

February 24, 2014

TO: Pasadena Unified School District Board of Education
Pasadena City Council

FROM: Brian McDonald, PUSD Academic Chief
Mercy Santoro, City of Pasadena Director of Human Services and
Recreation

**SUBJECT: 2013-14 School/City/Community Work Plan Progress Report,
Proposed Governance Structure and Draft 2014-15 Work Plan**

RECOMMENDATION:

It is recommended that the Board of Education and City Council:

- 1) Receive the 2013-14 School/ City/Community Work Plan Progress Report presented for information only;
- 2) Approve in concept, the proposed Governance Structure outlined in the School/City/Community Work Plan;
- 3) Appoint two members each from the Board of Education and City Council to serve on a School/City/Community Work Plan Ad Hoc Governance Committee with appointments to be made by March 30, 2014; and
- 4) Approve the proposed 2014-15 School/City/Community Work Plan.

BACKGROUND:

2013-14 SCHOOL/CITY/COMMUNITY WORK PLAN PROGRESS REPORT

At the February 19, 2013 Joint Meeting, both the Pasadena Unified School District's Board of Education and Pasadena City Council unanimously approved the School/City/Community Work Plan (Plan). This work effort is underscored by a shared mission, "The School and City are committed to working together cooperatively to foster 21st Century Learning Skills to improve student outcomes, to support our local economy, and to ensure the City grows as a local and global center of innovation." The ultimate goal in sharing responsibility for common results is to ensure Pasadena's students graduate college and/or career ready.

The Plan was approved with the understanding that intentionally aligning work efforts, and organizational resources at all levels, is necessary to achieve a common mission

02/24/2014

Item 2

School/City/Community Work Plan
February 24, 2014

aligned towards shared results. Without allocating new dollars, the Plan was to direct focus on finding new and more effective ways to allocate existing resources that will lead towards systemic change in service delivery, and ultimately better student outcomes. Such change is essential to ensuring resources are sustained over time, and services continuously improve to address the needs of Pasadena's children, youth and families. In this way, the Plan is to reshape thinking of how decision-makers, professionals and practitioners engage their work.

The Plan draws upon the nationally recognized Community Schools Framework. This framework was adopted by the Pasadena Board of Education at the March 2012 Joint Meeting. A Community School is both a place and a set of partnerships between the school and other community resources. Its integrated focus on academics, health and social services, youth and community development and community engagement leads to improved student learning, stronger families and healthier communities.

Using public schools as hubs, Community Schools bring together many partners to offer a range of supports and opportunities to children, youth, families and communities. Partners work to achieve these results: 1) Children's Developmental Needs are Met; 2) Students Attend School Consistently; 3) Students are Actively Involved in Learning and their Community; 4) Families are Increasingly Involved with their Children's Education; 5) Schools are Engaged with Families and Communities; 6) Students are Healthy - Physically, Socially, and Emotionally; and 7) Communities are Desirable Places to Live.

In the Plan, each of the seven Result Areas was partnered with a set of indicators and strategies specific to Pasadena to help drive towards the intended outcome. The strategies in the Plan were developed by merging existing School/City/Community initiatives into a common framework. Some of the strategies for action were drawn from documents such as the: 2012 Economic Development Strategic Plan, findings from the California Healthy Kids Survey, and PUSD's Parent Engagement Plan. By creating a framework that brings a multitude of existing initiatives together, the School/City/Community and other partners can align resources, making it the responsibility of the entire community to work together. This report highlights progress achieved in year one of implementation.

During the 2013-14 implementation year, the Result Work Teams (Teams) were convened by community leaders trained to be their facilitators for refining priority (immediate) strategies toward action. As the engagement process unfolded within the Teams, School/ City and Community partners worked collaboratively towards improving the ability to communicate across organizational structures, and jointly to the community, and to stakeholder groups, to improve the strategies for action. Many of the priority strategies for action were achieved such as those highlighted below:

- Administered UCLA's Early Child Development Instrument to all Pasadena Unified School District Kindergarteners—the tool is designed to help understand needed neighborhood/community resources to promote the optimal human development of children

School/City/Community Work Plan
February 24, 2014

- Secured funding to administer the Search Institute's 40 Developmental Asset Survey to all PUSD 8th graders and a sampling of Charter and Private Schools to better understand the Assets of young people with the assistance of the Pasadena YMCA (to be carried out in Spring 2014)
- Frostig Center successfully implemented teacher training intended to help identify possible learning and developmental delays of young children early on so that effective interventions can be made
- Both the School District and City secured grant funds drawing upon the Plan that include the City's award of a Wildlife Grant for a Summer Outdoor Adventure Camp and PUSD was awarded the USDA Farm to School Grant
- Successfully hosted Senator Carol Liu's Pathway to Prosperity Program designed to inform a wider audience of Pasadena's Community School's initiative and the Mayor hosted a panel presentation on the Plan at the 2013 California League of Cities Conference
- Both School, City and Pasadena Educational Foundation staff attended the National League of Cities Conference in Seattle to network with other agencies involved in similar initiatives around large-scale civic engagement work across the nation
- A conceptual model for governance was developed in order to sustain the effort over the long term
- Shared indicators around academic and community engagement were established to promote the focus on the whole person, emphasizing the importance of what happens in the community impacts learning

The Result Work Teams, consisting of parents, teachers, service providers, school and City staff, convened three meetings each over the last several months. During the course of meeting, several common themes emerged across the teams that stood out as areas for further study and focus:

- Comprehensive City-wide inventory of services and resources
- A need for a systematic approach to data sharing and communicating
- System-wide focus on service delivery to better understand gaps and reduce duplications in services
- Governance structure that oversees systematic change so that resources are used to eliminate root causes of problems; and promotes institutionalization of promising practices

The greatest impact within year one implementation of the Plan has been in the relationship building and developing a common agenda towards shared results. These outcomes align with the Community Schools scaling up model. Shared leadership and learning to work across multiple agencies in carrying out the strategies for action identified in the Plan proved both successful, as highlighted in the accomplishments, as well as posed great challenges. Some of these challenges are as follows:

School/City/Community Work Plan
February 24, 2014

- Bringing the tremendous breadth of work together happening within various Schools, City Departments, and Community providers requires additional effort to effectively align resources towards results
- Duplication in areas of interest and common concerns emerged across the seven Result Teams
- Capacity to inventory resources to effectively identify duplication and gaps in services needs greater focus, and must be done with the buy-in and support across multiple agencies
- Representation on the Result Teams was not broad enough to include high level decision-makers
- More opportunities are needed to engage decision-makers on an ongoing basis to build shared knowledge to more effectively navigate resources towards the strategies for action, and ultimately shared results
- Building capacity to effectively use data to affect decisions
- Aligning the various coalitions and groups doing similar work in the community

GOVERNANCE STRUCTURE

Presented in this report is a conceptual model for governance to support and sustain the School/City/Community Work Plan for years out. The information presented draws on local resources combined with best practices. Staff is recommending that the Board of Education and City Council form an Ad Hoc Committee by March 30, 2014, and over the next 6-months, further refine the conceptual model for governance, and return to each governing body with a final recommendation by August 2014. The conceptual approval requested this evening is so the effort to engage other organizations on governance via the Ad Hoc Committee structure can be scaled up.

The School/City/Community Work Plan was not intended to have a formal governing body outside the Board of Education and City Council in the first year of implementation. The Result Work Teams were developed to be used as an operating structure to carry out, improve and suggest strategies for action. Most importantly, the Teams were to help ensure all levels of the community remain engaged in the effort. During deliberations with the Board of Education and City Council on the Plan, staff and community partners requested that governance be a subject of serious consideration over the course of year one, after an opportunity was afforded to study other structures, and once staff could assess the effectiveness of the Teams. In the second year of the Plan's implementation, consideration is to be given to establishing some form of governance structure, which depending on the desires of the School Board and City Council, could take a variety of forms, and involve the City of Sierra Madre and Town of Altadena, since the School District also services these two jurisdictions.

Result Work Team 7 was charged with furthering the discussion on governance as part of its strategies for action. In addition, School, City, and Pasadena Educational Foundation staff and elected officials attended the 2013 National League of Cities

School/City/Community Work Plan
February 24, 2014

Conference to learn from similar models. The most common structure proven to sustain and grow these types of civic engagement efforts nationwide is one that is supported by top decision-makers, who can provide high-level system oversight, direct resources, and make recommendations to their respective governing bodies. Such work is often supported by a coordinating council, the most common type of operating structure in many jurisdictions that convenes around cross-sector coordination of resources and services. The Result Work Teams also fit into this model by serving as a third-tier with a purpose of sharing information and providing feedback to the other levels of governance and back out to the community.

The preliminary concept for a governance structure, developed and reviewed by the Teams and staff, consists of three-tiers: 1) Leadership Council, made up of high-level decision-makers, working in concert with a 2) Coordinating Council, made up of staff representing those serving on the Leadership Council, who direct and manage services and programs on behalf of their respective organizations, and 3) Result Work Team members, whose membership may be comprised of professionals from existing coalitions, School/City staff, youth, parents, community members and stakeholders interested in the Result Area. Additional work is needed to refine the membership at each level of governance as well as detail out how the three-tiers of governance will communicate with the other, across multiple organizations, and to the public.

These challenges spurred a collective recommendation to consolidate the existing Teams from 7 into 4 Result Work Teams to support the newly conceptualized governance structure. These Teams include: 1) Children's Early Development Needs Are Met, 2) Students are Actively Learning in School and Community, 3) Students and Families are Physically, Mentally, and Socially Healthy and 4) We Live in Safe, Economically Stable and Supportive Environments. What is most key in year 2 of the Plan's implementation is having consistency in supporting the convening of the Coordinating Council and Result Work Teams around the strategies for action.

In order to move the Year 2 Work Plan forward, it is recommended that the Board of Education and City Council each assign two members to form a Governance Ad Hoc Committee to bring forward a more defined structure for approval to the various governing bodies affiliated with the Plan. This Ad Hoc Committee may be expanded to include membership from Sierra Madre and Altadena as well. The Flintridge Center, School/City and Pasadena Educational Foundation staff will provide support to the Committee.

Because PUSD serves the city of Sierra Madre and town of Altadena, the focus of governance may need to be expanded into other jurisdictions in year 2. Below is a proposed 6-month timeframe for the development of the Governance Structure, which builds out a timeframe to engage Sierra Madre and Altadena, to be brought forward to the Board of Education and City Council in August 2014:

School/City/Community Work Plan
February 24, 2014

PROPOSED GOVERNANCE AD HOC COMMITTEE TIMELINE	
Mar-Apr 2014	<ul style="list-style-type: none"> ▪ Convene Governance Ad Hoc ▪ Host PUSD/City Frontline staff meeting to refine conceptual governance structure ▪ Engage Sierra Madre & Altadena ▪ USC Capstone Project conducts research study* ▪ Define governance functions, membership, operating principles ▪ Convene facilitators to reorganize members of Year 1 Result Teams into Working Groups, recruit new members, and continue strategy implementation ▪ Begin planning and implementing systemic strategies for inventory, communications and funding alignment
May-August 2014	<ul style="list-style-type: none"> ▪ Disseminate USC Capstone Project Report ▪ Present final recommendation for governance structure to Boards and Councils of PUSD, City of Pasadena, Sierra Madre and Altadena ▪ Working Groups provide input on representation for governance, benchmarks, monitoring and reporting process
Sept-Oct 2014	<ul style="list-style-type: none"> ▪ Convene first Multi-Jurisdictional Leadership Council meeting
Oct-Dec 2014	<ul style="list-style-type: none"> ▪ Implement approved governance structure
Jan 2015 - on	<ul style="list-style-type: none"> ▪ Joint PUSD/City meeting in February to approve 2015-16 Year 3 Work Plan

2014-15 School/City/Community Work Plan

The 2014-15 School/City/Community Work Plan continues to draw on the Community Schools Framework. Results have been consolidated into four areas of focus as discussed in the previous section. Each result area is accompanied by key findings consisting of local data that reinforces the significance of indicators tracked. The strategies for action are structured to help agencies affiliated with the Plan drive toward results. Flexibility in refining the strategies for action listed in the Plan via the Result Work Teams is expected to occur. A combination of academic and community level data is presented throughout the 4 Result Areas to align with the indicators. Use of varied data sets will support the continued focus on the needs of the whole child captured in the Plan.

Shared measurements are an important part of evaluating work efforts collectively. A success of the Plan in year one of implementation was the administration of UCLA's Early Development Instrument (EDI) tool, more closely explained in Result Area 1, which is used to determine how well existing community and neighborhood resources, or the lack thereof, prepare Pasadena's young children for Kindergarten. In addition, thanks to the generous support of the Pasadena YMCA, an important strategy of administering the Search Institute's 40 Developmental Asset Survey among 8th graders, will be carried out in spring 2014. Combined, the EDI and Asset survey findings will help Pasadena meet the critical developmental needs in a young person's life by supporting a robust array of safety net of services during both in and out of school time.

School/City/Community Work Plan
February 24, 2014

Building the capacity for evaluating the Plan will continue to evolve in year 2 of implementation with the assistance of UCLA and key partners. Frequent feedback from students, teachers, families and service providers is central to the work ahead. Both the School and City are placing greater focus in gathering student and parent feedback as part of doing business. Such feedback is now routinely used to improve the quality and level of services, address staff training needs, as well as inform how information about resources are communicated to the public and partnering agencies.

The Flintridge Center (Center) filled an important role in serving as convener during the development of the plan, and going forward in year one of implementation. Flintridge Center staff served alongside School/City and Pasadena Education Center staff to provide technical assistance in managing the overall effort. Center staff functioned as a facilitator for result team meetings and larger community gatherings. Over the course of the Plan's evolution, it became evident that in order for the work to be effective, there needed to be a high level of transparency, and opportunities for partners and community members alike to discuss, refine and ultimately see their voice in the Plan. In year 2 of the Plan, the Flintridge Center is being asked to continue its role by facilitating meetings, along with PUSD and City staff, with the Coordinating Council and four Result Work Teams. Having a strong facilitator to support this effort will become increasingly more important in year 2 of implementation as the governing structure is brought forward to support and deepen the work.

While the Plan contemplates a 6-month timeframe for implementing a governance structure, it provides a framework for staff to work with the 4 Result Teams to carry out consolidation from 7 to 4, recruit new members, and engage existing coalitions to resume work as detailed in the 2014-15 Plan. Result Team consolidation will be done with the input of the existing facilitators and the support of the Flintridge Center. It is anticipated that Teams may begin meeting as soon as possible but no later than May 2014 in the 4 Result Areas.

FISCAL IMPACT:

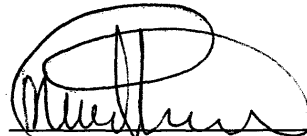
The 2013-14 School/City/Community Work Plan Progress Report is not intended to require additional budgetary appropriations by the School District or City Council. Rather, the intent is to communicate the outcomes of how the work effort took shape in year one of implementation. Nonetheless, it should be recognized that considerable staff time was devoted to this effort to ensure its success.

It is anticipated that at the 2015 Joint Meeting of the Board of Education and City Council, recommendations for staffing may be brought forward to support the newly developed multi-jurisdictional governance structure. Given the evolving nature of the work effort, additional time is needed to determine the appropriate level of staffing, specific functions/duties, and needed skillsets to support the work long-term. School/City staff will make every effort to realign existing financial resources to future staffing needs to ensure sustainability. In the meantime, existing staff resources and community partners will continue to align the work around the School/City/Community Work Plan, which will encourage more collaborative, accountable and effective uses of existing resources.

Respectfully submitted,



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PUSD Academic Chief



Mercy Santoro
Director, Human Services & Recreation

Approved by:



Jon R. Gundry
Superintendent



Michael J. Beck
City Manager

Attachment: A 2013-14 Progress Report and Year 2 Draft Work Plan 2014-15