

EXCERPT OF 1997-1998 CHARTER  
REFORM TASK FORCE REPORT,  
MINORITY REPORT, AND  
PUSD LETTER

ATTACHMENT 4

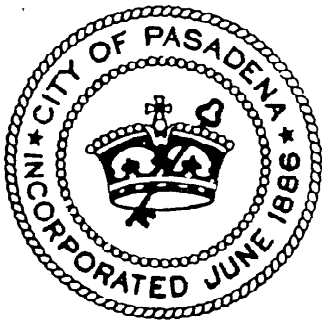
**FINAL RECOMMENDATIONS OF THE  
CHARTER REFORM TASK FORCE  
TO THE CITY COUNCIL**

**June 1998**

**Charter Reform Task Force Members:**

Ross Selvidge, Chair  
Brian Williams, Vice Chair  
Fred Brandt  
Ken Chawkins  
Michael Coppess  
John Crowley  
James DeBose  
Peter Dreier  
Vince Farhat  
Porfirio Frausto

Harold James  
Richard Janisch  
Mark Leon  
Esteban Lizardo  
Ralph McKnight  
Katie Nack  
Thelma Reyna  
Paul Sawyer  
Margaret Thomas  
William Thomson



# Agenda Report

TO: CITY COUNCIL JUNE 29, 1998

FROM: CHARTER REFORM TASK FORCE

SUBJECT: FINAL RECOMMENDATIONS OF THE CHARTER REFORM TASK FORCE

## I. EXECUTIVE SUMMARY

### TASK FORCE MISSION

The Pasadena City Charter Reform Task Force was created by the Pasadena City Council on August 18, 1997. It was made up of 21 members with each Councilmember submitting three nominees who were confirmed by the full Council. The Task Force was directed to investigate three specific issues and make recommendations to the City Council, including any revisions to the City Charter that might be required to implement them. The three specific areas of inquiry were:

- A. General form of City government
- B. City Council compensation
- C. The aspects of the Board of Education of the Pasadena Unified School District as they are defined in the Charter

### INVESTIGATIONS AND DELIBERATIONS

Beginning in late September 1997, the Charter Reform Task Force held a series of twenty-one general meetings and four public forums. At those meetings and forums, the Task Force heard a variety of presentations on municipal government and deliberated on specific issues. Deliberations concluded with a special meeting on June 15, 1998. In its deliberations, the Task Force also utilized a broad range of reference materials obtained from a variety of sources. From time to time, ad hoc work groups were formed to research specific issues. Their findings and recommendations were then used as a point of departure for deliberations by the full Task Force.

Input from the public was received at each general meeting during a public comment period and in conjunction with the Task Force's own deliberations. The four public forums, which were widely publicized, were dedicated exclusively to receiving public input.

The recommendations of the Task Force are based on votes taken on a series of motions made during the course of the deliberations. A majority vote of those present was required to pass a motion and constitute a recommendation of the Task Force. Specific revised Charter language is not included in this Report. Members not in agreement with the majority on any issue were invited to submit minority reports along with the Task Force's recommendations.

## **RECOMMENDATIONS**

### **A. General Form of City Government**

Based on its deliberations and the votes taken, the Task Force made the following recommendations:

1. The City should continue to utilize the council/manager form of municipal government. The duties and responsibilities of the City Manager and Council as currently described in the Charter should remain the same.
2. The City Council should continue to have seven members elected by district, in addition to a citywide elected Mayor.
3. The Mayor should:
  - a. Be elected at-large in a citywide election,
  - b. Have a term of four years with the first election being held in the 2001 municipal election cycle,
  - c. Sit as the presiding officer of the City Council and vote as any other Councilmember, and
  - d. Have the additional responsibility, at the beginning of each budget cycle, to deliver a budget message to the City, Council and City Manager indicating thematic budget priorities that should be taken into consideration in the preparation of the budget for submission to the full Council.

Additional duties that are not proposed as Charter amendments, but are the Task Force's vision of the role of the citywide elected Mayor, are detailed in Section III, Citywide Elected Mayor.

## **B. City Council Compensation**

The Task Force recommends that the provisions in the Charter should be changed to provide for the following:

1. Councilmembers elected by district should be paid a stipend of \$250 per meeting, not to exceed \$1,000 per month.
2. The Mayor should be paid a stipend equal to 150% of the other councilmembers.
3. By a unanimous vote with all members present and voting, the Council can change the amount of the stipend annually and, if increased, by not more than the most recent annual percent change in the CalPERS cost of living index.
4. Councilmembers will be prohibited from receiving a stipend or other compensation for any other duties or position in the City, Community Development Commission or other City-related entity. This will not prohibit Councilmembers from receiving compensation in connection with service with other public agencies.

## **C. Board of Education**

The Task Force also recommends that the method by which the Board of Education members are elected should be changed to a system of proportional representation and that it be accomplished as follows:

1. The City Council form a new task force to study and make a recommendation on a specific method of voting under a proportional representation system for School Board elections.
2. Based upon the new task force's recommendations, Charter language would then be drafted and presented for a vote of the people on the specific method of voting under a proportional representation system, and provide for the election of all five School Board seats simultaneously. This Charter amendment proposal should go before a vote of the people no later than the year 2000 and, if approved, the new voting method would be used for the next municipal election in the year 2001.

## **D. Community Involvement/Neighborhood Councils**

The Task Force also discussed extensively the topic of neighborhood councils. The main focus of those discussions was the expansion of the level of participation by citizens in municipal and civic affairs. It was decided that the Task Force would recommend that the

City Council should create a program to establish a Community Involvement Study Group. The Study Group would assess current avenues of involvement within the City of Pasadena and recommend an overall Community Involvement Strategy for enhancing effective community participation. The study should include, but not be limited to, consideration of an annual Community Congress, neighborhood councils, leadership development, and youth participation in the political process.

#### **IMPLEMENTATION**

In order to implement the recommendations relating to the mayor, compensation and the manner of electing School Board members, it will be necessary to amend the City Charter. Amending the Charter requires a majority vote in an election on a specific proposal. City governance related issues must be voted upon within the City. Any Charter amendment relating to the Board of Education must be voted upon by the entire School District. The votes can be held at regularly scheduled or special elections. It is recommended that votes on any Charter amendments be separated into the governance, compensation and School Board categories.

The next regularly scheduled elections at which votes could be held are the November 3, 1998 State General Election and the March 9, 1999 Municipal Primary Election. In order to vote on the issues in the November 1998 election, it would be necessary for the City Council to take final action on the measures in the form in which they would appear on the ballot not later than 88 days prior to the election (i.e., by the first week of August 1998). If called upon, members of the Task Force will make themselves available to assist the City Attorney in the drafting or review any revised Charter language or the ballot measures and comment on their consistency with the intent of the recommendations.

#### **ORGANIZATION OF THE REPORT**

The findings and recommendations of the Task Force in each area of inquiry are presented in detail in separate sections following this summary. Each section was written by a designated Task Force member. A listing of the membership of the Task Force (Attachment A) and a copy of the minutes of each meeting (Attachment B) are included. A Minority Report relating to proportional representation has been prepared as a separate document.

## VII. SCHOOL BOARD STRUCTURE AND GOVERNANCE

### CURRENT STRUCTURE

The Charter of the City of Pasadena, Article VII, Section 701, et seq. currently provides for a Board of Education consisting of five members holding offices numbered one through five. School Board members are elected in staggered terms with odd-numbered seats elected in one election cycle and even-numbered seats elected in the next election cycle. Under Section 703, School Board members are elected from the School District at-large in primary nominating and general elections, unless elected by a majority of votes in the primary nominating election.

### REASONS FOR CONSIDERING A CHANGE

The Task Force received comments during its public forums and regular meetings expressing the following opinions and concerns about the School Board, its structure and governance: 1) Some members of the Board are unresponsive to residents of the District, 2) The current at-large system of electing School Board members is not fair to voters or candidates, 3) Typically, at-large elections involve a greater cost to candidates due to the large number of votes needed to be elected, 4) School Board members must run for specified seats exacerbates what some consider to be a lack of fairness inherent in at-large elections, and 5) There is a need for more accountability for School Board members.

Students do not reside evenly throughout the geographic areas of the District. The majority of School District students reside in Northwest Pasadena and Altadena, while only two School Board members live in those areas. Many parents do not know whom to call for assistance on school matters. A number of community members expressed the concern that there is a distance between the School Board and parents, students and other residents of the district. Some also perceived a lack of interest in School Board elections. Changing the manner of electing School Board members may help change this community perception.

### ALTERNATIVES CONSIDERED

#### Single-member Districts

The Task Force considered single-member districts as an alternative to the current at-large system. Under this system, School Board members would be elected in the same manner as the City Council, that is, by individual Board districts within the overall Unified School District. Some community members suggested that single-member districts would provide more accountability and less distance between School Board members and parents, students and constituents. Districts also allow for election of candidates with fewer votes than in at-large elections, thereby possibly increasing interest in School Board elections.

Others pointed out that because students do not reside evenly throughout geographic areas of the School District, district representation might not serve the best interests of students and their parents. Because of the population density of Northwest Pasadena and Altadena, it may be difficult to draw district boundaries considered fair by all. Some community members were concerned that minority voters may have less voting strength in district elections than under the current at-large system.

It was also pointed out that School Boards members, unlike City Councilmembers, do not have natural geographic constituents. Rather, many community members believe that School Board members should have a district-wide focus. There also was concern that district elections may lead to unhealthy factionalism and rivalries between areas of the School District. Finally, the Assistant City Attorney assigned to assist the Task Force is of the opinion that the State Education Code prohibits a school district such as the Pasadena Unified School District from electing Board members from individual districts.

### **Proportional Representation**

A variety of "proportional representation" voting systems were considered, such as the single transferable vote and cumulative voting. Proportional representation systems of voting are designed to produce a legislative body that reflects the political spectrum of the voters in proportion to the number of supporters. For example, if members of a particular constituency (political, class, racial, ethnic, etc.) make up 40% of the votes in a ten-member board election, it would get four seats. If another constituency makes up 10% of the votes, it would get one seat. This means that various majority and minority constituencies win representation while still maintaining majority rule.

It was suggested that proportional voting systems have the benefit of "self-districting" because they allow a candidate to be elected by a smaller number of votes than at-large elections. The smaller number of votes need not come from a geographically defined area, as in district elections. Rather, the boundaries are self-imposed by voters' political, ideological, or philosophical beliefs.

Others expressed concern that this type of voting system was too difficult for voters to understand and use. Task Force members understand that proportional representation systems work best in multi-candidate, nonpartisan elections, and provide no real benefit in elections with less than three candidates. The Task Force thus considered the alternatives of amending the Charter to allow the current five-member School Board to be elected simultaneously, or to increase the membership by at least one to realize the full benefit of proportional elections. Case law also indicates that some proportional voting systems are of questionable legality in California.

A comparison of various municipal election voting methods by the League of Women Voters of Seattle, including proportional representation systems, is included as Attachment H.



## **RECOMMENDED ALTERNATIVE**

### **Description**

Based upon the public comments and study of the alternatives, the Task Force recommends to the City Council that it form a new task force to study and make a recommendation on the specific method of voting under a proportional representation system for School Board elections. Based upon this new task force's recommendations, Charter language would then be drafted and presented for a vote of the people on the specific method of voting under a proportional representation system, and provide for the election of all five School Board seats simultaneously. The specific method of voting under a proportional representation system should be determined and go before a vote of the people not later than the year 2000. If approved by the voters, the new method of voting for School Board elections would be used for the next municipal election in the year 2001.

### **Key Rationales for Adopting the Proposed Change**

There is considerable community interest in changing the current manner of electing School Board members to a system that will encourage more interest and participation in elections, as well as increase the School Board's accountability to parents and students. Proportional voting systems have a reputation for increasing voter interest and turn-out. Proportional voting systems currently are utilized in various elections across the United States, some by voluntary adoption and others as a manner of resolving challenges to current elections systems.

### **How the Proposed Change will Address the Reasons for Considering a Change**

Proportional voting permits election of candidates with fewer votes than at-large elections, which may encourage more candidates to run for School Board seats and increase voter interest in elections. Because fewer votes are required to elect candidates, proportional voting includes the benefit of district elections while overcoming the problems identified with district elections, e.g., drawing fair districts and factionalism. Because voters express their preference for more than one candidate, proportional voting may discourage candidate animosity while encouraging candidates to run in tandem or groups. The single transferable vote system of proportional representation decreases the costs of elections for political entities as well as candidates since it eliminates the need for a primary or run-off elections.

Electing five members in a single election provides for the most effective proportional voting system as a greater number of open seats results in a greater opportunity for "less-than-majority" voices to be counted.

**IMPLICATIONS FOR IMPLEMENTATION AS A CHARTER AMENDMENT**

Because the Charter currently specifies that five School Board members are elected at-large in staggered elections, voters will need to vote for a proposed change in the Charter. Because proportional representation systems involve providing voters with more choices, a change or modification of voting equipment may be required. Also, a computer software program which tabulates the voters' preferences may need to be purchased. However, because proportional voting systems usually eliminate the need for run-off elections, the School District may realize a net savings in its elections.


Because of concerns over voter education of this new system of voting, many Task Force members recommend that a citywide vote on this proposed Charter amendment not take place until after the November, 1998 elections. The Task Force has been informed by the Pasadena League of Women Voters and the City Human Relations Commission that they are ready to assist in educating the Pasadena community about the proposed change to a proportional representation system in School Board elections. Task Force members also commented that the recommended new task force could assist in voter education to increase the probability that Pasadena voters will support the Charter amendment.

**CLOSING COMMENTS**

This Task Force report is the culmination of many hours of hard work and labor by a group of very dedicated citizen volunteers. Notwithstanding this, it would not have been possible to complete this task without the diligent efforts of the City Clerk Jane Rodriguez and Assistant City Attorney Larry Newberry, and other City staff. We would also like to thank all of those who had a hand in this project, including members of the general public whose input into this report was invaluable.

Respectfully submitted,

  
\_\_\_\_\_  
Ross Selvidge, Chair  
Charter Reform Task Force

  
\_\_\_\_\_  
Brian Williams, Vice Chair  
Charter Reform Task Force

**PROCEDURAL AND SUBSTANTIVE ARGUMENTS AGAINST  
PROPORTIONAL REPRESENTATION FOR THE  
PASADENA UNIFIED SCHOOL DISTRICT  
BOARD OF EDUCATION**

**MINORITY REPORT FROM A MEMBER OF THE  
PASADENA CHARTER REFORM TASK FORCE**

**SUBMITTED BY**

**ROSS S. SELVIDGE, PH.D.  
MEMBER AND CHAIRMAN**

**JUNE 1998**

7/6/98  
3.A.2.

~~6/29/98~~  
~~7-C-2~~

**PROCEDURAL AND SUBSTANTIVE ARGUMENTS AGAINST  
PROPORTIONAL REPRESENTATION FOR THE  
PASADENA UNIFIED SCHOOL DISTRICT BOARD OF EDUCATION**

**SUMMARY**

The Pasadena Charter Reform Task Force has recommended to the Pasadena City Council that the Board of Education of the Pasadena Unified School District (PUSD) be elected by some form of proportional representation.

I do not agree with or support that recommendation for the following reasons:

1. The Task Force came to its recommendation without an *adequate* and *balanced* evaluation of proportional representation in general and as applied to PUSD in particular.
2. The case for the purported benefits of proportional representation has not been made nor is it accepted that they do in fact exist.
3. It is not clear that changing to an as yet unidentified form of proportional representation will address the main concern that was expressed to the Task Force regarding the PUSD Board of Education or, most important, that it will *result in enhanced educational opportunities for students of the District*.

It is not the intent of this Minority Report to recommend a different alternative to the current Board structure or the method of electing Board members. Rather, it is to point out that it would be very unwise, on the basis of this Task Force's deliberations, to adopt proportional representation for the election of the PUSD Board of Education. The following sections present the basis for this opinion and Minority Report.

**TASK FORCE EVALUATION OF PROPORTIONAL REPRESENTATION**

The critical and disabling aspect of the deliberations on this issue was the inability of the Task Force to have an opportunity to hear first hand from, *and engage in dialogue with*, an expert in proportional representation (PR) who is not in favor of the system. That is particularly unfortunate given the complex technical nature of the issues and opinions surrounding PR. Without that balance in the deliberations, the Task Force made a serious error in recommending that PR be implemented for PUSD Board of Education elections.

During the initial months of the Task Force's deliberations, PR was discussed in a general way as one of several possible generic alternatives for conducting elections. The Task Force did not focus closely on PR until very late in its meeting schedule. It did so then only in the context of PUSD Board of Education elections and only after it was determined that the State Education Code does not appear to permit a different alternative (i.e., Board members elected from individual sub-districts within the

overall PUSD).

After the Task Force decided to give serious consideration to PR for the PUSD, one Task Force member (an advocate of PR with existing contacts in this field) offered to arrange for a speaker from the Center for Voting and Democracy (CVD) in San Francisco to speak to the Task Force as a proponent for PR. CVD is a strong advocate for establishing PR as an accepted voting method among governmental jurisdictions in California. Prior to making his presentation to the Task Force, separate arrangements were made for him to speak to several small groups which included Task Force members.

Recognizing the need for balance and for the Task Force to hear more than one viewpoint from an expert on PR, an attempt was made to obtain a speaker who was both knowledgeable in the area of PR and not in favor of it. Because serious consideration of PR had come up so abruptly and late in the process there was little time to locate and make arrangements for such a speaker. It should be noted that by this time, with its deadline for completing its work approaching, the Task Force was converting to an accelerated weekly meeting schedule instead of a bi-weekly one.

The search for an expert on voting methods who is not in favor of PR lead to discussions with at least six persons representing a range of views across the political spectrum. Although each would have been glad to assist the Task Force in its deliberations by presenting an opposing argument on PR, none was able on such short notice to both prepare a presentation and to accommodate the Task Force's schedule. In addition to the short notice, the timing of this request near the end of the academic year was a further complicating factor because each of these prospective speakers has university affiliations. It also should be noted that the Task Force still needed to deal with several other important issues as well (unrelated to the Board of Education) before its deadline. Consequently, there was essentially only one week within which to locate and schedule the presentation of the other side of the issue.

At the May 14 meeting, *without the benefit of having heard an opposing view of PR from an expert in the field*, the Task Force completed its deliberations on the issue and voted to recommend that PR be used for the election of members of the PUSD Board of Education. During those deliberations it was pointed out that a variety of written materials on PR had been made available to Task Force members. Those materials, however, were generally from groups or organizations in favor of PR or taking a neutral position.

## **GENERAL ISSUES RELATING TO PROPORTIONAL REPRESENTATION**

Although proponents of PR have been promoting it since the late nineteenth century, no city of a size comparable to Pasadena except Cambridge, Massachusetts currently uses it. It is used by a very small number of smaller jurisdictions, often in settlement of voting rights litigation. It is also used in the elections of the Community School Boards in New York City (the Board of Education which oversees the Community Boards and governs the entire District is appointed). Early in the twentieth century, five cities in Ohio (including Toledo, Cleveland and Cincinnati) adopted PR systems. All eventually dropped PR. Several attempts have been made in Cincinnati to reinstate PR but all have failed. For 50 years beginning in 1914, the National Municipal League specified PR as its recommended form of voting in its Model City Charter. Despite this, PR was only very rarely adopted. In its current Model City Charter, PR is listed as one of only five alternative election methods.

No governmental jurisdiction in California currently uses PR. In the November 1996 election, the City and County of San Francisco rejected by a comfortable margin a proposal (Proposition H) to convert from at-large election of supervisors to a PR system. It is interesting to note that the San Francisco *Examiner* reported on November 1, 1996 that initial campaign financial filings showed that approximately 80% of the funds for the pro Proposition H campaign came from donors outside of the City.

The elected Charter Reform Commission of the City of Los Angeles recently received a briefing on PR from the same representative from CVD as the Pasadena Task Force. The Los Angeles Commission listened to the presentation, reflected on its content, took no action and then moved on to other subjects. PR is not scheduled for any further consideration by that Commission at this time.

### **Advantages of Proportional Representation Asserted in the Task Force Recommendation**

Section VI of the Task Force Report, School Board Structure and Governance, asserts several advantages that a PR system would bring to elections for the PUSD Board of Education. They include 1) lower cost of campaigns; 2) increased voter interest and turn-out; 3) broader representation across the political spectrum; and 4) reduced factionalism. However, very reasonable and credible arguments have been made that *those purported benefits do not occur in general and there is no reason to expect them to occur in the case of the PUSD in particular.*

#### **Cost of Campaigns**

With respect to the cost of campaigns, keep in mind that candidates for the Pasadena City Council typically spend a great deal more money running in districts with approximately 20,000 residents than School Board candidates spend running for seats in the PUSD which has a population in the range of 190,000.

It is not at all manifest that the cost of conducting a PUSD Board of Education campaign constitutes

a barrier that would be materially lowered with a PR system. In PR systems, *which have more complicated sets of voting choices and options*, it might even take more money, not less, for a candidate to differentiate himself from others and convince voters to name him first or third or sixth on their ballots.

### **Voter Interest and Turn-Out**

Voter turn-out for PUSD elections, whether or not in conjunction with City Council elections, traditionally have been relatively low. Introducing a PR system which is more complex and somewhat less intuitive is hardly likely to create a ground swell or even a measurable increase in voter participation.

The intensity of the interest in the issues and the candidates themselves are factors that are much more likely to have a bearing on voter turn-out. An empirical study of voter turn-out was conducted in five cities in Ohio that had switched to, and then back from, PR systems. That study showed *no material difference in voter turn-out in elections with or without PR in place*.

### **Broader Representation and Reduced Factionalism**

There is no guarantee that a PR system will lead to proportionate representation of any particular group. Whether that would happen depends on exactly what the rules of the particular PR system are, how the groups vote, whether there are slates and indeed how every other group votes. Proponents of PR confuse a catchy name, "proportional representation", with a particular outcome, proportional representation of undefined groups. The semantical similarity is no assurance of the claimed outcome. In fact, the division of organized groups into slates to deal with the terms of PR systems *can even have the effect of diminishing serious independent candidacies*.

If different ethnic or informal partisan groups vote for one or two candidates (as is the case in Cambridge, Massachusetts) then the Board will be fragmented. There is of course no guarantee that any particular group will in fact attain representation. That will depend on whether the group is cohesive or split, and on whether other groups are cohesive or split.

If voters recognize the possibility of fragmentation, lack of representation for their own group, and the necessity to coordinate complex ballot choices, *they will form slates*. This is what happened in all five cities in Ohio (including Cincinnati and Cleveland) where PR was used earlier in this century. It did not result in "power to the people" or "power to the unrepresented" or "power to the best qualified," but rather "power to the slatemakers." Only by coordinating the order in which voters selected candidates could a slate be elected, and only by getting included on the dominant slate could a candidate win.

With respect to the complexity of the decision a voter would face, consider one version of PR called the single transferable vote (STV). In that system a voter ranks his preferences from first to last. All the first-place votes are counted and first-round winners are determined. Then the second-choice

votes of those who voted for the first-round winners are distributed to the remaining candidates, and so-on with the third-choice votes of second-round winners, etc. All choices on every ballot count. However, *this poses difficult strategic problems for voters*: How many candidates do I vote for, and how do I rank them? If I really prefer a candidate that I think may easily win, do I rank other candidates ahead of him on my ballot, so that I can elect a greater proportion of candidates that I favor? Should I vote for a full slate or just one or two candidates? Different answers to these questions produce significantly different outcomes under PR.

Under PR, a voter who simply votes his preferences, without considering who is likely to finish in what order, *is at a great disadvantage compared to more sophisticated, strategic voters or those who simply follow the choices on a slate*. Therefore, it may be much more difficult not only to obtain the information needed to decide whom to vote for, but also to decide the order in which to place them.

#### **WILL PROPORTIONAL REPRESENTATION ADDRESS CONCERNS RAISED ABOUT THE BOARD OF EDUCATION**

A number of citizens addressed the Task Force and expressed a variety of concerns about various aspects of the PUSD. The sentiments relating specifically to the Board of Education could generally be characterized as a concern for a lack of responsiveness on the part of the Board to the citizens of the District. This Minority Report does not endorse or refute that view. Rather, it is stated here as what appears to be the key complaint regarding the Board that has been related by those members of the community who have chosen to address the Task Force.

Given the very dubious nature of the “advantages” that the Task Force Report asserts PR would provide, there is no reason to expect that converting the Board of Education elections to a PR system would remedy the essential complaint that has been heard. Even more important, there is no reason to believe that changing to a system that has been rejected in many other cities and jurisdictions (even ones that have tested it in practice) is likely to result in enhanced educational opportunities for students of the District. That test, after all, should be the ultimate criterion for any recommendation relating to the Board of Education.

In its last meeting the Task Force voted to change the election cycle of the Board of Education so that all five seats on the Board would be up for election at the same time. It is ironic that in order to accommodate a system of dubious value, the PUSD would now be exposed to the possibility of a complete turnover (or nearly so) of Board members in a single election. The lack of continuity that a full or nearly full turnover in Board members would constitute could be very detrimental to educational programs and opportunities.

#### **AN ADDITIONAL CONSIDERATION**

The Pasadena City Council has a special responsibility and should exercise the utmost care with respect to any action it may take relating to the PUSD Board of Education. The Board of Education is in fact an independent body in all respects except for its definition in the City Charter. In addition,



it serves a very large constituency outside the City which has no formal voice on the Pasadena City Council. It would not be exercising the requisite amount of care if the Council proceeds on the basis of the Task Force's flawed recommendation that some form of PR should be used for Board of Education elections. Some residents of Altadena and Sierra Madre might well ask: "If PR is such a good system, why doesn't Pasadena use a form of PR for its own Council and mayoral elections?"



Pasadena Unified School District  
Board of Education

351 SOUTH HUDSON AVENUE, PASADENA, CALIFORNIA 91109  
AREA CODE 818 • TELEPHONE 568-4501

MRS. BONNIE R. ARMSTRONG  
MS. LISA H. FOWLER  
DR. JACQUELINE M. JACOBS  
MR. GEORGE A. PADILLA  
REV. GEORGE VAN ALSTINE

*cc: Council  
OK  
CC ✓*

*forwarded to  
Council 6/26*

06 : 6 26 N8

- - 802V8

June 23, 1998

Pasadena City Council  
100 North Garfield Avenue  
Pasadena, CA 91109

Dear Councilmembers:

The Pasadena Unified School District Board of Trustees voted at its regular meeting of June 23, 1998, to communicate this response to the Pasadena City Council regarding the "Final Recommendations of the Charter Reform Task Force."

The Board of Education is impressed with the work done by the Charter Reform Task Force over the past year. With particular regard to the Task Force's attention to School Board governance, its members developed a great deal of insight and sophistication through the time of its deliberation. The result is a very thoughtful and creative response to a complex issue: How will the parents and children of the District's public schools best be represented in the electoral process?

We are relieved that the Task Force did not recommend "Single Member District" elections to the School Board. We believe such a system would be much less equitable and would actually lead to less parental control of the schools.

We do not have a strong bias either for or against the Task Force's proposal that School Board members be elected in the future through some form of "Proportional Representation." As this is described in concept papers, it might lead to more of a sense of community empowerment in the election process, and it might also facilitate the election of candidates from under-represented constituencies. On the other hand, this type of election process is legally questionable under California law. It would also be highly experimental, since ours would be the first school district in the State to adopt such a practice. Even in areas where "Proportional Representation" is currently being practiced, its use is so recent that its effectiveness in attaining the stated goals cannot be evaluated with any certainty.

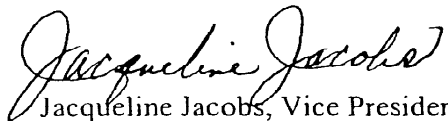
6/29/98  
7.C.1.

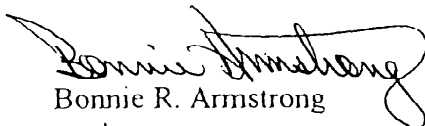
We believe the School Board should be an active participant in further discussions of this issue. We note that the Charter Reform Task Force recommends that the City Council form a new task force to "make a recommendation on a specific method of voting under a proportional representation system for School Board elections." If such a task force is appointed, we are formally requesting that at least one member be appointed by the School Board.

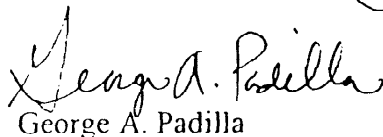
It is our understanding that any proposals changing School District governance must go before all the registered voters in the District, not just before residents of Pasadena. We believe your Acting City Attorney concurs in this opinion.

Thank you for your consideration of our perspective on this matter, which is important to the shaping of educational decisions for future generations of our children.

Sincerely,

  
Jacqueline Jacobs, Vice President

  
Bonnie R. Armstrong

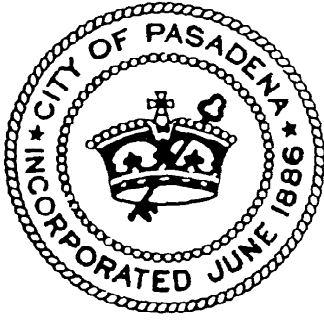
  
George A. Padilla

  
George Van Alstine

Regrettably, Lisa H. Fowler, President of the Board of Education, is currently out of town and was unavailable to sign this letter.

EXCERPT OF 1999-2000  
CHARTER REFORM TASK FORCE  
ON SCHOOL DISTRICT  
GOVERNANCE FINAL REPORT AND  
PUSD LETTER

ATTACHMENT 5



# Agenda Report

**TO:** CITY COUNCIL

**DATE:** JUNE 26, 2000

**FROM:** CHRIS HOLDEN, CHAIR  
CHARTER REFORM TASK FORCE

**RE:** FINAL REPORT AND RECOMMENDATIONS OF THE CHARTER REFORM  
TASK FORCE ON SCHOOL DISTRICT GOVERNANCE

## RECOMMENDATION:

It is recommended that the City Council:

- (A) Place three measures to amend the Pasadena City Charter on the November 7, 2000 ballot, to accomplish the following:
- (1) To increase the size of the Board of Education from five to seven members;
  - (2) To provide for the election of members of the Board of Education by geographic districts, to be effective upon the enactment of enabling legislation by the State. The City Council shall establish by ordinance a Redistricting Commission to recommend the configuration of election districts for the area served by PUSD. The Redistricting Commission shall be composed of nine members, as follows:
    - (a) Two members of the Pasadena City Council;
    - (b) Two persons appointed by the Board of Education who are not current members of the Board;
    - (c) Two residents of Altadena and other unincorporated areas of Los Angeles County served by the Pasadena Unified School District to be appointed by the County Supervisor representing such areas;
    - (d) One resident of the City of Sierra Madre to be appointed by the City Council of the City of Sierra Madre;
    - (e) Two residents of the area served by the Pasadena Unified School District to be appointed by the Pasadena City Council who are not current members of the Pasadena City Council.
  - (3) To require that no later than the end of September of each year, the President of the Board of Education shall address the public on the state of the Pasadena Unified School District to articulate the goals and objectives of the District for the coming school year and to report on the progress of the District in achieving its goals and objectives, including implementation of the School Accountability and Reform Plan.

- (B) Approve the Task Force's proposal for adopting and implementing the School Accountability and Reform Plan ("Reform Plan"), as follows:
- (1) Adopt the findings and recommendations of the School Accountability and Reform Plan incorporated in the attached Task Force's Final Report and Recommendations.
  - (2) Call upon the President of the Board of Education to include in the proposed annual State of the Public Schools Address a reporting on the implementation of the School Accountability and Reform Plan;
  - (3) Recommend that the Board of Education hold at least one joint meeting per year with each of the governing bodies within the School District territory with the understanding that the School Accountability and Reform Plan would be one of the key items at said joint meetings.
  - (4) Recommend that within six months of the City Council's adoption of the School Accountability and Reform Plan, the Board of Education provide an accounting in a publicly noticed meeting on the implementation of the Plan.
  - (5) Direct that one year following the City Council's adoption of the School Accountability and Reform Plan, the Charter Reform Task Force on School District Governance be reconvened to meet on an annual basis to review the implementation of the Reform Plan, and to report its conclusions to the community in a public forum. As part of this annual Task Force review, it is requested the City Council provide a budget for a brief review period and a public forum meeting.
  - (6) Establish a transition plan to the seven-member Board as outlined in the Implementation and Transition recommendations (pages 81-82) of the Task Force's Final Report.
- (C) It is further recommended that the City Attorney be directed to prepare and return to Council with formal resolutions: (1) calling a special municipal election within the PUSD territory to be consolidated with the State General Election on November 7, 2000; (2) requesting County services for the consolidation and administration of said election; and (3) setting priorities for filing written arguments and directing that the City Attorney prepare impartial analyses for the three Charter amendment measures.

**BACKGROUND:**

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, include 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 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 prominent and active members of the Altadena community. The City Council made four appointments of members of the public.

The budget of the Task Force was \$247,000. Of this amount, the City of Pasadena contributed \$217,000, the City of Sierra Madre contributed \$5,000, and Los Angeles County Supervisor Michael Antonovich contributed \$25,000 of discretionary office funds for the Task Force.

### **Task Force Process**

The Task Force's first meeting was held on September 21, 1999. The Task Force hired Dr. Raphael Sonenshein as Staff Consultant in October. His first task was to interview all Task Force members and develop a report concerning potential problems in the governance and operation of the Pasadena Unified School District.

In November, the Task Force approved a workplan. The workplan called for a speakers' series, public forums, informational and discussion sessions on key issues, and the development of recommendations for public review.

During the month of December, the Task Force heard from leading experts on education reform, including Professor Roderick Kiewiet of Caltech and Thomas Toch of the Brookings Institution.

Between January and the end of March, the Task Force received and discussed staff reports on specific topics. All meetings were held in public.

In March, the Task Force divided into *ad hoc* subcommittees to generate possible recommendations for solving the problems identified in the Task Force process. These recommendations were brought to the full Task Force where they were reshaped based on a set of criteria into a set of draft recommendations.

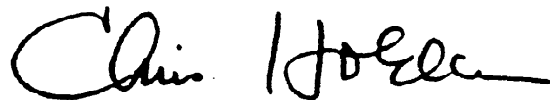
On May 3, 2000, the Task Force presented its draft recommendations to the community at a public briefing. Between May 3, 2000 and mid-June, the Task Force heard public comment on its recommendations. Three public forums were held in the community specifically to receive public comments on the Task Force's 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, which are incorporated in the attached Final Report and Recommendations of the Task Force.

**FISCAL IMPACT**

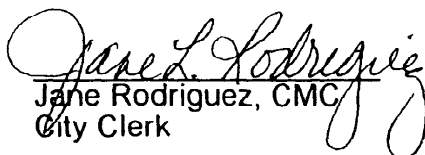
Generally, the cost to consolidate a Pasadena election with a County-administered election is approximately \$60,000, plus \$5,000 for each measure on the ballot. Because this election would involve the whole PUSD territory, this cost will be increased. The Registrar of Voters Office is in the process of computing what the estimated increased cost would be, and it is hoped this figure will be available by Monday's Council meeting. If the Council decides to place the proposed Charter amendments on the ballot, staff will return to Council in July with the formal resolutions calling the election and a funding recommendation.

Respectfully submitted,



Chris Holden, Chair  
Charter Reform Task Force  
on School District Governance

Prepared by:



Jane Rodriguez, CMC  
City Clerk



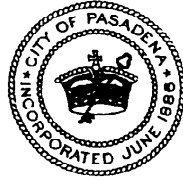
***Why Not the Best?***

**THE FINAL REPORT  
AND RECOMMENDATIONS  
OF THE CITY OF PASADENA  
CHARTER REFORM  
TASK FORCE ON  
SCHOOL DISTRICT GOVERNANCE**



June 20, 2000

06/26/2000  
S.F.(1)



OFFICE OF THE CITY CLERK

June 20, 2000

To the Honorable Members of the City Council  
and Members of the PUSD Community,

It is with great pleasure that we transmit to the Pasadena City Council the final report and recommendations of the City of Pasadena Charter Reform Task Force on School District Governance. The City Council appointed this Task Force in August 1999, and charged us to review the governance of the PUSD Board of Education and to suggest ways, both through Charter amendment and policy changes, to increase the accessibility, responsiveness and accountability of the Board. The Task Force brought together key stakeholders, including the Cities of Pasadena and Sierra Madre, County Supervisor Mike Antonovich and the community of Altadena, and the Board of Education.

The Task Force followed a process that drew from the best thinking on education reform, here and throughout the state and nation, and incorporated a wide array of community input. We heard from outstanding education experts, but we heard even more often from parents, teachers, City officials, School Board members, School District administrators, and from students. We circulated a draft of this report to the community, and sent a copy to every teacher in the PUSD. We conducted three Open Houses to receive public comment on the report. We conducted a student-led forum to hear unfiltered comment from students. We held two heavily-attended meetings in the Latino community, conducted entirely in Spanish with Task Force members wearing headsets for translation.

But most of all, we thought and deliberated about all the material we received. Our work was assisted by Dr. Raphael Sonenshein, the Task Force consultant, who brought together an exceptional research team, and who developed the material on which the findings and recommendations are based. The Task Force itself weighed and approved the findings, and developed the recommendations, carefully evaluating their impact on cost and on the twin goals of empowering and challenging the Board of Education. Most of all, we directed our attention to student achievement, which was our foremost goal from the first day of our work until today.

The Task Force members had heard many potential problems in the governance of the PUSD before this process began. It was our explicit intention to examine these potential problems, and to narrow the discussion to those potential problems that could be shown to be actual problems in need of correction. We were not on a fishing expedition, nor did we seek to turn hearsay into calls for policy or structural change. Out of this careful process, seven problems emerged that are discussed in detail in the following report.

Members of the City Council  
and Members of the PUSD Community  
June 20, 2000  
Page Two

Among the most important findings are that the District has a low level of fully credentialed teachers unevenly distributed throughout the District; that the District's plan of public engagement has been largely unsuccessful; that there is a very high level of property crime in the schools and an undeveloped data system for tracking school crime; that there has not been a management audit, and a report on financial management has not been followed up; that the District has one of the lowest ratios of teachers to administrators among districts in California; that physical facilities, especially bathrooms, are in great need of a coordinated maintenance program; and that the Board of Education has not exercised the appropriate level of oversight of District operations. These findings are, in our view, quite serious, and if unaddressed, will prevent the District from achieving its full potential as embodied in the title of the report, Why Not the Best? Therefore, the Task Force's report concludes with a section on implementation, in order to assure that good ideas become reality.

Even though this process was structured to identify real governance problems from the raw material of potential problems, and therefore inevitably focuses on what is wrong and in need of correction, the report also identifies some important strengths of the PUSD. The report indicates that the District has significantly improved its once deeply flawed system of financial management; that the District has enjoyed remarkable success in attracting outside grant funds; that teacher salaries have improved dramatically within this calendar year; and that the Board of Education has made a good start in setting goals for the Superintendent and in formalizing the Superintendent's job evaluation. Progress is being made, and the Task Force believes that the community should note and support the District efforts that are mentioned in this report.

The Task Force has proposed some tough measures to improve the governance of the PUSD. We believe that it is critical that these measures be implemented within a reasonable time frame. But we also believe that the whole community needs to stand by the schools while these governance changes are being made. It is the responsibility of the Board to govern the schools, but it is our responsibility to support the schools. This community has a magnificent tradition of public education, and it is that tradition that drives our intense commitment to being the best. No one should underestimate the underlying unity of purpose that drives this community's debate over the schools, as demonstrated in the community's support of Measure Y. The resources this community can bring to the table give us all hope that, while these measures are being implemented, the community will draw together in the interests of the children.

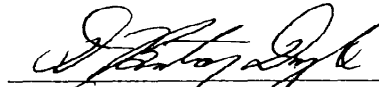
Members of the City Council  
and Members of the PUSD Community  
June 26, 2000  
Page Three

We thank you for the opportunity to serve, and stand ready to help make these ideas a reality.

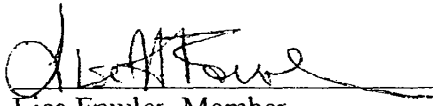
Respectfully submitted,



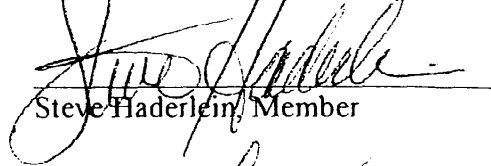
Chris Holden, Chair



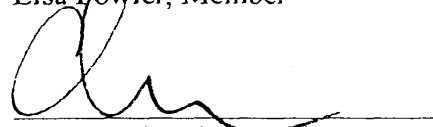
Bart Doyle, Vice Chair



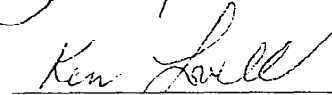
Lisa Fowler, Member



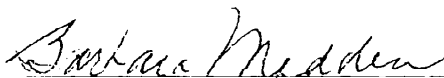
Steve Haderlein, Member



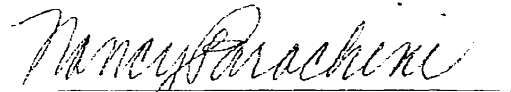
Esteban Lizardo, Member



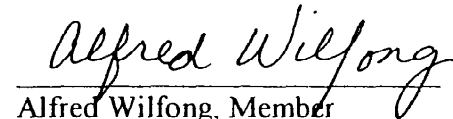
Ken Lovell, Member



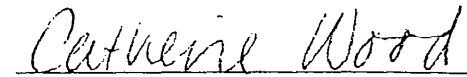
Barbara Madden, Member



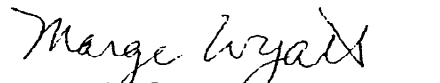
Nancy Parachini, Member



Alfred Wilfong, Member



Catherine Wood, Member



Marge Wyatt, Member

**A NEW STRUCTURE  
FOR THE  
PUSD BOARD OF EDUCATION**

## **THE STRUCTURE OF THE BOARD OF EDUCATION**

### ***Findings***

**F45)** The current system of at-large election of Board members contributes to the distance between the community and the schools.

**F46)** The Board does not have any structural requirement of reporting to the public on the state of the public schools.

**F47)** The Charter does not make clear the central role of the Board of Education as the public's key access point to the schools.

**F48)** The Board of Education has too few members to carry out the complicated and time-consuming policy and oversight responsibilities called for in this report.

In Part One of this report, the Task Force presented a series of findings and recommendations about new policies and directions for the management and operation of the PUSD system. Taken together, these recommendations comprise the School Accountability and Reform Plan. The recommendations emerged as a result of a thorough analysis of perceived problems within the District.

The underlying mission of the Task Force, however, is to go beyond policy matters to a fundamental structural question: Is the current structure of the PUSD Board of Education the best possible vehicle to attain the accountability, responsiveness, and effectiveness the community expects? And if not, are there preferable structures for the governance of the PUSD?

Any such structural changes require amendments to the City Charter of Pasadena, which governs the structure of the PUSD. As a result, the Task Force deliberated with great seriousness on these structural issues, understanding that the Charter is a fundamental governing document that should be changed sparingly and for good reason.

In addition to exploring the governance structure of the PUSD, the Task Force also examined a series of issues and alternatives associated with voting and representation methods and with various methods of appointment of Board members. Out of this discussion emerged a small set of decisions that are described below.

The Task Force considered a wide array of alternatives, including:

*Changes to the method of voting, such as plurality voting, and variations of proportional representation.* The Task Force resolved to maintain the current system of majority-rules elections.

*Changes to the method of selecting Board members.* The Task Force expressed a preference to continue the election method.

*Requiring an annual address by the Board President.* The Task Force felt that this address would provide a vital tool for responsiveness and accountability, and that it was particularly important to have the address conducted by the Board President to emphasize the Board's governance role.

*Changing the size of the Board.* Sentiment on the Task Force was widespread that the size of the Board should be increased from 5 to 7 members. This recommendation was based on a number of factors. The Task Force had heard from members of the Board of the Education of the scope of their work and the need for additional members to serve on committees. In addition, the Task Force concluded that there would be greater opportunities for representation and community access to the Board with an additional 2 members.

Research indicated that the vast majority of school boards in California have either 5 or 7 members. Larger school boards are very rare, at least in part because school boards are not seen as legislative bodies, but as governing boards. Thus, the Task Force members concluded that an increase from 5 to 7 members would assist the operations of the Board while remaining within the normal range of board sizes.

*Changes to the electoral structure.* The Task Force strongly endorsed the concept of sub-district elections. Currently, the Board members are elected at large, with all candidates needing to win an election in the entire School District. Under sub-district elections, the PUSD would be divided into areas, from which individual Board members would be elected.

This recommendation was based on the greater likelihood of more varied candidates running for the school board; greater access by the public to individual members representing smaller numbers of voters; and greater public interest. The Task Force members believe that with sub-district elections, the Board of Education will be more responsive to the public, and will more effectively exercise its oversight authority over the school system.

During the public comment period on the draft report, a majority of members of the public and a majority of teachers supported the shift to sub-district elections. While in most instances the Task Force recommendations represent a consensus of the Task Force

as a whole, as to the particular issue of sub-district elections, there was strong opposition by Task Force member Marge Wyatt.

The arguments against sub-district elections are that such a system will encourage fragmentation of the community; that Board members will not have the interest of all the students in mind; that it will be difficult to know whether representation should be provided at the place of residence or the location of the school attended; that the Board already has diverse representation; and that the specific boundary lines will not be known until 2002.

Task Force members weighed these arguments, and concluded that Board members elected by sub-district are likely to keep in mind the interests of the whole community. In addition, the Board members elected by sub-district are likely to pay close attention to the sort of problems that were illuminated in this report. The Task Force felt that, on balance, the advantages of creating a Board structure that maximizes direct contact with the community outweigh the objections raised to the recommendation.

### **CHARTER RECOMMENDATIONS**

**R49)** The size of the Board of Education shall be changed from 5 members to 7 members.

**R50)** The election method for the Board shall be changed from at-large election to election by sub-district.

**R51)** The President of the Board of Education shall make an annual State of the Public Schools address to the community, including progress on the implementation of the Task Force recommendations.



**IMPLEMENTATION  
AND  
TRANSITION**

## **Implementation and Transition**

During the public comment period, the Task Force heard strong support for its recommendations from members of the public, public officials and from teachers. A question that was consistently raised in public meetings and in communications with the Task Force was implementation. There was a strong feeling from the community that this report should not sit on a shelf; it should be carried out.

Some of the structural changes can be carried out by Charter amendment; that will be in the hands of the City Council to place the measures on the ballot, and will be subject to voter approval. If the voters adopt sub-district elections for the PUSD, the new structure can best be implemented for the 2003 elections. Census data will be available in early 2002 and the City Council will already be occupied with the task of redrawing boundaries for City Council elections. If the voters choose to enlarge the Board from 5 to 7 members, the benefits of that reform should be felt by the Board and the community as soon as possible. The Task Force concluded that the two additional seats on the Board of Education should be filled by an at-large election in 2001.

The Task Force proposes that upon the enactment of enabling legislation by the State, the City Council shall establish by ordinance a Redistricting Commission to recommend the configuration of election districts for the area served by the PUSD. The Redistricting Commission shall be composed of nine members, as follows:

- (a) Two members of the Pasadena City Council;
- (b) Two persons appointed by the Board of Education who are not current members of the Board;
- (c) Two residents of Altadena and other unincorporated areas of Los Angeles County served by the Pasadena Unified School District to be appointed by the County Supervisor representing such areas;
- (d) One resident of the City of Sierra Madre to be appointed by the City Council of the City of Sierra Madre;
- (e) Two residents of the area served by the Pasadena Unified School District to be appointed by the Pasadena City Council who are not current members of the Pasadena City Council.

The length of terms for the two additional members would depend on whether or not sub-district elections were approved. If sub-district elections are approved, each new member would run for a two-year term in 2001, expiring in 2003. All Board seats would then be open in 2003 for election by sub-district.

To restagger the terms of office, one of the two new seat-holders would be required to run for a two-year term in 2003, and the other would run for a four-year term. Thus, both seats would be open for election at-large in 2001; both would be open for sub-district election in 2003, and one would then run again in 2005.

The School Accountability and Reform Plan, by contrast to these Charter changes, is a set of policy recommendations, mostly addressed to the Board of Education. The Task Force recommends that several steps be taken to foster the implementation of the School Accountability and Reform Plan.

The Charter should be amended to require the President of the Board of Education to present an annual address to the community on the state of the public schools. As part of this address, the President of the Board should be required to report on the progress of implementation of the Plan. The Task Force recommends that there be at least one joint meeting per year among the various governing bodies with the understanding that discussion of the Task Force Plan would be one of the key items.

The Task Force further recommends that the Board of Education make an accounting to the community concerning the implementation of the Plan at the end of a six-month period which begins after Council adoption of the Plan. Finally, the Task Force recommends that this Task Force be reconvened by the Council on an annual basis, beginning one year after Council adoption of the Plan, with a budget appropriate for the task, in order to review the implementation of the Plan, and to report its conclusions to the community.



*Pasadena Unified School District*  
*Board of Education*

ALEX P. AGHAJANIAN  
BONNIE R. ARMSTRONG  
LISA H. FOWLER  
JACQUELINE M. JACOBS  
TOMMY McMULLINS

**MEMORANDUM**

**TO:** Charter Reform Task Force

**FROM:** The Board of Education of the Pasadena Unified School District

**RE:** Draft Recommendations of the Charter Reform Task Force on School Governance

**DATE:** June 7, 2000

---

A high caliber public education is important to the quality of life and the well-being of any community. Each community must establish and participate in creating the conditions and institutions where children can learn and grow to reach their full potential. It is incumbent upon the community to ensure that this happens. As the Governing Board of the Pasadena Unified School District, we recognize and appreciate the work undertaken by your task force in cooperation with the District and the cities and communities we represent and serve. Your work is valued as a piece of the developing community agenda which also includes the District Accountability Plan and the work of many other organizations to ensure that each child receives the highest and best possible education this school district can offer.

We do not believe that it is in the best interests of the process to address point by point the recommendations set forth in the draft document. It is, however, important to note that some of your recommendations have been made without consideration as to their cost or to their impact on student privacy rights.

We acknowledge that you are making changes in the draft document. We understand that you intend to correct some of the inaccuracies, such as the area of teachers' salaries and retention. We are concerned about the labeling of any of our students as "language-deprived" and do not believe that this terminology is appropriate.

As you know, almost one-third of our students are learning English as a second or third language. English proficiency is essential for our students and in this global economy, multiple languages are a great asset.

We appreciate your understanding of the importance of the professional development of our teachers and the value of the literacy and math coaches.

There are a few draft recommendations which we do not believe are in the best interests of the students and the District. We recognize and agree that a management/financial/curriculum audit must be undertaken; however, we do not believe that the five-year-old Vogel report should now be implemented. The new audit(s) is of particular importance as we hire a new superintendent and with the recent retention of a new Assistant Superintendent for Business Services.

While it is of the utmost importance that the community receive and review all applicable information and that said process be such that this may be easily undertaken, it is important to preserve the privacy of our students at all times.

We believe that it is not appropriate for advisory matters to be placed on a ballot in that this, too, may affect the process. Rather, we would like to approach these recommendations as part of the community planning process, one in which the community is now participating at various levels. We believe this to be the best approach to handling the numerous issues confronted by the Board and we commit ourselves fully to this process.

With respect to the items of true charter reform set forth in the draft recommendations, we provide you with the following.

First, we believe that expanding the Board from five to seven members is appropriate and will assist the Board in its governance role. However, we are unable to determine how you decided upon this number from the information presented to us.

Second, it concerns us that subdistrict elections are being recommended. We do not believe this will broaden representation from the various community groups. Currently, each member of the school board is accountable to all of the various communities within the District. Therefore, each member is responsive to these various groups. Subdistricts will dilute this accountability and cause, in our opinion, greater issues with respect to governance. Further, it will become difficult to determine which Board member is responsive to a particular community concern when children who reside in one subdistrict attend school in another subdistrict. This issue is compounded where one child attends a school in the same subdistrict he or she resides with another child of the same family attending a school in a different subdistrict. Also, how will the boundaries be drawn? Will we consider the number of schools in each subdistrict or simply the demographics? These are but a few issues which concern us in this area. It is therefore our opinion that subdistricts for PUSD would not be a workable solution to

the identified issue of voter turnout and representation.

While we agree with the concept, we do not believe that a charter amendment directing the Board President to provide a state of the district address is appropriate. We believe that an amendment to the bylaws directing the Superintendent to do this is more appropriate.

We appreciate the deep commitment to improving the education of our children and the time commitment by each member of the Charter Reform Task Force to accomplish this goal. We thank you for your efforts in this area.