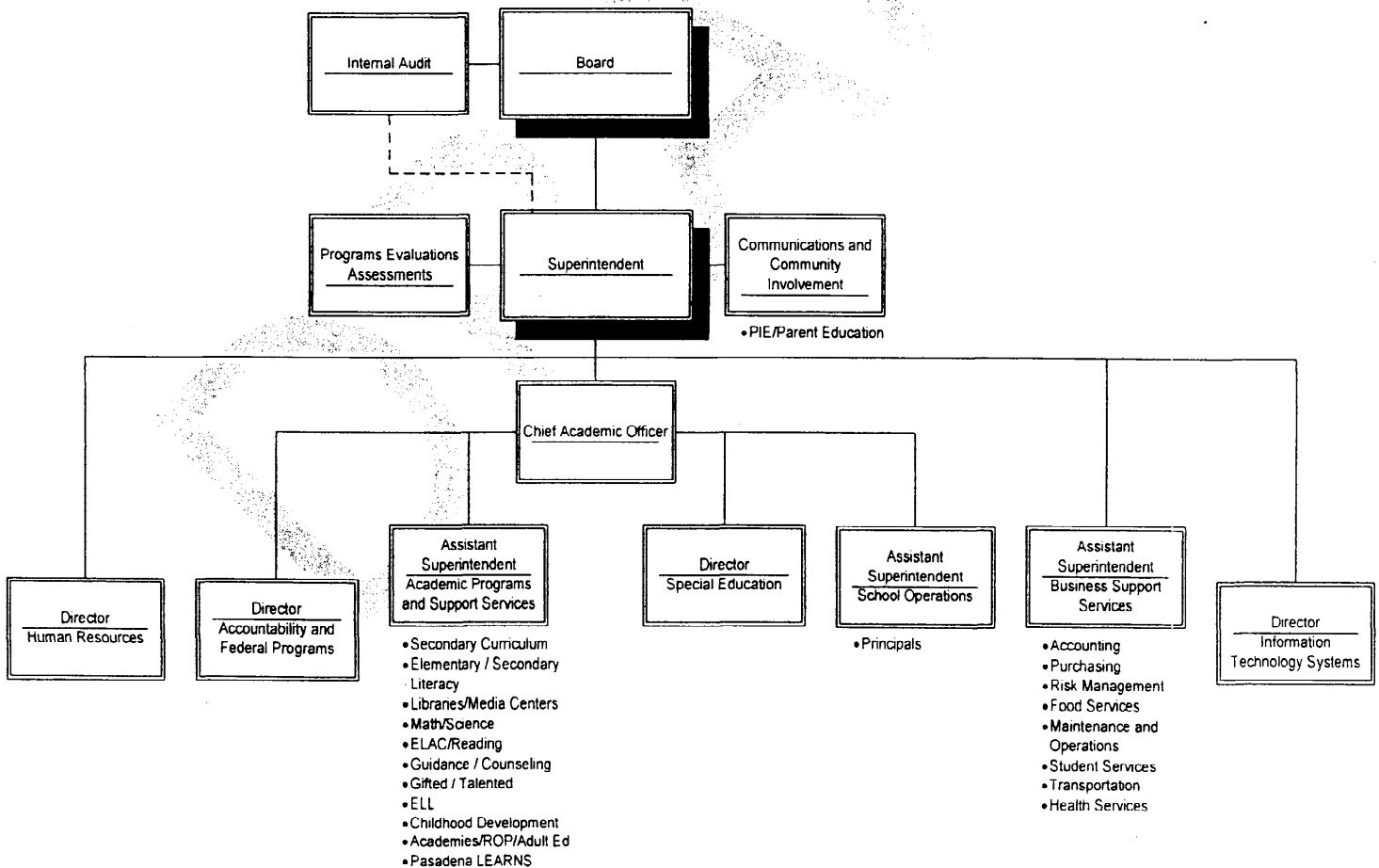
Recommendation 1-1: Restructure Central Office functions to support improved communications, accountability, and decision-making.

In developing recommendations regarding the modification of the organization structure, the review team considered the following:

- Align all functions more logically;
- Improve the span of control;
- Place the Superintendent closer to District operations/decisions;
- Improve communications and coordination of related functions in making decisions;
- Establish a clear chain of command; and
- Improve accountability.

Pasadena USD should keep its Chief Academic Officer model for its organization structure but realign functions to improve accountability. **Exhibit 1-6** presents the proposed organization structure for Pasadena USD. Following this chart are brief descriptions and justifications for the proposed changes.

**Exhibit 1-6
Proposed Pasadena USD Organization Structure**



Assign All Academic Functions to the Chief Academic Officer. Assign all functions related to developing, coordinating, implementing, and monitoring instructional programs to the Chief Academic Officer in order to focus resources most effectively on improving the academic achievement of students. A new position reporting to the Chief Academic Officer, Assistant Superintendent Instructional Support, should be created to coordinate all instructional support functions (see below). The director of special education should be reassigned as a direct report to the Chief Academic Officer.

Redefine existing assistant Superintendent positions over schools. The two current assistant Superintendents over schools should be converted to one position over all schools, and the other position over academic programs and support services. Special Education, because it is a larger program, should be a direct report to the CAO. An Assistant Superintendent for Support Services should oversee all other instructional programs and instructional support services (at-risk, after-school and early childhood, English language learners, fine arts, guidance and counseling, gifted and talented, learning material/libraries, literacy, mathematics, science, and social studies programs). An Assistant Superintendent for School Operations should oversee all school Principals and be responsible for completing their annual performance evaluations.

Reassign Human Resources to the Superintendent. Reassign Human Resources, a District-wide function, as a direct report to the Superintendent rather than the Chief Academic Officer. A new coordinator's position reporting to the Director of Human Resources should be established to coordinate the District's professional development programs and initiatives. Coordination of BTSA/NBC should be reassigned to Human Resources. Consideration should also be given to re-establishing the Professional Growth Center.

Reassign Program Evaluation and Assessment to the Superintendent. Reassign Program Evaluation and Assessment, a District-wide function, as a direct report to the Superintendent rather than the Chief Academic Officer. Those with oversight responsibilities for the design and implementation of programs should not have responsibility for their evaluation.

Reassign Information Technology Systems to the Superintendent. Technology is not misaligned currently, but its position under the Division of Business Services does not represent a best practice in public education. Because of technology's increasing importance to student performance and administrative efficiency across the entire organization, more school districts are elevating technology to a direct report to the Superintendent. This does not immediately require a position upgrade, but over time this position should be upgraded to reflect the increased importance of technology to the school system.

Add community involvement function that reports directly to Superintendent.

This report, as prior consultant reports, recommends the addition of a community involvement position. This position should report directly to the Superintendent and serve as the District ombudsman, as well as fill other responsibilities relating to public information and associations with external entities and partnerships such as Partners in Education.

Reassign Student Support Services and Transportation to the Assistant Superintendent, Business Services. Reassign student support and transportation, both non-instructional District-wide functions, to the Assistant Superintendent, Business Services. Currently, these offices are assigned to the Assistant Superintendent, Teaching and Learning Secondary Schools.

Add internal audit function that reports directly to the Board. An internal audit position should be added and report directly to the Board. The internal auditor should develop a District risk assessment and develop an audit program that conducts audits of areas based on risk levels.

Provide interim support positions to fill other missing functions at the Central Office. Teacher specialists, individuals with program/content expertise, should be used to provide assistance for program development and coordination for fine arts, guidance and counseling, and gifted and talented. The positions should be established as two- or three-year, 11-month Teacher contracts (plus stipend), renewable based on performance and program status.

Implementation Strategies

The intent of the proposed organization structure is to provide a target for the District to migrate towards. The District's new Superintendent, as provided by Board policy, should make his own refinements and suggestions based on his personal management style.

New positions for community involvement, internal audit, professional development and instructional support will obviously require funding and may take time to implement. Each of the other elements of the recommendation could be implemented at the beginning of the 2007-08 school year, if not sooner.

The estimated fiscal impact of the new positions is approximately \$500,000 per year.

CHAPTER 2: DECISION-MAKING PROCESS

INTRODUCTION

Summary of chapter findings and recommendations

Approach

As part of this study, an on-line survey was conducted to obtain perceptions of Pasadena USD employees regarding decision-making. Survey response statistics are provided in **Appendix A** of this report. The following charts present survey responses by four categories of employees: (1) Principals and assistant Principals; (2) Teachers; (3) other campus employees; and (4) Central Office employees. Most of the survey questions regarding decision-making were positive statements that the respondent could agree or disagree with to varying degrees. The response options for these survey questions are listed below:

- Strongly Agree
- Agree
- Disagree
- Strongly Disagree
- Neutral
- No opinion

Context of Decision-Making at Pasadena Unified School District

There are several examples of Pasadena Unified School District (Pasadena USD) District-level decisions that provide representative case studies. The purpose of these case studies is not to second guess the decision, but rather to place the analysis of decision-making in the context of actual decisions. Later sections in this chapter analyze specific components of decision-making at the Board and District levels.

Standards-Based Curriculum

The implementation of standards-based curriculum and benchmark testing perhaps represents Pasadena USD decision-making at its best. Student performance data was collected and analyzed, options were evaluated, stakeholders were involved in the planning, Central Office leadership over the initiative was established, the program was implemented, and desired results were achieved. This decision continues to be implemented, and significant challenges still need to be addressed, but this decision shows what Pasadena USD is capable of when focused on specific objective.

Movement of Police Department Function

The City of Pasadena came forward with an option to provide police services to the District. The District's decision to quickly act on this provided immediate financial savings. The District also worked effectively with the City of Pasadena in the transition – and most input received from the schools was favorable regarding the decision and the results.

Closing of Facilities

The closing of schools is perhaps one of the most difficult decisions faced by school systems. In periods of declining enrollment, these decisions are necessary to maintain financial stability and space utilization. District management collected capacity data for each school, incorporated enrollment projections, and made recommendations to close specific schools. A committee that included parents and other stakeholders reviewed the information and made recommendations to the Board that were not consistent with the data, but considered more politically expedient. The more significant problems, however, occurred after it was announced that schools were to be closed. When school started, some students were enrolled in two schools; others were not enrolled at all. The school choice process was also affected by the school closings without sufficient and timely communication to parents. Further, it was the understanding of many school staff that the supplies and equipment would follow the students to their new schools. This was perceived as an unorganized, uncontrolled, and inequitable process. The closing of facilities was an example of a good decision – schools needed to be closed – that was poorly planned and executed.

Instructional Decisions in the Classroom

While most Pasadena USD Teachers commented favorably on the value of new benchmark testing reports, the decision of what to do about the information created difficult and stressful situations for Teachers and students. If students were found to be behind based on the reports, a Teacher had a decision to make – repeat the instruction or keep moving for the benefit of others. Teachers felt pressure to meet target dates established for meeting learning objectives, but needed to address those students were unable keep up with the class pace. In this instance, Teachers had the relevant information to make a decision, the options were clear, but both options had unacceptable results in their mind. This is perhaps one of the most important decisions made by Teachers on a day-to-day basis.

The remainder of this chapter provides assessments and recommendations of decision-making at the Board and District levels.

BOARD DECISION-MAKING

Board decision-making is analyzed separately from District-level decision-making in this report. The decision-making dynamics are fundamentally different for the Board, as a majority vote is required to implement decisions. At the District level, the Superintendent, department heads, and school leaders can make decisions without a vote, although input from stakeholders may occur.

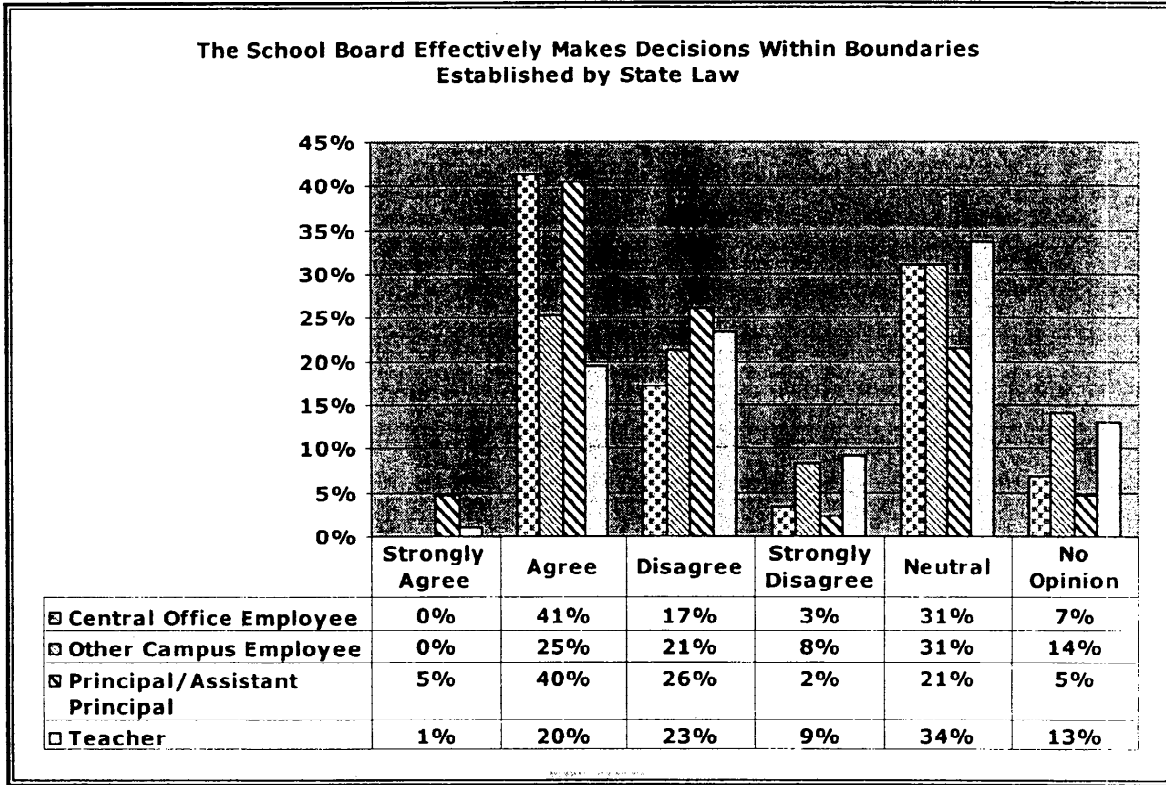
An appointed Superintendent and a seven-member school Board comprise the governance team for the Pasadena Unified School District (Pasadena USD). The seven Board members are elected to their seats city-wide, not by geographic location. Each member is elected to a four-year term with elections held every other March. These eight individuals are responsible for guiding the District's budgeting, planning and policymaking.

Board members make decisions based on information provided to them by District staff, consideration of public input, and deliberations among themselves – all within a set of ground rules established by California laws and regulations.

The approach to evaluate decision-making at the Board level included interviews with Board members, review of Board and committee meeting minutes, review of Board meeting video tapes, attendance at a November 2006 Board meeting, and review of applicable laws and policies affecting Board decision-making. Interviews with District management also provided input as to how information is prepared for dissemination to the Board.

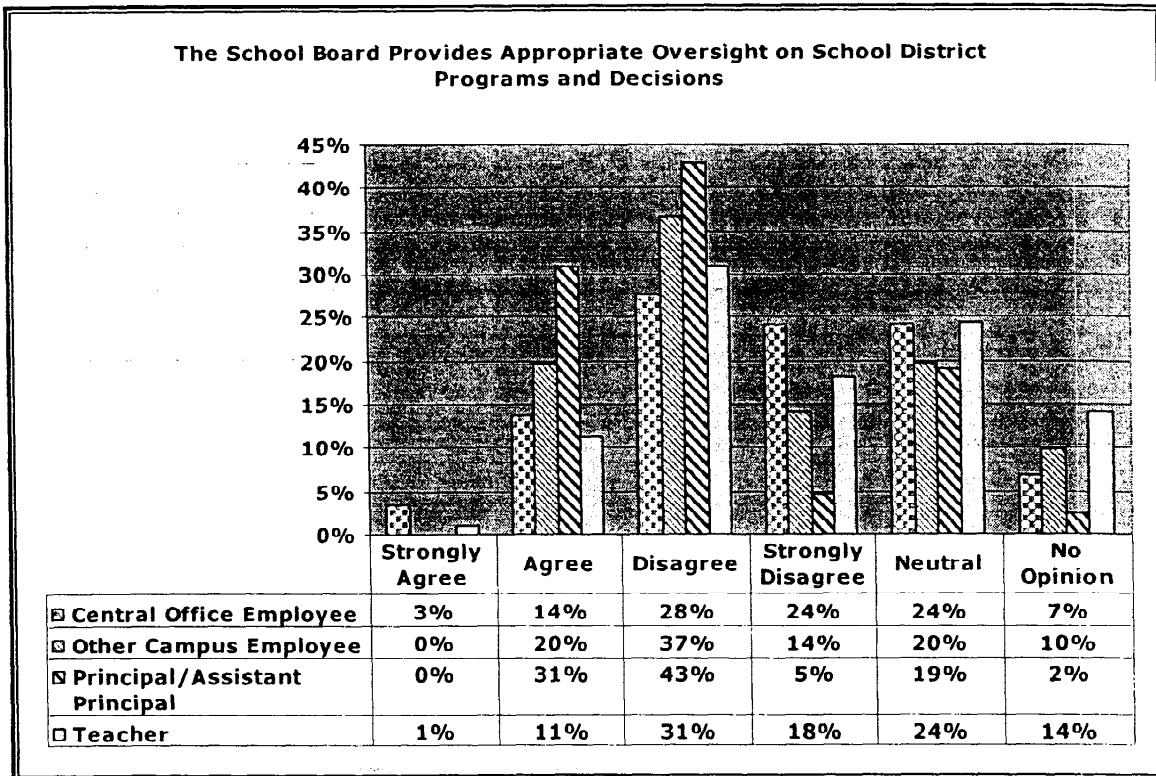
Pasadena USD employees were asked about their perceptions of Board decision-making. **Exhibit 2-1** reflects employee opinions about Board decision-making within the boundaries established by state law. Approximately 40 percent of employees were neutral or had no opinion, but the remaining responses were more favorable than unfavorable.

**Exhibit 2-1
Pasadena USD Employee Survey Response
Board Compliance**



The survey also asked about whether the Board provided appropriate oversight of school District programs and decisions. As shown in **Exhibit 2-2**, more respondents disagreed or strongly disagreed with the statement that the Board provides appropriate oversight.

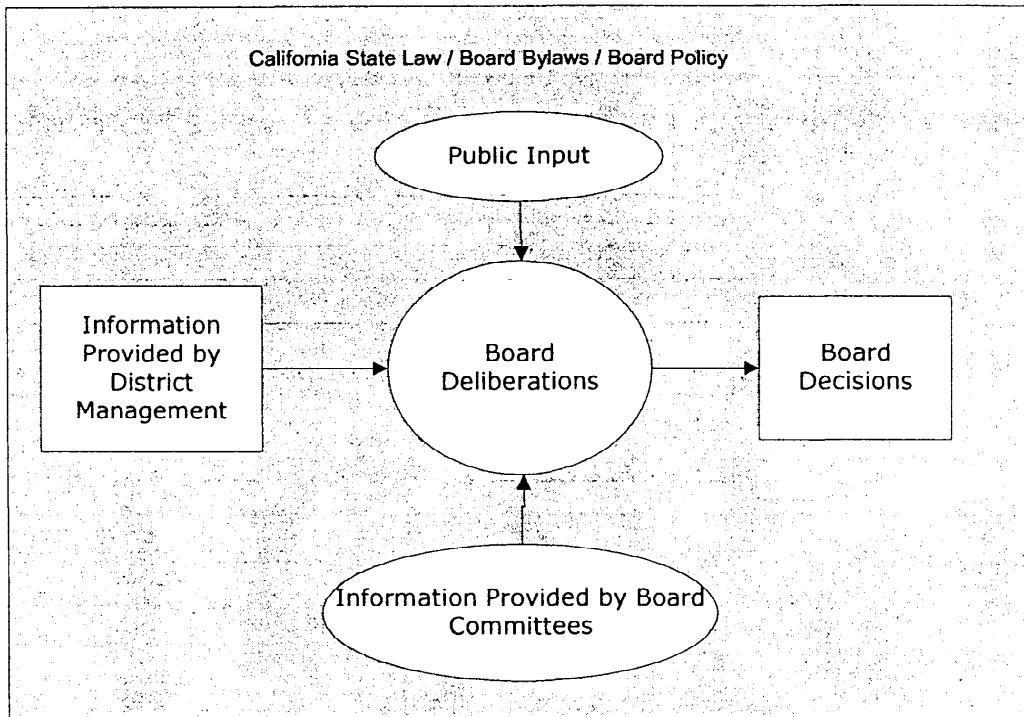
Exhibit 2-2
Pasadena USD Employee Survey Response
Board Oversight



The survey question did not indicate whether the oversight was too much or too little, only whether it was appropriate or not. There were some concerns expressed by Board members and Pasadena USD management that the Board was too involved in the detailed operations of the school system. Other Board members stated that digging deeper into decisions was required because of incomplete information or lack of trust in the process that generated the information.

Exhibit 2-3 provides an overview of the decision-making process at the Board level. Information comes to the Board from District management in Board packets that are distributed before each Board meeting. Other information may be sent to Board members based on special requests. Board committees may also provide information and/or verbal reports to the Board on selected topics. During Board meetings the public is provided the opportunity to provide input into the decision-making process. Board members assimilate this information, may deliberate among themselves, ask questions of District management, and then vote on action items to execute a decision. For certain situations allowed by law, the Board may convene privately in an executive session for deliberations; however, no decisions can be made in executive session. All of these steps are to be conducted within the parameters of California state law, Board bylaws, and Board policy.

Exhibit 2-3 Board-Level Decision-Making Framework



In addition to two regular meetings a month (except for July and August), the Board may conduct special meetings and study sessions (also considered special meetings) for specific Board discussions or actions. On February 6, 2007, for example, the Board conducted a study session that included discussion of the District's 2007-08 annual budget.

FINDINGS AND RECOMMENDATIONS

Information provided to Board

The Board is provided a vast amount of information throughout the year. Information relating to student performance, attendance, discipline, the annual budget, staff counts, facilities, departmental and school information, and a host of other information related to approximately 13 different functional areas of school operations. This information can be overwhelming, even to the experienced Board member.

Interviews with Board members surfaced several concerns with respect to the information they receive:

- **Information too complex.** Some information was described as "incomprehensible" in its form. The most frequent example of this was the annual budget. The Pasadena USD budget packet is a very lengthy document that meets state reporting requirements, but does not meet Board member information requirements. Prior consultant studies have recommended performance-based budgeting, a process that demonstrates the connection between District goals and the budget process. This process has not been implemented.