

ATTACHMENT B – Historical and Background Documents Charter Reform Task Force School District Governance (1999-2000)

- i. Resolution No. 7786 – Composition and Charge of Charter Reform Task Force**
- ii. June 26, 2000 Agenda Report – Transmitting Final Report and Recommendations of Charter Reform Task Force**
- iii. June 26, 2000 City Council Minutes - School District Governance Charter Reform - Final Report Discussion**

RESOLUTION NO. 7786

**A RESOLUTION OF THE CITY OF PASADENA ESTABLISHING THE
COMPOSITION AND CHARGE OF THE CHARTER REFORM TASK FORCE
ON SCHOOL DISTRICT GOVERNANCE**

WHEREAS, the success of our public schools affects many stakeholders in the community including students, parents, property owners, and the business community; and

WHEREAS, there are community concerns regarding the performance of the public schools and community desires to promote academic achievement as well as the accessibility, responsiveness and accountability of Board Members; and

WHEREAS, in July of 1998, the Pasadena City Council determined to form a charter reform task force to study and make recommendations regarding the method by which members of the Board of Education are elected to serve in office; and

WHEREAS, the creation of the new task force is timely at this time following the consolidated City and School District municipal elections held in March and April of this year; and

WHEREAS, the Council wishes to establish a task force to study the various methods of voting including the current method, Proportional Representation, and district representation (by sub-geographic areas), to determine the best method of electing the members of the Board of Education:

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City Pasadena as follows:

1. Creation of a Task Force: A Charter Reform Task Force to be designated the 1999-2000 Charter Reform Task Force for Pasadena Unified School District Governance is hereby created.

2. Composition of the Task Force: The Task Force shall consist of eleven members as follows:

- (a) Two sitting members of the Pasadena City Council;
- (b) Four members of the community served by the Pasadena Unified School District to be selected by the Pasadena City Council;

(c) Two persons selected by the Board of Education of the Pasadena Unified School District, one or both of which may be sitting members of the Board of Education;

(d) Two persons selected by Los Angeles County Supervisor Michael Antonovich;

(e) One person selected by the City Council of the City of Sierra Madre.

3. Timeline for the Task Force: It is anticipated that the Task Force will be fully constituted and undertake its work in September, 1999. The Task Force is requested to present its final report to the City Council by February 22, 2000. The Task Force is also requested to provide an interim report of its work plan to City Council in mid-October, 1999, and a second interim report to City Council in mid-January, 2000, detailing what has been accomplished to date and what remains to be completed before the deadline.

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

5. Instructions/Guiding Principles:


(a) It is the objective of this Charter Reform effort to conduct an in-depth study of the governance of the Pasadena Unified School District, through a public, community-oriented process, to select the best method of governance for the School District, to address the problems perceived to exist with the public schools, and to expand programs that are working well. The Task Force is not required to recommend changes in the current method of election.

(b) The Task Force is requested to advise the City Council and the Board of Education, apart from any recommended change of the election process, regarding means of enhancing the accessibility, responsiveness and accountability of the members of the Board of Education. The following ideas were suggested by the Board of Education in its January 27, 1999 letter to the City Council as topics for consideration by the Task Force: having each Board seat represent a cluster of schools; having paid field representatives; having a Board administrative assistant separate from the Superintendent's staff; and developing a more proactive plan for community outreach.

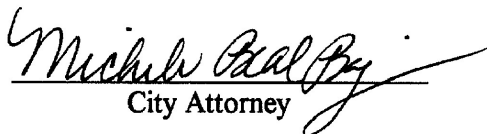
(c) In making its recommendations, the Task Force is requested to offer suggestions that lead to greater empowerment for residents and parents such as, but not limited to, the concept of neighborhood schools, and that do not dilute such influence as residents and parents may now possess. It is acknowledged that some of the recommendations of the Task Force may address matters within the jurisdiction of the City Council such as proposed Charter amendments, while other recommendations may address matters within the jurisdiction of the Board of Education.

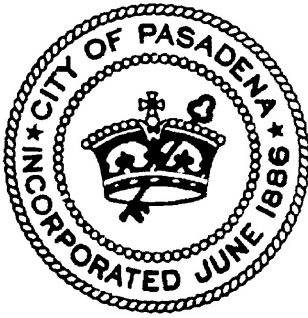
Adopted at the regular meeting of the City Council this 2nd day of August, 1999, by the following vote:

AYES:	Councilmembers Crowfoot, Holden, Little, Tyler, Vice Mayor Streator, Mayor Bogaard
NOES:	None
ABSENT:	Councilmembers Haderlein, Madison
ABSTAIN:	None


City Clerk

APPROVED AS TO FORM:


City Attorney



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.

June 26, 2000

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

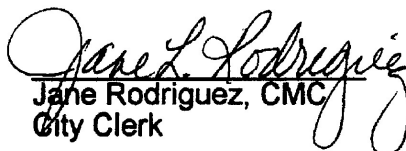
Generally, the cost to consolidate a Pasadena election with a County-administered election is approximately \$60,000, plus \$5,000 for each measure on the ballot. Because this election would involve the whole PUSD territory, this cost will be increased. The Registrar of Voters Office is in the process 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

**REPORTS AND
COMMENTS FROM
COUNCIL COMMITTEES**

**CHARTER REFORM TASK
FORCE ON SCHOOL
DISTRICT GOVERNANCE**

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

Recommendation of Charter Reform Task Force: It is recommended that the City Council:

(A) Place three measures to amend the Pasadena City Charter on 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;

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(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 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.

Councilmember Holden, Chair of the Charter Reform Task Force, reviewed the charge of the Task Force, described the process the Task Force went through in its study, and introduced Task Force members.

Dr. Raphael Sonenshein, Staff Consultant to the Task Force, provided an overview of the final report, summarized the Task Force's findings and recommendations under seven policy topics, as well as Task Force recommendations on three proposed Charter amendments pertaining to the structure of the Board of Education. Dr. Sonenshein also reviewed the Task Force's recommendations pertaining to the Implementation and Transition component of the Reform Plan. He summarized results of teacher survey responses, and responded to questions from Council.

Larry Newberry, Assistant City Attorney, briefly reviewed the Task Force's recommendations regarding the establishment and make-up of a Redistricting Commission, in the event sub-district elections are adopted for PUSD, and responded to questions from Council.

Mayor Bogaard opened the floor for public comment.

Mr. Bart Doyle, Task Force Vice Chair, spoke in support of placing the Reform Plan Findings and Recommendations on the ballot.

Mr. Ken Lovell, Task Force member, stated his individual opinion that the Board of Education should have higher compensation,

noted the Board has set goals for the Superintendent, stressed the importance of school safety and student achievement, and spoke in support of the Task Force's recommendations regarding implementation and reconstituting the Task Force on an annual basis.

Mr. Alfred Wilfong, Task Force member, stated he was appalled at the deteriorated conditions of some of the public schools, and urged Council to put the Reform Plan on the ballot.

Mr. Esteban Lizardo, Task Force member, discussed the Task Force's reasoning behind some of its recommendations, and urged that the Reform Plan policy recommendations not be placed on the ballot. Mr. Lizardo stated his reason to not support placing it on the ballot is because there has already been a referendum (through the Task Force process), and if the School Board does not respond to the recommendations, then something should happen at the ballot box.

Mr. Jeff Hammill, Pasadena resident, spoke in support of a financial audit, suggested further thought be given to transferring the school police back to the Police Department, and spoke in support of placing the Reform Plan on the ballot.

Mr. Jon Fuhrman, Pasadena resident, spoke in support of increasing the Board to seven members and the President of the Board giving an annual state of the schools address. He voiced opposition to changing at-large elections to sub-district elections, and expressed concern that the Task Force recommendations have not been estimated as to the financial impact.

Mr. Theodore Jones, Pasadena resident, stressed the need for both the City and the School District to come together and reintroduce a new culture and move towards consensus. He urged the Council not to vote this evening on placing the measures on the ballot.

Mr. Ross Selvidge, Pasadena resident, stressed the need for the Board of Education to have full information on the way in which certain financial operating ratios for the PUSD compare to other school districts.

Ms. Aprile Boettcher, Pasadena resident, spoke in support of the Task Force's report. She expressed concern with school bussing, school restroom conditions, overcrowding at schools, and the need for new neighborhood schools.

Ms. Mary Dee Romney, Pasadena resident, complimented the Task Force for its work. She suggested the Council be cautious regarding the recommendation on sub-district elections, and urged Council to delay its vote on this issue and give it further thought.

Mr. Thom Christy, Pasadena resident, commended the Task Force and spoke in support of the Reform Plan.

Council discussion ensued regarding the Task Force's reasoning for recommending geographic sub-district elections. Individual Council comments were expressed regarding concern the Board of Education needs to accept the recommendations and move forward with implementing the Reform Plan; the need for a community push to bring about change; and concern there is not a large presence of Board of Education members and District administrators this evening.

Further discussion ensued regarding how the Reform Plan will be communicated to the Board of Education, and whether the Reform Plan should be placed on the ballot for an advisory vote. Councilmember Streater expressed concern that more needs to be done than sending the Reform Plan to the Board of Education, and suggested the Council invite the Board to a joint meeting to discuss the findings and policy recommendations.

Following discussion, three motions were moved by Councilmember Little, seconded by Councilmember Haderlein, as follows:

Motion 1: That the City Council adopt and endorse the recommendations of the Charter Reform Task Force. The maker of the motion clarified the motion encompasses Recommendation B, and sub-items 1 through 6.

Motion 2: That the City Council direct the City Attorney to draft ballot language placing the three proposed Charter amendments on the November 7, 2000 ballot. The maker of the motion clarified the motion encompasses Recommendation A, sub-items 1-3, as well as Recommendation C.

Motion 3: That the City Council direct the City Attorney to draft ballot language which would place the recommendations of the Charter Reform Task Force before the voters on November 7, 2000, for endorsement.

Councilmember Streater commended the Task Force and the quality of its report, but expressed concern there need to be a conversation between the Council and the Board of Education so there is a full understanding regarding costs and other implications of the Task Force recommendations, from the view of the Board. She expressed concern with the third motion and placing the entire report on the ballot, and cost implications.

The City Clerk informed Council of associated costs in consolidating the election with the County, and associated costs in printing a supplemental pamphlet of the Reform Plan.

Vice Mayor Crowfoot stated placing the Reform Plan on the ballot would be an advisory vote, and questioned whether some other type of election could be conducted, with less formality and less costs. He suggested consideration be given to conducting an all-mail election or less traditional voting method that would expand the franchise where every household in the School District would get a ballot.

It was clarified Motions 2 and 3 are not to place measures on the ballot, but to have ballot language drafted that would give Council an ability within the next month to place measures on the ballot.

MOTION 1 TABLED

Following discussion regarding the suggestion to have a joint meeting with the Board of Education, Councilmember Little tabled Motion 1 (to adopt and endorse the Reform Plan) pending a joint meeting to be held with the Board of Education, and assuming the Board agrees to meet with the Council to discuss the Task Force's final report.

Councilmember Holden voiced his opposition to not taking action this evening on endorsing the Reform Plan.

VOTE ON MOTION 2

Vote on Motion 2 (Recommendation A, 1-3 and Recommendation C):

AYES: Councilmembers Haderlein, Holden, Little, Madison, Streater, Tyler, Vice Mayor Crowfoot, Mayor Bogaard

NOES: None

ABSENT: None

AMENDMENT TO MOTION 3 AND VOTE

Vote on Motion 3 (to direct the City Attorney to draft ballot language which would place the recommendations of the Charter Reform Task Force before the voters on November 7, 2000, for endorsement.) At the request of Vice Mayor Crowfoot, the motion was amended to also direct staff to report back with further information on alternative voting systems and associated costs.

AYES: Councilmembers Haderlein, Holden, Little, Madison, Tyler, Vice Mayor Crowfoot, Mayor Bogaard

NOES: Councilmember Streater

ABSENT: None

It was requested the draft ballot language return to Council at its July 24th meeting.

PUBLIC HEARINGS

ESTABLISHMENT OF OLD PASADENA MANAGEMENT DISTRICT

Recommendation of City Manager: It is recommended that in the event the City receives 50% or more weighted support for the establishment of the Old Pasadena Property-based Business Improvement District (PBID) that the City Council: