

**OVERWORKED,
UNDERUTILIZED:
How the Department of Education's
Reorganizations of Special Education
Turned School Psychologists from
Mental Health Professionals
into Paper Pushers**

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EXECUTIVE SUMMARY

Over the course of Michael Bloomberg's tenure as Mayor for the City of New York—the first mayoralty with control of the school system—the city's education system has gone through three major reorganizations. Two of these reorganizations—one in 2003 and another in 2007—focused, in part, on special education in New York City public schools. These two reorganizations included profound changes to the administration of special education services that shifted oversight, accountability, and many of the responsibilities from centralized offices to the schools. While these changes have put decision-making ability in the hands of school-level employees who know students with special needs the best, they have also overburdened school psychologists with administrative responsibilities.

In 2003, the Department of Education (DOE) consolidated the number of Committees of Special Education (CSE) from 37 (32 district offices and five borough-wide high school offices) to 10 regional offices. It shifted the responsibility of evaluating children for special education services from the CSEs to the schools and, at the same time, reassigned all 969 education evaluators in the school system to the classroom. It also shifted their responsibility for education evaluations, case management, and all associated paperwork to school psychologists.

In 2007, the DOE again reorganized the special education system by shifting many of the remaining responsibilities of the 10 CSEs to five borough-based Integrated Service Centers (ISCs). It also shifted the responsibilities of special education placement and transportation and the evaluation and placement of children with disabilities aging into the school system from the CSEs to the school psychologists.

In June of 2008, the Public Advocate's Office surveyed veteran school psychologists to find out how the two reorganizations had affected their job performance and identify problems related to their new job responsibilities. In reviewing 100 surveys completed by veteran school psychologists, the Public Advocate found that:

- Ninety-seven percent of those surveyed report that their workload has significantly increased (89 percent) or somewhat increased (8 percent) since the 2003 and 2007 reorganizations;
- Nearly 94 percent of respondents report that they now spend more time on paperwork and compliance issues than they do on issues that directly benefit children and families;
- Nearly 84 percent of respondents report that their ability to evaluate students initially referred for special education services in a professional manner has suffered since the two reorganizations in 2003 and 2007;
- Nearly 63 percent of respondents agree they are under pressure from their supervisors to omit or reduce the scope of testing and rely exclusively on existing data for triennial evaluations and requested reevaluations of children already in special education;
- More than 71 percent of respondents report that the Individualized Education Plans (IEPs) they draft are now less effective because they do not have time to consult with the children's teachers and service providers before they draft them;

- Nearly 87 percent of respondents report that they no longer have the time to consult with parents and staff regarding behavioral issues prior to a referral for special education;
- Ninety-one percent of respondents report that their new case management responsibilities and the associated paperwork hinder their ability to complete quality student interventions and evaluations;
- Seventy-one percent of respondents report that their new responsibilities-as the point person for special-education-related issues at their school hinders their ability to provide quality interventions and evaluations to students in need;
- Nearly 68 percent of respondents report that their new responsibility to draft IEPs for students with special needs hinders their ability to provide quality interventions for and evaluations of students in need.

RECOMMENDATIONS

The DOE must take immediate action to reduce the burden on school psychologists and provide better, more efficient services to children with special needs.

The Public Advocate Recommends that the New York City Department of Education:

- Re-distribute special education case management responsibilities equally among all members of the IEP Team (school social worker, school psychologist and IEP teacher) rather than assigning them strictly to school psychologists and hire more school social workers to facilitate this change;
- Hire more school psychologists to address the fact that the number of children in special education has increased by 51 percent and the number of schools in the city has increased by 43 percent since the current psychologists staffing levels were established in 1988. The DOE should also seek additional federal funds through the Individuals with Disabilities Education Act (IDEA) to help defray the cost to the city of these new hires during the current economic downturn;
- Shift the responsibility for the evaluation and placement of children with disabilities aging into the school system (known as the “Turning 5” population) to the CSEs or ISCs;
- Re-assign school psychologists and school social workers in the Absent Teacher Reserve who are rated satisfactory or above to the schools.

The Public Advocate’s Office Recommends that the New York State Legislature:

- Reauthorize the Mayor’s control of New York City’s school system with significant changes including Independent Budget Office (IBO) oversight of the DOE’s performance, including its management of the special education system.

INTRODUCTION

Over the course of Michael Bloomberg's tenure as Mayor for the City of New York—the first with mayoral control of the school system—the city's education system has gone through three major reorganizations. Two of these reorganizations—one in 2003 and another in 2007—focused, in part, on special education in New York City public schools. These two reorganizations included profound changes to the administration of special education services. It remains to be seen whether children with special needs are better served by the city's public education system as a result of the reorganizations. One major area of concern has become apparent, however: the changes made to the role of school psychologists and their effect on the special education system as a whole.

The reorganizations of the special education system have shifted much of the accountability and responsibilities for the administration of special education to the schools and ultimately to school psychologists. In April 2008, school psychologists voiced their concerns about their new responsibilities as special education case managers and the associated paperwork to the Panel on Education Policy (PEP)¹ chaired by Chancellor Klein.² At the time, school psychologists explained that their mounting caseloads, paperwork, and responsibilities were preventing them from adequately assessing and counseling at-risk children—historically the primary focus of school psychologists.³

In June 2008, the Public Advocate's Office surveyed school psychologists in order to determine the extent of their problems and devise practical solutions. This report is based on the findings of that survey.

BACKGROUND

School Psychologists

School psychologists are licensed mental health professionals who assess students referred for special education services and reassess those students who already receive special education services. These assessments help to determine if a student needs special education services or if a student already in special education needs additional services or has made enough progress to move back into the general education population. In addition to assessments, school psychologists also provide individual, group, and crisis counseling services, as well as early intervention services for students with the goal of managing at-risk students' behavior to keep them in the general education population.

School psychologists use a battery of diagnostic tools known as psychoeducational assessments in order to assess the overall functioning of a student. The assessments "explore and systematically study aspects of each student's academic skill development, intellectual functioning, strengths and weaknesses in cognitive/learning processes and

¹ Under mayoral control of the school system, the Panel for Education Policy, which consists of 13 members, replaced the school board. The Mayor appoints eight of the panel members, including the Chancellor who serves as Chairman. Each Borough President appoints one member.

² Einhorn, E., *School Psychs Plead For Help*, New York Daily News, April 15, 2008.

³ *Ibid*

social/adaptive functioning”⁴ in order to evaluate a student’s “reasoning, motor skills, language, executive functions, visuo-spatial skills, social/emotional and behavioral functioning, memory, academic achievement in reading, mathematics, written expression, and oral communication.”⁵

To provide a thorough assessment, school psychologists must use a variety of different sources including: student records and current classroom-based assessments; observation of student behavior in the classroom and testing settings; interviews with the student and school staff regarding the student’s functioning; consultation with the student’s parents; and testing.⁶

The goal of the psychoeducational assessment is to “discover and describe how best to help students learn.”⁷ These assessments help to determine if a student meets the criteria for one or more of the 13 different disabilities that require special education intervention under state law.⁸

School psychologists are members of the school-based Individualized Education Plan (IEP) teams, which consists of a school social worker, IEP teacher, and school psychologist. Each school psychologist working in the city’s public education system is required to have at least a Masters degree in psychology. Many have doctorates, as well as New York State certification.

According to the New York City Independent Budget Office (IBO), there are currently 968 school psychologists budgeted in the city’s Fiscal Year (FY) 2009 budget.⁹ School psychologists working in the public school system earn, on average, \$82,580 per year.¹⁰ The total cost of school psychologists in New York City is \$91.8 million with city tax levy dollars accounting for \$50.2 million (55 percent) and federal Individuals with Disabilities Education Act (IDEA) dollars accounting for the other \$41.6 million (45 percent).¹¹

Jose P. Lawsuit and School Psychologists

The minimum number of school psychologists working in the New York Public School system was established in 1988 by a “stipulation” or legal agreement between the two

⁴ Wernikoff, L., *Children First Reforms in Special Education Effective July 1, 2007*, Memorandum, New York City Department of Education, September 12, 2007.

⁵ *Ibid*

⁶ *Ibid*

⁷ *Ibid*

⁸ New York State Education Department Commissioner Regulations § 200.1(zz). Diagnoses include autism, deafness, deaf-blindness, emotional disturbance, hearing impairment, learning disability, mental retardation, multiple disabilities, orthopedic impairment, other health impairment, speech or language impairment, traumatic brain injury, or visual impairment (including blindness).

⁹ Email from IBO Analyst to Public Advocate Deputy Director of Policy and Research Mark Woltman on September 19, 2008.

¹⁰ *Ibid*

¹¹ *Ibid*

opposing sides in a federal class-action lawsuit involving special education students in the city's education system.¹²

In 1979, Brooklyn Legal Services and other children's advocacy organizations brought a federal class-action lawsuit—*Jose P. v. Board of Education*—against the city on behalf of disabled students. The judge ruled that the Board had failed to provide Jose P. and other students with special education services to which they were entitled under federal law. As part of the landmark ruling in the Jose P. case, the court appointed a magistrate to oversee and monitor the board's compliance with special education law.¹³

In the years following the ruling, lawyers for the plaintiffs periodically brought new evidence to the magistrate about violations of federal law involving disabled students. The court would then attempt to fix the problems by means of stipulations arrived at through negotiations between the two sides instead of requiring a new lawsuit.

In 1988, one such stipulation mandated that the Board of Education establish a team of specialists in each city school to help alleviate delays in evaluating and placing students with disabilities.¹⁴ Pursuant to the stipulation, each school¹⁵ had to establish a full-time School-Based Support Team (SBST) consisting of a school psychologist, an educational evaluator, and a social worker. To facilitate the establishment of the school-based support team model, the stipulation mandated minimum staff levels for the three different types of staff including 960 school psychologists, 960 educational evaluators, and 572 school social workers.¹⁶

This year, getting a bilingual social worker to do an initial social history became impossible. Several cases needed them. No bilingual social worker from another school could be redeployed. An agency had to send someone. Well, there was a complete breakdown in the administrative offices... These kids never got evaluated. Totally out of compliance. Now they've been sent to the summer school. This administration has set back special education 10 years. And the kids are suffering!

-School Psychologist
Queens Middle School

Reorganization of the New York City School System in 2003

In October 2002, Chancellor Klein announced a plan, backed in part by private funding from philanthropist Eli Broad, to study the city's education system and then use the findings to make major policy changes to the system.¹⁷ In January 2003, as part of this initiative known as *Children First: A New Agenda for Public Education in New York*

¹² *Jose P. v. New York City Board of Education*, July 1988 Stipulation, available online at <http://www.advocatesforchildren.org/litigation/litdocs/josepdocs/july1988stipulation.pdf>

¹³ Fried, J., *Schools Found in Violation of Order on Disabled Pupils*, *The New York Times*, February 26, 1983.

¹⁴ *Jose P. v. New York City Board of Education*, July 1988 Stipulation, available online at <http://www.advocatesforchildren.org/litigation/litdocs/josepdocs/july1988stipulation.pdf>

¹⁵ Except for schools with student populations too small to justify a full-time team.

¹⁶ *Ibid*

¹⁷ Goodnough, A., *Fixing the Schools*, *The New York Times*, October 4, 2002

City, the Mayor announced a sweeping reorganization of the city's public education system.¹⁸ It was later announced that as part of this reorganization there would be major changes to the city's special education system.¹⁹

In April 2003, the Chancellor announced that he was streamlining the process by which children with special needs were evaluated for special education services. To this end, he consolidated the existing 37 Committees on Special Education²⁰ (CSE)—the administrative offices responsible for identifying, locating, evaluating, and placing students with disabilities within their districts—to 10 so that they would correspond with the ten newly created instructional regions.²¹

Additionally, he moved the responsibility for review of special education decisions from the CSEs to the school-level teams, thus eliminating additional oversight by the school district.²² As part of this reform, he reassigned 969 education evaluators from SBSTs to classrooms throughout the city. Prior to this reorganization, the evaluators were responsible for the management of special education cases (case management), educational evaluations of students in special education or those referred to special education, and social history updates for students already in special education.²³ The 2003 reorganization shifted these responsibilities to the school psychologists. The changes took effect in the fall of 2003.

Be advised that at the times when I have complained to my clinical supervisor about the excessive amount of work, the response has been, "you do not have to test the students (reevaluations and triennials), just use the teacher's reports." Had I not tested 13 pre-school children this year, I would not have found out that 11 out of 13 children classified as autistic at age 2 or 3 were just speech impaired or mildly learning disabled.

-School Psychologist
Bronx Elementary School

Consequences of 2003 Reorganization of Special Education

Within a few months of the implementation of the first reorganization, the problems in the special education system were noticeable. Published reports exposed the fact that students with disabilities throughout the city were not receiving evaluations or services mandated on their IEPs. Other problems included IEPs missing from students' files and calls for help from parents to district and regional offices going unresolved.²⁴

¹⁸ Goodnough, A., *Vision for the Schools: Overview; Mayor Sets Plan For Tight Control Over City Schools*, The New York Times, January 16, 2003.

¹⁹ Yan, E., *A Special Ed Shake-Up; City to Streamline Academic System*, New York Newsday, April 4, 2003.

²⁰ Prior to the first reorganization there was one Committee on Special Education for each of the 32 community school districts and one for each of the 5 borough-wide high school districts.

²¹ Yan, E., *A Special Ed Shake-Up; City to Streamline Academic System*, New York Newsday, April 4, 2003.

²² Herszenhorn, D., *Bloomberg and Klein Have Plan to Improve Special Education*, The New York Times, April 4, 2003.

²³ Division of Special Education, *Assessment Improvement Plan: School Based Support Teams – Enhanced Model*, New York City Board of Education, August 1986.

²⁴ Lucadamo, K., *Special Education Program Faulted*, The New York Sun, January 19, 2004.

At the time, education officials denied that there were any systemic problems created by the reorganization and said delays in services and evaluations were no longer than usual.²⁵ A senior DOE official was quoted as saying that, “When we know there is a problem, it’s solved expeditiously. We rolled out a very strong support and monitoring system that is working proactively in schools to identify problems and resolve them.”²⁶

Nearly a month later, the Public Advocate’s Office discovered that problems with special education services and evaluations still existed, even after the DOE assured the public that they were addressing the problems “expeditiously.” Speaking on condition of anonymity, school psychologists throughout the city came to the Public Advocate’s Office for help. They revealed that delays in services and evaluations still existed and that their new responsibilities as case managers and a lack of training on the new procedures by the DOE had led to the delays.²⁷

“The current special education process has largely been constructed in response to federal law and court order. Perhaps for that reason, it has become a system with a myopic attention to compliance with mandates and timetables...”

Chancellor Joel Klein
April 4, 2003
The New York Times

School psychologists also informed the Public Advocate’s Office that both principals and school psychologists were under intense pressure from the administration to keep the number of referrals to special education down.²⁸ In fact, city data revealed that, in just the first few months after the reorganization, initial referrals to special education were down 35 percent, evaluations were down 36 percent, and reevaluations were down nearly 50

percent in comparison with the same time period the previous year.²⁹ The DOE once again reassured the public that there was not a problem in special education and that the Public Advocate was using “the old model of judging special education.”³⁰

In March 2004, the Public Advocate released a survey of school psychologists and school administrators that confirmed DOE employees were under pressure from the administration to keep referrals to special education down. The survey found that more than 40 percent of respondents had been given a direct order by the administration to keep special education referrals and evaluations down. The survey also found that 81 percent of respondents had a backlog of students awaiting a reevaluation and 74 percent had a backlog of students awaiting special education placements.³¹

The day after the release of the Public Advocate’s survey, published reports indicated that the city “acknowledged that Mayor Michael R. Bloomberg’s overhaul of the schools had

²⁵ *Ibid*

²⁶ *Ibid*

²⁷ Gotbaum, B., *Crisis in Special Education: Gotbaum Charges DOE Created Backlog of Evaluations*, Public Advocate for the City of New York, Press Release, February 9, 2004.

²⁸ *Ibid*

²⁹ Mayor’s Office of Operations, *The Preliminary Mayor’s Management Report: Fiscal Year 2004*, New York City.

³⁰ Yan, E., *Gotbaum Knocks City on Special Ed*, New York Newsday, February 10, 2004.

³¹ Gotbaum, B., *Gotbaum to Klein: Stop Stonewalling and Fix Special Ed*, Public Advocate for the City of New York, March 18, 2004.

created a particularly difficult transition for children with special physical, mental or emotional needs.”³² The DOE vowed to fix the problem and sent a memo to the 10 regional superintendents instructing them to review all students awaiting an assessment, placement, or a provision of service.³³ The review of records revealed that, at the time, 20,000 students in special education were not receiving services they needed, and 40,000 students were awaiting evaluations.³⁴ As a result of these problems, the DOE offered children who missed out on special education services during the school year, make-up sessions during the summer.³⁵

In August 2006, an investigation by the Special Commissioner of Investigation for the New York City School District revealed that a school psychologist had failed to properly evaluate 21 students at P.S. 276 in Brooklyn and falsified documents to indicate that she had conducted the evaluations. The school psychologist told investigators that she was too overwhelmed to complete the evaluations properly.³⁶

Because of the pressure of compliance and the interference of paperwork, I often feel that I have to cut short the amount of time I spend on evaluating the students...I don't get to see any students or parents for at-risk counseling. I don't get to do teacher consultation as often as I would or I would like to.

-School Psychologist
Manhattan Elementary School

Reorganization of the New York City School System in 2007

In the 2007 reorganization of the New York City public school system, the DOE transferred much of the remaining administrative authority for public school special education cases from the 10 regional CSEs—created just four years before as part of the 2003 reorganization—to five borough-based Integrated Service Centers (ISC).

The ISCs created under the 2007 reorganization would now be responsible for the following special-education-related actions³⁷ involving public school students: requests for translations; requests for assistive technology³⁸; evaluation for/procurement of assistive technology devices; requests for assistance for assessments; requests for specialized assessments such as speech, occupational and physical therapy evaluations; issuance of related services authorizations; and assistance with litigation, impartial due

³² Herszenhorn, D., *New Deputy Says Fixing Special Education is Paramount*, The New York Times, March 19, 2004.

³³ *Ibid*

³⁴ Lucadamo, K., *Special Ed's Neglected; No Aid for 20,000 Kids*, New York Daily News, May 12, 2004.

³⁵ Klein, J., *Department of Education Announces Special Education Summer Program to Provide Students with Make-Up Related Services; Program Available to Special Education Students who Missed Related Services During the School Year*, New York City Department of Education, Press Release, June 8, 2004.

³⁶ Melago, C., *School Shrink Busted in Special Ed Caper*, New York Daily News, August 30, 2006.

³⁷ CSEs are still responsible for the administration of non-public-school special education cases and are still responsible for the logging in of initial referrals of public school students, as well as evaluation/placement materials to be filed upon completion of public school student cases.

³⁸ Assistive technology is defined as any item, piece of equipment, or product system, whether acquired commercially off the shelf, modified, or customized, that is used to increase, maintain, or improve the functional capabilities of children with disabilities.

process hearings, and resolution sessions.³⁹ The DOE also transferred the school psychologist supervisors (30 total), among other staff, from the CSEs to the ISCs.

The 2007 reorganization shifted even more responsibilities to school psychologists. Prior to this reorganization, the CSEs were responsible for finding appropriate placements for children with special needs, administering home instruction placements for those students unable to attend a traditional school, and arranging transportation for students with disabilities. The 2007 reorganization shifted these responsibilities directly to the schools and specifically to the school psychologists.

Perhaps most significantly, the 2007 reorganization shifted the responsibility of the evaluation and placement of the “Turning 5”⁴⁰ population from the CSEs to elementary school psychologists.⁴¹ Elementary school psychologists are now responsible for the evaluation and placement of *all* Turning 5 children who are home-zoned for the psychologist’s school and regardless of whether or not the child will actually attend that school when he or she is of school age. In FY2008, there were 21,345 children in a pre-school special education program in New York City. This means that, on average, there are 22 Turning 5 children for every school psychologist.⁴² The actual average, however, is considerably higher given that only elementary and intermediate school psychologists are affected by this policy.

As part of the reorganization, each school psychologist received a full-time family worker or clerical assistant to support the school psychologist and assist schools in various special education support functions.⁴³

The workload is unmanageable – EVERYTHING is now done at the school level; work that used to be done at (the) CSE, field psychologists must do now. We do not get responses from (the) administration at the ISC or we get different answers to the same question. NOTHING is written – we have not gotten any policy directions/answers in writing so we can be held responsible for “mistakes.” We are paying for many of our own supplies...Basically, we in the field feel abandoned and unsupported!

-School Psychologist
Staten Island Elementary School

³⁹ Wernikoff, L., *Children First Reforms in Special Education effective July 1, 2007*, New York City Department of Education, Memorandum, September 12, 2007.

⁴⁰ Term used to describe the population of students with disabilities who were receiving pre-school special education services and who turn five years old or become school age and must be evaluated and placed in special education.

⁴¹ Prior to 2007 reorganization, some regions handed the responsibilities of the Turning 5 population over to the schools. The 2007 reorganization gave all schools the responsibility of evaluating and placing Turning 5 students who live in the school’s home zone.

⁴² This calculation assumes that all 968 school psychologist positions budgeted in the FY09 budget are full staffed.

⁴³ Wernikoff, L., *Children First Reforms in Special Education effective July 1, 2007*, New York City Department of Education, Memorandum, September 12, 2007.

Consequences of the 2007 Reorganization

In April 2008, overburdened school psychologists throughout the city voiced their concerns about increased caseloads, paperwork, and responsibilities during the public comment period for the calendar meeting of the PEP. According to published reports of the meeting, school psychologists explained that, following the two reorganizations of special education, their caseloads rose and they are currently overworked. They also explained that the full-time administrative assistants assigned to them after the 2007 reorganization were not sufficient to offset their increased responsibilities.⁴⁴ According to minutes of that meeting, no action was taken by the PEP.⁴⁵

"Psychologists are spread so thin that they are reduced to being paper pushers. They don't have time to advocate for the children or spend time with the children"

Ann Englesbe
UFT School Psychologist Chapter Leader
The New York Daily News
April 15, 2008

The Rise in Special Education Cases in New York City

Further increasing the burden on school psychologists has been the substantial increase in the number of special education students in New York City since the 1988 stipulation in the Jose P. case that established the minimum number of psychologists in the system. In FY 1988, when the 1988 stipulation ordered the city to employ a minimum of 960 school psychologists, there were 114,823 school-aged students⁴⁶ receiving special education services in New York City,⁴⁷ approximately 12.2 percent of the total student population, or approximately 120 special education students per school psychologist. By FY 2008, the number of school-aged students receiving special education services in the city had grown by nearly 60,000 students to 173,856,⁴⁸ approximately 16.8 percent of the total student population, or approximately 180 special education students per school psychologist—a 51.4 percent increase.⁴⁹ Furthermore, the population of 173,856 special education students currently in New York City does not include an additional 21,345 children in pre-school special education, the majority of whom will be evaluated and placed in special education by a school psychologist when they become school-aged.

During the same period in which the number of special education students rose in New York City, the number of schools also rose. In 1988, when the minimum number of school psychologists was established, there were 980 schools in the city's school system and an average of nearly one school psychologist for every school. Since 1988, the

⁴⁴ Einhorn, E., *School Psychs Plead for Help*, New York Daily News, April 15, 2008.

⁴⁵ Klein, J., *Minutes of Action: Public Meeting for the Panel for Educational Policy*, NYC Department of Education, April 14, 2008.

⁴⁶ Includes both public school (105,945) and non-public school students (8,878).

⁴⁷ Mayor's Office of Operations, *The Mayors Management Report: Fiscal 1988*, New York City.

⁴⁸ Includes both public school (154,881) and non-public school students (18,975).

⁴⁹ Since FY1988

number of schools increased to more than 1400 system-wide—a 43-percent increase.⁵⁰ There is now one school psychologist for every 1.45 schools.

	Fiscal Year 1988	Fiscal Year 2008	% Change
Total Enrollment	939,933 ⁵¹	1,035,300 ⁵²	10.1%
# of Special Education Students	114,823 ⁵³	173,856 ⁵⁴	51.4%
% Special Education Students	12.2%	16.8%	37.5%
# of School Psychologists	960 ⁵⁵	968 ⁵⁶	0.8%
Ratio of Special Ed Students to School Psychologists	120	180	50.2%

In the 20 years since the 1988 Jose P. stipulation⁵⁷ that established the minimum staffing levels for school psychologists in the city (960), the DOE has not hired additional school psychologists in numbers significant enough to keep up with the rise in special education students and the number of schools in the system.⁵⁸ In practice, the minimum staffing level set by the Jose P. stipulation in 1988 has become a maximum staffing level.

Despite the fact that staffing levels have not kept pace with the rise in special education students and the number of schools in the system, there are currently 28 school psychologists and 58 school social workers in the DOE's Absent Teacher Reserve (ATR).⁵⁹ The ATR is a pool of certified teachers, including school psychologists and school social workers,⁶⁰ who have been moved, or "excessed," from their schools due to declining enrollment and closing schools and have been unable to find another full-time position within the school system. DOE employees in the ATR often fill-in as substitute or temporary teachers while continuing to receive their full salary and benefits. In other words, the DOE does not make use of the expertise of school psychologists and school social workers in the ATR. Collectively, the 28 school psychologists in the ATR earn more than \$2.3 million⁶¹ per year in salary and the 58 school social workers earn \$4.8 million per year in salary.⁶² According to the United Federation of Teachers (UFT), all 28

⁵⁰ Available on the New York City Department of Education's website at <http://schools.nyc.gov/AboutUs/default.htm>, accessed on October 31, 2008.

⁵¹ Mayor's Office of Operations, *The Mayor's Management Report: Fiscal 1988*, New York City.

⁵² Mayor's Office of Operations, *The Mayor's Management Report: Fiscal 2008*, New York City.

⁵³ Mayor's Office of Operations, *The Mayor's Management Report: Fiscal 1988*, New York City.

⁵⁴ Mayor's Office of Operations, *The Mayor's Management Report: Fiscal 2008*, New York City.

⁵⁵ Jose P. v. New York City Board of Education, July 1988 Stipulation, available online at <http://www.advocatesforchildren.org/litigation/litdocs/josepdocs/july1988stipulation.pdf>.

⁵⁶ Email from IBO Analyst to Public Advocate Deputy Director of Policy and Research Mark Woltman on September 19, 2008.

⁵⁷ *Ibid*

⁵⁸ The IBO reports 968 budgeted school psychologists in FY09.

⁵⁹ Conversation between Mark Woltman, the Public Advocate's Deputy Director of Policy and Research, and the UFT, 10/28/08.

⁶⁰ According to the UFT, there are currently 58 school social workers on the ATR. Fifty-five of the 58 have employee review ratings of satisfactory or above.

⁶¹ This figure was calculated by the Office of the Public Advocate using the school psychologist and school social worker average salary of \$82,580 per year. The actual figure could be higher or lower depending on the seniority of the individual school psychologists and school social workers in the ATR.

⁶² Not including benefits.

school psychologists and 55 of the 58 school social workers in the ATR have ratings of satisfactory or above on their employee evaluations.⁶³

A recent report by the Council on Great City Schools (CGCS) on improving special education in New York City found evidence suggesting that community schools over-refer students—particularly students of color—with emotional/behavioral issues to District 75, the city’s special education district.

CSGS found many inconsistencies in the case files of students with challenging behavior—including those with ED—in District 75. Students with challenging behavior were “often referred to District 75 without functional behavior analyses, behavior intervention plans, and/or without attempting to provide different or intensive settings in the community schools such as...crisis counseling.”⁶⁴ Functional behavior analysis, behavior intervention planning, and crisis counseling are all responsibilities of school psychologists that are time- and labor-intensive.

Unnecessary referrals to and placements in District 75 are costly to the school system. The average expenditure per student in a community school is \$15,144 per year,⁶⁵ while the average expenditure per student in District 75 is \$57,615.

I had a case of a student with serious health issues, paraplegic, in a wheelchair, with a catheter, who receives nursing services, paraprofessional services, physical therapy, occupational therapy, busing, and a myriad of assistive devices. Of course I was under time constraints to complete this case and needless to say it was very complicated and I am not very familiar with all these services... While completing some of the paperwork involved in this case – I made a couple of clerical errors in adding in the assistive technology. They [DOE] threatened to remove these devices away from the student. It took me countless phone calls and emails to various clerical staff to have the error correct[ed]. I am a PSYCHOLOGIST, not a clerical worker and I made a CLERICAL mistake. This took me countless hours to correct, which set me back further in my caseload and took me away from other needs of students.

-School Psychologist
Queens High School

METHODOLOGY

Following the PEP meeting, the Public Advocate’s Office decided to re-survey school psychologists working in the New York City public school system to determine if they were still overburdened and, if so, to propose common sense recommendations to help alleviate the burden and better serve students with special needs. This report is based on the findings of that survey.

The Public Advocate’s Office conducted the survey between June 12 and June 26, 2008. The survey was designed to measure the effect that changes to the school system in 2003 and 2007—particularly changes to the special education system—had on the workload of

⁶³ Conversation between Mark Woltman, The Public Advocate’s Deputy Director of Policy and Research and UFT, 10/28/08.

⁶⁴ *Ibid*

⁶⁵ Mayor’s Office of Operations, *The Mayors Management Report: Fiscal 2008*, New York City.

school psychologists and on their ability to effectively carry out their responsibilities. Using a mailing list of all psychologists working in the New York City public school system, the Public Advocate's Office assigned each one a number and then used a random number generator to randomly selected 400 psychologists.⁶⁶ The Public Advocate's Office mailed a copy of the survey to each one of the 400 randomly selected psychologists. School psychologists were given two weeks to respond. School psychologists who were not employed by the DOE prior to October 2003—when changes related to school psychologists as part of the first reorganization took effect—were filtered out of the survey results. Thus, all respondents had a sound basis for comparing the current situation to the situation prior to the first reorganization.

FINDINGS

These findings are based on the responses of 100 veteran school psychologists working in the New York City public school system.⁶⁷

The Vast Majority of School Psychologists Say their Workload has Significantly Increased Since the Reorganizations of the Special Education System.

- Ninety-seven percent of school psychologists surveyed report that their workload has significantly increased (89 percent) or somewhat increased (8 percent) since the 2003 and 2007 reorganizations;⁶⁸
- Only two respondents report that their workload has stayed the same;
- Only one respondent out of 99 reports that his/her workload has decreased.

The Vast Majority of School Psychologists Indicate that They Now Spend More Time on Paperwork than Working with Children

- Nearly 94 percent of respondents report that, after the two reorganizations, they now spend more time on paperwork and compliance issues than they do on issues that directly benefit children and families.

The Vast Majority of School Psychologists Say that Their Ability to Evaluate Students Initially Referred for Special Education Services has Suffered

- Nearly 84 percent of respondents report that their ability to evaluate the students initially referred for special education services in a professional manner has suffered since the two reorganizations in 2003 and 2007.

The Majority of School Psychologists Believe They are Under Pressure from Their Supervisors Not to Re-evaluate Children with Special Needs

- Nearly 63 percent of respondents strongly agree (36.1 percent) or somewhat agree (26.8 percent) that they are under pressure from their supervisors to omit or

⁶⁶ Random number generator available online at www.random.org.

⁶⁷ The Public Advocate's Office received 107 completed surveys from school psychologists. Seven school psychologists who responded were not employed by the DOE before October 2003 and were removed from the survey pool.

⁶⁸ The Public Advocate's Office received 99 responses to the question on workload. One respondent skipped this question.

reduce the scope of testing and rely exclusively on existing data for triennial evaluations and requested reevaluations of children already in special education.

The Majority of School Psychologists Indicate that the IEPs They Draft are Now Less Effective than the IEPs They Drafted Before the Reorganizations

- More than 71 percent of respondents report that the IEPs they draft now are less effective because they do not have time to consult with the children's teachers and service providers before they draft them.⁶⁹

The Vast Majority of School Psychologists Say that They DO NOT Have Enough Time to Consult with Parents and Staff About Students

- Nearly 87 percent of respondents report that, after two reorganizations, they no longer have the time to consult with students' parents and staff regarding behavioral issues prior to a referral for special education.

The Vast Majority of School Psychologists Report that Their New Responsibilities Since the Reorganizations have Hindered Their Ability to Provide Quality Interventions for and Evaluations of Children with Special Needs

- Ninety-one percent of respondents report that their new case management responsibilities and the associated paperwork substantially hinder (75 percent) or somewhat hinder (16 percent) their ability to complete quality student interventions and evaluations;
- Seventy-one percent of respondents report that their new responsibilities as the point person for special-education-related issues at their school substantially hinder (52 percent) or somewhat hinder (19 percent) their ability to provide quality interventions for and evaluations to students in need;
- Nearly 68 percent of respondents report that their new responsibility to draft IEPs for students with special needs substantially hinders (50.5 percent) or somewhat hinders (17.2 percent) their ability to provide quality interventions for and evaluations of students in need;
- Sixty-six percent of respondents report that their new responsibility of providing direction to clerical staff substantially hinders (34 percent) or somewhat hinders (32 percent) their ability to complete quality student interventions and evaluations.

⁶⁹ While, in theory, school psychologists co-author IEPs with a school social worker and IEP teacher, the DOE has not specifically assigned the responsibility for drafting them and so it falls on school psychologists.

Respondents by Borough:

Respondents by Borough⁷⁰		
	# of Responses	% of Total Responses
Bronx	15	15.2%
Brooklyn	34	34.3%
Manhattan	13	13.1%
Queens	26	26.3%
Staten Island	11	11.1%

Types of Schools:

Type of School⁷¹		
	# of Responses	% of Total Responses
Elementary	66	48.9%
Middle School	29	21.5%
High School	18	13.3%
District 75	15	11.1%
Other	7	5.2%

RECOMMENDATIONS

Over the last five years, the DOE has overburdened school psychologists with job responsibilities unrelated to their profession's core responsibilities of intervention, counseling, and assessment. The DOE must take immediate action to reduce the burden on school psychologists and provide better and timely services to children with special needs.

The Public Advocate Recommends that the New York City Department of Education:

Re-distribute Special Education Case Management Responsibilities Equally Among Members of the IEP Team

In 2003, the DOE reassigned 969 educational evaluators from school-based support teams (SBSTs) to the classroom and shifted the responsibilities of case management, educational evaluations of students in special education or those referred to special education, and social history updates for students already in special education to the school psychologists. To relieve some of the burden on school psychologists, the DOE should distribute the responsibilities of case management equally among the three

⁷⁰ The Public Advocate's Office received 99 responses to the question on borough of employment from 97 different school psychologists. Three school psychologists skipped the question, and two worked in multiple boroughs (two each).

⁷¹ The Public Advocate's Office received 135 responses to the question on type of school from 99 different school psychologists. One school psychologist skipped the question, and 25 indicated that they worked in multiple school types (15 psychologists worked in two different school types, nine in three different school types, and one in four different school types).

members of the school-based IEP team members—school psychologist, school social worker, and IEP teacher—rather than assigning them strictly to the school psychologists. The DOE should hire more school social workers to facilitate this change.

Hire More School Psychologists

The DOE has failed to increase the number of school psychologists working in the school system despite a 51-percent increase in the number of students receiving special education services and a 43-percent increase in the number of schools citywide since the psychologist staffing levels were last set in 1988. The DOE should ensure that there is at least one school psychologist for every school in the city except for those schools with small student populations. While the city budget has tightened significantly during the past year due to the economic downturn, the DOE should seek additional federal funds through the Individuals with Disabilities Education Act (IDEA) to increase school psychologist staffing levels. Currently, IDEA funds more than 45 percent of the cost of school psychologists.

Furthermore, the DOE must respond to increases in the special education population by ensuring that there are enough school psychologists to effectively and efficiently perform their job. To accomplish this, the DOE should peg the number of school psychologists in the system to the overall number of students in special education and the number of schools in the system.

Hiring more school psychologists and reducing the burden on current school psychologists could result in a cost savings for the school system. As noted in the recent report by Council on Great City Schools (CGCS), it is possible that students with emotional and behavioral issues are over-referred to District 75. Decreasing the burden on school psychologists would help free up valuable time that could be spent working with students with behavioral and emotional issues in their community schools, thus avoiding costly placements in District 75.

Re-Assign School Psychologists and School Social Workers in the Absent Teacher Reserve who are Rated Satisfactory or Above to the Schools

There are currently 28 school psychologists and 58 school social workers on the DOE's Absent Teacher Reserve (ATR). All 28 of the school psychologists and 55 of the 58 school social worker have an employee review rating of satisfactory or above but are currently working as substitute or temporary teachers instead of in their respective fields of expertise. The DOE should make it a priority to move these school psychologists and school social workers from the ATR to schools where they can apply their skills as psychologists and social workers and help reduce the burden on overworked school psychologists.

Shift Responsibility for the Evaluation and Placement of the "Turning 5" Population to the CSEs or ISCs.

Prior to the 2007 reorganization, the Committees on Special Education were responsible for the evaluation and placement of children with special needs aging into the school system from pre-school special education. The 2007 reorganization shifted this responsibility for the Turning 5 population from the CSEs to the school psychologists. This responsibility should be shifted to the borough-based Integrated Service Centers or

back to the CSEs in order for school psychologists to devote more time to students currently enrolled in their schools.

The Public Advocate's Office Recommends that the New York State Legislature:

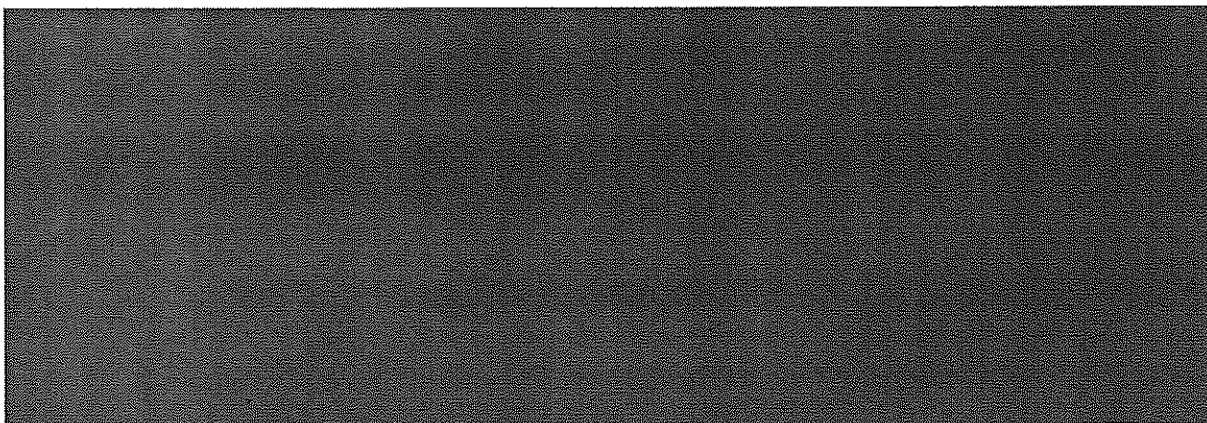
Give the Independent Budget Office Oversight of the DOE's Management of Special Education

In recent years, the DOE has failed to provide the public with adequate information regarding special education services in New York City. To date, the DOE has failed to comply with the Public Advocate's Freedom of Information Request (FOIL) submitted on June 28, 2007 for a number of special education indicators disaggregated by district despite public statements by the DOE that this information is readily available.⁷²

In September 2008, the Public Advocate's Commission on School Governance recommended in its final report that the New York State Legislature vote to reauthorize the Mayor's control over the New York City school system but with significant improvements. One of the Commission recommendations is for the legislature to grant the city's Independent Budget Office (IBO) the authority to monitor the DOE and provide reliable statistics to the public.

The Public Advocate's Office fully agrees with this recommendation to address the DOE's failure to provide reliable information to the public. If the legislature does grant oversight authority, the IBO should pay particular attention to the DOE's administration of special education in New York City, including, but not limited to, the workloads and effectiveness of school psychologists.

⁷² Statement by Michael Best, DOE General Counsel, before the New York City Council Education Committee, 9/16/06.



Review of the Organizational Structure and Staffing Levels of the Anchorage School District

Submitted by the
Council of the Great City Schools



6/25/2012

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ACKNOWLEDGMENTS

The Council of the Great City Schools thanks the many individuals who contributed to this project to examine the organizational structure, staffing, and operations of the Anchorage School District. Their efforts were critical to our ability to present the district with the best possible proposals.

First, we thank Superintendent Carol Comeau. Her leadership over the last dozen years has added immensely to the improvement of the Anchorage School District and the quality of education it provides. She has left a lasting mark. Thank you.

Second, we thank the Anchorage school board for its initiation and support of this project and its patience as the report was being written.

Third, we thank the staff members of the Anchorage School District, who provided all the time, documents, and data that the Council needed in order to do its work. Their openness and enthusiasm were critical to our understanding of the issues faced by the Anchorage public school system.

Fourth, we thank the many individuals, groups, organizations, and associations with which we met. Our only regret is that we were unable to meet with everyone whom we know had something valuable to contribute.

Fifth, the Council thanks the school districts and organizations that contributed staff members to this effort. They included the Bridgeport, Houston, and Los Angeles school districts. The enthusiasm and generosity of these school districts serve as further examples of how the nation's urban public school systems are working together to help each other improve student performance.

Finally, I thank Robert Carlson, the Council's Director of Management Services, for his leadership in organizing and guiding the review team. This was a very complicated effort to put together and he did it perfectly. And I thank David Koch, consultant to the Council and former Chief Administrative Officer of the Los Angeles Unified School District, who pulled together everyone's findings and recommendations, and did the initial drafting of the report. Thank you.

Michael Casserly
Executive Director
Council of the Great City Schools

Review of the Organizational Structure and Staffing Levels of the Anchorage School District June 2012

CHAPTER 1. OVERVIEW OF THE ANCHORAGE SCHOOL DISTRICT

The Anchorage School District (ASD) is one of the 100 largest public school systems in the nation, serving a diverse enrollment of about 48,000 students or roughly 38 percent of the state total. It is a unique urban district that is spread across a large and often suburban and rural area and is located in a sparsely populated state.

The school district is governed by the seven-member Anchorage School Board, which determines policy to guide the district. Each member serves for three years, with terms staggered so that at least one seat is up for election every year. The board works with the superintendent, who is widely respected in Anchorage and across the nation.

The school district itself has a highly mobile (27 percent mobility rate) student population that moves between urban and rural settings. The district serves some 5,400 students who speak over 90 languages, many of which are unique to the state. The five most common languages other than English are Spanish, Hmong, Samoan, Filipino, and Yup'ik.

In addition, approximately 48.1 percent of the school system's enrollment is White, 12.6 percent are multi-ethnic, 10.2 percent are Asian American, 9.9 percent are Hispanic, 9.0 percent are Alaska Native or Native American, 6.3 percent are African American, and 4.0 percent are Native Hawaiian or other Pacific Islander. (See exhibit 1 below.)

According to the district's most recent data, 41 percent of the district's students are eligible for the National School Lunch Program (NSLP) (35.3 percent free and 5.5 percent reduced-price lunch), about 11 percent are English language learners, and some 14 percent have an Individualized Education Plan (IEP).

The Anchorage School District operates 99 schools (61 elementary schools, 10 middle schools, eight high schools, eight charter schools, and 12 alternative schools) and employs more than 3,500 teachers. Parts of this report deal in more depth with the numbers of teachers and other staff in the district.

Moreover, according to data from the National Center for Educational Statistics (NCES), the average school in Anchorage enrolled 498 students in 2009-2010, compared with an average school enrollment statewide of only 198 students (excluding Anchorage) and an average of 520 in the Great City Schools.¹ The average school nationwide enrolled approximately 480 students. (exhibit 1).

¹ This statistic includes all schools—elementary, middle, and high.

Exhibit 1. Comparison of Anchorage, Alaska Excluding Anchorage, Alaska, Council of the Great City Schools (CGCS), All Schools in the Nation Excluding CGCS, and All Schools in the Nation, 2008-09^{2,3}

	Anchorage	Alaska Excluding Anchorage	Alaska	CGCS	Nation Excluding CGCS	Nation
Enrollment	48,828	82,833	131,661	6,942,791	42,868,363	49,811,154
% American Indian / Alaska Native	9.0%	31.5%	23.0%	0.3%	1.4%	1.3%
% Asian	10.2%	3.4%	5.9%	3.1%	4.6%	4.9%
% Hispanic	9.9%	3.4%	5.8%	18.4%	20.2%	22.7%
% Black	6.3%	2.3%	3.8%	40.5%	13.6%	16.5%
% White	48.1%	56.3%	53.2%	20.7%	58.3%	52.9%
% Other	16.6%	3.2%	8.2%	1.4%	1.8%	1.8%
% NSLP	36.0%	36.4%	36.2%	70.0%	44.3%	46.1%
% with IEPs	14.2%	13.2%	13.6%	13.7%	12.7%	13.2%
%ELLs	11.1%	11.2%	11.1%	10.5%	8.8%	9.5%
Pupils/Teacher	15.2	17.0	16.3	15.2	15.4	15.5
Schools	98	418	516	11,767	91,928	103,695
Students/School	498	198	255	520	466	480
Spending/Pupil (2008-09 data)	\$15,093	\$20,385	\$18,401	\$13,154	\$12,352	\$12,647

In addition, student achievement in the Anchorage School District has seen modest increases on the state's Standards-Based Assessments (SBA) in some cases and level performance in others (exhibits 2 through 5). For instance, between 2007 and 2012 (preliminary), reading proficiency in the school district has remained largely between about 80 and 85 percent in grades 3 through 10. (See exhibit 2.)

Still, a number of grades (4, 6, 8, and 10) saw percent-proficient declines of four points or more over the same period. Statewide results, which are composed to a large degree of Anchorage's results, showed similar patterns (not shown). In most grades, students in the Anchorage School District outscored students statewide.

² Source for all but IEPs, ELL, and spending: U.S. Department of Education, National Center for Educational Statistics, Common Core of Data, "Public Elementary and Secondary School Universe Survey," 2009-2010.

Source for IEPs, ELLs, and per-pupil spending: U.S. Department of Education, National Center for Educational Statistics (NCES), Common Core of Data, "Public Elementary and Secondary School Universe Survey," 2008-2009 FTE and FIN databases—the latest year available for those data.

³ Data in exhibit 2 will differ from data on enrollment by race and ethnic group presented on page 6 because they come from different sources and different years. Data on page 6 come from ASD for the most recent school year.

Exhibit 2. Percentage of Students in the Anchorage School District Proficient in Reading on the SBA by Grade, 2007 to 2012 (Preliminary)

	2007	2008	2009	2010	2011	Preliminary 2012
Grade 3	83.1%	80.9%	80.7%	82.7%	84.3%	84.7%
Grade 4	83.8	84.0	78.5	81.2	75.9	79.5
Grade 5	86.4	85.1	81.6	84.5	81.0	83.7
Grade 6	84.8	84.5	79.2	81.1	76.8	79.9
Grade 7	84.1	84.0	81.1	85.5	80.3	81.0
Grade 8	88.4	86.3	82.0	85.5	83.1	82.4
Grade 9	85.3	86.6	80.7	85.2	82.1	83.8
Grade 10	86.0	82.9	84.8	80.1	75.0	79.1
Grades 3-10	85.3%	84.3%	81.0%	83.2%	79.8%	81.8%

In writing, proficiency levels have remained largely between about 75 and 82 percent in grades 3 through 10 between 2007 and 2012 (preliminary). (See exhibit 3.) Statewide results, which are composed to a large extent of Anchorage's results, showed similar patterns (not shown) over the same years. In most grades, students in the Anchorage School District outscored students statewide in writing.

Exhibit 3. Percentage of Students in the Anchorage School District Proficient in Writing on the SBA by Grade, 2007 to 2012 (Preliminary)

	2007	2008	2009	2010	2011	Preliminary 2012
Grade 3	80.7%	77.9%	78.3%	78.6%	78.8%	81.6%
Grade 4	81.8	81.9	79.5	81.1	79.6	81.1
Grade 5	79.8	79.0	81.0	78.3	78.8	79.7
Grade 6	78.6	77.7	76.7	75.6	74.2	74.0
Grade 7	73.6	73.7	75.7	74.0	75.3	77.0
Grade 8	77.1	75.4	77.8	74.2	77.6	76.7
Grade 9	76.6	77.3	78.4	75.5	75.9	75.0
Grade 10	80.3	76.6	78.8	74.6	75.3	73.5
Grades 3-10	78.5%	77.4%	78.3%	76.5%	77.0%	77.4%

In math, proficiency has dipped somewhat between 2007 and 2012 (preliminary), but overall proficiency rates range from about 65 to around 80 percent, depending on the grade.⁴ Overall scores in grades 3 through 10 declined from 75.8 percent in 2007 to about 71.4 percent in 2012 (preliminary). (See exhibit 4.) Statewide results, which are composed to a large extent of Anchorage's results, showed similar patterns (not shown) over the same years. Still, in most grades, students in the Anchorage School District outscored students statewide in math.

⁴ The school district's mathematics program in grades k-8 was the subject of a major review by the Council of the Great City Schools in 2011.

Exhibit 4. Percentage of Students in the Anchorage School District Proficient in Math on the SBA by Grade, 2007 to 2012 (Preliminary)

	2007	2008	2009	2010	2011	Preliminary 2012
Grade 3	81.5%	78.9%	77.0%	81.0%	76.9%	79.2%
Grade 4	77.4	76.9	75.0	77.3	78.4	77.2
Grade 5	80.2	77.5	73.5	77.8	73.6	74.6
Grade 6	78.7	77.3	71.8	76.8	71.4	72.6
Grade 7	72.8	70.8	67.5	69.7	69.9	68.0
Grade 8	74.4	68.9	65.8	69.8	66.5	69.2
Grade 9	69.6	70.2	62.7	66.1	60.6	64.7
Grade 10	72.7	65.9	71.2	64.0	64.7	64.2
Grades 3-10	75.8%	73.3%	70.6%	73.0%	70.4%	71.4%

In science, proficiency has increased between 2008 and 2012 (preliminary), and overall proficiency rates range from about 54 to around 66 percent, depending on the grade. Overall, science scores in grades 4, 8, and 10 improved from 55.0 percent in 2008 to 59.9 percent in 2012 (preliminary). (See exhibit 5.) Statewide results, which are composed to a large extent by Anchorage's results, showed similar patterns (not shown) over the same years. Still, students in the Anchorage School District outscored students statewide in science in all grades tested.

Exhibit 5. Percentage of Students in the Anchorage School District Proficient in Science on the SBA by Grade, 2007 to 2012 (Preliminary)

	2007	2008	2009	2010	2011	Preliminary 2012
Grade 4	NA	49.2%	45.4%	50.9%	50.8%	53.5%
Grade 8	NA	53.5	58.6	60.8	59.8	60.5
Grade 10	NA	62.5	67.9	67.1	68.9	66.3
Grade 4, 8, 10	NA	55.0%	57.0%	59.4%	59.4%	59.9%

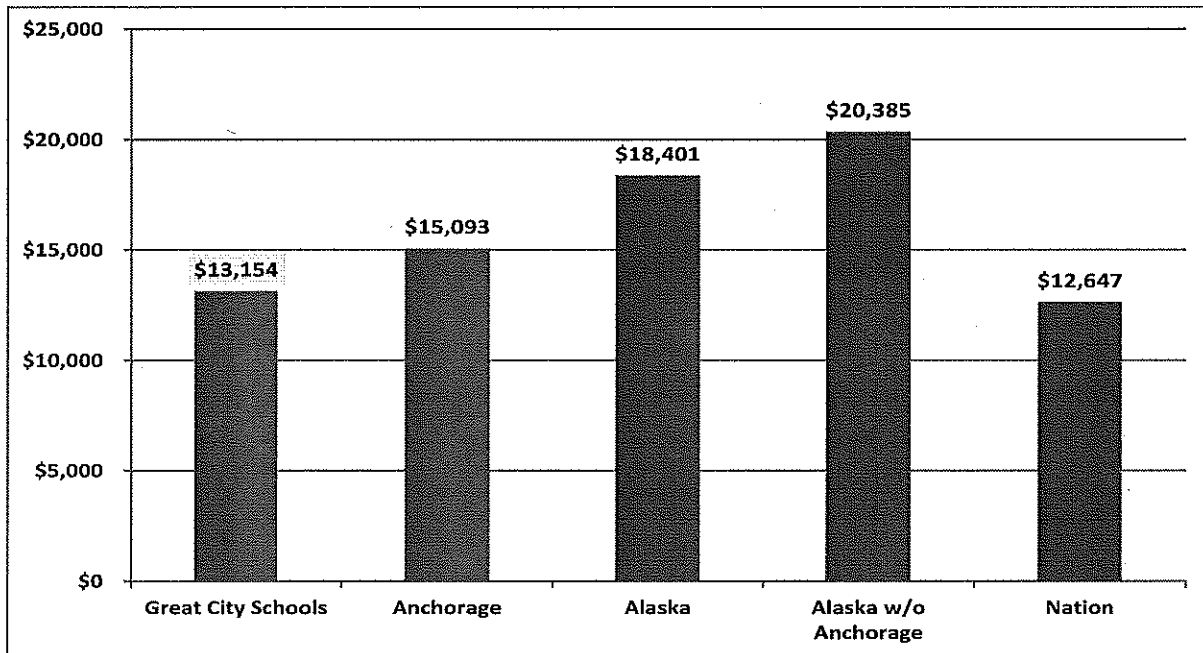
Anchorage does not participate in the Trial Urban District Assessment (TUDA) of the National Assessment of Educational Progress, (although it has always expressed interest in doing so), but Alaska's statewide scores on NAEP in 2011 suggest that Anchorage might score around the national average on NAEP if it participated in TUDA, placing it at a performance level comparable to Charlotte-Mecklenburg and Austin and well above the average urban school system nationwide.

Finally, the Council team used the latest available finance data (2008-09) from the National Center for Educational Statistics to look at the district's overall spending level, compared with state and Great City School averages.

The data indicate that Anchorage spends \$15,093 per pupil, an amount that is above the amount spent by the median Great City School district, \$13,154 per pupil. The national spending rate per pupil in 2008-09 was \$12,647.

Still, the spending level in Anchorage was \$5,247 per pupil below the statewide average of \$18,401. The difference between the city and the state is even greater when one takes Anchorage out of the statewide averages. In this case, the statewide spending level was \$20,385 per pupil, a level that was over \$7,231 greater per-pupil than the amount in Anchorage. Put another way, Anchorage's spending level actually lowers the average statewide expenditure by \$1,984 per pupil. (See exhibit 6.)

Exhibit 6. Expenditures per Pupil in Anchorage, Compared with the State, the Great City Schools, and the Nation, 2008-09



A Look Back and Transitions

The Last Dozen Years

The Anchorage School District will be undergoing a substantial transition on July 1, 2012, as Carol Comeau, the school system's superintendent since 2000 will be retiring. Comeau has worked in the Anchorage public schools since 1974, having served as an aide, a teacher, a principal, the executive director of elementary education, the assistant superintendent for instruction, and acting superintendent before being named permanent superintendent 12 years ago.

Over the course of those dozen years, the school district made a number of important strides. The narrative below lists some of those accomplishments—

Increased Graduation Rates

The school district made important strides in increasing its high school graduation rates, whether using the old or new calculation methods. (See exhibits 7a and 7b.) The district has also actively

lobbied the state legislature to increase the compulsory attendance age to 18 or a high school diploma, but the legislation has yet to pass.

Exhibit 7a. Trends in the Anchorage School District Graduation Rates—Old Method

2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
62.80%	59.59%	62.21%	63.02%	64.26%	70.01%	69.71%	NA

Exhibit 7b. Trends in the Anchorage School District Graduation Rates—New Method⁵

2003-04	2004-05	2005-06	2006-07	2007-08	2008-09	2009-10	2010-11
NA	NA	NA	NA	NA	NA	71.04%	72.14

Initiated and Implemented Alaska Studies Course

The school district also implemented a one-semester (0.5 credit) Alaska studies course in 2001 as a graduation requirement for high school students at the junior or senior level. The state of Alaska adopted the same requirement in 2004.

Partnered with Tribal Council

Since 2001, the ASD has been collaborating more effectively with the Cook Inlet Tribal Council on major education initiatives for Alaska Native students. Currently, efforts are underway to review all strategies that support Alaska Native students in ASD and various community agencies.

Created Elementary Counseling Initiative

The school district also implemented a model prevention/intervention program to provide behavior management strategies and tools for all principals, teachers, and support staff in the elementary schools. Moreover, schoolwide disciplinary plans were developed using data-driven strategies to reduce out-of-school suspensions and address serious behavior problems in grades K-2.

Revised Anti-discrimination and Harassment Policies

ASD also revised its anti-harassment and discrimination policy to add the words “sexual orientation.” The School Board approved the change to ensure that all students and staff were safe in ASD schools and that bullying, discrimination, and harassment were not tolerated.

⁵ In the 2010-11 school year, the state changed its methodology for calculating graduation rates. The new four-year rate is calculated by dividing the number of all students in the cohort population who receive a regular diploma in four years or less by the end of the 2010-11 school year by the number of first-time ninth graders in the fall 2007 (starting cohort) plus students who transfer in (minus the number who transfer out, emigrate, or die) during school years 2007-08, 2008-09, 2009-10, and 2010-11.

Conducted a Curriculum Audit and Implemented a Six-Year Instructional Plan

In 2001, the leadership of ASD asked Phi Delta Kappa to conduct a curriculum audit that recommended that the district develop a six-year instructional plan. The six-year plan was developed and adopted by the school board, and is now ready to be updated and folded into the district's strategic initiative to implement the Common Core Standards. The district is in the process of aligning its curriculum with the Common Core Standards and is currently engaged in a comprehensive review of ASD's K-8 math curriculum and graduation requirements.

Closed all Community Schools

Due to substantial budget cuts from state and local revenue sources, ASD eliminated its 21 community schools.

Developed a Community Budget Process

The leadership of the school district initiated a series of community-budget review teams and public forums to assess ASD's budgetary needs and constraints as a fiscally dependent school district. These forums have been used in different formats over the past 12 years.

Initiated a Capital-Request Advisory Committee

In 2000, district leadership began an outreach effort to include citizens from all parts of the district in developing the school system's capital improvement plan, its potential bond proposals, and other aspects of the district's facilities. Additional ongoing reviews compare the adequacy of ASD facilities with educational program requirements, and the committee has been renamed the Capital Improvement Advisory Committee.

Upgraded Facilities

The school district successfully remodeled nine schools, replaced three schools with completely new facilities on the same sites, and built and opened three additional schools. Additionally, ASD opened six charter schools in leased facilities, and closed one charter school in the past 12 years. Recently, the voters passed a \$59 million bond issue.

Improved Emergency Preparedness

A 2003 audit of the ASD's security and emergency preparedness system led to the establishment of a new department tasked with leading all safety and emergency preparedness efforts. ASD has 22 shelters established at various parts of the district and has been incorporated into the municipality's emergency preparedness planning to allow for students and staff to "shelter in place" up to 72 hours in the case of earthquake, wildfire, or other major emergency. Crisis planning and drills are also done regularly. The district has also instituted an emergency notification system using software and "robo calling" to alert parents of emergencies, snow or ice day closures, or school events.

Broadened School Choice and Innovation Programs

The district's leadership opened its first International Baccalaureate Program at West Anchorage High School in 2004, and increased the number of public school choice options available to students. ASD now has a number of language immersion programs (K-12 Spanish, Russian, Japanese, and K-8 Chinese, and K-8 German), Back to Basics, Open Optional, Montessori, Seminar Schools based on Paedeia principles, and a Career Center. The district also has created numerous alternatives for at-risk students and two Newcomers' Programs for newly arrived English language learners.

Established a Low-Power Radio Station at Mirror Lake Middle School

The district's first low-power radio station was begun in 2004 as an outgrowth of a mentorship and school business partnership with TV and radio pioneer Augie Hebert and local NBC and CBS affiliates.

Instituted a School Resource Officer Program with the Anchorage Police Department

In the mid-2000s, the ASD and the Anchorage Police Department launched the School Resource Officer program in the district's eight comprehensive high schools, and one Title I middle school. Some 18 uniformed police officers serve over 94 schools. They focus on prevention and intervention and have increased school safety and served as role models to students. Program activities focus on truancy, drug/alcohol/tobacco issues, cybercrime, bullying, Internet safety, dating violence, and many other issues. A public safety course was added at the King Career Center as a result of increased interest in law enforcement careers.

Banned the Sale of Soda and Junk Food at Schools and School Offices

In 2006-07, the School Board adopted a wellness policy that resulted in the banning of the sale of soda and junk food at schools. In addition, physical education and health specialists were added to elementary schools to provide additional planning time and to enhance wellness, health, and physical activity.

Implemented Social and Emotional Learning (SEL)

In 2006-07, ASD implemented Social and Emotional Learning as part of the district's six-year instructional plan spanning FY07 to FY12. The district's leadership formed a collaborative partnership with the national group CASEL (Collaborative for Academic and Social Emotional Learning) as part of the initiative. The ASD has been recognized nationally for its work with Social Emotional Learning and has formed strong collaborations with Austin and Cleveland school districts to expand the work.

Strengthened Girls' Hockey and Flag Football Programs

After being found out of compliance with Title IX, ASD expanded its extracurricular activities for girls, including adding girls' hockey and flag football.

Consolidated Most Administrative Functions in the Education Center

ASD moved its main administrative operations into a converted shopping mall in northeast Anchorage, consolidating almost all district administrative and support functions, improving communications and collaboration, and improving customer service for families, community, and staff.

Instituted Cultural Days of Significance (2007-08)

In 2007-08, the district implemented School Board Policy 350.2, which established Scheduling Procedures for Cultural Dates of Significance. This policy allows students to participate in religious activities during the year and ensures that scheduling is not in conflict with “high holy days” of the Christian, Jewish, and Islamic faiths.

Major School Calendar Change

The ASD Board adopted a major calendar change after a yearlong community outreach process that moved the starting date for school back two weeks, so the first semester ends prior to the winter break and allows two additional weeks of instruction prior to testing.

Established the Anchorage Schools Foundation

In 2008, ASD established the Anchorage Schools Foundation to provide grants to teachers and other school staff to enhance their educational programs. The program is part of the ASD’s annual Charitable Giving Campaign.

Began the Districtwide Recycling Program

In 2008-09, ASD established mixed-paper recycling at 95 schools and five administrative buildings. Mixed paper represents the bulk of the district’s recyclable material, constituting hundreds of tons each year.

Implemented STEP UP and Continuation Programs

The ASD School Board directed the school system to develop programs for students who had long-term suspensions or expulsions for drug and alcohol offenses and for non-firearm-related offenses. The district worked collaboratively with various youth-related agencies to put these programs in place. Students work individually with certificated teachers and receive counseling and support from juvenile probation and community counseling personnel while continuing their education. Once they have met requirements for reinstatement in a regular school or program, they can apply to the School Board for consideration. This program allowed students to continue their education while being removed from the regular school setting because of violations of school district policies.

Strengthened Community and Parent Outreach and Engagement

Due to the district’s increasing diversity, the administration has hired cultural liaisons to assist parents and students in navigating the large and complex school district. Liaisons have been hired from the Hmong, Hispanic, Filipino, Samoan, and Yup’ik communities. ASD also partners

in the statewide Language Interpreter Center, and works collaboratively with the municipality's Homeless Coalition to find housing and school supplies for the community's growing homeless population. Additionally, Catholic Social Services' Refugee and Immigration Assistance program is a strong partner in transitioning refugees and immigrants into the community and school district. In 2006-2008, ASD established a multi-agency Newcomer Center at William Tyson Elementary School to accommodate a large influx of Hmong refugees from Thailand and Laos.

Instituted an Electronic Student Information System

Ongoing efforts to inform parents of their children's progress in school and to provide better information to school staff led to ASD's implementation of the Zangle student information system. Parents and students now have 24-hour access to grades, attendance, assignments, etc. The program fosters better communication with teachers and families. In addition, the district is moving to online registration for the 2013-14 school year.

Expanded Preschool Pilot Programs

The district has participated in a state-funded pre-K pilot program. In addition, a number of Title I schools have used their Title I funding to add pre-K programs. ASD has become a strong proponent of pre-K, but current state funding restrictions do not allow expansion beyond the pilot program.

Initiated Major Career and Technical Education Programs

ASD has been a long-standing advocate of rigorous career and technical education programs. In 2006, the district received major state funding to begin its first Construction Academy. The program served as the model for the state and became a strong partnership with labor, the state of Alaska, the homebuilders association, and the school district. In addition, the School Board directed the administration to expand career and technical education offerings in all high schools and middle schools. Summer school programs were added and quickly filled, demonstrating a desire for these courses, as well as for the more traditional college prep curriculum. ASD's last two successful bond packages included renovations to accommodate the career and technical education courses.

Formed Partnership with U.S. Army Alaska and U. S. Air Force at JBER (2010-12)

In 2010-11, ASD formed a partnership to improve citizenship and broaden students' educational experience by exposing them to positive role models, active parental involvement, tutoring, unit sponsorship, and mentorship. The program was developed under the direction of U.S. Army Alaska Commander Major General Raymond Palumbo, Joint Base Elmendorf-Richardson Commander Col. Robert Evans, and ASD Superintendent Carol Comeau. ASD actively supported legislation for Alaska to join the Military Compact, and the superintendent was appointed to the Alaska Council for Military Children by the governor and honored for her advocacy.

Adopted a Concussion Management Plan

In the fall of 2011, the Anchorage School District adopted an aggressive concussion management plan and became a model for the state. In order to participate in sports, all middle and high school athletes are required to have baseline testing once in middle school and again in high school.

Launched Response to Instruction Initiative

ASD launched its districtwide response to instruction (RTI) initiative this current school year (2011-12) after many years of piloting various parts of the program. All elementary schools are focusing on literacy this year, along with two middle schools and two high schools. Next year, the plan will encompass K-12 in literacy and in the following years math will be brought into the RTI universal screening and progress-monitoring system.

Launched the Common Core State Standards (2011-12)

On the superintendent's recommendation, the Anchorage School Board adopted the Common Core State Standards in the 2011-12 school year. The intention is to coordinate with districts in the Council of the Great City Schools to benefit from joint common professional development, assessments, and conference opportunities. The district's curriculum and assessments will be aligned with the common core in the future and merged with the district's RTI efforts.

Improved Labor Relations

The Anchorage School District has eight unions and one exempt group. The district has successfully negotiated multiyear contracts with all of its unions over the past 12 years and, in many cases, ASD has extended contracts early due to excellent labor relations. This collaboration has persisted even in the face of budget cuts.

Improved Business Management

Finally, ASD's business-related functions have coordinated with the Council of the Great City Schools' Key Performance Indicators (KPIs) project as a way of addressing ongoing community concerns about the costs of support functions. In addition, ASD's Business Management Office has received praise for assisting other districts throughout the state and the state itself with financial matters. ASD has moved to having self-insurance health benefits and a risk management program, which together have allowed them to better manage costs while providing excellent service. The district has established dedicated equipment replacement funds, a dedicated capital maintenance fund to lessen the need for bonding some major maintenance costs, and a capital reserve fund to protect the district's share of the bond rating for the Municipality of Anchorage.

A New Era

As is clear from the previous section, much has been accomplished over the past 12 years. The school district produces higher student achievement, its operating systems and finances are in better shape, and its standing in the community is much stronger now than when Carol Comeau was first named superintendent.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

Still, there is much to be done as Jim Browder takes the helm of the school system and works to build on this legacy. The school board has committed to implementing the new common core standards—something that the district will have to do without much assistance from the state, which has yet to adopt them. This will require a substantial upgrading of the school system's curriculum, its professional development, its instructional materials, its interim assessment systems, and the like. The new common core will also require the district to rethink how it differentiates its instruction, how it defines RTI, and how it builds capacity in a school system that has traditionally operated with considerable site-based discretion. The district will also need to revisit the reading and math programs it has had in place for some years. Finally, the instructional work ahead will also involve sustaining the district's reform efforts in order to accelerate gains in student achievement.

The instructional challenges ahead constitute only one step on the district's road forward. The school board was prophetic in asking the Council of the Great City Schools to look at the district's organizational structure, staffing levels, resource deployment, and operating systems at this time of transition. While progress has been made over the last several years in addressing such operating issues as risk management, capitol maintenance, health benefits, and the like, some of the district's organizational structure and operating systems need to be refashioned and modernized to facilitate the work ahead.

As the school district moves forward on its instructional reforms and faces continued financial strain, now is precisely the right time to build on the foundation that has been laid and to ask how well the school district is positioned as it marches into the future with its new superintendent and school board leadership.

This report attempts to give the school board and the new superintendent a high-level overview of its organization, staffing, resource deployment, and operations. Unfortunately, the report could not look at everything that the school board and the new superintendent may want to know. And the report may not look at everything at the depth that the leadership may eventually want to examine. Still, the report should give the leadership a broad overview of a series of important issues from which it can build.

The citizens of Anchorage have every reason to be optimistic about their public schools. Their school system has a strong new leader, very good staff, and a clear direction forward. There is little reason to think that the community's schools can't be the best big city school system in the nation.

CHAPTER 2. GOALS AND PURPOSES OF THE PROJECT

The Board of Education of the Anchorage School District and Carol Comeau, Superintendent, requested that the Council of the Great City Schools (CGCS) provide a high-level management review of the district's organizational structure, staffing levels, resource usage, and operations. Specifically, they requested that the Council⁶—

- Review and evaluate the organization and management structure of the Anchorage School District.
- Examine overall staffing levels in major district functional areas and departments to see how they compare with other major school systems.
- Assess broad use of financial resources to determine whether they were generally aligned with the district's instructional priorities.
- Identify major operational issues to see if there were opportunities for improvement moving forward.
- Develop recommendations that would help the Anchorage School District optimize its administrative structure and operations to achieve greater operational efficiencies, effectiveness, and sustainability.

In response to this request, the Council assembled a Strategic Support Team (the team) of senior executives with extensive management and instructional experience from other major city school systems across the country. The team was composed of the following individuals: (Attachment B provides brief biographical sketches of team members.)

Michael Casserly, Project Director
Executive Director
Council of the Great City Schools

Robert Carlson, Project Coordinator
Director, Management Services
Council of the Great City Schools

David Koch, Principal Investigator
Chief Administrative Officer (Retired)
Los Angeles Unified School District

⁶ The Council has conducted nearly 220 instructional, management, and operational reviews in some 50 big-city school districts over the last dozen years. The reports generated by these reviews are often critical, but they also have been the foundation for improving the operations, organization, instruction, and management of many urban school systems nationally. In other cases, the reports are complimentary and form the basis for identifying "best practices" for other urban school systems to replicate. (Attachment E lists the reviews that the Council has conducted.)

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

Ann Best
Chief Human Resources Officer
Houston Independent School District

Dan Cochran
Chief Human Resources Officer (Retired)
Broward County Schools

Mike Contompasis
Superintendent and Chief Operating Officer (Retired)
Boston Public Schools

Judy Elliott
Former Chief Academic Officer
Los Angeles Unified School District

Kenneth Gotsch
Former Chief Financial Officer
Chicago Public Schools

Donald Kennedy
Interim Chief Operations Officer
Bridgeport Public Schools

Shahryar Khazei
Deputy Chief Information Officer
Los Angeles Unified School District

Frederick Schmitt
Chief Financial Officer (Retired)
Norfolk Public Schools

Tom Ryan
Chief Information Officer (Retired)
Albuquerque Public Schools

Ricki Price-Baugh
Director, Academic Achievement
Council of the Great City Schools

Arnold Viramontes
Chief Technology Officer
Houston Independent School District

The team conducted fieldwork for the project during a four-day site visit to Alaska on February 14-17, 2012. The general schedule for the site visit is described below.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

On the first day of the site visit, the team met with the superintendent and the chief financial officer to better understand their expectations and objectives for the review and to make last-minute adjustments to the agenda. The team used the next two days of its site visit to conduct interviews with key staff members and examine documents and data. The complete lists of individuals interviewed and materials reviewed are presented in Attachments C and D.⁷ The final day of the visit was devoted to synthesizing and refining the team's findings and recommendations.

The Council sent the draft of this document to each of the team members for their review in order to ensure that the report accurately reflected their findings and to obtain their concurrence with the final recommendations. This report contains recommendations designed by the team to help the district's leadership identify opportunities for strengthening the organizational, administrative, and operational efficiency and effectiveness of the Anchorage school system.

This approach to providing technical assistance, peer reviews, and support to urban school districts working to improve student achievement and operational effectiveness is unique to the Council of the Great City Schools and its members, and the process has proven to be effective for a number of reasons.

First, the approach allows the superintendent to work directly with talented, experienced practitioners from other urban school systems that have established track records of performance and improvement. No one can claim that these individuals do not know what working in a large school system like Anchorage means.

Second, the recommendations developed by these peer teams have validity because the individuals who develop them have faced many of the same problems now encountered by the school system requesting a Council review. Team members are aware of the challenges faced by urban schools, and their strategies have been tested under the most rigorous conditions.

Third, using senior urban school managers from other communities is faster and less expensive than retaining a large management consulting firm. It does not take team members long to determine what is going on in a district. This rapid learning curve permits reviews that are faster and less expensive than could be secured from experts who are not as well-versed on how urban school systems work.

Fourth, the reports generated from this process are often more hard-hitting and pointed than what school systems often get when hiring a consulting business that may pull their punches because of the desire for repeat business. For the Council teams, this work is not a business (and most members of the team are not compensated), it is a mission to help improve public education in the country's major school systems.

⁷ The Council's reports are based on interviews with district staff and others, a review of documents, observations of operations, and professional judgment. The teams conducting the interviews must rely on the willingness of those interviewed to be truthful and forthcoming but cannot always judge the accuracy of statements made by interviewees.

Finally, the teams comprise a pool of expertise that a school system such as Anchorage can use to implement report recommendations or develop further plans and strategies. The Council would be pleased to put this team and others at the disposal of the new superintendent as he works to implement recommendations and pursue other reforms.

Contents of This Report

This report is made up of eight chapters. The first chapter is an introduction and overview of the district, its recent accomplishments, and major challenges. This, the second chapter, describes the goals of the project, lays out the process involved, and presents who was involved. The third chapter summarizes the broad organizational features of the school system and presents the team's general observations about that structure. The fourth chapter presents broad staffing-level data drawn from two data sources and describes the team's observations about those staffing patterns. The fifth chapter contains an analysis of how the district deploys its resources in broad spending categories and presents a number of observations. The sixth chapter presents a number of instructional and operational issues that the new leadership might want to look at moving forward. The seventh chapter presents a series of recommendations and proposals for building on what the district has already accomplished in these areas. And the eighth and final chapter discusses the team's overall observations, synthesizes results, and presents next steps.

The appendices of the report include:

- Attachment A. Technical notations and definitions of staffing and expenditure categories used by the National Center for Educational Statistics.
- Attachment B. Biographical sketches of members of the Strategic Support Team who participated in this project.
- Attachment C. A list of documents reviewed by the Strategic Support Team.
- Attachment D. A list of individuals the Strategic Support Team interviewed during its site visit, either individually or in groups.
- Attachment E. A short description of the Council of the Great City Schools and a list of the Strategic Support Teams the organization has fielded over the last 12 years.

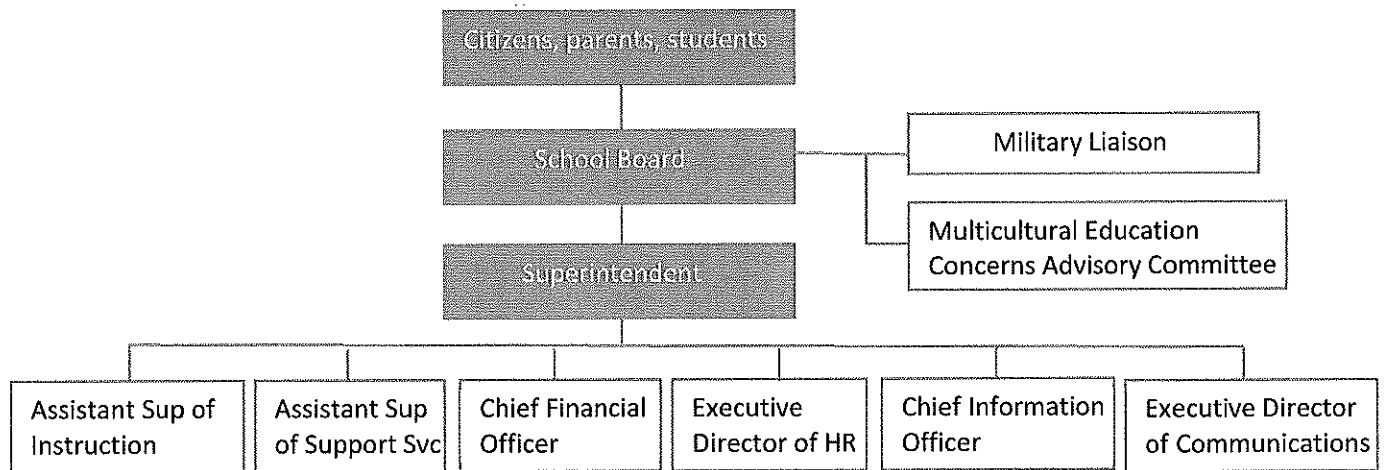
CHAPTER 3. ORGANIZATIONAL STRUCTURE

This chapter examines the broad organizational structure of the Anchorage School District and makes a number of broad observations about it. The chapter is followed by sections on staffing levels, resource deployment, and operations. A series of recommendations follow.

Overview of General Organization

Overall, the Anchorage School District is organized in similar ways to other major city school systems across the nation (see exhibit 8).

Exhibit 8. General Organizational Structure of the Anchorage School District



- Citizens, parents, and students are acknowledged up front in the district’s organizational chart as the owners and stakeholders of the Anchorage public schools.
- Reporting to the elected school board are a military liaison and an advisory committee on multicultural education concerns.
- The school board is responsible for naming and evaluating the district superintendent, who reports directly and regularly to the board.
- The organizational chart does not show either a general counsel (a function that is currently provided externally) or an internal audit function. These functions in other districts are often shown as reporting to either the school board or the superintendent. After its site visit, the team was told that the district is setting up an internal audit function in conjunction with the city. In addition, the organizational chart does not show its board support staff, although the board has one person who handles its scheduling and record keeping, and the chart does not show its student advisory board.
- The superintendent has six direct reports with line responsibilities: an assistant superintendent for support services, an assistant superintendent for instruction, a chief

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

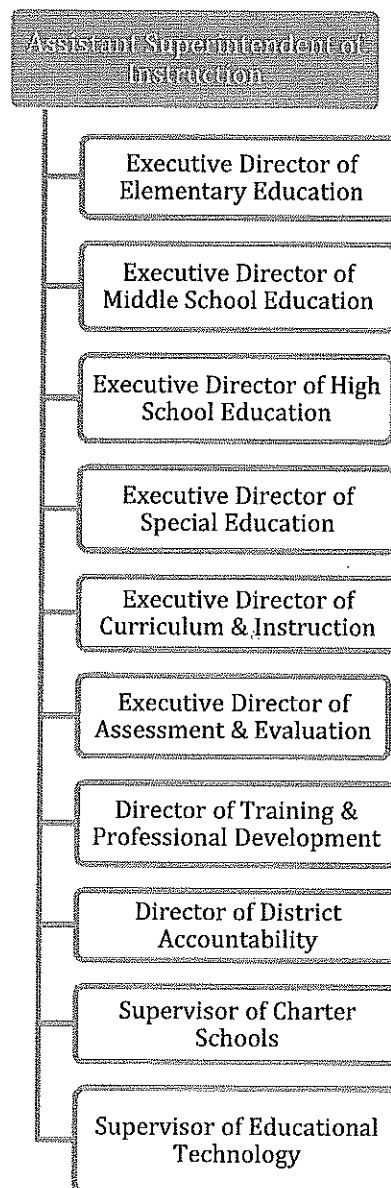
financial officer, an executive director of human resources, a chief information officer, and an executive director of communications.

- The span of control under the superintendent is similar to that in other major school systems, except there are inconsistent position titles (i.e., assistant superintendents, chiefs, and executive directors) among individuals at the same level of responsibility.

Instructional Department

Under the superintendent is an assistant superintendent of instruction with broad responsibilities for academic performance and a wide span of control (see exhibit 9).

Exhibit 9. Organizational Structure of the Instructional Department



Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- The Assistant Superintendent for Instruction has 10 direct line reports: an executive director for elementary education, an executive director for middle schools, an executive director for high schools, an executive director for special education, an executive director for curriculum and instruction, an executive director for assessment and evaluation, a director of training and professional development, a director of district accountability, a supervisor of charter schools, and a supervisor of educational technology.
- Executive directors, directors, and supervisors are at the same level on the organizational chart under the assistant superintendent for instruction.
- No one in the instructional unit has specific or explicit responsibility solely for parent relations.
- The ASD has no regional structure, despite its large geographic spread, like many other large urban school systems have. (The Council generally considers this lack of regional structure to be a positive feature of ASD's organization.)
- The ASD has no consent decrees or other governing situations that might affect its instructional or operating structure. For example, some districts under court order have had their ELL or special education offices removed from district operation, which can affect staffing patterns.

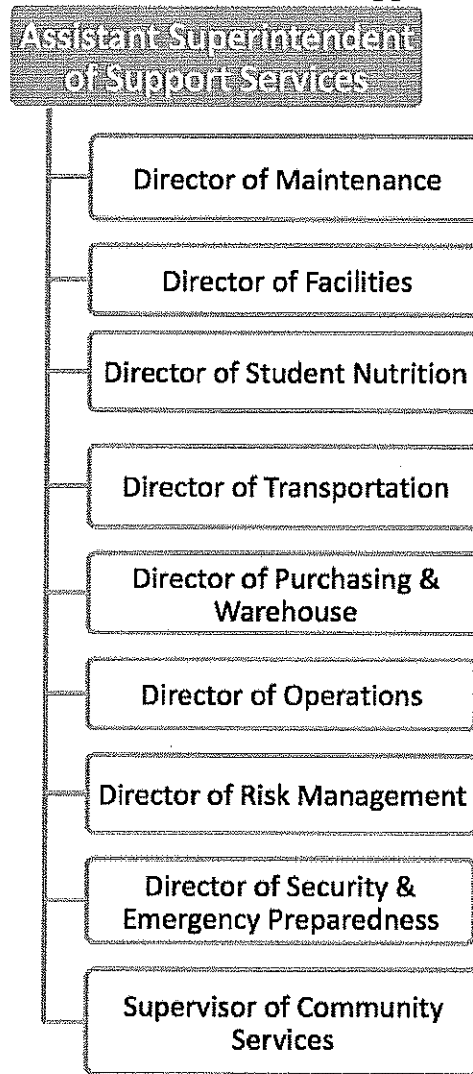
Support Services

- The assistant superintendent for support services has broad responsibilities for operations and a wide span of control (see exhibit 10).
- The assistant superintendent for support services has nine direct line reports: a director of maintenance, a director of facilities, a director of student nutrition, a director of transportation, a director of purchasing and warehouse, a director of operations, a director of risk management, a director of security and emergency preparedness, and a director of community services.
- Of the eight other districts that the Council used to compare ASD in this report, the Anchorage school district had the third smallest number of schools, which might affect staffing patterns, maintenance costs, and other variables presented in this report.
- There are several units in the support services division with potentially overlapping facilities responsibilities, including –
 - The maintenance department, which includes skilled crafts, is organized into three satellite offices: project management, regulatory personnel, and a group responsible for grounds (grass cutting and snow removal) and contracting.
 - The facilities department with construction and project managers, and a demographer.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- The operations department with custodial supervisors and security and recycling specialists.
- The community services department with a building rental unit and the Education Center plant operator

Exhibit 10. Organizational Structure of the Support Services Department



Financial Services

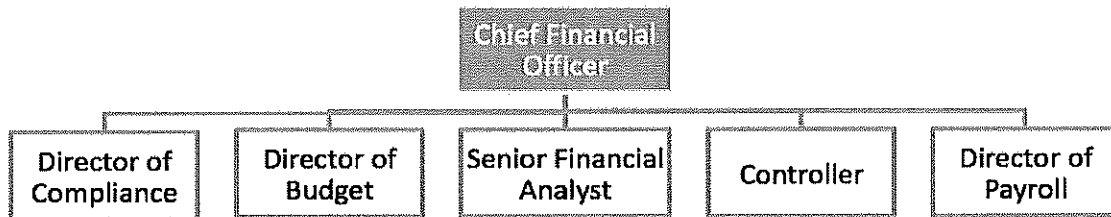
Also under the superintendent is a chief financial officer (CFO), with a narrower span of control than the assistant superintendents for instruction or support services. The CFO's span of control is limited to accounting, budgeting, and payroll functions.

- The chief financial officer has five direct line reports: a director of compliance, a budget director, a senior financial analyst, a controller, and a director of payroll. (See exhibit 11.)

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- The ASD is financially dependent on its general purpose unit of government for local revenues, which affects its staffing pattern, organizational structure, and revenue stream.
- The district must also go to the voters for approval of its facilities revenues, which also affects staffing patterns and spending patterns.

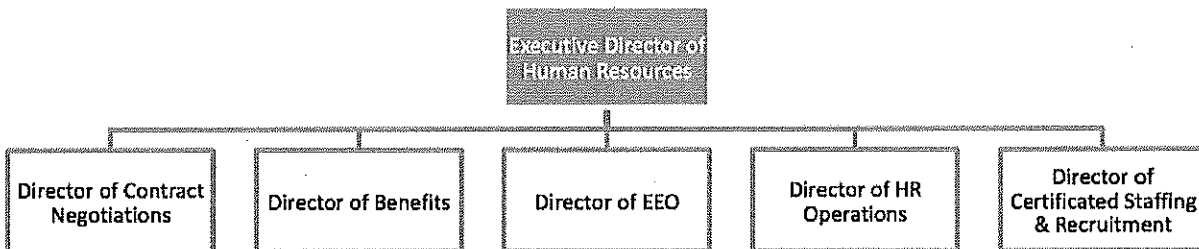
Exhibit 11. Organizational Structure of the Office of the Chief Financial Officer



Human Resources

Also under the superintendent is an executive director for human resources (see exhibit 12.)

Exhibit 12. Organizational Structure of the Human Resources Department



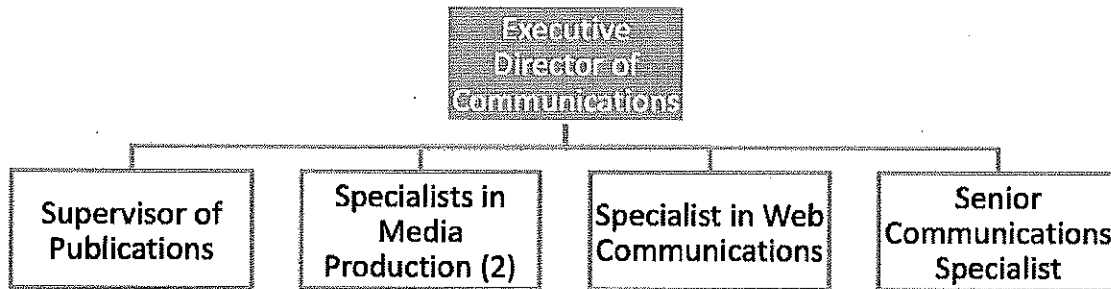
- The executive director of human resources has five direct line reports: a director of contract administration, a director of benefits, a director of EEO, a director of human resource operations, and a director of certificated staffing and recruitment.

Communications Office

Moreover, an executive director of communications reports to the superintendent. The executive director has five direct line reports. (See exhibit 13.)

- The communications office was the subject of a previous review by the Council of the Great City Schools and was not a major focus of this study.
- The Executive Director of Communications for the Anchorage School District has five direct line reports: a supervisor of publications, two specialists in media production, a specialist in web productions, and a senior communications specialist

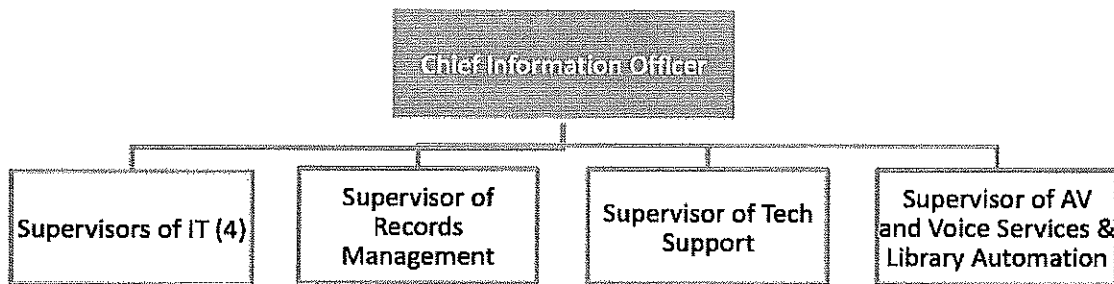
Exhibit 13. Organizational Structure of the Communications Office



Information Technology Office

Finally, under the superintendent is the chief information officer with seven reports, including four IT supervisors, a supervisor of records management, a supervisor of tech support, and a supervisor of AV and voice services and library automation. (See exhibit 14.)

Exhibit 14. Organizational Structure of the Office of the Chief Information Officer



General Findings

The district's organizational structure is similar to those of other major school districts, has remained somewhat static for a number of years, and has not been modernized to reflect best practices or to affect greater efficiency and effectiveness. For example –

- Many units have remained unchanged in spite of changing conditions and demands.
- The instructional division has been organized in the same way for quite a number of years, and most staff members do not know the rationale for why functions are organized like they are. Most staff who were interviewed did not remember any other structure.
- Some organizational changes have been made to accommodate budgetary reductions rather than modifying the unit's role and responsibilities to align with available resources. Evidence of this is seen when the district conducts across the board budget reductions.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Some units have reorganized in response to managerial attrition rather than district needs.
- Some individual units appear to be somewhat understaffed while others appear to be somewhat overstaffed. (See chapter 4.)
- The team noted a number of functions that were fragmented throughout the organization, including risk management, facilities, grants administration, and compliance.
- The team noted a number of overlapping functions and responsibilities in the organization, including Help Desks, instructional materials purchases, and some support services to schools.

The district organization contains some inconsistent spans of control, some functional misalignments, and inconsistent job titles among staff at the same level. For example –

- The assistant superintendents of instruction and of support services have spans of control that are too wide to allow adequate staff oversight, while the chief financial officer (CFO) has a very limited one. However, this difference in spans of control is not necessarily a problem because the offices have varying responsibilities.
- There are about the same number of students with disabilities as there are English language learners (ELLs), yet the ELL office is managed by a supervisor while special education (SPED) is headed by an executive director. In addition, the district has numbers of Alaskan Native and Native American children that are comparable to the district's numbers of ELLs, but staff responsibilities are on a different level.
- The purchasing function is not part of the CFO's organization, and the health and medical self-insurance funds are not part of the risk management department.
- Direct reports to the superintendent with comparable responsibilities included titles of assistant superintendent, chief, and executive director.

There is no districtwide approach to job classifications, and compensation and many job descriptions appear to be out of date or staffing is uneven.

- The facilities (construction) department had been leaderless for some time when the team made its site visit, and the unit has been reorganized to reflect existing staff rather than to meet organizational needs. However, because much of this unit is not supported by a regular stream of general funds, the department is hard to staff and sustain programmatically.
- The security and emergency preparedness director has no line authority and must rely on personal relationships to execute his functions.
- The new director of compliance position appears to be underutilized.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Financial units are not appropriately staffed for the most effective delivery of financial services. For example –
 - The CFO is not doing strategic work because he appears to be bogged down in staff-level tasks.
 - The controller is doing accounting work and not operating at a managerial level.
 - The payroll staff is working too much overtime because not enough staff members are assigned to the function.
- There is a lack of consistency of job titles in the financial area below the line managers.

External communications are concentrated with the superintendent. For example–

- There is no intergovernmental relations function other than the superintendent, although it is strongly supported by key staff. This leadership by the superintendent in intergovernmental relations is partly due to the superintendent's personal preference and skills rather than organizational design, but the ongoing practice may have set an expectation among state and federal legislators that this would continue.
- Outreach to the business community rests mainly with the superintendent, although senior staff, the communications department, and principals also play a strong roll in interacting with the business community.

Discussion

The organizational structure of the Anchorage School District is similar to that of other major city school systems across the country. It has a traditionally elected school board, a superintendent appointed by that board, and staff reporting to the superintendent with responsibilities for instruction, operations, finance and budget, information technology, and communications. However, the district also has a number of other features that might affect staffing patterns, spending, and organizational structure. Those include its small number of schools for a district its size, its financial dependency on city hall, and its need to seek voter approval for facilities upgrades. Still, the district has a straightforward and functional structure that needs modernizing and rethinking, but is generally organized to address its major priorities and responsibilities.

CHAPTER 4. STAFFING LEVELS

This chapter presents the Council's Strategic Support Team analysis of overall district staffing levels. It seeks to answer questions about whether the Anchorage School District is overstaffed, understaffed, or appropriately staffed, and where. This is an important policy question that urban school districts often fail to ask when they are attempting to increase organizational effectiveness and efficiency or when they are facing budget reductions. And it is an important question to which the new leadership should know the answer.

However, the question is not easy to answer with complete confidence. In attempting to provide the best answer possible, the Council of the Great City Schools relied primarily on data from two differing data sets. The first set of data came from the National Center for Education Statistics (NCES) of the U.S. Department of Education.⁸ Specifically, these data come from the Common Core of Data, a survey conducted by NCES, for 2009-10, the most recent available and published by NCES in 2011 as Revision C NCES report.

The second set of data the Council's team used involved staffing counts in major ASD departments, compared with staffing counts from similar departments in other urban school systems of comparable size and composition.

Districtwide Staffing Levels

The NCES has an extensive array of data on every school district in the nation, including data on staffing levels by personnel category. The Council chose to focus on district-level (LEA) administrators and their support staff, school-based administrators and their support staff, teachers, and total staff members. Each variable is presented on a per-student basis in order to correct for district enrollment size. The variables are defined as follows—

- LEA administrator and support staff: Chief executive officers of education agencies, including superintendents, deputies, associate and assistant superintendents, and other persons with districtwide responsibilities and their support staff members, e.g., business managers, administrative assistants, and professional instructional support staff, but excluding supervisors of instructional or student support staff.
- School administrator and support staff: Staff members whose activities are concerned with directing and managing the operation of a particular school, including principals, assistant principals, and other assistants; and those who supervise school operations, assign duties to staff members, supervise and maintain the records of the school, and coordinate school instructional activities with those of the education agency, including department chairpersons, and their support staff members.

⁸ The Council's initial review of the NCES database indicated a number of significant errors that were the result of the state's misclassification of staffing numbers submitted by ASD for other purposes. The Council asked the school district to reclassify staffing counts into appropriate NCES categories. This reclassification using 2011-12 data for ASD is what is used in this analysis.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Teacher: An individual who provides instruction to pre-kindergarten, kindergarten, grade 1-12, or ungraded classes; or individuals who teach in an environment other than a classroom setting and who maintain daily student attendance records.⁹
- Student: An individual for whom instruction is provided in an elementary or secondary education program that is not an adult education program and is under the jurisdiction of a school, school system, or other education institution.

The National Center for Education Statistics database provides a national bank of staffing figures for 18,439 school districts in the nation. The Council used the data to compare ASD with two “comparison groups”:

- The 65 urban school district members of the Council of the Great City Schools.
- The 537 school districts in the country with enrollments at or above 15,000 students (called the 15K National Group in this report).

The Council also placed its member districts along a single scale composed of all school districts in the nation with enrollments of at least 15,000 in order to determine the position of this smaller urban group in relation to the larger national one. We refer to this as the “Fixed National Ranking Measure” and describe it further on the next page

Finally, the Council compared Anchorage using NCES data with a number of other selected large urban school systems from across the country that were similar to Anchorage in size and composition. The districts chosen were—

- Boston
- Columbus
- Omaha
- Portland
- Seattle
- St. Paul
- Wichita

The analysis of NCES data involved extracting enrollment data, total staffing numbers from the staffing categories reported, total teachers, LEA-level administrators and support staff, and school-based administrators and support staff. The Council then calculated the teachers-to-total staff percentage, the pupils-to-teacher ratio, pupils-to-total staff ratio, and the pupils-to-total-administrator ratio (including LEA administrators and their support staff, and school-based administrators and their support staff ratios).

⁹ The Anchorage School District counts related services staff such as psychologists, social workers, and others as teachers because they are represented in that bargaining unit. However, for the purposes of this analysis, the Council counted these staff members as part of the NCES category for student support staff to increase the accuracy of the comparisons with other school districts.

The Fixed National Ranking Measure

To make the data comparable for each staffing category (in FTEs) across the two comparison groups, the Council first defined an inclusive group of school districts—those with enrollments of at least 15,000 students. This 15K National Group comprised 537 school districts. This group included the 65 urban school district members of the Council of Great City Schools and many additional school districts throughout the country. Then, for each staffing category, the Council calculated a “Fixed National Ranking Measure”: the ranking within that category of each district in the 15K National Group. This is the ranking we use when we plot the data for each staffing category for each of our two comparison groups, and it allows the reader to see (on the x axis of the graphs) where these groups fall in relation to one another.

The rankings were computed such that a rank of number one was always an indicator representing the “best” in that metric. For example, in teachers as a percentage of staff, the highest percentage was ranked number one. In students per teacher, the number one ranking went to the lowest number. All other per-student rankings favored higher numbers (i.e., a higher number of students per staff).

Staffing-Level Results

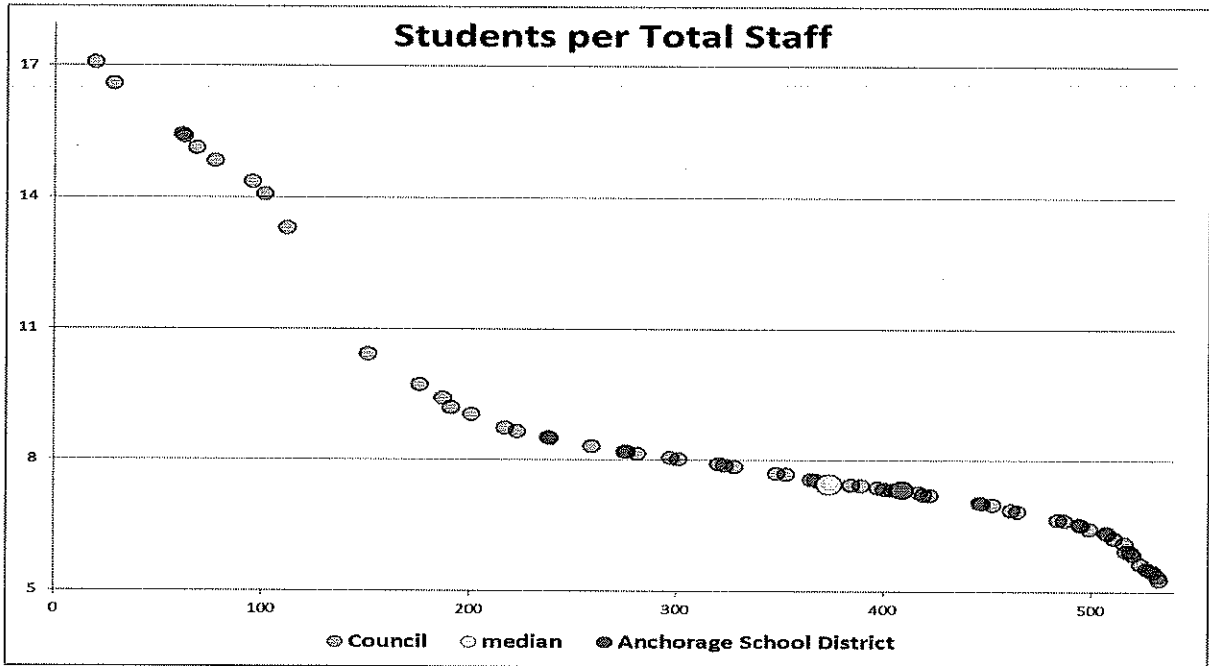
Exhibit 15, dealing with the ratio of students per total staff members (including teachers), shows that Anchorage’s total staffing levels were about the same as the median of the Great City School districts but slightly higher than the median of districts with at least 15,000 students:

- ASD: One staff member for every 7.31 students, ranking at 409 out of the 537 school districts in the 15K National Group. (The higher the ranking, the larger the total staff.)
- Median of the Great City Schools: One staff member for every 7.43 students, ranking at 374 out of the 537 districts (Exhibit 15).
- Median of the 537 school districts in the 15K National Group: One staff member for every 8.22 students, placing it at 269 of 537.

Exhibit 16, dealing with the ratio of students per teacher, shows that Anchorage’s teacher staffing level was the same as the median of the Great City School districts and somewhat higher than districts with at least 15,000 students nationally:

- ASD: One teacher for every 15.24 students, ranking at 196 out of the 537 school districts in the 15K National Group. (The higher the ranking, the larger the student teacher ratio.)
- Median of the Great City Schools: One teacher for every 15.24 students, ranking at 199 out of the 537 schools.
- Median of the 537 school districts in the 15K National Group: One teacher for every 16.08 students, ranking at the median of 269th.

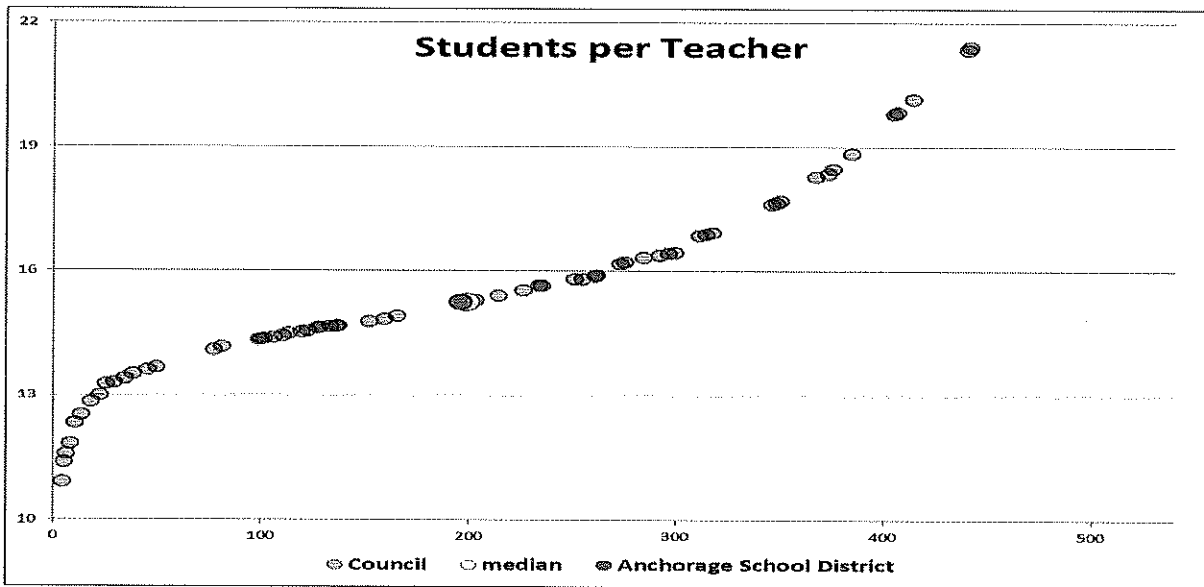
Exhibit 15. Students-to-Total Staff Ratio in the Anchorage School District and the Great City Schools*



Y-axis=Number of students-to-total staff. X-axis=Ranking in relation to the 15K National Group.

* Anchorage has 7.31 students per staff member; the Great City Schools median is 7.43 students per staff member.

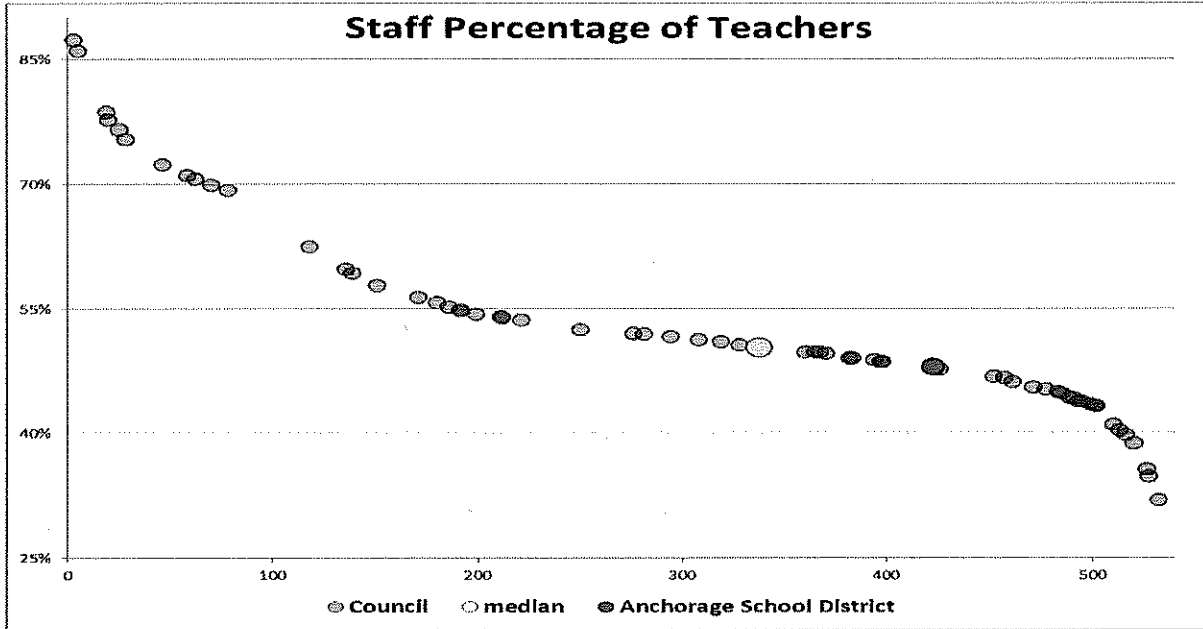
Exhibit 16. Students- to-Teacher Ratio in the Anchorage School District and the Great City Schools*



Y-axis=Number of students-to-total teachers. X-axis=Ranking in relation to the 15K National Group.

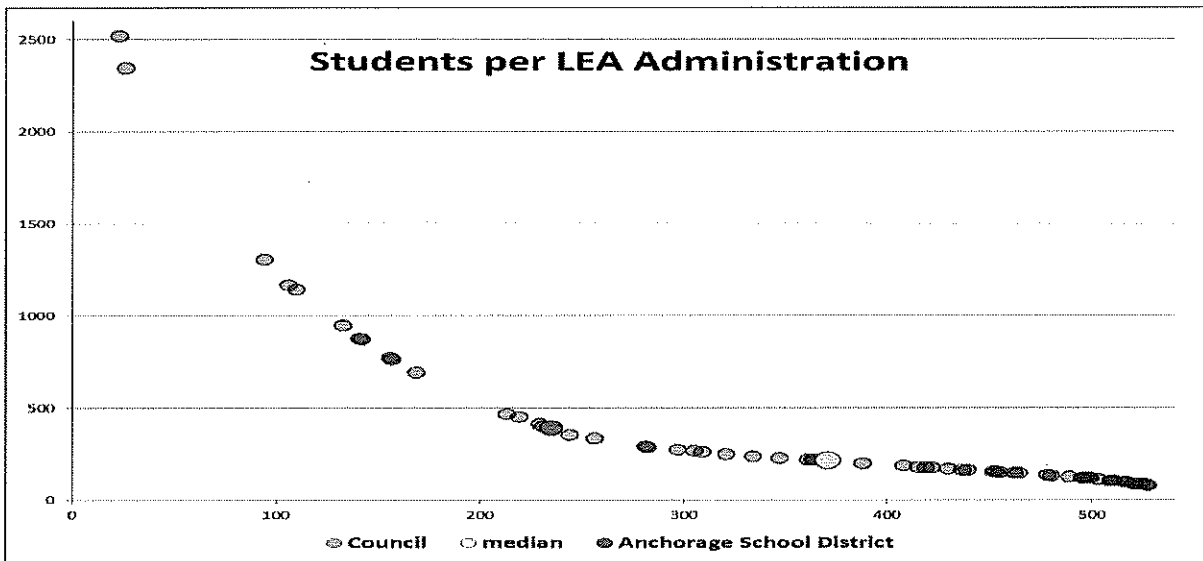
* Anchorage has 15.24 students per teacher; the Great City Schools median is 15.24 students per teacher.

Exhibit 17. Teachers as a Percentage of Total Staff in the Anchorage School District and the Great City Schools*



Y-axis=Teachers as percentage of total staff. X-axis=Ranking in relation to the 15K National Group.
 * Some 47.95 percent of staff in Anchorage are teachers; 50.24 percent of staff in the Great City Schools are teachers.

Exhibit 18. Students per District Administrator or Support Staff Member in the Anchorage School District and the Great City Schools*



Y-axis=Number of students per LEA administrator. X-axis=Ranking in relation to the 15K National Group.
 * Anchorage has 387.52 students per district administrator and support staff; the Great City Schools median is 210.77 students per district administrator and support staff.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

Exhibit 17, comparing the percentage of all staff members who were teachers, shows that teachers made up a somewhat smaller percentage of Anchorage's total staff than the median Great City School district and the median of districts with at least 15,000 students:

- ASD: 47.95 percent of staff members were teachers, for a rank of 423.¹⁰ (The higher the ranking number, the lower the number of teachers in proportion to total staff members.)
- Median of the Great City Schools: 50.24 percent of total staff members were teachers, for a rank of 338.
- Median of the 537 school districts in the 15K National Group: 52.19 percent of total staff members were teachers, ranking at the median of 269.

Exhibit 18 deals with the ratio of students per district-level administrator and support staff, and shows that Anchorage's district-level administration and support levels were lower than district administration and support levels of the medians of both the Great City School districts and districts with at least 15,000 students:

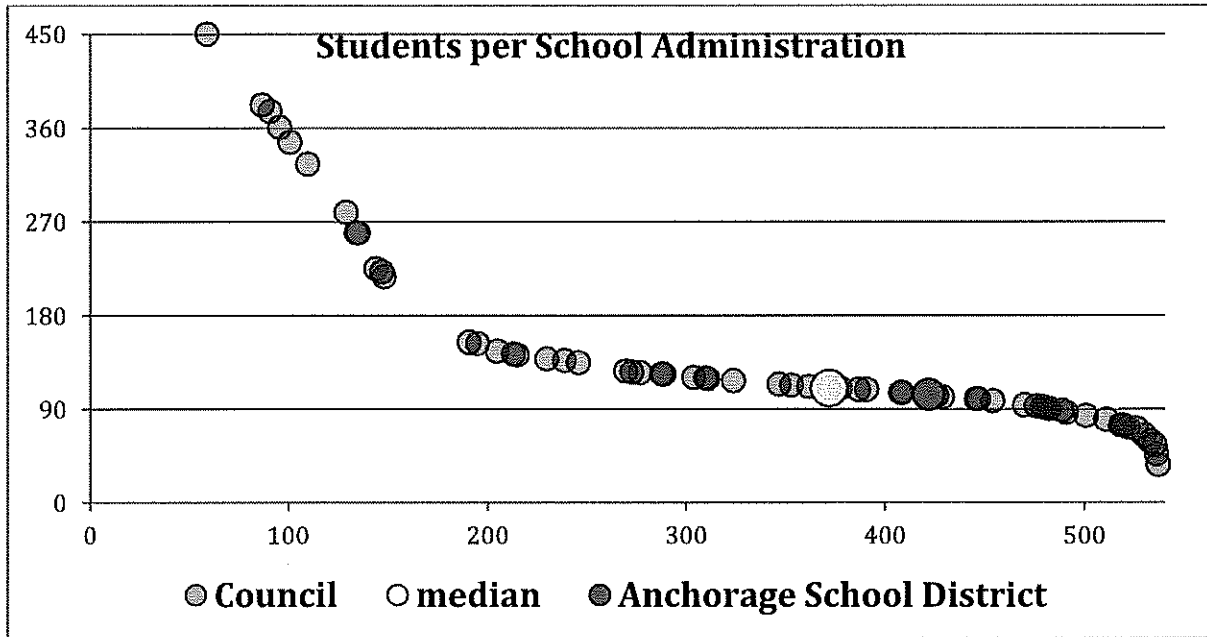
- ASD: One district administrator or support staff member for every 387.52 students, for a ranking of 235 among all 537 school districts with at least 15,000 students.
- Median of the Great City Schools: One district-level administrator or support staff member for every 210.77 students, for a ranking of 371.
- Median of the 537 school districts in the 15K National Group: One district-level administrator or support staff member for every 310.28 students, ranking at the median of 269.

Exhibit 19 compares the ratio of students per school-level administrator and support staff and shows that Anchorage had somewhat higher levels of school-level administration and support staff than did the median Great City Schools district and the median of districts with at least 15,000 students:

- ASD: One school-level administrator or support staff member for every 104.11 students, for a ranking of 422 among all 537 school districts with at least 15,000 students.
- Median of the Great City Schools: One school-level administrator or support staff member for every 110.46 students, for a ranking of 372.
- Median of the 537 school districts in the 15K National Group: One school-level administrator or support staff member for every 127.17 students, for the median ranking of 269.

¹⁰ In the reclassification of district staff using NCES categories, the district placed 227 related services staff and itinerant, cross-division, or no division personnel under the teacher classification since they were part of that bargaining unit. That classification would have yielded a percentage of total staff who were teachers of 51.4 percent.

Exhibit 19. Students per School Administrator or Support Staff Member in the Anchorage School District and the Great City Schools*



Y-axis=Number of students per school administrator. X-axis=Ranking in relation to the 15K National Group.
 * Anchorage has 104.11 students per school administrator; the Great City Schools median is 110.46 students per school administrator.

The analysis also entailed using the NCES database to compare staffing levels in Anchorage with those in selected other urban school systems across the country that are similar in size to Anchorage—around 50,000 students. Yet unlike Anchorage, none of these comparison districts are countywide school systems, so the demographic characteristics of this group—a variable that can affect staffing patterns—were often different from the demographic features of Anchorage. The comparison districts were Boston, Columbus, Omaha, Portland (OR), Seattle, St. Paul, and Wichita (exhibit 20).

Exhibit 20. Demographic Characteristics of Comparison Districts

	Anchorage	Boston	Columbus	Omaha
Enrollment	48,828	55,221	52,810	48,692
% Black	6	36	60	31
% Hispanic	10	40	6	27
% ELLs	11	12	10	14
% NSLP	36	76	61	67
	Portland	Seattle	St. Paul	Wichita
Enrollment	45,748	46,522	38,531	48,317
% Black	13	21	30	19
% Hispanic	14	12	14	27
% ELLs	10	9	36	15
% NSLP	43	40	72	70

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

In general, the results of these comparisons showed that Anchorage had:

- An average number of total staff per student among the comparison districts (exhibit 21).
- A lower student-teacher ratio than most comparison districts (exhibit 22).
- An average percentage of the total staff comprised of teachers compared to the other comparison districts (exhibit 23).
- A comparatively low number of district-level administrators and support staff (exhibit 24).
- A comparatively high number of school-based administrators and support staff (exhibit 25).

Exhibit 21. Student-to-Total Staff Ratio in Anchorage and Selected Other School Districts

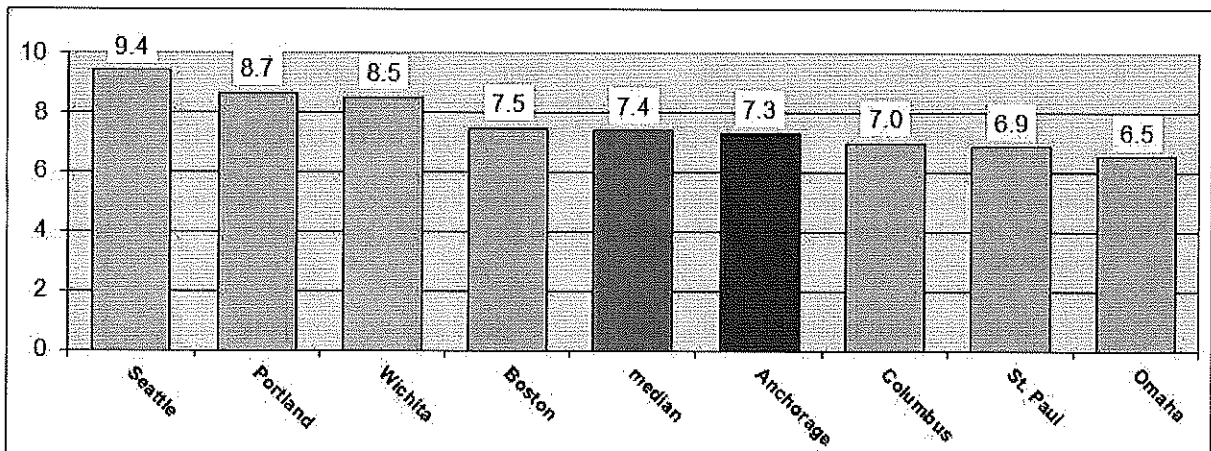


Exhibit 22. Students per Teacher in Anchorage and Selected Other School Districts

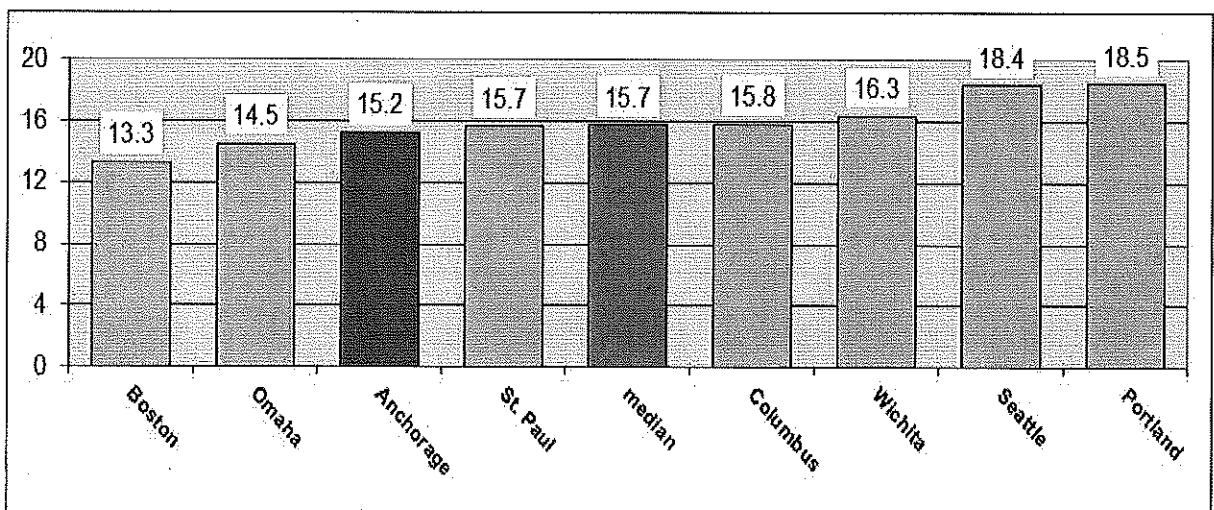


Exhibit 23. Teachers as a Percentage of Total Staff in Anchorage and Selected Other School Districts

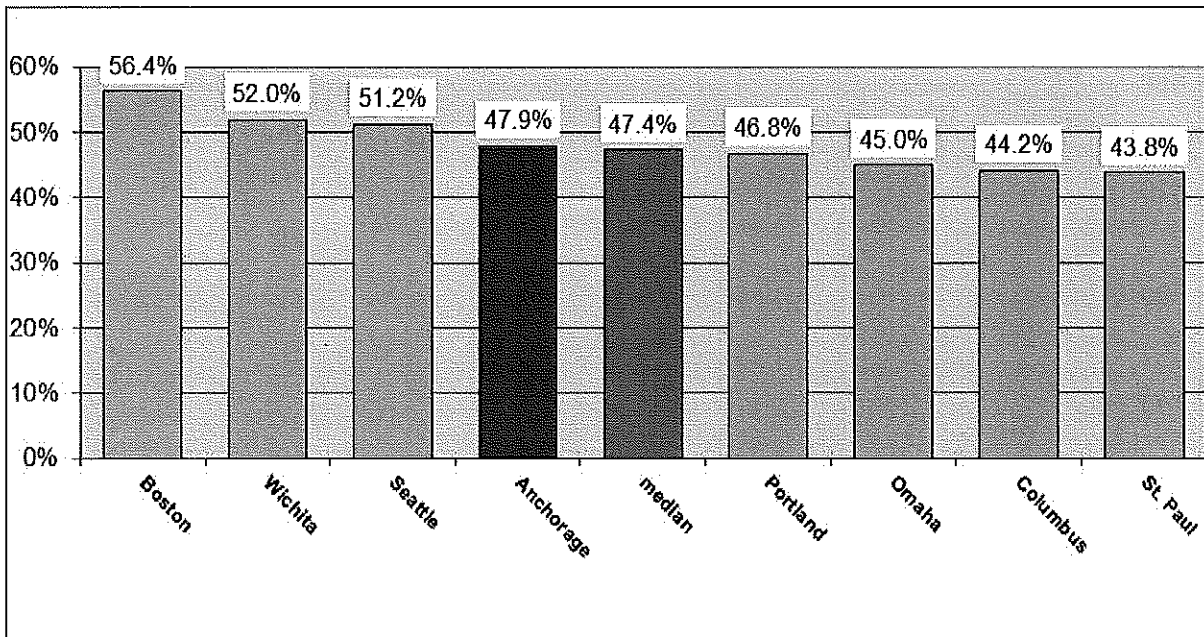


Exhibit 24. Students per District Administrator or Support Staff Member in Anchorage and Selected Other School Districts

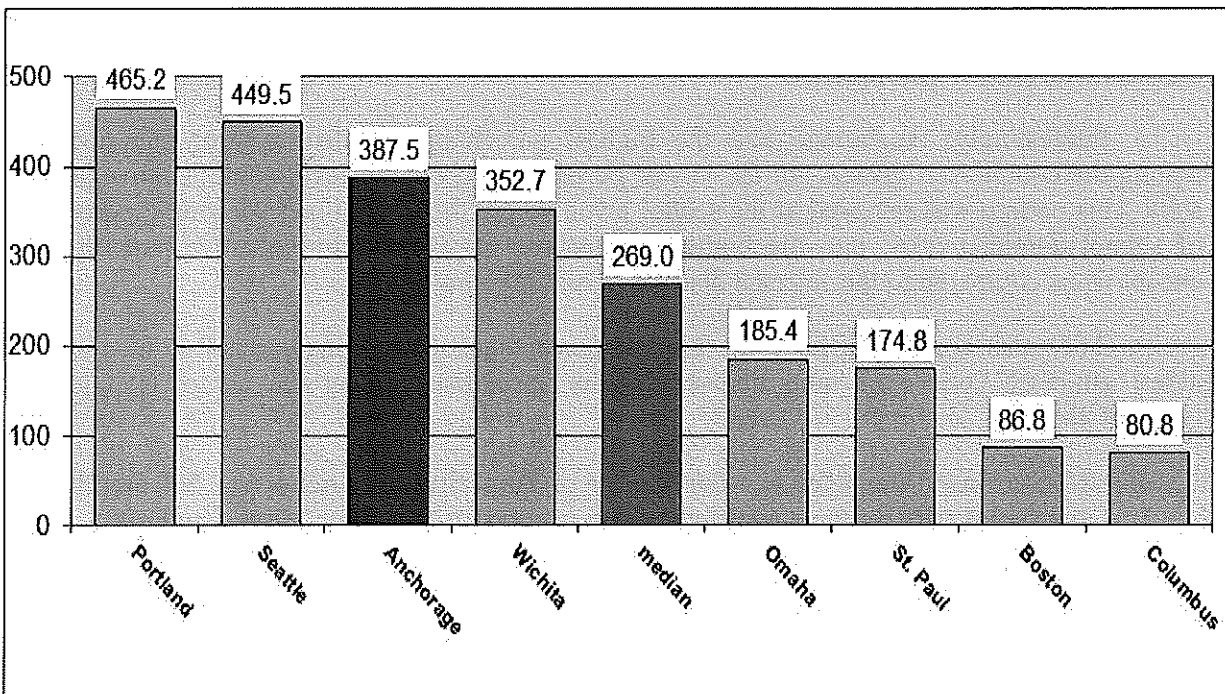
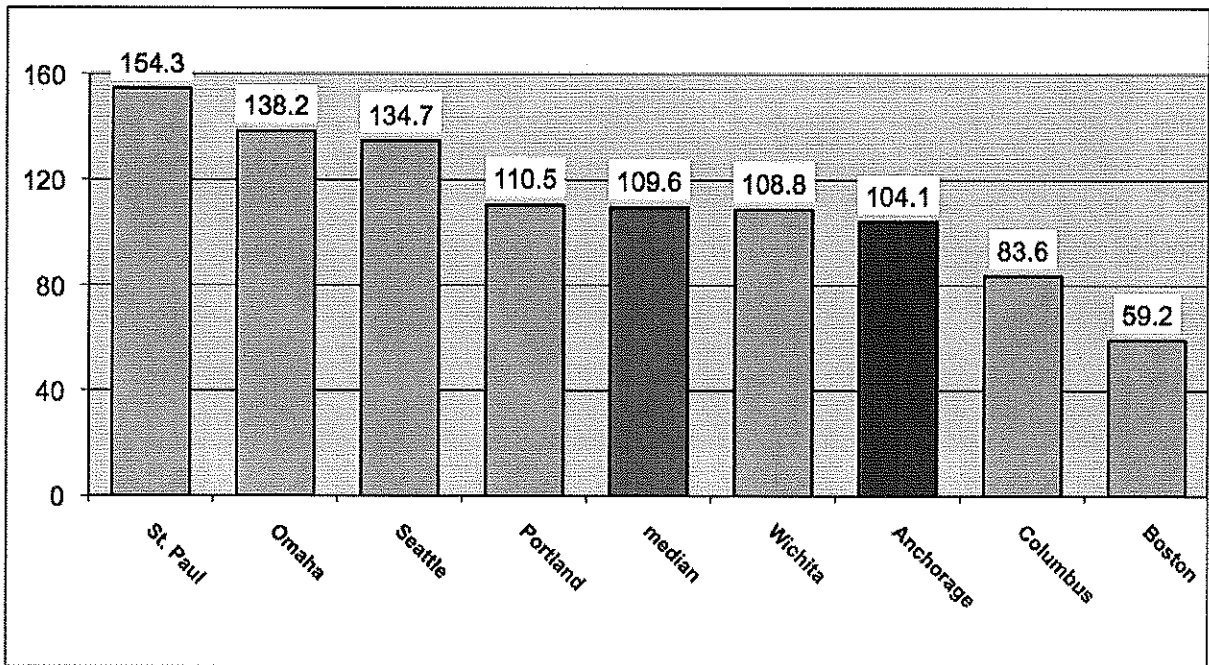


Exhibit 25. Students per School Administrator or Support Staff Member in Anchorage and Selected Other School Districts



Finally, we analyzed the NCES data bank to determine what specific staffing categories contributed most to the patterns seen in the previous exhibits. The data indicated that, while the district had fewer teachers as a percentage of total staff compared with the median Great City School district and the 15K group, its percentage of teachers was on par with the selected districts with similar enrollments.

Interestingly, Anchorage had the highest percentage of district-level administrators among the comparison groups but the lowest percentage of district-level administrative support staff. This pattern was reversed at the school level, where the district had the lowest percentage of school administrators, and the highest percentage of school administrative support staff, except when compared to the selected districts of similar enrollments.

ASD also appears to have the highest percentage of staff categorized as instructional aides, guidance counselors, and librarians/media specialists among the comparison groups. (Exhibit 26.)

Exhibit 26. Staffing Categories as a Percentage of Total Staff in Anchorage, Selected LEAs, the Great City Schools, and School Districts with 15,000 or More Students

	Anchorage	Selected LEAs	Great City Schools	LEAs w/15K+ students
Total teachers	47.95%	47.40%	50.24%	52.19%
Instructional aides	15.31%	13.42%	10.76%	10.75%
Instructional coordinators & supervisors	0.97%	1.70%	0.46%	0.44%
Guidance counselors	2.02%	1.81%	1.67%	1.66%

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

Librarians & media specialists	1.24%	0.80%	0.83%	0.87%
Library & media support	0.58%	0.34%	0.09%	0.18%
LEA administrators	1.35%	1.06%	0.59%	0.68%
LEA administrative support	0.54%	1.65%	2.69%	1.87%
School administrators	2.25%	2.69%	2.69%	2.73%
School administrative support	4.78%	4.88%	3.97%	3.56%
Student support and all support services	23.01%	22.14%	23.40%	21.95%
Total staff	100.0%	100.0%	100.0%	100.0%

Departmental Staffing

The Strategic Support Team also conducted a comparative-staffing analysis (using data from the 2010-11 school year) of critical departments in the peer districts of Boston, Portland, San Francisco, Saint Paul, and Seattle.

First, the Council team looked at staffing for departments of curriculum and instruction. This analysis indicated that ASD had central-office curriculum and instructional staffing levels that was somewhat larger than the selected peer districts. Rough data from this group suggest that these districts had between 52 and 107 central-office staff who were categorized as administrators in departments that included teaching and learning, ELL or ESL programming, special education, early childhood education, elementary/middle/or high school programs, reading/math/science or other subject-area programs, career and technical education, Title I administrators, etc. This translated into a range of between 371 and 875 students per district-level curriculum and instruction department administrator. These counts included research and evaluation department administrators, but did not include staff categorized as support staff or regionally-based administrators, as Anchorage does not have a regional management structure. Anchorage fell on the high end of the range with 103 central-office curriculum and instruction administrators, or 482 students per instructional administrator, compared with a six-district group average of 89 curriculum and instruction administrators (or 534 students per instructional administrator).

In contrast, the following exhibit shows that ASD had a somewhat smaller human resource staff than the average of the six peer districts. (Exhibit 27.)

Exhibit 27. Human Resource Staffing in Anchorage and Selected Other School Districts

School District	Pupil Enrollment	HR Staffing	Pupils per position
Portland	42,758	45.0	950
Seattle	45,507	39.1	1,164
San Francisco	52,457	43.5	1,206
St. Paul	39,681	27.3	1,456
Anchorage	49,596	30.8	1,610
Boston	55,253	32.0	1,727
Peer Average			1,315

Third, the analysis also indicated that ASD had somewhat fewer IT staff than the average of the comparison districts, as displayed below. (Exhibit 28.)

Exhibit 28. IT Staffing on Anchorage and Selected Other School Districts

School District	Pupil Enrollment	IT Staffing	Pupils per position
San Francisco	52,457	107	490
Portland	42,758	72	594
Anchorage	49,596	71	698
St. Paul	39,681	62	640
Boston	55,253	79	699
Seattle	45,507	59	771
Peer Average			678

Fourth, the analysis indicated ASD had a slightly larger budget staff on a per pupil basis than the average of the peer districts, but the overall number was low. (Exhibit 29.)

Exhibit 29. Budget Staffing in Anchorage and Selected Other School Districts

School District	Pupil Enrollment	Budget Staffing	Pupils per position
San Francisco	52,457	15	3,497
Portland	42,758	8	5,345
Seattle	45,507	8	5,688
Anchorage	49,596	6	7,266
Boston	55,253	5	11,051
St. Paul	39,681	2	19,841
Peer Average			8,797

Fifth, the analysis indicated ASD had a smaller payroll staff than the average of the peer districts, as displayed below. (Exhibit 30.)

Exhibit 30. Payroll Staffing in Anchorage and Selected Other School Districts

School District	Pupil Enrollment	Payroll Staffing	Pupils per position
San Francisco	52,457	21	2,498
Seattle	45,507	10	4,551
St. Paul	39,681	8	4,960
Portland	42,758	8.5	5,030
Anchorage	49,596	9	5,511
Boston	55,253	8	6,906
Peer Average			4,789

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

Sixth, the analysis indicated ASD had a smaller accounting staff than the comparison districts, as displayed below. (Exhibit 31.)

Exhibit 31. Accounting Staffing in Anchorage and Selected Other School Districts

School District	Pupil Enrollment	Accounting Staffing	Pupils per position
Portland	42,758	23	1,859
San Francisco	52,457	27	1,943
St. Paul	39,681	19	2,088
Seattle	45,507	16.5	2,758
Anchorage	49,596	15.5	3,200
Boston	55,253	9	6,139
Peer Average			2,760

Finally, the analysis indicated that ASD's procurement staff was the largest among the peer districts, as displayed below. (Exhibit 32.)

Exhibit 32. Procurement Staffing in Anchorage and Selected Other School Districts

School District	Pupil Enrollment	Procurement Staffing	Pupils per position
Anchorage	49,596	18.5	2,681
Portland	42,758	14	3,054
San Francisco	52,457	17	3,085
St. Paul	39,681	6	6,614
Boston	55,253	7	7,893
Seattle	45,507	5.5	8,274
Peer Average			5,256

Discussion

This chapter was written to determine whether the Anchorage School District operated at appropriate staffing levels. We have used federal data sources and departmental data from comparison districts to answer the question. However, the results should be viewed cautiously because (1) there are anomalies in the NCES data, (2) the data lagged two years behind the current school year, (3) the database has little way to take into account the differing needs and unique circumstances of each school district, including Anchorage, and (4) the counts of staff, particularly those in instructional departments can be imprecise because of differing job titles, organizational structure, and a district's priorities. Still, it is possible to draw a number of broad conclusions about staffing levels.

- It appears that the overall staffing levels in Anchorage were generally on par with other Great City School districts and selected districts with similar student enrollments.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- ASD also has a student-to-teacher ratio similar to the median Great City School district and selected comparison districts, but teachers make up a slightly lower percentage of the total staff compared to these groups.
- ASD appeared to have a comparatively lower number of combined district administrators and support staff, but a somewhat higher combined number of school-level administrators and support staff.

The reader should note that the staffing patterns in the Anchorage School District reflect the priorities that its leadership has articulated over the years and the needs of the students the district was serving. In other reviews that the Council has conducted, it was often difficult to square the district's staffing allocations with its priorities and overall theory of action. In Anchorage, however, the staffing patterns are purposeful rather than ad hoc. In other words, they were the result of specific decisions rather than the uneven layering of people over time or the consequence of unexplainable, random, or disconnected hiring decisions across years. Here, staffing reflects a theory of action that is more instructional and site-based in its orientation than one sees in other cities and it reflects leadership decisions to support the social, emotional, and guidance needs of the district's very unique student body. One can see this in the numbers of site-based administrative staff and the numbers of counselors and other student support staff. The latter was clearly the result of decisions to support student needs, particularly among students with disabilities and English language learners. Changes to the overall pattern or level of staffing in the district in the future should be as deliberative as it has been in the past.

CHAPTER 5. RESOURCE DEPLOYMENT

The Council also compared Anchorage's high-level expenditures using the same NCES database that was used in the previous chapter. Yet unlike the previous chapter that used data on the 2009-10 school year, this chapter uses data from the 2008-09 school year because these are the most recent finance data available in the NCES database. The database has data on 16,563 school districts or LEAs, including 534 districts with enrollments of at least 15,000 students, and 65 Great City School districts. The selected comparison districts include the same districts as those in the previous chapter. Exhibits 33 through 38 summarize the expenditure data at the broad functional level.

Exhibit 33. Median Functional Expenditures by Category

Median Expenditures	Anchorage	Selected LEAs	Great City Schools	15K LEAs
Total expenditures per pupil	\$15,093	\$15,130	\$13,154	\$10,886
Percentage of total	100.00%	100.00%	100.00%	100.00%
Instructional expenditures per pupil	\$7,410	\$6,065	\$5,980	\$5,394
Percentage of total	49.09%	39.99%	45.46%	49.55%
Operations, business services, and other expenditures per pupil	\$6,821	\$8,205	\$6,399	\$4,883
Percentage of total	45.19%	54.10%	48.65%	44.86%
District administration costs per pupil	\$104	\$177	\$137	\$73
Percentage of total	0.69%	1.17%	1.04%	0.67%
School administration costs per pupil	\$758	\$714	\$638	\$535
Percentage of total	5.02%	4.71%	4.85%	4.91%

The results show that Anchorage has a total expenditure per pupil that was higher than other Great City School districts, on average, and expenditures that were higher, on average, than school systems with enrollments of at least 15,000, but ASD's expenditures were on par with selected districts with similar student enrollment numbers. The data from exhibit 6 indicated that the Anchorage School District had substantially lower expenditures per pupil than the average school system in Alaska.

Moreover, ASD's instructional expenditures—in raw dollars—were higher across the board than all other comparison groups. The district's school-based administration costs were also higher than all comparison groups, but its district-based administration costs were generally lower, except in comparison with the 15k group. Notably, the Anchorage School District also devotes a higher percentage of its total dollars to instructional expenditures than the median of either the Great City Schools or of the selected districts, but about the same as the group enrolling at least 15,000 students. (See exhibits 33 and 34.)

Interestingly, exhibits 33 and 34 also show that expenses for operations, business services, and other expenditures were substantially higher in Anchorage than in school systems with enrollments of at least 15,000, but closer to those of the Great City School districts and substantially lower than the selected Council districts with similar enrollments.

Exhibit 34. Median Expenditures by Functional Category

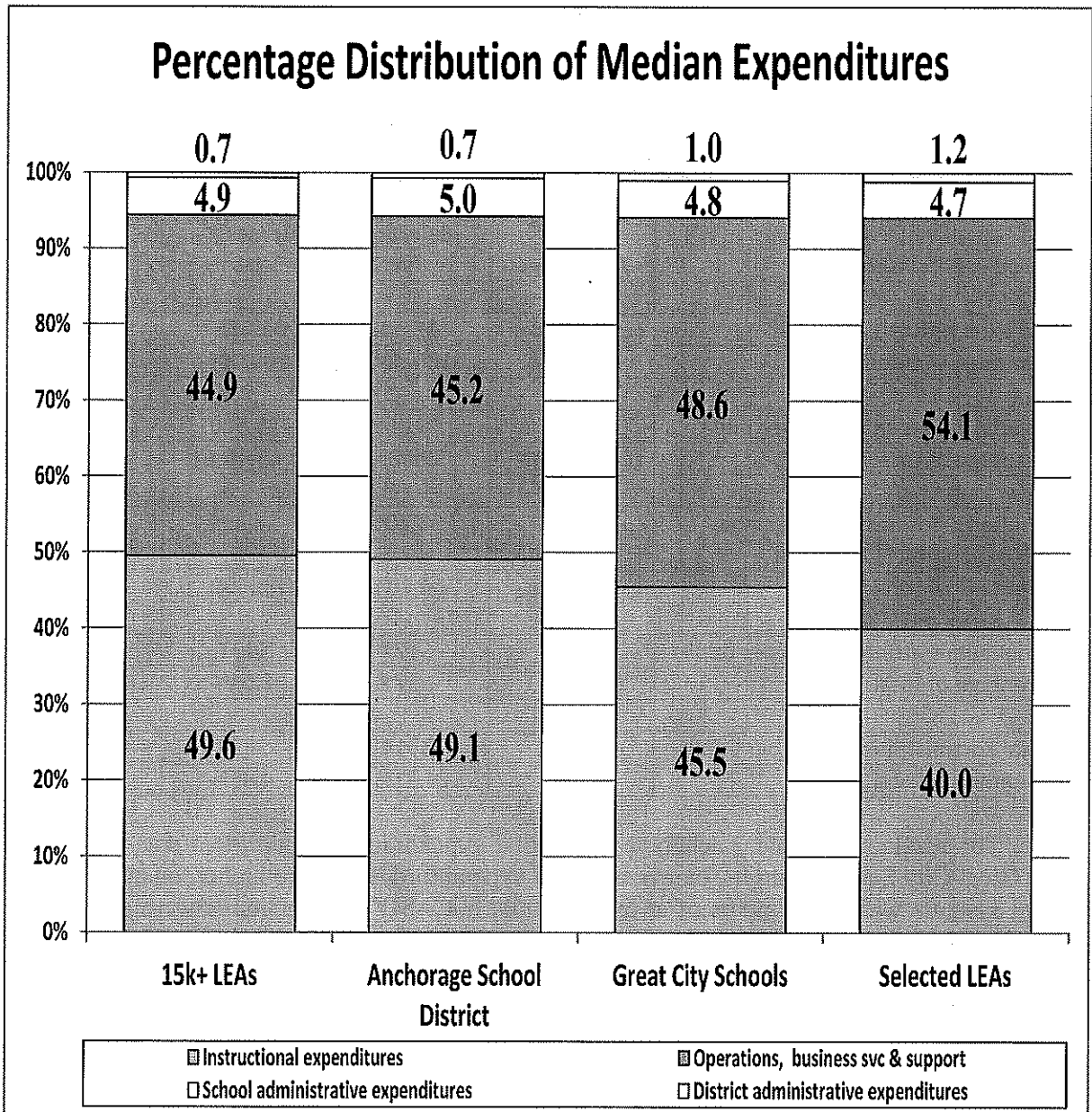
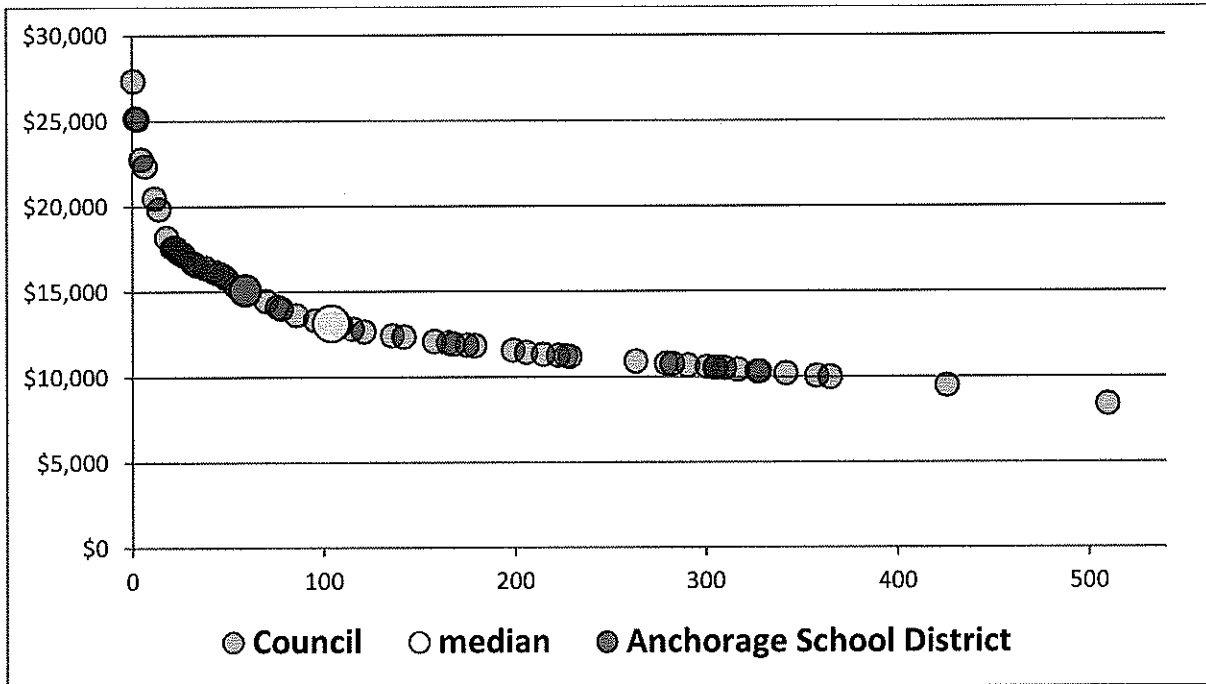
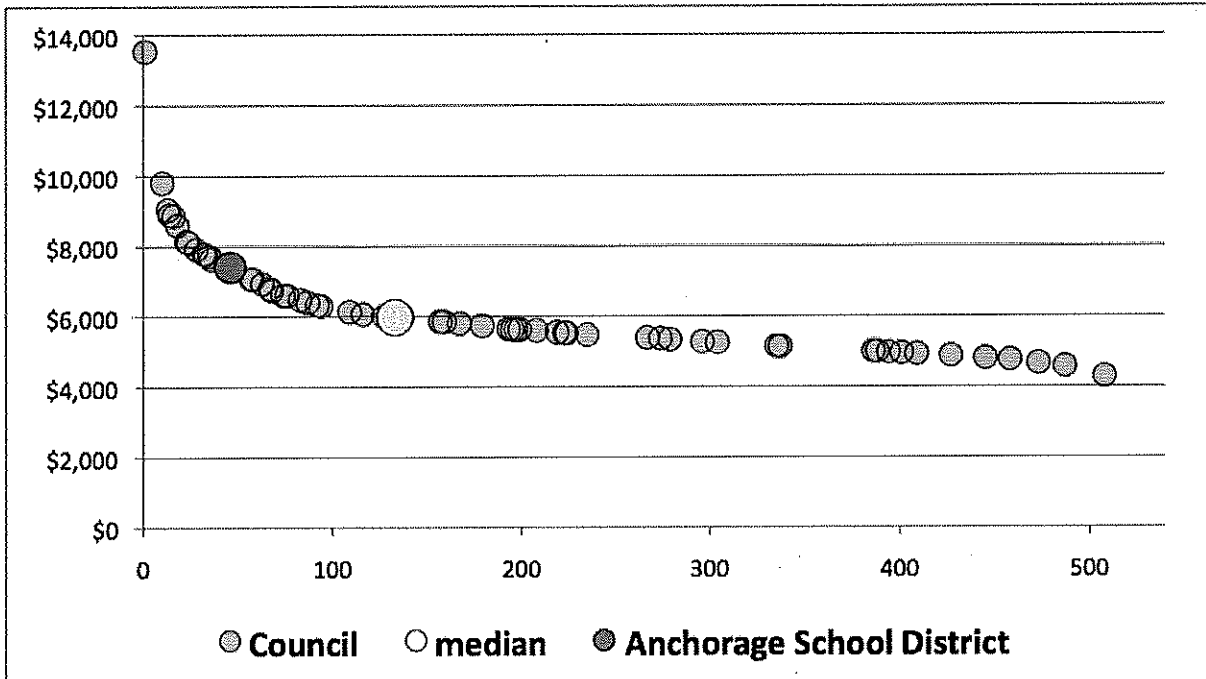


Exhibit 35. Total Expenditures per Student in Anchorage and the Great City Schools



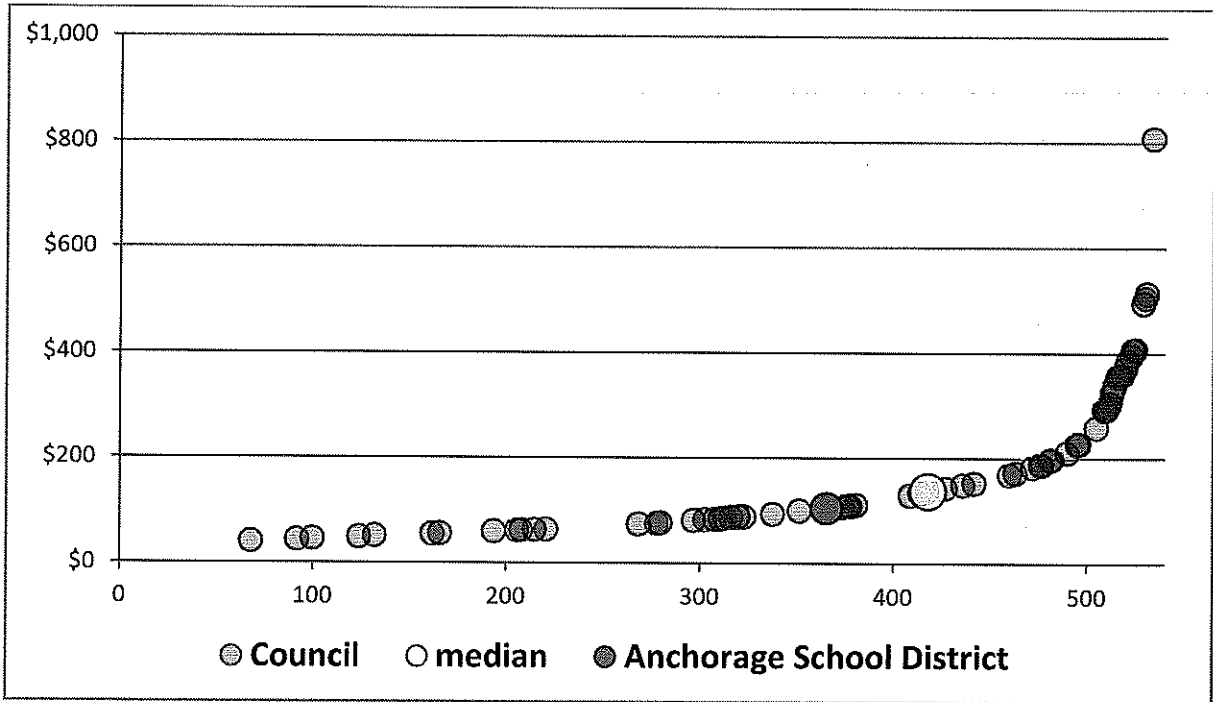
Y axis=Total expenditure per student, X axis = Position in relation to 15K National Group

Exhibit 36. Total Instructional Expenditures per Student in Anchorage and the Great City Schools



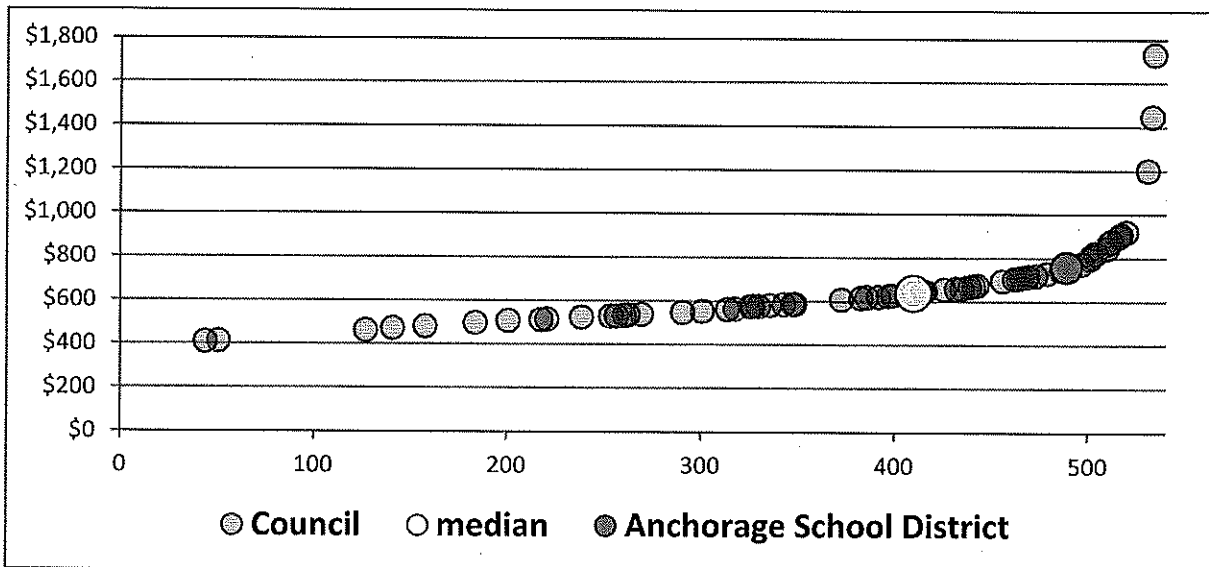
Y axis=Total instructional expenditures per student, X axis=15K National Group

Exhibit 37. Total District Administrative and Support Expenditures per Student in Anchorage and the Great City Schools



Y axis=Total district administrative and support expenditures per student, X axis=Position in relations to 15K National Group

Exhibit 38. Total School-based Administrative and Support Expenditures per Student in Anchorage and the Great City Schools



Y axis=Total school-based administrative and support expenditures, X axis=Position in relations to 15K National Group

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

The Council team also looked at the portion of functional expenditures that were dedicated to salaries and benefits. Exhibit 39 shows the total *personnel* (salary and benefits) expenditures per pupil devoted to each personnel category and the percentage of total expenditures that these costs represent.

In general, the data show a higher portion of total expenditures being devoted to personnel expenditures in ASD than in any of the comparison groups. However, an examination of salary scales in the Anchorage School District does not indicate that the school system pays higher than average salaries. In fact, the school district's salaries tend to be lower than most other urban school districts. Instead, the higher personnel costs appear to be due to the larger than average retirement costs in Alaska, compared with other states. Specifically, ASD devotes dollars from its general fund for retirement costs, and the state has established a separate fund that Anchorage pays into—amounting to about \$75 million—to cover previously unfunded pension costs. If this amount were deducted from total personnel costs, then the district's personnel costs would be reduced to \$9,707 per pupil or 64.3 percent of total expenditures—lower than any of the comparison groups.

Exhibit 39. Median Personnel Expenditures as a Share of Total Expenditures by Category

Median Personnel Expenditures	Anchorage	Great City Schools	15K LEAs	Selected LEAs
Total expenditures per pupil	\$15,093	\$13,154	\$10,886	\$15,130
Total personnel expenditures per pupil	\$11,219	\$8,879	\$7,403	\$10,248
Percentage of total expenditures	74.3%	67.5%	68%	67.7%
Total expenditures per pupil	\$15,093	\$13,154	\$10,886	\$15,130
Instructional personnel costs per pupil	\$6,904	\$5,591	\$4,893	\$6,034
Percentage of total expenditures	45.7%	42.5%	44.9%	39.9%
Total expenditures per pupil	\$15,093	\$13,154	\$10,886	\$15,130
Operations, business services, and other personnel costs per pupil	\$3,510	\$2,605	\$1,952	\$3,391
Percentage of total	23.3%	19.8%	17.9%	22.4%
Total expenditures per pupil	\$15,093	\$13,154	\$10,886	\$15,130
District administration costs per pupil	\$67	\$67	\$40	\$116
Percentage of total	0.4%	0.5%	0.4%	0.8%
Total expenditures per pupil	\$15,093	\$13,154	\$10,886	\$15,130
School administration costs per pupil	\$737	\$615	\$518	\$707
Percentage of total	4.9%	4.7%	4.8%	4.7%

Exhibit 40 shows the total *personnel* expenditures devoted to each personnel category and the percentage of the total *personnel* costs that they represent.

Exhibit 40. Median Personnel Expenditures by Category

Median Personnel Expenditures	Anchorage	Great City Schools	15K LEAs	Selected LEAs
Total personnel expenditures per pupil	\$11,219	\$8,879	\$7,403	\$10,248
Percentage of total	100.00%	100.00%	100.00%	100.00%
Instructional personnel costs per pupil	\$6,904	\$5,591	\$4,893	\$6,034
Percentage of total	61.5%	63%	66.1%	58.9%
Operations, business services, and other personnel costs per pupil	\$3,510	\$2,605	\$1,952	\$2,104
Percentage of total	31.3%	29.3%	26.4%	20.5%
District administration costs per pupil	\$67	\$67	\$40	\$116
Percentage of total	0.6%	0.8%	0.5%	1.1%
School administration costs per pupil	\$737	\$615	\$518	\$707
Percentage of total	6.6%	6.9%	7.0%	6.9%

The results shown in exhibits 39 and 40 suggest that Anchorage devotes a greater share of its total expenditures to personnel, i.e., salaries and benefits, than any of the comparison groups, partly because of the auxiliary pension fund. ASD dedicates 74.3 percent of its total expenditures to salaries and benefits, compared with medians of 67.5 percent in the Great City Schools districts, 68 percent in the 15K National Group, and 67.7 percent in the comparison urban school systems.

While instructional personnel costs make up the largest portion of its personnel expenditures (61.5 percent), this figure is slightly lower than other Great City School districts (with a median of 63 percent devoted to instructional personnel costs) and school districts with at least 15,000 students (which devote 66.1 percent). The ASD figure was only higher than the median for the selected districts with similar enrollments (58.9 percent).

However, Anchorage spends more money per pupil (\$3,510) and a higher portion of its total personnel expenditures (31.3 percent) on operations, business services, security, and other personnel costs than any of the comparison groups.

Exhibit 40 also indicates that Anchorage's district administration and support costs per pupil (\$67) are the same as other Great City School districts, and lower than the selected comparison districts (\$116).

Anchorage has the highest school-based administration costs (\$737 per pupil) of all comparison groups but devotes the lowest portion of its total personnel expenditures to this area.

Exhibits 41 through 44 show the breakdown of personnel costs per pupil in Anchorage, compared with the selected districts.

Exhibit 41. Total Personnel Compensation per Student in Anchorage and Selected Districts

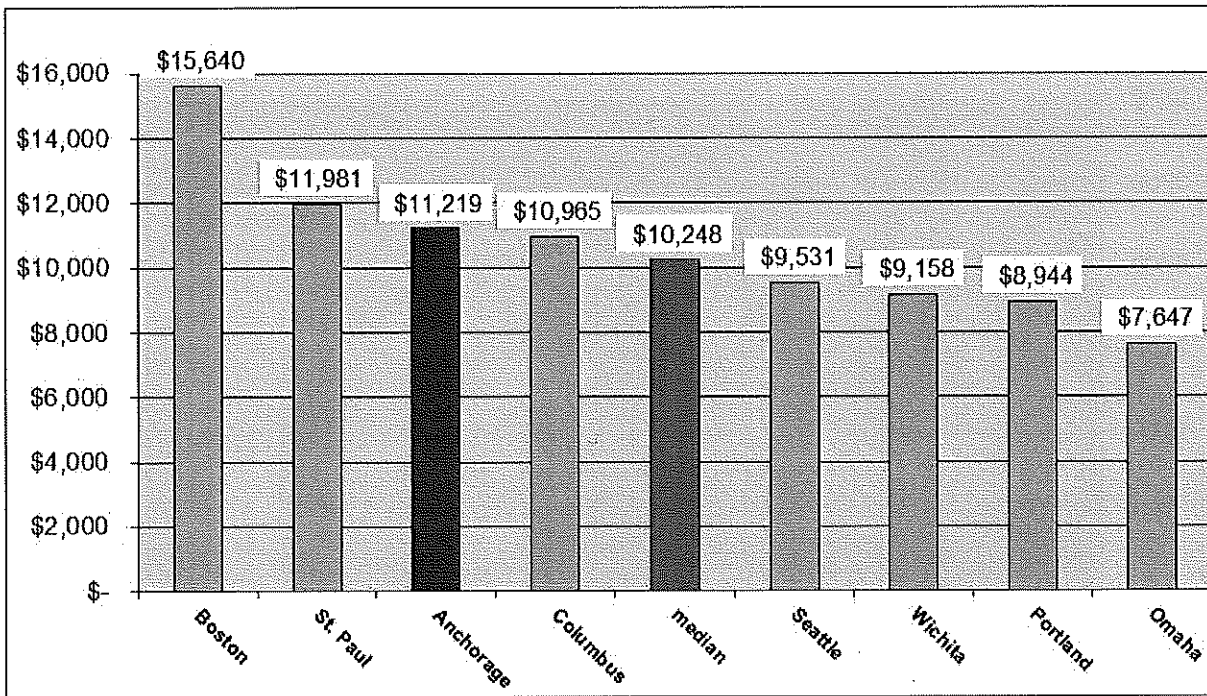


Exhibit 42. Total Instructional Personnel Compensation per Student in Anchorage and Selected Districts

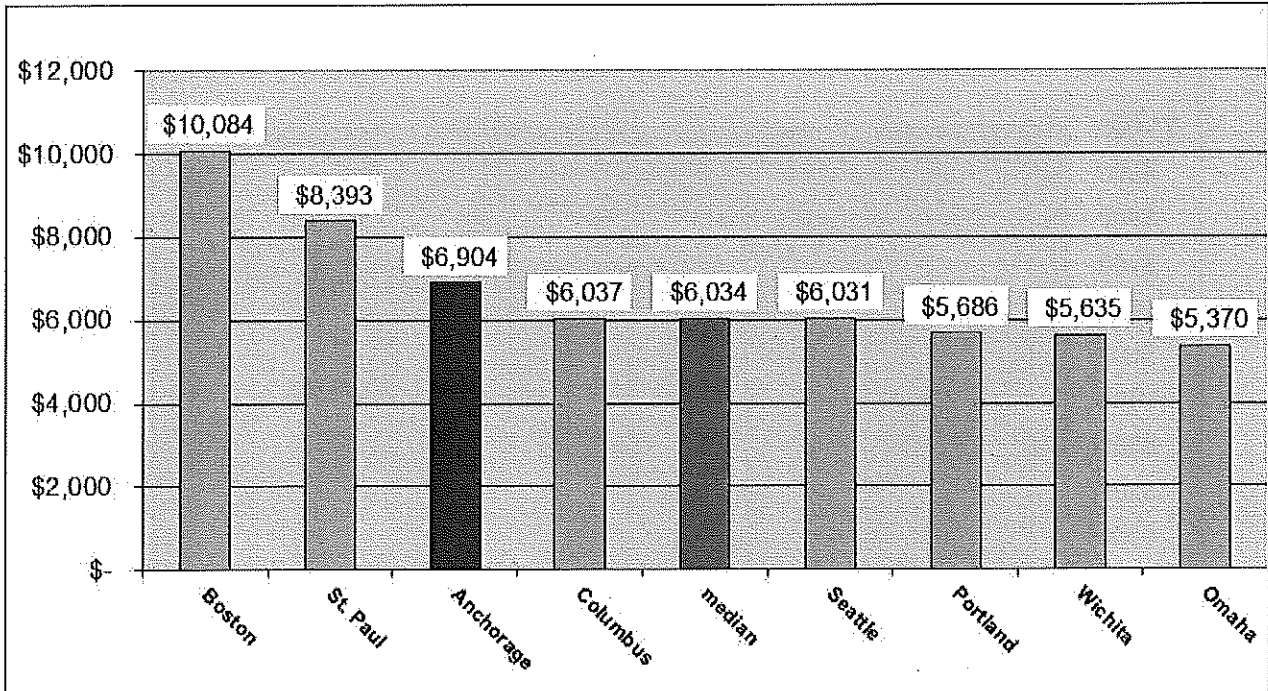


Exhibit 43. Total District-level Administrative Personnel Compensation per Student in Anchorage and Selected Districts

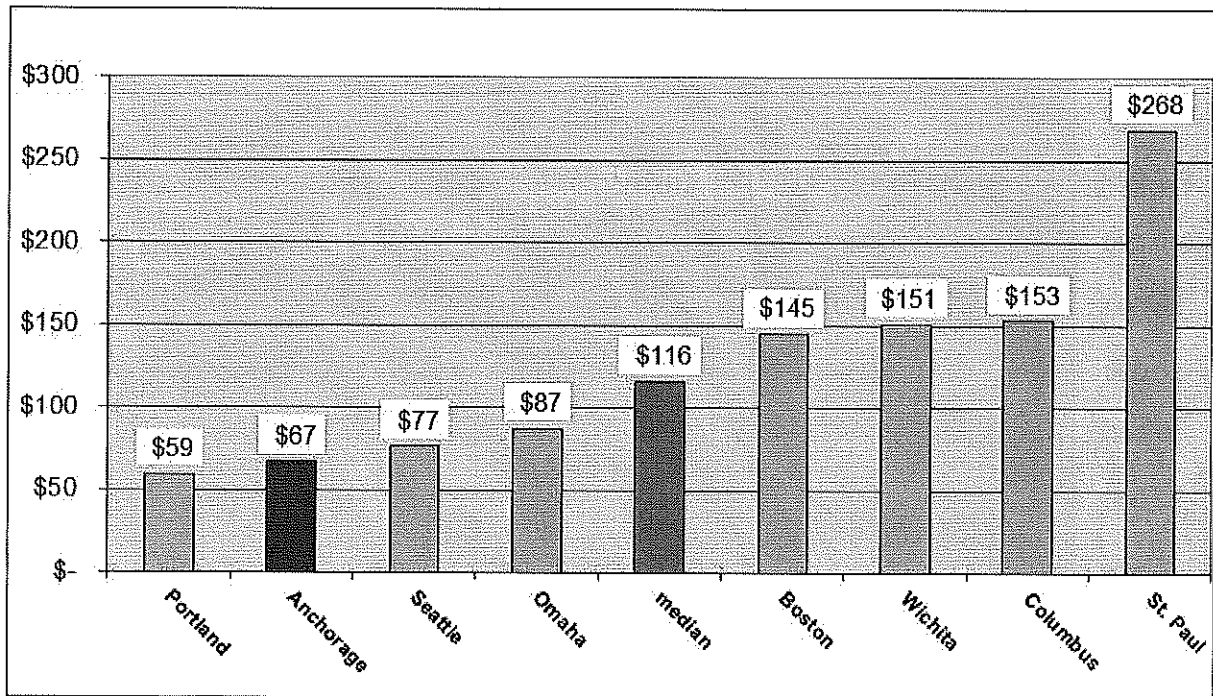
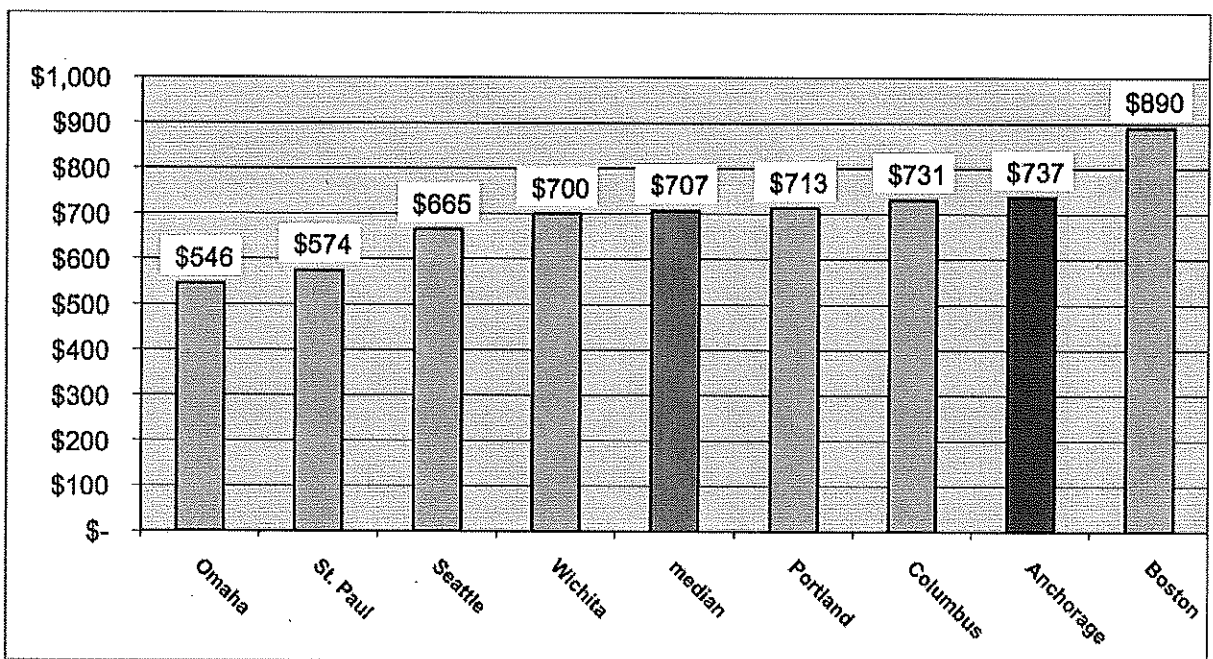


Exhibit 44. Total School-level Administrative Personnel Compensation per Student in Anchorage and Selected Districts



Discussion

This chapter summarizes the team's work in determining whether the Anchorage School District was deploying its overall resource levels appropriately. We have used federal data sources on comparison districts to answer the question. However, the results should be viewed cautiously because (1) there are anomalies in the NCES data, (2) the data lagged two years behind the current school year, and (3) the database has little way to take into account the differing needs and unique circumstances of each school district, including Anchorage. Still, it is possible to draw a number of conclusions about the deployment of district resources.

- ASD's expenditures per pupil were similar to those of selected districts with similar enrollments.
- ASD had higher instructional expenditures when compared to all other comparison groups.
- ASD had higher total personnel expenditures per pupil than any of the comparison groups, but the levels appear to be affected by the supplemental retirement costs that the district incurs according to state mandate. If those expenses are discounted, then the district spends less on personnel expenditures than the comparison groups.
- Despite low district-level administrative staffing levels, it appears that ASD is not spending a smaller share of its budget on these district personnel, compared with other Great City School systems and other districts nationally.
- The data indicate that ASD did spend more money on school-based administration costs than did the comparison groups.

CHAPTER 6. SYSTEMS AND OPERATIONS

In this chapter, the Council's Strategic Support Team summarizes various systems and operational issues that it observed while conducting its on-site organizational and staffing review. These findings were not the main focus of the review, but the team was asked to highlight issues—positive and negative—that might inform efforts by the new administration to build on the progress the outgoing administration has made over the years. The findings are organized into commendations, general observations that might be of interest, and areas of concern or findings in the school board and administration, general operations, instruction, human resources, business services, information technology (IT), and support services.

Commendations

General

- The Superintendent of ASD is recognized for her unwavering commitment to the children of Anchorage and her continued pursuit of instructional excellence.
- Over the years, the ASD school board has provided generally thoughtful and consistent leadership of the school system on behalf of the public. The board has also gone through a thoughtful process in picking its new superintendent, Jim Browder.
- The district and union leadership appear to have a positive working relationship. At one point in her career, the outgoing superintendent was actually the teacher union representative to the district.
- The district enjoys stability in the principal ranks and among most of support personnel. There appears to be less turnover among principals in ASD than in other major urban school systems.
- Staff efforts to coordinate the multiple tasks associated with the annual opening of school appear to be effective.

Information Technology

- Implementation of districtwide technology standards has begun to improve efficiencies in computer systems acquisition and utilization.
- The recent consolidation of school-based technology under the information technology (IT) department should improve operational efficiencies and support.
- The new IT Change Management Advisory Board is starting to better align resources applied to district-level projects by assisting in the assessment and prioritization of system changes.

Human Resources

- The human resources (HR) department maintains timely and consistent communication with principals, department heads, and employees, a fact that has contributed to a high level of customer satisfaction with service delivery. The communications office has also played a strong role in this internal communication.
- The HR organizational structure and staffing levels are appropriate-to-low for the department's current functionality, generating a high degree of satisfaction both inside the department and from customers.
- HR has an effective applicant tracking system, which has numerous user-friendly interfaces.
- HR monitors attendance, correlates it with substitute usage, and provides regular reports on absences to schools and departments.
- The HR department monitors turnover rates, communicates reasons for workforce attrition, and has addressed reasons for leaving, thereby contributing to a more stable work force.
- HR focuses on efficiencies in its teacher recruitment and, based on past results, has eliminated all but five of its out-of-state job fairs.
- Among initiatives to reduce employee benefits costs, HR required proof of all claimed dependents. This resulted in more than 500 claimed dependents being eliminated, thus reducing costs.
- The executive director of HR reviews the department's organizational structure annually and routinely reviews its work-flow processes for improvements in efficiencies and effectiveness

Support Services

- The district's business services division produces a timely and high-quality Consolidated Annual Financial Report (CAFR), which has received both the Association of School Business Officials (ASBO) and the Government Finance Officers Association (GFOA) certificates of excellence.
 - The purchasing department uses cooperative interagency purchasing agreements to make purchases from competitively bid state and municipal contracts, a best practice.
 - The operations department has developed an exemplary dashboard for measuring resource allocations and performance.
 - The retiring director of transportation has developed comprehensive succession information that will assist in the coming management transition.

- The district has won most bond elections over the last five years, which is indicative of relatively strong strategic communications and engagement with the voting community. In 2012, voters approved a \$60 million bond; in 2011, voters approved one of three bond propositions; in 2010, there was no bond election; in 2009, the voters rejected all bonds; in 2008, voters approved all bonds; and in 2007, voters approved all bonds.

General Observations

- The Council (CGCS) published “Managing for Results in America’s Great City Schools, A Report of the Performance Measurement and Benchmarking Project,” in October 2011. Key Performance Indicators (KPIs) in the report specifically measure comparative staffing levels for various operating functions in Great City School districts. One KPI concerned buses per mechanic, that is, the total number of district buses divided by the total number of mechanics and mechanic helpers whose primary responsibility is to service the yellow bus fleet. This KPI indicates that the staffing level of ASD bus mechanics is about the same as the median of reporting districts. The CGCS median was 18.4 school buses per mechanic; the ASD figure was 18.5 buses per mechanic.
- The Council also developed Key Performance Indicators (KPIs) that specifically measure comparative staffing levels in Great City School districts within selected organizational units. These indicators showed:
 - Custodial workload—Total district square footage divided by total number of custodians. This KPI indicates ASD custodians have a greater workload than the median of reporting districts. The CGCS median was 27,408 square feet per custodian; ASD was 32,963 square feet per custodian
 - Routes per planner—The total FTE of route planners/routers whose primary responsibility is to plan, create, review, or maintain bus routes divided by the number of daily buses, district and contract. This KPI indicates that staffing levels of school bus routing personnel is somewhat richer than the median of reporting districts, but the explanation may rest in the fact that the Anchorage school district is more spread out geographically than other cities and that routers handle both district and contractor routes, something that the Council consistently recommends in other cities. The CGCS median was 98.3 routes per planner; the ASD was 80.3 routes per planner.

Areas of Concern and General Findings

School Board and Administration

- When the Council’s team made its February 2012 site visit, there was no formal orientation or training program for new school board members to define the roles and responsibilities of governance and administration. However, the team learned that the board instituted training in April. The team has not examined its content or effectiveness.
- The confidence level between the school board and its administration appears to have weakened over the last couple of years. For example:

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Some members of the school board do not believe that they are receiving timely, candid, and complete responses to their inquiries from the administration.
- The school board has not established well-defined parameters or guidelines to balance the number and scope of its requests for information and data from staff. The result contributes to a lack of focus.
- Administrative staff does not appear to have fully adapted to a new school board that has transitioned into playing a more active role than previous boards have played over the years.
- While the school board has developed a stated mission, vision, core values and beliefs, and a set of initiatives; it apparently did so without the full collaboration of the administration, the community, and other stakeholders. For example –
 - The strategic direction of the district remains unclear to most of those with responsibility for implementing the board's vision.
 - Key community organizations and individuals interviewed by the Council team were unaware of the school board's vision or initiatives.
 - Responsibility for board-adopted initiatives has not always been clearly assigned to staff members, and the team saw little evidence that implementation plans have been developed for many of the initiatives.
 - Some goals are changed annually regardless of whether they were accomplished and goals appear to be developed without a well-defined process for considering staff capacity or resources to carry them out.

Some of this vision and goal setting, however, was pursued by the school board during its superintendent search process.

- The district's strategic plan that articulates goals and objectives, resource requirements, timelines, designated accountability, and measurable outcomes across the school system has lapsed.

General Operations

- The district has no project management office, officer, or adopted uniform methodology for managing initiatives.
- Metrics and benchmarking are not uniformly used throughout the organization to measure and evaluate performance, and there is no formal regimen to drive an environment of continuous improvement.
- Cross-functional project teams are not used universally to effectively manage and coordinate initiatives. For example –

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Interactive white boards were installed in schools without the IT department knowing that they would be responsible for their maintenance.
- The asset-tagging process for low-cost items (i.e., under \$500) is being moved from the central warehouse to schools and departments without training or adequate planning.
- The team found the district's annual budget process has room for improvement in a number of areas. For example:
 - The district budget is not tied directly to strategic initiatives or broad goals, although the district tried to put this into place some years ago.
 - Some stakeholders indicated that they did not find the budget or the budget development materials to be timely, useful, or easily understood.
- The district has a weak long-term financial planning structure, and there are few long-range funding strategies for facilities and technology infrastructure, a situation that is mostly due to the fiscal dependency of the school district on city hall for revenues and voter approval of bonds. The team often sees this weakness in financially dependent districts because of their inability to project revenues on a multiyear basis and to bond independently. For instance, the district has a \$400–\$500 million capital improvement plan (CIP) that includes addressing the district's sizable deferred maintenance backlog and other issues, but it lacks a mechanism to ensure the issues stay in front of the public on a sustained basis.
- Service-level agreements are not used to define expectations and commitments among organizational units or to provide an accountability tool for organizational units to report on their performance and improve communication.
- The team noted the absence of a comprehensive districtwide performance appraisal system. Those evaluation processes in place are not uniformly implemented and appear to have little utility. For example:
 - For non-represented groups (including central-office administrative staff), either there is no appraisal process in place or the performance-evaluation process is inconsistently applied.
 - 95 percent of all teachers and 97 percent of all principals are rated in the top two performance categories (“meets expectations” or “exceeds expectations”) with student performance remaining relatively flat.
 - Personnel evaluations are not linked to district or departmental goals and objectives or to key performance indicators (KPIs).
 - The team noted situations where supervisors evaluated staff members who were members of the same bargaining unit.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- There is no districtwide comprehensive, coordinated, data-driven staff development and training program. The professional development programs that exist are not evaluated for their effectiveness.
- The district has voiced a commitment to ethnic diversity in the workforce and in its vendor community, but has a difficult time meeting that stated goal. For example:
 - The ethnic diversity of the student population is not reflected in the certificated teaching and administrative staff.
 - The recruiting function of the HR department does not have diversity goals for its hiring, although its overall recruitment process is aggressive. Unfortunately, the district is hampered by a local labor pool that is not as diverse as school district needs.
 - The purchasing department does not have an aggressive program to attract minority and women-owned businesses into the district's procurement processes.
- The contributions to the organization of the Multi-Cultural Education Concerns Advisory Committee (MECAC) were not apparent to the team. The Council will make a recommendation (see next chapter) for the school board to reorganize the committee and charge it with specific tasks to accomplish.
- The district contracts out all of its legal services but does not conduct a detailed analysis of original time records, attorney work production, expenses, and hourly rate benchmarks. The team had little reason to question the quality of the legal services, but also saw little evidence of adequate district monitoring.
- The district's internal audit program is contracted out, but the team saw no evidence of an audit risk assessment.
- The district's external audit is re-bid every three to five years, but the team noted a number of shortcomings in the annual audit process and scope.¹¹ For example:
 - The audit program for the examination of mission-critical information systems and applications appears to be cursory.
 - Not all internal-control weaknesses are being documented in writing and reviewed with the school board's audit committee.
- The team noted the use of antiquated technology in a number of areas. For example:
 - Documents and service request forms are faxed rather than using e-mail or other web-based technologies.

¹¹ The district was in the process of sending out its bids when the Council team was in Anchorage. The award has now been made.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Rather than maximizing the use of electronic documents, the district has a large and expensive print shop operation, and the manager of this unit serves as the sole gatekeeper to these services.
- Sign-in sheets are not required at school sites, raising concerns that time and attendance may not be reported accurately. However, the district reports that it is moving towards a new time and attendance system to correct the situation.
- IT systems users are not required to undergo training to more effectively use available technology, a shortcoming that can result in inconsistent data input and bad data in the systems.

Instruction

- Mechanisms are not in place to determine how well, or even if, schools are implementing instructional reforms, and there is no regular apparatus to gather feedback from school principals on these issues.
- Central staff reported that schools have substantial autonomy, yet principals indicate they have less autonomy than others may think, highlighting the disparities among perceptions of roles and responsibilities.
- There is no specific mechanism for holding staff accountable for student achievement. For example:
 - The division of instruction's executive directors and supervisors evaluate principals yet believe that they are unable to hold principals accountable for academic results.
 - Performance evaluations of instructional personnel are not tied to student performance.
 - School principals are not held explicitly accountable for the implementation of School Improvement Plans.
 - Executive directors indicate that they are too busy to visit the schools that they evaluate.
 - Staff members do not always feel empowered to make decisions or take initiative. Many reported not being confident in their clearance to make low-level decisions.
- There was not a strong focus on the evaluation of instructional programs. (While the CFO is working to identify areas where data exist to conduct program evaluations, ultimately this responsibility lies with the Division of Instruction.)
- Instructional staff indicated that they disaggregate data for analytical purposes. However, interviewees could not cite examples of how data were used as a part of their work to implement or modify programs.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- The new teacher induction program lacks focus, has only one day of mandated training and does not collect data on the program's effectiveness.
- The district hires specific counselors for the SPED, gifted, and ELL programs rather than relying on the general counseling staff, a practice that could result in redundancies and weak coordination—although the team did not hear of such issues. The reader should note that this specialized staffing does drive the counseling and student-support numbers seen in exhibit 26.
- The district's Title I program is not strategically purposed and is not directed toward district priorities.

Human Resources

- HR does no comparative benchmarking of district staffing levels with other comparably sized districts. This report appears to be the first attempt at this kind of benchmarking
- HR does not have a process to ensure all employees receive an effective annual performance appraisal.
- HR annual employment of teachers is hindered because budget decisions at the state and local level are made late in the hiring season after significant numbers of top candidates have been hired by other school districts.

Business Services

- There are a number of unheralded initiatives in the financial area that are consuming staff time and resources without adequate visibility. These include:
 - The implementation of a new purchasing-card system with potential districtwide impact.
 - A new time and attendance system, which could affect all work locations.
 - A spend-analysis project to identify wasteful spending and flag contracts that need be renegotiated.
 - The CFO's initiative to identify data for program evaluations.

The district reports that communications in these areas have expanded since the team's site visit.

- The district's financial systems do not make use of state-of-the-art technology, require work-arounds in some areas, and have not recently been the subject of a needs assessment.
- The budget office is not involved in grant budgeting and has not been engaged in obtaining Medicaid reimbursements, although the unit has begun working with the office

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

of special education on submitting claims and is awaiting new technology to aid in the effort.

- Historically, the district has not incorporated GFOA and ASBO standards into its budget documents, nor has it applied for budget certification from these organizations. It was reported to the team, however, that the district's CFO was redesigning the district's budget books in ways that may be more consistent with these standards.
- The accounts payable unit has implemented a two-way match payment process¹² that may create internal-control issues.
- The business services division apparently does not use employee performance appraisals.
- The payroll unit has not been engaged in collective bargaining decisions that impact their work.
- The presentation of the budget to the school board spans two days and focuses on divisional budgets rather than taking a holistic or strategic approach.

Information Technology

- While the district has an IT governance committee, executive leadership participation has been minimal.
- The IT department has no formal security office, and the district's network and computer systems have never been audited and scanned for vulnerabilities.
- The IT department has no five-year strategic plan.
- Many IT positions have no one else who knows the work, creating the potential for a single point of failure.
- IT does not have an automated, self-service, password-reset system, thus creating a need for more Help Desk staff.
- Not all IT staff are following Help Desk ticket entry and problem resolution procedures, which are used to measure and manage workload efficiency and effectiveness.
- Computer repairs can take from seven to 14 days.
- Software- and hardware-related repairs are done by two different departments.
- No customer surveys are conducted to measure service efficiency and satisfaction.
- No formal technical training program has been established for each IT position.

¹² The new payment process matches the receiving document with the purchase order, rather than using a three-way match of the receiving document, the purchase order, and the vendor's invoice.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- The team saw no evidence that the information technology division uses performance appraisals based on KPIs or data from the ticketing system.
- There is no long-term strategy for the funding and maintenance of educational technology software licensing.
- Hardware contracts, which include some limited service warranties, are underutilized due to the lack of sufficient numbers of skilled vendors in Anchorage.

Support Services

- Security aides at school sites report to principals and are not deputized or uniformed, unlike security guards who report to the Office of Security and Emergency Preparedness. There is potential for poor coordination in this arrangement, but the team did not hear evidence that coordination was lacking.
- There is an uneven and inequitable allocation of responsibilities among the night-shift custodial personnel (with some having responsibility for 20,000 square feet while others have as much as 35,000 square feet), and the operations department director is unable to make the appropriate changes because the custodian positions are budgeted at the school-site level.
- There are two bus dispatch operations (one owned by the district and one belonging to the school-bus contractor), which could be combined for some purposes. In general, however, the district maintains two units for the same reasons that other large school systems do, i.e., to create a certain level of redundancy, to ensure that the contracted system has district competition, and to encourage cost-control by having a comparison group. The Anchorage situation is somewhat more acute than most districts in the sense that the community lacks multiple vendors with which to contract.
- The transportation department does not use readily available data to compare the cost of contracted and district-operated school buses.
- Most departments do not use benchmark data to support their organizational structures or align their staffing levels.
- Most departments have not established performance measures to assess their cost effectiveness; nor do they provide annual report cards on their operations.
-
- There is no enterprise-wide risk assessment or risk management plan.
- The purchasing department does not use standardized procurement solicitation documents.
- There is an expeditor in the purchasing department who appears to operate outside the normal bounds of established district business processes.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Warehouse workers only spend half of their time on warehouse-related duties, although it was reported to the team that the remaining time is devoted to deliveries and other similar responsibilities.

Discussion

Overall, the Anchorage School District is well run. It has consistent and well-regarded leadership at both the district and school levels; it has put into place a number of computer upgrades that should improve efficiencies; it has a human resource operation that functions at a much higher level than most major urban school systems; and its business services operate smoothly for the most part.

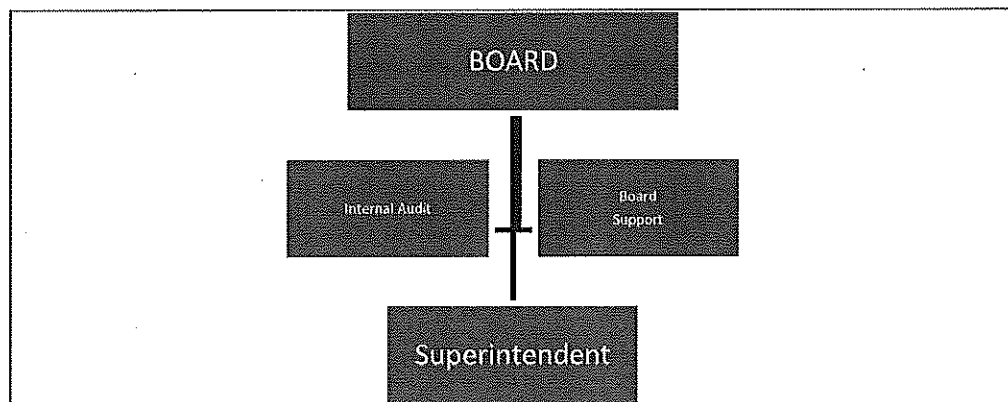
Still, there are a number of opportunities both strategically and tactically to optimize the system moving forward. There is need for the new school board and administration to strengthen relations and define a new strategic plan; there is a need for the district to develop new performance metrics; there is a need for more strategic and cross-functional coordination and communications of reforms; there is a need to strengthen the district's accountability system; there is a need for better evaluation of instructional initiatives and professional development efforts; and there is a need to streamline a number of operating systems.

CHAPTER 7. RECOMMENDATIONS AND PROPOSALS

This chapter presents the recommendations and proposals of the Council team for the new administration as it works to build on the progress of the outgoing leadership. The recommendations include proposals in the areas of organizational structure and operations in each of the functions examined.

1. Establish or expand a formal school board orientation and training program that defines roles and responsibilities of governance and administration.
2. Establish a system of protocols to manage communications between the board and staff that contribute to the building of closer working relationships.
3. Reorganize the Multi-Cultural Education Concerns Advisory Committee (MECAC) and give it specific tasks to accomplish.
4. Restructure the district's organization to reflect best practices, achieve greater efficiency and effectiveness, establish more consistent spans of control, align functional units, and create consistent job titles. The following organization charts and related narrative present the high-level functional organization recommended by the team.
 - a. Exhibit 45 below displays the recommended school board-level organization, including the following direct reports –
 - i. The superintendent, who is responsible for all school and support operations
 - ii. An internal audit function staffed with district employees, funded by the budget allocation currently used to pay for contracted audits, guided by a districtwide audit risk assessment, and under a school board-approved annual audit plan
 - iii. A school board support function to assist with the management of meetings, committees, agendas, materials, and minutes and to provide the district's archival functions. (The board currently has a staff person to fill this role but it is not shown on the organizational chart.)

Exhibit 45. Proposed Board Level Organization

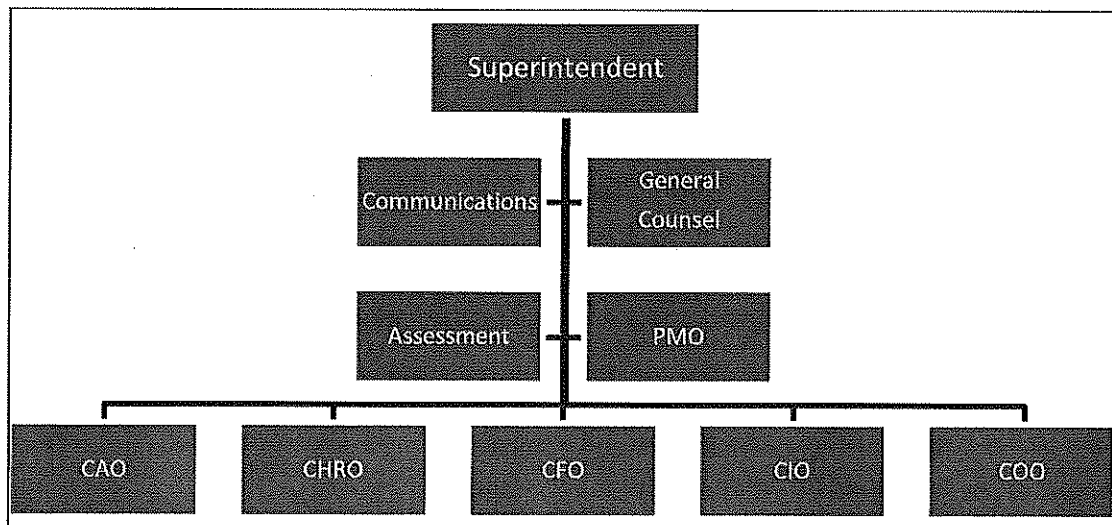


b. Exhibit 46 below displays the recommended superintendent-level organization, including the following direct reports –

i. Staff positions reporting to the superintendent, including:

1. The director of communications, responsible for media relations, parent and community outreach, and intergovernmental relations.
2. The general counsel, a district employee, responsible for providing advice and counsel to the administration on all legal matters and coordinating and supplementing the use of outside legal counsel.
3. The director of assessment, responsible for educational research, the robust evaluation of district instructional programs, and the gathering of student achievement data
4. The project management officer, responsible for the monitoring and reporting of districtwide projects with an adopted project management methodology.

Exhibit 46. Proposed Superintendent-Level Organization



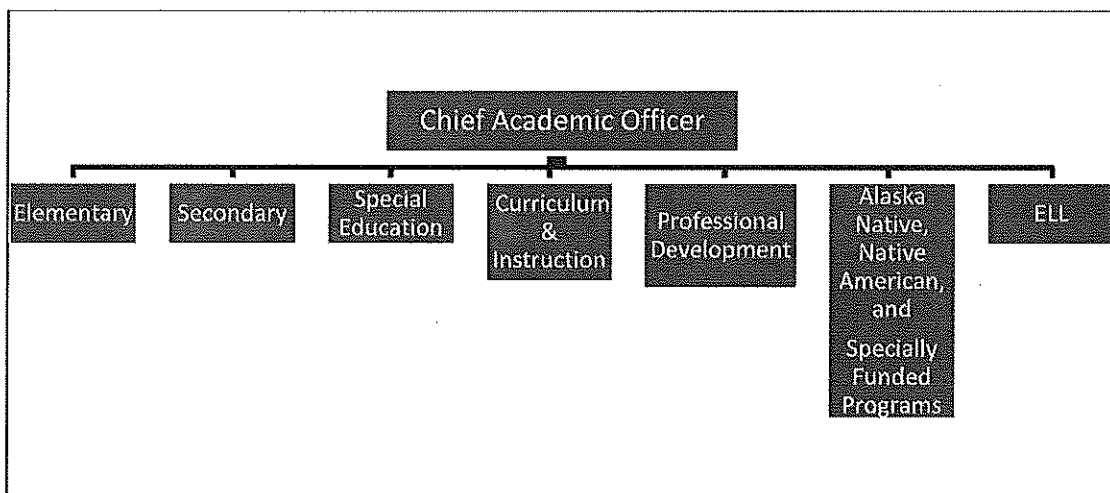
ii. Line positions reporting to the superintendent, including –

1. The chief academic officer, responsible for the operation of all schools, educational programs, and curriculum development (see section 3.c, below).
2. The chief human resources officer, responsible for the recruitment, hiring, classification, and evaluation of all employees, as well as collective bargaining, contract administration, and HR regulatory functions (see section 3.d below).
3. The chief financial officer, responsible for budget, accounting, payroll, treasury, and procurement functions (see section 3.e below).

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4. The chief information officer, responsible for districtwide technology systems, applications, and support functions (see section 3.f below).
 5. The chief operating officer, responsible for support services including transportation, food services, facilities, risk management and emergency response (see section 3.g below).
- c. Exhibit 47 below displays the proposed organization of the chief academic officer, including the following direct reports:
- i. The executive director of elementary education, responsible for the operations and management of elementary schools.
 - ii. The executive director of secondary education, responsible for the operations and management of all middle and high schools and for the oversight of all district charter schools.¹³ The district should ensure that the quality of leadership exhibited on behalf of middle schools is reflected throughout the secondary unit.
 - iii. The executive director of special education, responsible for the management of all special education schools and programs.
 - iv. The executive director of curriculum and instruction, responsible for the research and development of school curriculum, including educational technology, fine arts, and gifted content areas.
 - v. The executive director of professional development, responsible for the development and execution of all certificated staff development and training programs, with emphasis on new teacher support and principal development

Exhibit 47. Proposed Chief Academic Officer Organization

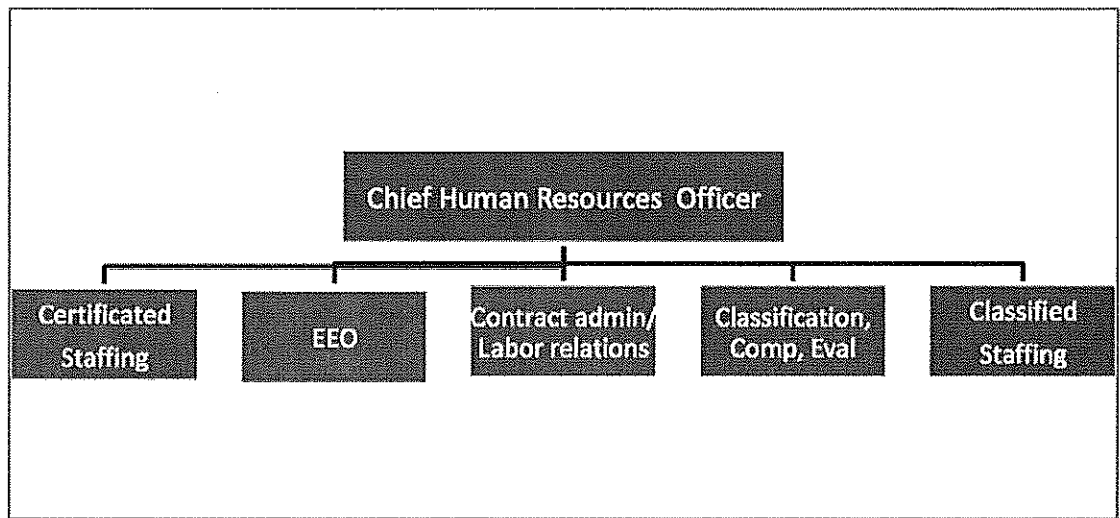


¹³ The team also recommends a second supervisor position under the executive director of secondary education and reduction in the number of clerical positions.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- vi. The executive director of Alaska Native, Native American, and Specially Funded Programs, responsible for the management of all Alaska Native, Native American, and specially funded programs operating in the schools, including federal Title I and Title VII programs and district grant writers.¹⁴
 - vii. The executive director of English Language Learners, responsible for the management of the district's ELL programs.
- d. Exhibit 48 below displays the proposed organization of the chief human resources officer, including the following direct reports:
- i. The executive director of certificated staffing, responsible for the recruitment, hiring, and staffing of all certificated teaching, support, and administrative personnel.
 - ii. The executive director of Equal Employment Opportunity (EEO), responsible for monitoring and reporting on all EEO programs.
 - iii. The executive director of contract administration and labor relations, responsible for collective bargaining and employee discipline.
 - iv. The executive director of classification, compensation, and evaluation, responsible for the districtwide alignment of job descriptions, classifications, titles, salary schedules, and oversight of employee evaluation processes.
 - v. The executive director of classified staffing, responsible for the recruitment, hiring, and placement of classified personnel.

Exhibit 48. Proposed Chief Human Resources Officer Organization

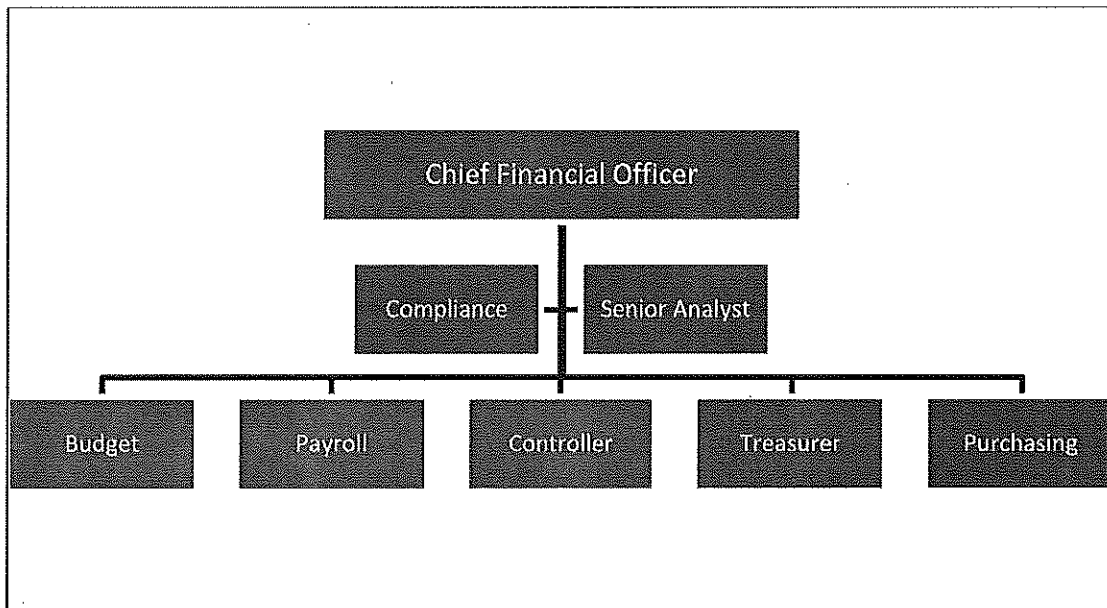


¹⁴ This position partially recognizes the special needs, cultural differences, and academic achievement of Alaska Native and Native American children, who comprise a large percentage of Anchorage's student enrollment.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- e. Exhibit 49 below displays the proposed organization of the chief financial officer, including the following direct reports:
- i. The director of compliance, a staff position, responsible for the monitoring and reporting of fiscal compliance with local, state, and federal rules and regulations.
 - ii. The executive director of budget, responsible for budget development, monitoring, and compliance.
 - iii. The executive director of payroll, responsible for accurate and timely payment for employee time and attendance.
 - iv. The controller, responsible for the financial books and records of the district and the accounts-payable function.
 - v. The treasurer, responsible for the management of the district's cash flow and investments.
 - vi. The executive director of purchasing, responsible for the procurement functions of the district.¹⁵
 - vii. A senior analyst reporting to the chief financial officer as a staff position.

Exhibit 49. Proposed Chief Financial Officer Organization



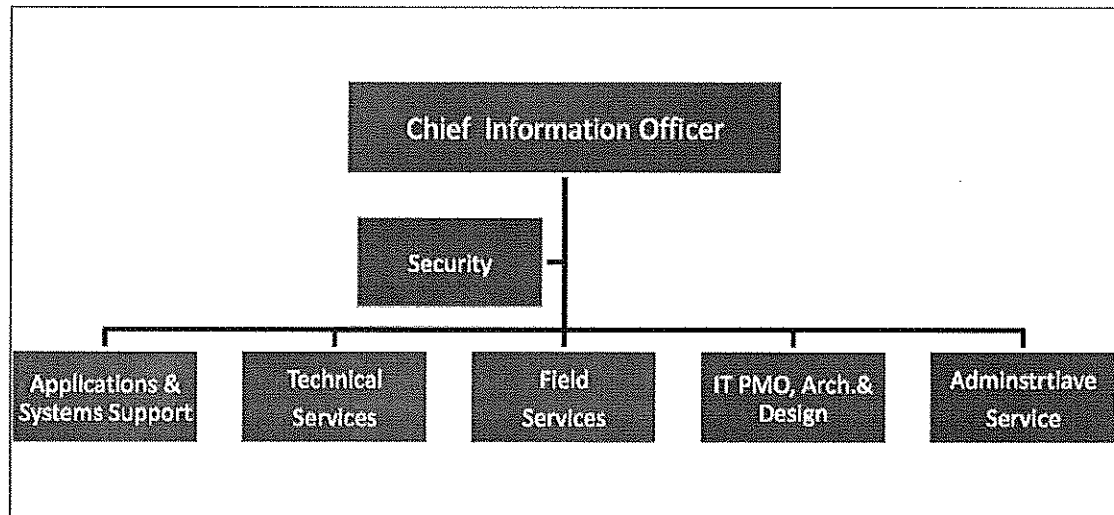
- f. Exhibit 50 below displays the proposed organization for the chief information officer, including the following direct reports:

¹⁵ A number of major urban school districts have their purchasing departments underneath their chief operating officers, but the preponderance of the Council team recommended putting it under the chief financial officer.

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- i. The director of technology security, a staff position, responsible for technology security policies, procedures, and training.
- ii. The executive director of applications and systems support, responsible for systems and application software development and maintenance.
- iii. The executive director of technical services responsible for the data center, database administration, and network operations.
- iv. The executive director of field services responsible for the coordination of technology services to schools and offices, including the help desk and computer repair services.
- v. The executive director of IT PMO, architecture, and design, responsible for enterprise-wide IT project management, infrastructure, and systems architecture and design.
- vi. The executive director of administrative services, responsible for the administrative and operational budgets, personnel, asset management, the e-Rate program, vendor management, and the development of the technology master plan.

Exhibit 50. Proposed Chief Information Officer Organization



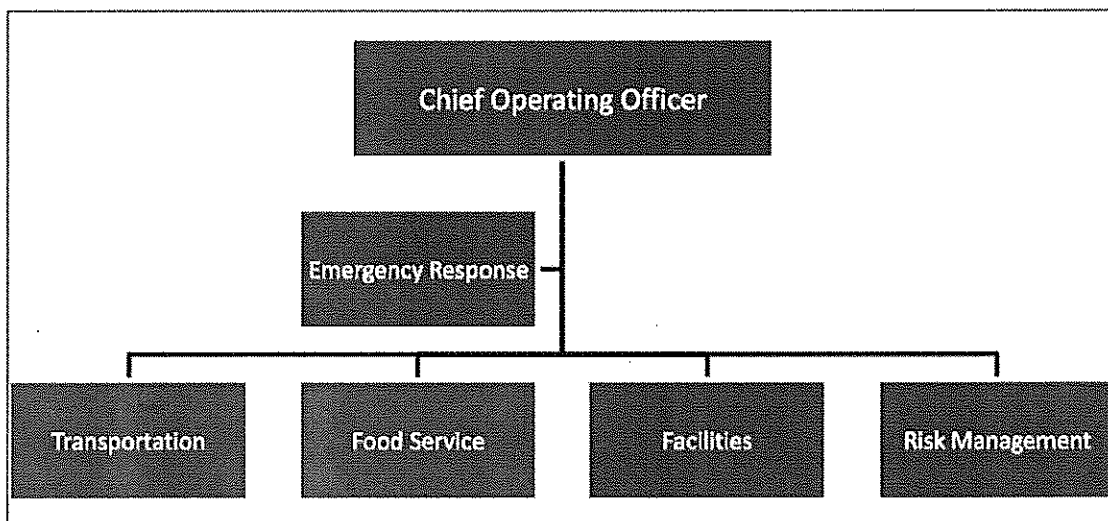
- g. Exhibit 51 below displays the proposed organization for the chief operating officer, including the following direct reports:
 - i. The director of security and emergency response, a staff position, responsible for districtwide emergency response procedures design, implementation, and training.¹⁶

¹⁶ This position may evolve to be responsible for the training and management of school-based security aides.

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- ii. The executive director of transportation, responsible for all district and contract school bus operations, district vehicle maintenance, and field-trip booking.
- iii. The executive director of food services, responsible for school cafeterias and related support functions.
- iv. The executive director of facilities services, responsible for custodial and grounds services, school construction, facilities maintenance, and building rental services. (This position may be particularly difficult to fill for any length of time because of the episodic nature of the district's funding stream for facilities projects.)
- v. The executive director of risk management, responsible for enterprise-wide risk assessment and management, including health and medical self-insurance funds, worker compensation, unemployment compensation, property and casualty insurance, and liability claims.

Exhibit 51. Proposed Chief Operating Officer Organization



5. Develop a districtwide strategic plan with the school board, administration, and other stakeholders.
6. Establish goals, objectives, and performance measures linked to the district's strategic plan with timelines, milestones, assigned responsibilities, and regular reporting at all levels of the organization.
7. Reestablish a long-range financial plan linked to the strategic plan.
8. Ensure that the district's labor force is closely aligned with comparably sized districts and is balanced to meet district priorities.
9. Create a districtwide dashboard that reflects and communicates the performance of the district, departments, and schools.

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

10. Re-evaluate the effectiveness of school board-appointed committees and maximize the use of business partnerships.
11. Develop and implement proactive district marketing and branding strategies to communicate to all stakeholders the district's vision, mission, and progress in meeting its goals.
12. Adopt a standardized districtwide project management methodology.
13. Expand the use of cross-functional teams for projects that span multiple divisions. This tactic would also help reduce the tendency for staff to work in department silos.
14. Establish districtwide personnel evaluation processes that reflect attainment of district goals, organizational objectives, and individual performance measures.
15. Ensure that supervisors do not evaluate members of their own bargaining unit.
16. Evaluate school principals based on district goals and based on site visits by the executive directors of elementary and secondary education, rotating the evaluations so they are conducted at least every three years.
17. Restructure professional development efforts so they are aligned with the district strategic plan and organizational priorities. Create a catalog of offerings that are data-driven and cost beneficial and can demonstrate a measurable impact.
18. Establish and institutionalize policies and procedures in areas without them, so managers do not have to rely on personal relationships to do their jobs effectively.
19. Improve grant application, execution, and compliance processes.
20. Accelerate billings for reimbursable Medicaid costs, a joint responsibility of the CFO and the executive director of SPED. The process is already in motion with partial implementation expected in FY13 and full implementation in FY14, but the team is suggesting accelerating the timetable.
21. Implement an aggressive recruitment and hiring effort to build a workforce that better reflects the ethnic diversity of the Anchorage community.
22. Create a procurement program to attract and retain women and minority-owned businesses in the district's vendor pool.
23. Establish service-level agreements between service providers and their customers that define responsibilities and expectations.
24. Ensure that bond elections are preceded by community polling to determine size and scope of the measures and to inform effective communication about the district's facility needs.
25. Re-establish funding for the computer-refresh program and maintenance of instructional software licenses.

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26. Develop multiyear financial projections and a long-range budget plan that supports the district's strategic plan, initiatives, and priorities to the extent feasible in a financially dependent system.
27. Improve the budget-development process, so that it is more collaborative, inclusive, transparent, and driven by defined strategies and priorities.
28. Enhance the budget presentation process so that it is more focused, concise, holistic, and strategic.
29. Develop district budget documents that conform to GFOA and ASBO budget requirements and recommendations.
30. Begin a spend-analysis process to ensure the effective and efficient use of all district funds.
31. Develop a five-year business plan for IT that is aligned with the district's strategic plan and organizational priorities and objectives.
32. Create an accountability structure that ensures the district's executive leadership participates in the IT governance committee.
33. Re-evaluate existing IT hardware and software contracts to include extended warranties and services.
34. Combine and streamline overlapping IT services, such as multiple help desks.
35. Establish a comprehensive training program for all IT positions.
36. Return to a three-way match (purchase order, vendor invoice, and receiving documentation) to support payments for nonsalary items.
37. Evaluate the potential for reduction and eventual elimination of the district warehouse.
38. Move the budget for night custodians to the new facilities organization and more equitably allocate these resources among schools.
39. Standardize procurement-solicitation documents.
40. Re-bid the district's external audit contract, and base the selection of the auditor on quality of work.¹⁷
41. Replace faxing with web-based communication, and minimize the use of mass printing of documents to the extent possible with the district's diverse community.
42. Accelerate the implementation of an automated time and attendance system that records actual time worked by employees.
43. Require that those employees accessing district systems be trained on their effective use.
44. Undertake succession planning for mission-critical technical positions.

¹⁷ The district implemented this recommendation in the spring after the team's site visit.

CHAPTER 8. SYNOPSIS AND DISCUSSION

Under the leadership of a generally thoughtful and forward-leaning school board and a dynamic and long-serving superintendent, the Anchorage School District has made substantial strides over the last dozen years and is poised to make more progress in the future. The district has substantially improved and strengthened its community partnerships over the years, enhanced its social supports for students, attended to the cultural and language diversity of the very unique students in the district's schools, taken steps to bolster the district's instructional program, upgraded facilities, broadened course offerings, strengthened parent outreach and communications, expanded preschool, improved labor relations, increased graduation rates, and taken the lead in adopting the new common core standards. This is a substantial body of work that should stand the test of time and lay a strong foundation for the years to come.

As part of the upcoming leadership transitions, the school board asked the Council of the Great City Schools to review the organizational structure, staffing levels, general resource deployment, and major operating systems of the school district to help identify opportunities for improvement. To meet its charge, the Council assembled a diverse team of organizational, management, instructional, and operational leaders from other major urban school systems across the country. The team visited the district in February 2012 and has since done an extensive amount of data analysis and background research in drafting this report.

In general, the Council team did not find large numbers of major concerns in its review. By and large, the team found a school district that was organized in ways that were similar to other large school systems but that could use modernizing, standardizing, and streamlining for greater effectiveness in some instances. The staffing levels were approximately what one would expect for a system enrolling as many students as it does, but there were some minor inconsistencies from function to function. The school district generally deployed its financial resources in ways that reflected its mission to improve the instructional quality of its programs and has historically left considerable decision-making up to individual schools. The team also found that ASD generally ran smoothly, but there were numerous areas where it could enhance efficiencies moving forward.

As the leadership of the school district looks to the future, it will face substantial challenges, including implementing the new standards, boosting student achievement, strengthening the public's confidence further, and addressing continued financial constraints. In light of these challenges, the Council's team prepared a set of recommendations and proposals meant to position the school system for continuous improvement in the areas of instruction, operations and finances, and staffing. Our recommendations do not encompass everything that might be needed to improve the schools, but they attempt to cover major areas that we were asked to review.

The Council's team made a number of recommendations to modernize and upgrade the organizational structure of the school system, such as clarifying in the organizational structure differences between line and staff positions and developing greater consistency in titles among people with similar levels of responsibility. The team also proposed adding a project management function to the superintendent's portfolio of staff positions to better initiate, roll out, and coordinate reform efforts over the next several years. The team also suggested making

the research unit a direct report to the superintendent as a way of enhancing accountability and results. Recommendations also included ways to build more convincing systems of personnel accountability for progress toward district goals.

The team made organizational recommendations for each major functional unit in the school district, including proposals for enhancing the operations and support of the school board. Many of the suggestions for the instructional unit involved consistencies in titles and the deputy superintendent's span of control. The team also proposed elevating the organizational status of the units leading the instruction of English language learners and Alaska Native/Native American students. Both of these program areas focus on students that are critical to the district's performance and the community's priorities, and both groups have special needs and constitute sizable portions of ASD's enrollment.

The team also proposed consolidating some of the professional development activities of the department. The team had similar recommendations for departments with responsibilities for budget and finance, human resources, information technology, and operations.

The Council's team also encourages the new leadership of the school district to pursue an active strategic planning process that would incorporate the recommendations from this report and from other initiatives to address instructional needs. The plans of individual departments should then be reconciled with the district's broader plan in order to improve alignment of functions and activities. Moreover, the team highlights the importance of additional cross-functional coordination of district staff as it works on its reforms. This set of recommendations was made to prevent siloing of activities and to build stronger internal communications and effectiveness. The project management function we proposed can help coordinate these activities under the mandate of the superintendent.

Also, the Council's team offered a series of recommendations to improve operational effectiveness and efficiency. Some proposals grew out of the organizational findings made by the team; some emerged in the course of the team's interviews. All appeared to be opportunities for the district to strengthen the way it operates.

Finally, the Council did not have significant or numerous recommendations to make on staffing levels and resource deployment. The broad use of district dollars appeared to be consistent with the district's emphasis on student achievement and site-based decision making and was not out of alignment in any significant way with the norm. In addition, the broad staffing levels of the district did not appear to be overly generous. At this point, further analysis of spending and staffing needs to be done at more fine-grained levels for tactical opportunities.

Overall, the Anchorage School District has made important progress over the years, but it has numerous opportunities for improvement moving forward as it faces challenges in raising student achievement and operating in difficult financial times. The community has good reason to be proud of its public schools and confident that they will improve further over time.

Appendices

ATTACHMENT A. TECHNICAL NOTES ON ANALYSIS AND DEFINITION OF TERMS

The Anchorage analysis is based upon the NCES Common Core of Data for school years **2008-09** and **2009-10**. The finance data are based on school year 2008-09, and FTE data are based on school year 2009-10. Both sets of data were published by NCES in 2011. This is the Revision C NCES report.

A number of issues about the data are worthy of note. The first deals with the term “unions.” NCES “unions” place multiple LEA IDs (independent districts) into a single supervisory LEA. For example, New York City has 34 unique LEA IDs, each with its own records. These were rolled up into a single record to properly represent the district.

Three districts made it into the 15K group because they were part of a union and certain data were reported as an accumulation on one of the union. These districts were Modesto City School District, Santa Rosa City Schools, and Santa Barbara City Schools. The issue of unions is not applicable to the financial data since they are already aggregated in that data set.

Two additional districts—Dayton and New Orleans—made it into the 15K group because they are Council member districts and it simplified doing the rankings consistently.

In order to do the FTE analysis, some data needed to be computed—

Total Staff (TOTSTAFF) is the sum of total teachers (TOTTCH), instructional aides (AIDES), instructional support (CORSUP), total guidance counselors (TOTGUI), library and media specialists (LIBSPE), library and media support (LIBSUP), LEA administrators (LEAADM), LEA support (LEASUP), school administrators (SCHADM), school support (SCHSUP), student support (STUSUP), and all other support staff (OTHSUP).

Total administrators (TOTADM) is the sum of LEA administrators and LEA support.

Percentage teachers (PCTTCH) is total teachers divided by total staff.

NCES refers to student enrollment as “member” (MEMBER).

Pupils per teacher (PUPTCH) is member divided by total teachers.

Pupils per staff (PUPSTF) is member divided by total staff.

Pupils per administrator (PUPADM) is member divided by total administrators.

Pupils per LEA (PUPLEA) is member divided by LEA administrators.

Pupils per school administrator (PUPSCH) is member divided by school administrators.

The median was calculated for each universe of data (15K, Council, and selected districts). The ranking was calculated on the 15K universe. This procedure allowed comparisons of the moving

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median to be made while holding Anchorage statistically steady. The rankings were done so that a rank of one was always an indicator representing the best in that metric. For example, in teachers as a percentage of staff, the highest percentage was ranked number one. In students per teacher, the number one ranking went to the lowest number. All other per-student rankings favored higher numbers.

In the FTE data, there were 537 districts at 15K and over. In the FIN data the count was 534.

In order to do the FIN analysis, some data needed to be computed:

Total compensation (TOTCMP) is the sum of total salaries (Z32) and total employee benefits (Z34).

Instructional compensation (INSCMP) is the sum of instructional salaries (Z33) and instructional employee benefits (V10).

General administration compensation (LEACMP) is the sum of general administration support services salaries (V15) and general administration support services employee benefits (V16).

School administration compensation (INSCMP) is the sum of school administration support services salaries (V17) and school administration support services employee benefits (V18).

Total compensation per pupil (DOLTOT) is total compensation divided by member. The highest number is ranked number one.

Instructional compensation per pupil (DOLINS) is instructional compensation divided by member. The highest number is ranked number one.

General administration compensation per pupil (DOLLEA) is general administration compensation divided by member. The lowest number is ranked number one.

School administration compensation per pupil (DOLSCH) is school administration compensation divided by member. The lowest number is ranked number one.

Glossary of NCES Personnel Terms

Instructional Aide. Staff assigned to assist a teacher with routine activities associated with teaching (i.e., activities requiring minor decisions regarding students), such as monitoring, conducting rote exercises, operating equipment, and clerking. Includes only paid staff, and excludes volunteer aides.

Instructional Coordinator and Supervisor. Staff supervising instructional programs at the school district or sub-district level, including supervisors of educational television staff; coordinators and supervisors of audiovisual services; curriculum coordinators and in-service training staff; Title I coordinators and home economics supervisors; and supervisory staff engaged in the development of computer-assisted instruction. School-based department chairpersons are excluded.

Guidance Counselor/Director. Professional staff assigned specific duties and school time for counseling students and parents, addressing learning problems, evaluating student abilities, and assisting students in career and personal development. The state applies its own standards in apportioning the aggregate of guidance counselors/directors into the elementary and secondary level components.

Librarian or Media Specialist. A professional staff member or supervisor assigned specific duties and school time for professional library services activities. These include selecting, acquiring, preparing, cataloging, and circulating books and other printed materials; planning the use of the library by students, teachers, and instructional staff; and guiding individuals in the use of library books and material maintained separately or as a part of an instructional materials center.

Library and Media Support Staff. Staff member who renders other professional library and media services; also includes library aides and those involved in library/media support. Duties include selecting, preparing, caring for, and making available to instructional staff, equipment, films, filmstrips, transparencies, tapes, TV programs, and similar materials maintained separately or as part of an instructional materials center. Also include activities in the audiovisual center, TV studio, related work-study areas, and services provided by audiovisual personnel.

Local Education Agency (LEA) Administrator. Chief executive officers of education agencies, including superintendents, deputies, and assistant superintendents; other persons with district-wide responsibilities; e.g., accountants, auditors, business managers, facilities managers, technology or information system administrators, or supervisors of transportation, food services, or security. Excludes supervisors of instructional coordinators, supervisors of guidance counselors, and supervisors of student support staff. (These staff are reported under "student support services staff.")

Local Education Agency (LEA) Administrative Support Staff. Staff members providing direct support to LEA administrators, business office support, data processing, secretarial and other clerical staff.

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School Administrator. Staff whose activities are concerned with directing and managing the operation of a particular school. Category includes principals, assistant principals, and other assistants; and persons who supervise school operations, assign duties to staff members, supervise and maintain the records of the school, and coordinate school instructional activities with those of the education agency, including department chairpersons.

School Administrative Support Staff. Staff whose activities are concerned with support of the teaching and administrative duties of the office of the principal or department chairpersons. Include clerical staff and secretaries.

Student Support Services Staff. Professional staff members whose activities are concerned with the direct support of students and who nurture, but do not instruct, students. Include attendance officers; staff providing health, psychology, speech pathology, audiology, or social services; and supervisors of the preceding staff. Include coaches, athletic advisors, and athletic trainers if position does not require teaching credentials.

Glossary of NCES Expenditure Terms

Current Expenditure. Expenditure for instruction, support services, and other elementary/secondary programs. Includes salaries, employee benefits, purchased services, and supplies, as well as payments made by states on behalf of school districts. Also includes transfers made by school districts, into their own retirement systems. Excludes expenditure for non-elementary/secondary programs, debt service, capital outlay, and transfers to other governments or school districts. This item is formally called "Current Expenditures for Public/Secondary Education."

Expenditure. All amounts of money paid out of a school system, net of recoveries and other correcting transactions, other than for retirement of debt, purchase of securities, extension of loans, and agency transactions. Expenditure includes only external transactions of a school system and excludes non-cash transactions, such as the provision of perquisites or other payments in-kind.

Instruction Expenditure. Includes payments from all funds for salaries, employee benefits, supplies, materials, and contractual services for elementary/secondary instruction. It excludes capital outlay, debt service, and interfund transfers for elementary/secondary instruction. Instruction covers regular, special, and vocational programs offered in both the regular school year and summer school. It excludes instructional support activities, as well as adult education and community services. Instruction salaries include salaries for teachers and teacher aides and assistants.

Support Services Expenditure. Relates to support services functions defined in *Financial Accounting for Local and State School Systems* (National Center for Education Statistics 2000). Includes payments from all funds for salaries, employee benefits, supplies, materials, and contractual services. It excludes capital outlay, debt service, and interfund transfers. It includes expenditures for the following functions:

- **Business/Central/Other Support Services.** Expenditure for business support, central support, and other support services. Business support services include payments for fiscal services (budgeting, receiving and disbursing funds, payroll, internal auditing, and accounting), purchasing, warehousing, supply distribution, printing, publishing, and duplicating services. Central support services include planning, research, development, and evaluation services. They also include information services, staff services (recruitment, staff accounting, noninstructional in-service training, staff health services), and data processing services.
- **General Administration.** Expenditure for board of education and executive administration (office of the superintendent) services.
- **Instructional Staff Support.** Expenditure for supervision and instruction service improvements, curriculum development, instructional staff training, and instructional support services, such as the library, multimedia centers, and computer stations for students that are outside the classroom.

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- **Operation and Maintenance.** Expenditure for building services (heating, electricity, air conditioning, property insurance), care and upkeep of grounds and equipment, nonstudent transportation vehicle operation and maintenance, and security services.
- **Pupil Support Services.** Expenditure for attendance record-keeping, social work, student accounting, counseling, student appraisal, record maintenance, and placement services. This category also includes medical, dental, nursing, psychological, and speech services.
- **Pupil Transportation Services.** Expenditure for the transportation of public school students, including vehicle operation, rider monitoring, and vehicle servicing and maintenance.
- **School Administration.** Expenditure for the office of the principal services.
- **Nonspecified Support Services.** Expenditures that pertain to more than one of the above categories. In some cases, reporting units could not provide distinct expenditure amounts for each support services category. These expenditures were included in “nonspecified” instead of “other support services.”

Other Current Expenditures. Current expenditures for other than instruction and support service activities. Included in this category are food services (gross), enterprise operations, and other elementary/secondary current expenditures.

ATTACHMENT B. STRATEGIC SUPPORT TEAM

Michael Casserly

Michael Casserly is the executive director of the Council of the Great City Schools, a coalition of 67 of the nation's largest urban public school districts. Dr. Casserly has been with the organization for 29 years, 14 of them as executive director. Before heading the group, he was the organization's chief lobbyist on Capitol Hill in Washington, D.C. and served as its director of research. He has led major reforms in federal education laws, garnered significant aid for urban schools across the country, spurred major gains in urban school achievement and management, and advocated for urban school leadership in the standards movement. Also, Dr. Casserly led the organization in the nation's first summit of urban school superintendents and big city mayors. He has a Ph.D. from the University of Maryland and a B.A. from Villanova University

Robert Carlson

Robert Carlson is director of management services for the Council of the Great City Schools. In that capacity, he provides Strategic Support Teams and manages operational reviews for superintendents and senior managers; convenes annual meetings of chief financial officers, chief operating officers, transportation directors, and chief information officers and technology directors; fields hundreds of requests for management information; and has developed and maintains a web-based management library. Prior to joining the Council, Dr. Carlson was an executive assistant in the Office of the Superintendent of the District of Columbia Public Schools. He holds Ed.D. and M.A. degrees in administration from The Catholic University of America and a B.A. degree in political science from Ohio Wesleyan University. He has also done advanced graduate work in political science at Syracuse University and the State Universities of New York.

David W. Koch

David Koch is the former chief administrative officer for the Los Angeles Unified School District (LAUSD). The LAUSD is the nation's second-largest public school system, with more than 700,000 students in grades K-12, an annual budget of more than \$9 billion, and more than 80,000 full- and part-time employees. Mr. Koch's responsibilities encompassed virtually all non-instructional operations of the District, including finance, facilities, information technology, and all of the business functions. Mr. Koch also served the LAUSD as business manager, executive director of information services, and deputy controller. Mr. Koch was also business manager for the Kansas City, Missouri Public School District and was with Arthur Young and Company prior to entering public service. He is a graduate of the University of Missouri and a Certified Public Accountant in the states of California, Missouri, and Kansas. Currently a resident of Long Beach, California, Mr. Koch provides consulting services to public sector clients and companies doing business with public sector agencies.

Ann Best

Ann Best is the chief human resources officer for the Houston Independent School District.

Dan Cochran

Dan Cochran is a human resources professional who, over the past few years, has completed human resources leadership assignments in a number of large urban school districts, including Los Angeles USD, San Diego USD, and Houston ISD. In each assignment, he has implemented improvements in human resources service delivery according to strategic planning and reengineering initiatives. He is the former associate superintendent of human resources for the school board of Broward County, Florida. In that position, he was responsible for all employees and functions assigned to labor and employee relations, administrative procedures, employment staffing, wage and salary administration, employee benefits and risk management. Before taking the Broward position, Mr. Cochran served as the executive director of personnel services for the Fulton County (GA) Public Schools, and prior to that position he served as the director of human resources for the Cobb County (GA) Public Schools. He has been a principal, an assistant principal, a guidance counselor, and a technical education teacher. He has also worked in the private sector where he was responsible for negotiations and contract implementation with the United Auto Workers.

Michael Contompasis

Michael Contompasis retired after two years as superintendent of the Boston Public Schools. Previously, he served as the district's chief operating officer from 1998 through 2005. Before moving to a district leadership role Mr. Contompasis was the headmaster of Boston Latin School, the State's top performing 7-12 secondary school, where he was honored as a Milken Educator in 1997. From 1996 to 1998, he also served as a cluster leader overseeing and mentoring the principals of 10 K-12 schools in the district. He began his career in education as a biology teacher in 1966. He was presented with a Distinguished Service Award by the Council of Great City Schools in 2006.

Judy Elliott

Judy Elliott is the former chief academic officer of the Los Angeles Unified School District, where she was responsible for curriculum and instruction, including early childhood through adult education, professional development, innovation, accountability, assessment, afterschool programs, state and federal programs, health and human services, magnet programs, language acquisition for both English and Standard English learners, parent outreach, and intervention programs for all students. Before that, she was the chief of teaching and learning in the Portland Oregon Public Schools and assistant superintendent of the Long Beach Unified School District. Dr. Elliott was also a senior researcher at the National Center on Educational Outcomes at the University of Minnesota. She started her career as a classroom teacher and then served as a school psychologist. She continues to assist districts, national organizations, and state and federal departments of education in their efforts to update and realign curriculum frameworks, instruction, assessment, and accountability to include all students. Her research interests focus on systems change and reform, effective instruction for all students, and data-based decision making for accountability and accelerated student achievement. She has trained thousands of staff, teachers, and administrators in the United States and abroad in areas of integrated service delivery systems, leadership, effective use of data, inclusive schooling that includes linking assessment to classroom intervention, strategies and tactics for effective instruction, curriculum

adaptation, collaborative teaching, and behavior management. Dr. Elliott has published over 50 articles, book chapters, technical/research reports, and books. She sits on editorial boards for professional journals and is active in many professional organizations. Dr. Elliott is nationally known for her work in Response to Instruction and Intervention (RtI²) and has led many successful initiatives and projects around that effort.

Ken Gotsch

Kenneth Gotsch is the vice chancellor of finance/CFO for the City Colleges of Chicago. Prior to returning to Chicago Mr. Gotsch was the chief financial officer of the Los Angeles Unified School District, the nation's second-largest school system. In that capacity, he was responsible for administrative oversight of the district's accounting, disbursements, budget services, financial planning, and school fiscal services. Mr. Gotsch was also the chief fiscal officer of the Chicago Public Schools, the nation's third-largest school system. Before taking that position in 1995, he served as both the deputy director of the Department of Revenue's Tax Administration and the manager of information services for the City of Chicago. Prior to joining city government, he received his Master of Arts degree in public finance from the University of Chicago's Irving Harris Graduate School of Public Policy and a Bachelor of Science degree in business administration and finance from Marquette University

Donald Kennedy

Donald Kennedy is the interim chief operations officer for the Bridgeport, Connecticut School District, supporting the interim superintendent in his efforts to improve the educational outcomes and business practices for the school district. In addition to the day-to-day leadership of the district's business functions, much of his effort focuses on building staff capacity that will allow central office staff to design, implement, and operate effective business practices. Mr. Kennedy was formerly the chief financial and operations officer for Seattle Public Schools (SPS). In this capacity Mr. Kennedy had leadership responsibility for the school district's business functions of finance, human resources, procurement, information technology, capital building program, facility services, school support services, planning and enrollment, and other business functions. Prior to Seattle he was the chief financial and administrative officer for Charleston County School District in South Carolina. Mr. Kennedy has a B.S. in accounting from Newberry College in Newberry, SC, an M.A. in organizational design from Seattle University, and a Certified Public Accountant certificate from the state of Alabama. Prior to entering public service Mr. Kennedy worked for the Boeing Company and Science Applications International Corporation in various financial management positions and also served as a commissioned officer in the U.S. Air Force.

Shahryar Khazei

Shahryar Khazei is the deputy chief information officer of the Los Angeles Unified School District, the second-largest school district in the United States. The IT department has over 600 employees and an operating budget of over \$50 million. Mr. Khazei is directly responsible for enterprise architecture, systems development and support, and data center operations. Mr. Khazei has held a variety of leadership positions in LAUSD, including chief director of software development and support, managing a staff of 300 and focusing on student information and

business data. He is one of the foremost authorities in student data warehouse, state and federal regulations associated with K-12 and application development strategies. Mr. Khazei has also served as director of information technology and special assistant to the district's business manager. As director of information technology, he managed a team of over 100 internal and external professionals and successfully implemented variety of business and student applications, including the largest student data warehouse for K-12 in the nation. As special assistant to the District's business manager, he planned, organized and directed policy and organizational analysis for the business manager and senior staff on computerization and re-engineering of district's processes. Mr. Khazei graduated from Washington State University with a Bachelor of Science degree in mechanical engineering, and has received certification in project management from UCLA. He is ITIL certified.

Frederick Schmitt

Frederick Schmitt retired as the chief financial officer of the Norfolk Public Schools (NPS) in 2008 after serving 11 years. NPS educates 35,000 children with an annual operating budget of \$330 million and 6,000 full- and part time employees. NPS won the Broad Foundation Prize for Urban Education in 2005. Prior to joining public education, Mr. Schmitt had a long and successful career in finance, management, and operations, including serving as a consultant with American Management Systems, Inc., and as the chief executive officer (Commanding Officer) of the U.S. Coast Guard National Finance Center in Virginia. A graduate of the U.S. Coast Guard Academy, he received his M.B.A. degree from The George Washington University. He has been recognized for Outstanding Leadership in Urban Education by the Council of Great City Schools, and he co-chaired a major national effort with the Council to examine the effectiveness of business operations in large urban districts. Mr. Schmitt has served on a number of district technical assist visits as a team member for the Council of Great City Schools.

Tom Ryan

Tom Ryan retired as the chief information officer for the Albuquerque Public Schools after serving over 31 years, on both the instructional and operational sides of the district. As the CIO, Dr. Ryan oversaw the successful implementation of a new enterprise resource planning system (finance, HR, and payroll), a new student information system, and a learning management content system. He has lead the Capital Election Team successfully passing two GO elections and Mill Levy election for more than \$642,000,000. Dr. Ryan holds a Ph.D. in curriculum and instruction, with an emphasis in learning technologies from New Mexico State University. He is a member of several boards including the Consortium for School Networking, the NM Technology Council Board, and the NM Council of Technology in Education (past chair). He is a member of the International Society for Technology in Education. Dr. Ryan has served as adjunct faculty at the University of New Mexico, designing and teaching courses online. He works with several national committees such as the International Association for K-12 Learning Online (iNACOL), and the Council of Great City Schools and is a senior fellow for the Center of Digital Learning. He is a founding member of IDEAL-NM Advisory Board, which is the state K-20 and higher education online learning system. Dr. Ryan is the recipient of a Milken Educator Award. He has received several awards for technology innovation and has presented at several conferences across the country.

Ricki-Price Baugh

Ricki Price-Baugh serves as the director of academic achievement for the Council of the Great City Schools. She directly assists urban districts in enhancing instructional systems to boost student achievement. Additionally, she participates in researching instructional materials and practices associated with improved student achievement. She has taken an active role in the Council's efforts to call for and advance common standards for our nation's schools. Price-Baugh retired as the assistant superintendent of curriculum and instructional development in the Houston Independent School District, where she led the development and implementation of the pre-kindergarten–12 curriculum, professional development for administrators and teachers, and the district's alternative teacher certification program. Her prior experience included teaching at the secondary school level for 13 years and serving as the district's K–12 software resource coordinator before joining the curriculum department as the director of educational programs. She has also taught curriculum theory and practice for aspiring principals at the University of Houston. Dr. Price-Baugh received her B.A. degree from Tulane University and her M.A. from the University of Maryland. She earned her Doctor of Education in Educational Administration from Baylor University.

Arnold Viramontes

Arnold Viramontes was recently appointed to the position of chief information technology officer of the Houston Independent School District (HISD). HISD is the largest public school system in Texas and the seventh-largest in the United States. The district operates 296 schools with approximately 202,000 students supported by almost 30,000 full- and part-time employees. The general fund annual operating budget amounts to approximately \$1.6 billion. He is currently developing a blueprint for technology and information use in HISD. Before taking his current position, Mr. Viramontes was the chief of staff for the Dallas Independent School District, the 12th-largest school district in the nation. As chief of staff, Mr. Viramontes oversaw 11 departments including the transformation management office, the communications/public relations department, emergency services, athletics department, and the office of evaluation and accountability. Mr. Viramontes also served the district as chief transformation officer and led the restructuring of the Dallas ISD central office. In addition, he facilitated and organized the implementation of Dallas Achieves—which included the realignment of the curriculum at all levels and the more effective allocation of resources. Mr. Viramontes designed a data decision process that utilized a data warehouse with business intelligence framework. Earlier in his career, Mr. Viramontes served as the CEO of the Viramontes Group, Inc. (VGI), a technology and corporate consulting company he began in 1972, serving clients in the United States, Mexico, and South America. Prior to VGI, he was the initial executive director of the Telecommunications Infrastructure Fund Board (TIF), an agency created by the Texas Public Utility Regulatory Act of 1995. Mr. Viramontes managed the nation's largest program for investing in telecommunications infrastructure for Internet access and videoconferencing. TIF was charged with disbursing up to \$1.5 billion over a 10-year period to be used to link Texas schools, libraries, higher education institutions, and not-for-profit health care facilities to an advanced telecommunications infrastructure. He is also a senior research fellow to the IC² Institute at the University of Texas, an organization whose mission is to foster technology, entrepreneurship, and education.

ATTACHMENT C. DOCUMENTS REVIEWED

- 2008 Master Strategic and Incident Command System Plan
- 2010 Operations In-service: Keys From the Past
- 2011 RIMS Benchmark Survey
- 2011 Tank Schedule
- 2011-12 Adopted Financial Plan
- 2011-2012 AEA/ASD Mentor Program
- 2011-2012 Required and Mandatory Trainings
- 2012 School Board Recommendation
- Administrative Trainee Rating Form
- Adopted Financial Plan, 2008-09
- Adopted Financial Plan, 2009-10
- Adopted Financial Plan, 2010-11
- Adopted Financial Plan, 2011-12
- Adva Writing Institute: Write NOW!
- AKA Earthquake Kits
- Annual Service Contracts
- Approval Status and Amendments Memorandum #1-50 for 2011-12
- April 2012 Bond Request
- ASD Board's Vision
- ASD Core Values
- ASD Leadership Academy by Training and Professional Development
- ASD Online Board's Vision
- ASD Online for Parents & Students
- ASD Online for School Business Partnerships
- ASD Online Information Technology
- ASD Online Maximo Enterprise Suite
- ASD Online Performance Measures and Goals
- ASD Online: Risk Management Department
- ASD Organizational Chart
- ASD Performance Measures
- ASD School Board Policy – Section 100
- ASD School Board Policy – Section 200 (School Administration)
- ASD School Board Policy – Section 700 (Business and Non-Instructional Operations)
- ASD School Board Policy – Section 900 (Code of Ethics)
- ASD Work Order Tracking
- Assistant Superintendent's Memorandum: Second Semester Suspensions/Weapons/Expulsions Report 2010-2011
- August 29, 2011 Memorandum regarding Computer List Items
- August 8, 2011 Superintendent Memorandum regarding Six-Year Fiscal Plan–FY 2012-2017 Revision Update
- Auxiliary Building Plant Operations
- Benchmark Assessment for Operations

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Board Policy 480: Safety and Safety Regulations
- Board Policy 731: Safety and Security
- Board Policy: Safety Drills and Crisis Plans
- Building Plant Operator Test
- Capital Investment Advisory Committee Member Roster
- Certificated Accountability Report, November 2011
- Certificated Employee Evaluation Document
- Classified AppliTrack Applicants' User Guide
- Classified AppliTrack Employee Transfer Guide
- Classified Employee Evaluation Rubrics
- Classified New Hire Survey Results
- Climate & Connectedness Parent/Guardian Survey
- Climate & Connectedness Student Survey, Grades 3 and 4, 5-12
- Comprehensive Annual Financial Report, June 30, 2009
- Comprehensive Annual Financial Report, June 30, 2010
- Comprehensive Annual Financial Report, June 30, 2011
- Computer Hauls/Pulls
- Computerized Maintenance Management System Narrative
- Construction Inspector Job Description
- Crew Chief Test
- Current Courses/Workshops
- Custodial Labor Analysis
- Custodial Monthly Facility Safety Checklist
- Customer Equipment by Count
- Customer Equipment by Location
- Customer Report Scores by Weighted Items
- December 09, 2011 News Release: District to place one school bond on April 2012 ballot
- Design Guidelines and Standards
- Desktop Safety and Security Template
- Detailed Financial Budget, 2008-09
- Detailed Financial Budget, 2009-10
- Developing Exemplary Educational Leaders Credit Class
- Disciplinary Notice
- Draft Infectious Disease Plan
- Drill Reports, 2010-2011
- East Satellite Shift Schedule FY 2011-2012
- Electrical Hazards: How To Avoid a Shocking Experience
- Electrical/Storage Safety Checklist
- Elementary Educational Survey 2011
- Elementary Monthly Classroom Safety Checklist
- Elementary School Building Use Survey 2011-12
- Elementary School Student Handbook, 2011-12 Notice of Procedural Safeguards, Parental Rights for Special Education, September 2007
- Emergency Action Plan

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Emergency Response and Recovery Operations Guide
- Employee Evaluation Rubrics
- Energy Monitoring & Controlling Solution
- ES Work Order Report
- February 2011 Superintendent invitation to attend an informational meeting for School Board Candidates
- Form Submitted to Risk Management for Vandalism
- Fostering Effective Partnerships
- FY 2008-09 Expenditures
- FY 2009-10 Expenditures
- FY 2010-11 Expenditures
- General Fund Expenditures by Object Code
- Guide for Emergency Shelter Managers
- H.O.S.T Teacher Seminar by Training and Professional Development
- Hardware and Software Specifications Committee Purpose and Scope
- High School Educational Survey 2011
- High School Incident by Category 2010-2011
- High School Student Handbook, 2011-12
- IFAS Screen Shot
- Induction Basics
- Induction Support Survey
- Information Technology Goals
- Information Technology Staffing Plan
- Introductions to Operations for Principals
- Inventory List
- ISC Command Center
- January 28, 1999 Custodial Services Management Audit
- January 2012 Superintendent's Memorandum: Update of Current Projects and Initiatives
- January 13, 2012 Memorandum regarding Operations Dashboard
- January 19, 2012 Maintenance Department Performance Measures
- January 23, 2012 Superintendent Memorandum: Acceptance of Grant Awards
- July 2004 Educational Facility Staffing Survey
- June 2006 Energy Conservation Operational Plan
- June 27, 2011 Superintendent's Memorandum regarding Budget Revision for FY 2011-2012
- Lead Custodian Test
- Level II Energy Audit Baxter Elementary Schools
- Maintenance Department Employee Handbook
- Maintenance Department Funded Project List
- Maintenance Department Mission, Goal and Vision
- Maintenance Personnel Staffing Issues
- Maintenance Satellite Zone List
- Master Strategic and Incident Command Plan
- Master Training Calendar, 2011-2012
- MED SLED Distribution

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Media Release Form
- Membership Projections Summary, 2011-12 to 2016-17
- Mentee Survey
- Middle & High School Monthly Classroom Safety Checklist
- Middle Educational Survey 2011
- Middle School Student Handbook, 2011-12
- Mission and Vision and Core Values and Beliefs
- Mixed-Paper Tonnage Data
- MOU School Resource Officers Program
- New Employee Orientations 2011-2012
- New Teacher Institute
- Nondiscrimination & Harassment Policy
- November 14, 2011 Superintendent's Memorandum regarding bond proposal comprised of Proposition 1
- November 21, 2011 Memorandum regarding Demand Charge Information
- October 24, 2011 Superintendent's Memorandum regarding Student Membership Projections for September 30, 2012
- Online Tools for Managing Schools
- Operations Department Mission Statement
- Operations Department Plan
- Operations Department Performance Dashboard
- Operations Oracle: 2002 Custodial In-Service
- Outline for Hard Floor Care Presentation
- Personnel Staffing Issues
- Physical Capacity Tests
- Playground Monthly Safety Checklist
- Policy Reference Manual
- Position Analysis
- Presenting to Peers by Training and Professional Development
- Principal Monthly School Safety Checklist
- Procedures for School Volunteers
- Procurement Review of Wellness Program Request for Proposal Report
- Professional Leave Application
- Professional Support/Plan for Improvement Numbers
- Profile of Performance and School Report Card to the Public, 2010-11, District Overview
- Program Evaluation Process, FY 2012-2013 Program Description
- Proper Disposal of Recyclable Electronics
- Recommended Replacement Vehicle
- Recycling Program
- Regulatory Management Manual
- Request for Proposals Package: Design Services
- Required School Crisis Response Planning Procedure
- Resource Conservation Program: Institutionalizing Sustainability
- Resource Conservation Program: Institutionalizing Sustainability at ASD

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Risk Management Tube Training
- Safety Handbook
- Safety Tips for Parents
- Safety Training Required when Hired
- Sample of a Teacher's MLP Portfolio
- Scheduled vs. Unscheduled Work Orders
- School Board Committee Assignments, 2011-2012
- School Board Meeting Calendar
- School Messenger Training
- School Messenger: "Getting Started"
- School Resource Officers School Assignments
- School Safety Check
- School Shelter Sites
- School Year In-Service Plan
- Scrub and Recoat Procedures
- September 12, 2011 Board President Memorandum regarding Adoption of District Performance Measures and Goals
- Student/Visitor Report of Injury Form
- Suggested Equipment Specification
- Summary of Steps to Assist in Completing the Value-Based Budget Packet
- Superintendents Memorandum regarding Political Activities
- Supervisor Employee Trends – By Area
- Supervisor Inspection Report
- Supervisor's Supplemental Employee Report of Injury Form
- Teacher Institute Seminar Series
- Ten-Year Capital Improvement Plan, Recommendations and Analysis July 1, 2011 – June 30, 2021
- Training and Professional Development Staff Survey
- Training and Professional Development Survey
- Training Service Bulletin 001: Authorized Chemical List
- Training Service Bulletin 002: Chemical Descriptions: Cleaners
- Training Service Bulletin 008: Insure Finish Durability
- Transitional Return To Work Program
- Tube Videos
- Unfunded Project List
- Unit Safety Report
- VFA Assessment Methodology
- Wood Gym Floor Maintenance
- Work Hours by Work Type
- Work Order Details Report – Preventive Maintenance and Complete and Incomplete Work Orders
- Workers' Compensation Claims Annual Report

ATTACHMENT D. INDIVIDUALS INTERVIEWED

- Gretchen Guess, President of the Board of Education
- Jeannie Mackie, Vice President of the Board of Education
- Pat Higgins, Member, Board of Education and Chair of Audit Committee
- Kathleen Plunkett, Member, Board of Education
- Gretchen Guess, Member, Board of Education
- Don Smith, Member, Board of Education
- Carol Comeau, Superintendent
- Chris Clifford, Anchorage Chamber of Commerce
- Sandra J. Heffern, Anchorage Chamber of Commerce
- Anne Reed, Anchorage Chamber of Commerce
- Bill Popp, Anchorage Economic Development Corporation
- Dick Tremaine, Federation of Community Councils
- Bob Churchill, Federation of Community Councils
- Al Tamagni Sr., Federation of Community Councils
- Tam Agosti-Gisler, Anchorage School Business Partnership
- Jay Blury, Assistant Vice President, North Rim Bank
- Brian Griggs, JBER (Joint Base Elmendorf-Richardson) /Military School Liaison Services
- Dan Loring, MECAC (Multicultural Education Concerns Advisory Committee)
- Jonathan Larson, MECAC (Multicultural Education Concerns Advisory Committee)
- Chad Stiteler, Chief Financial Officer
- Mike Abbott, Assistant Superintendent of Support Services
- Jane Berglund, Chief Information Officer
- Ed Graff, Assistant Superintendent Instruction
- Eric Tollefsen, Executive Director, Human Resources
- Heather Sawyer, Communications Director
- Alden Thorn, Director, Benefits
- Andy Ratliff, Senior Financial Analyst
- Bart Kendall, Warehouse Foreman
- Becky Reeves, Supervisor, Systems & Operations
- Beth Knorr, HR Specialist
- Bob Davis, Foreman, Operations
- Brian Sheridan, Database Analyst
- Bruce Shelly, Electrical Project Manager
- Calvin Mundt, Project Manager
- Catherine Curtis, Compliance Director
- Cessily Williams, Principal
- Cheryl Guyett, Principal
- Chris Borst, Maintenance Supervisor
- Christine Garbe, Supervisor, English Language Learners
- Cindy Anderson, Executive Director, Special Education

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Colleen Stevens, Director, Training and Professional Development
- Dale Miller, Teamsters
- Dan Gallego, Principal
- Dan Merrigan, Transportation Planner
- Dane Sutterfield, Purchasing, Senior Specialist
- Darin Hargraves, Operations Director
- Darla Jones, Executive Director, Curriculum and Instruction
- Darrell Vincek, Principal
- Dave Mayo-Kiely, Supervisor, Children in Transition/Homeless
- Derek Hagler, High School Supervisor
- Diane Hoffbauer, Principal
- Diane Poage, Director, Related Services
- Dolores Solano, Certified Recruiter
- Doreen Brown, Supervisor, Indian Education
- Doug Gray, Director, Elementary Special Education
- Duane Moran, Supervisor, AV & Voice Service
- Edie Knapp, Project Manager (Acting Construction Manager)
- Elizabeth Goodman, Demographer
- Emil Marrs, Systems Admin. II
- Emyrose Pugay, Payroll Specialist
- Eudora Fraczek, Director, State and Federal Compliance, Special Education
- Gardner Cobb, Security and Emergency Services
- Ginger Blackmon, Principal
- Glen Nielsen, Elementary Supervisor
- Guy Lieberg, Systems Admin, III
- Hasaan Herrington, Tech Support III
- Heather Mildon, Principal
- Heather Philp, Safety Officer
- Heidi Embley, Senior Communications Specialist
- Heidi Packer, Principal
- Jack Johnson, Supervisor, Technical Support
- Jan Anderson, Purchasing Agent
- Jason Hlasny, Supervisor, Secondary Special Education
- Jay Adams, Vehicle Maintenance Supervisor
- Jennifer Madsen, APEA/AFT
- Jerry Koetje, Middle School Supervisor
- Jim Farrington, Assistant Controller
- Jim Lepley, AEA President
- Jim Scott, Principal
- Joe Hackenmueller, Supervisor, Educational Technology
- John Carlson, Tech Support I
- John Gaskins, Principal
- Joe Bernardini, Purchasing Supervisor
- Joseph Sanchez, MV Transportation

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Julie Maker, Principal
- Julie Shuttleworth, Spec. Training
- Julie Vincek, Social & Emotional Learning
- Julye Neel, Principal
- Karen Harbuck, Payroll Specialist
- Karin Halpin, Title I Supervisor
- Katherine Jones, Spec. Training
- Kathryn Price, System Analyst
- Kathy Egle, Ground Supervisor
- Katie Rutledge, Director, Payroll
- Kris Bjornson, Principal
- Larry Peterson, Maintenance Director
- Laurel Vorachek, Executive Director, Assessment and Evaluation
- Leah Hathaway, Supervisor, Migrant Education
- Lee Croft, Tech Support I
- Leslie Preston, Director of Community Services
- Leslie Vandergaw, Executive Director, Middle School Education
- Linda Carlson, Executive Director, Elementary Education
- Lindsey Henry, Principal
- Lori Robison, Payroll Specialist
- Margo Bellamy, Director, EEO
- Maria Hernandez, Supervisor, Applications Training
- Marie Laule, Director, Budget
- Marie Ochadleus, Supervisor, Records Management
- Mary Cary, Project Manager
- Mary Meade, Supervisor, Charter Schools
- Megan O'Shay, Leave Specialist
- Melissa Payne, Insurance Specialist
- Michael Graham, Principal
- Mike Fleckenstein, Supervisor, Application Programming
- Mike Henry, Executive Director, High School Education
- Mike Klawitter, Risk Manager
- Mike McGough, Project Manager
- Nan Yoon, Retirement Specialist
- Nancy Edtl, Director, Health Services
- Neil Black, Senior Budget Analyst
- Pam Chenier, Purchasing Director
- Pam Johnson, Spec. Training
- Peggy Rankin, HR Specialist
- Peter Ljubicich, Supervisor, Gifted Programs
- Peter Wann, Server Admin. II
- Rachel Molina-Lodoen, Project Support Leader
- Ralph J. Mingo, Maintenance Supervisor
- Randy Ribble, General Building Project Manager

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

- Raylene Erickson, Supervisor, Accounts Payable
- Rick Lloyd, Database Analyst
- Robb Donohue-Boyer, Director, Certified Staffing and Recruitment
- Russ Ament, Director, Classified Staffing and Recruitment
- Ruth Dene, Principal
- Sam Brost, Tech Support I
- Sam Spinella, Principal
- Scott Easler, Tech Support I
- Scott Ihrig, Network Analyst III,
- Sharon Baker, TOTEM
- Sherry Ellers, Principal
- Steve Kalmes, Director of Transportation
- Sue Jolin, Controller
- Sven Gustafson, Principal
- Terry Schnese, Maintenance Supervisor
- Thomas Johns, Purchasing Office Manager
- Tim Morgan, Teamsters
- Tim Scott, Principal
- Todd Hess, Director, Contract Administration
- Vernon Campbell, Director, District Accountability
- Warren Ulrich, MV Transportation
- Wayne Campbell, Contract Services Specialist
- Wendy Ott, Tech Support III
- Wes Bell, Supervisor, Network & Help Desk
- William Meers, Public Employees, Local 71
- Yuliya Fateyeva, Systems Analyst
- Yvette Edwards, MV Transportation

ATTACHMENT E. ABOUT THE COUNCIL

About the Council of the Great City Schools

The Council of the Great City Schools is a coalition of 67 of the nation's largest urban public school systems. Its Board of Directors is composed of the Superintendent of Schools and one School Board member from each member city. An Executive Committee of 24 individuals, equally divided in number between Superintendents and School Board members, provides regular oversight of the 501(c)(3) organization. The mission of the Council is to advocate for urban public education and assist its members in the improvement of leadership and instruction. The Council provides services to its members in the areas of legislation, research, communications, curriculum and instruction, and management. The group convenes two major conferences each year; conducts studies on urban school conditions and trends; and operates ongoing networks of senior school district managers with responsibilities in areas such as federal programs, operations, finance, personnel, communications, research, and technology. The Council was founded in 1956 and incorporated in 1961 and has its headquarters in Washington, D.C.

**History of Strategic Support Teams Conducted by the
Council of the Great City Schools**

City	Area	Year
Albuquerque		
	Facilities and Roofing	2003
	Human Resources	2003
	Information Technology	2003
	Special Education	2005
	Legal Services	2005
	Safety and Security	2007
Anchorage		
	Finance	2004
	Communications	2008
	Math Instruction	2010
	Food Services	2011
	Organizational Structure & Staffing	2012
Atlanta		
	Facilities	2009
	Transportation	2010
Austin		
	Special Education	2010
Baltimore		
	Information Technology	2011
Birmingham		
	Organizational Structure	2007
	Operations	2008
	Facilities	2010
Boston		
	Special Education	2009
Bridgeport		
	Transportation	2012
Broward County (FL)		
	Information Technology	2000
	Food Services	2009
	Transportation	2009
	Information Technology	2012
Buffalo		
	Superintendent Support	2000
	Organizational Structure	2000
	Curriculum and Instruction	2000
	Personnel	2000
	Facilities and Operations	2000
	Communications	2000
	Finance	2000
	Finance II	2003
	Bilingual Education	2009
Caddo Parish (LA)		

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

	Facilities	2004
Charleston		
	Special Education	2005
Charlotte-Mecklenburg		
	Human Resources	2007
Cincinnati		
	Curriculum and Instruction	2004
	Curriculum and Instruction	2009
Chicago		
	Warehouse Operations	2010
	Special Education	2011
Christina (DE)		
	Curriculum and Instruction	2007
Cleveland		
	Student Assignments	1999, 2000
	Transportation	2000
	Safety and Security	2000
	Facilities Financing	2000
	Facilities Operations	2000
	Transportation	2004
	Curriculum and Instruction	2005
	Safety and Security	2007
	Safety and Security	2008
	Theme Schools	2009
Columbus		
	Superintendent Support	2001
	Human Resources	2001
	Facilities Financing	2002
	Finance and Treasury	2003
	Budget	2003
	Curriculum and Instruction	2005
	Information Technology	2007
	Food Services	2007
	Transportation	2009
Dallas		
	Procurement	2007
	Staffing Levels	2009
Dayton		
	Superintendent Support	2001
	Curriculum and Instruction	2001
	Finance	2001
	Communications	2002
	Curriculum and Instruction	2005
	Budget	2005
	Curriculum and Instruction	2008
Denver		
	Superintendent Support	2001
	Personnel	2001

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

	Curriculum and Instruction	2005
	Bilingual Education	2006
	Curriculum and Instruction	2008
Des Moines		
	Budget and Finance	2003
	Staffing Levels	2012
Detroit		
	Curriculum and Instruction	2002
	Assessment	2002
	Communications	2002
	Curriculum and Assessment	2003
	Communications	2003
	Textbook Procurement	2004
	Food Services	2007
	Curriculum and Instruction	2008
	Facilities	2008
	Finance and Budget	2008
	Information Technology	2008
	Stimulus planning	2009
Fresno		
	Curriculum and Instruction	2012
Guilford County		
	Bilingual Education	2002
	Information Technology	2003
	Special Education	2003
	Facilities	2004
	Human Resources	2007
Hillsborough County (FL)		
	Transportation	2005
	Procurement	2005
Houston		
	Facilities Operations	2010
	Capitol Program	2010
	Information Technology	2011
	Procurement	2011
Indianapolis		
	Transportation	2007
	Information Technology	2010
Jackson (MS)		
	Bond Referendum	2006
	Communications	2009
Jacksonville		
	Organization and Management	2002
	Operations	2002
	Human Resources	2002
	Finance	2002
	Information Technology	2002
	Finance	2006

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

Kansas City		
	Human Resources	2005
	Information Technology	2005
	Finance	2005
	Operations	2005
	Purchasing	2006
	Curriculum and Instruction	2006
	Program Implementation	2007
	Stimulus Planning	2009
Little Rock		
	Curriculum and Instruction	2010
Los Angeles		
	Budget and Finance	2002
	Organizational Structure	2005
	Finance	2005
	Information Technology	2005
	Human Resources	2005
	Business Services	2005
Louisville		
	Management Information	2005
	Staffing study	2009
Memphis		
	Information Technology	2007
Miami-Dade County		
	Construction Management	2003
	Food Services	2009
	Transportation	2009
	Maintenance & Operations	2009
	Capital Projects	2009
Milwaukee		
	Research and Testing	1999
	Safety and Security	2000
	School Board Support	1999
	Curriculum and Instruction	2006
	Alternative Education	2007
	Human Resources	2009
Minneapolis		
	Curriculum and Instruction	2004
	Finance	2004
	Federal Programs	2004
Newark		
	Curriculum and Instruction	2007
	Food Service	2008
New Orleans		
	Personnel	2001
	Transportation	2002
	Information Technology	2003
	Hurricane Damage Assessment	2005

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

	Curriculum and Instruction	2006
New York City		
	Special Education	2008
Norfolk		
	Testing and Assessment	2003
	Curriculum and Instruction	2012
Orange County		
	Information Technology	2010
Philadelphia		
	Curriculum and Instruction	2003
	Federal Programs	2003
	Food Service	2003
	Facilities	2003
	Transportation	2003
	Human Resources	2004
	Budget	2008
	Human Resource	2009
	Special Education	2009
Pittsburgh		
	Curriculum and Instruction	2005
	Technology	2006
	Finance	2006
	Special Education	2009
Portland		
	Finance and Budget	2010
	Procurement	2010
	Operations	2010
Providence		
	Business Operations	2001
	MIS and Technology	2001
	Personnel	2001
	Human Resources	2007
	Special Education	2011
	Bilingual Education	2011
Richmond		
	Transportation	2003
	Curriculum and Instruction	2003
	Federal Programs	2003
	Special Education	2003
Rochester		
	Finance and Technology	2003
	Transportation	2004
	Food Services	2004
	Special Education	2008
San Diego		
	Finance	2006
	Food Service	2006
	Transportation	2007

Review of the Organizational Structure and Staffing Levels of the Anchorage School District

	Procurement	2007
San Francisco		
	Technology	2001
St. Louis		
	Special Education	2003
	Curriculum and Instruction	2004
	Federal Programs	2004
	Textbook Procurement	2004
	Human Resources	2005
St. Paul		
	Special Education	2011
Seattle		
	Human Resources	2008
	Budget and Finance	2008
	Information Technology	2008
	Bilingual Education	2008
	Transportation	2008
	Capital Projects	2008
	Maintenance and Operations	2008
	Procurement	2008
	Food Services	2008
Toledo		
	Curriculum and Instruction	2005
Washington, D.C.		
	Finance and Procurement	1998
	Personnel	1998
	Communications	1998
	Transportation	1998
	Facilities Management	1998
	Special Education	1998
	Legal and General Counsel	1998
	MIS and Technology	1998
	Curriculum and Instruction	2003
	Budget and Finance	2005
	Transportation	2005
	Curriculum and Instruction	2007
	Common Core Standards	2011
Wichita		
	Transportation	2009



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