

Portland Public Schools Board of Education  
Annual Evaluation (July 2019-June 2020)  
Superintendent Guadalupe Guerrero  
June 2020

OSBA Standards						Board Goals and Metrics			
	#1 Visionary Leadership	#3 Communications & Community Relations	#5 Curriculum Planning & Development	#7 Resource Management	#9 Labor Relations	Goal 1 3 <sup>rd</sup> grade reading	Goal 2 5 <sup>th</sup> grade Math	Goal 3 8th grade	Goal 4 Post-secon dary readiness
Total	25.5	22.5	23.5	25	27	28	21	21	14
Average	<b>3.6</b>	<b>3.2</b>	<b>3.4</b>	<b>3.6</b>	<b>3.9</b>	4	3	3	2
2x weight for metrics						<b>8</b>	<b>6</b>	<b>6</b>	<b>4</b>
Numerical Rating Scale: 1 Ineffective      2 Developing      3 Effective      4 Accomplished									
<b>Average on OSBA Standards: 3.54</b>			<b>Average on Metrics: 3.0</b>			<b>Overall Average: 3.2</b>			

<b>OSBA LEADERSHIP STANDARDS</b>	
<b>Leadership Standard #1: Visionary Leadership</b>	
<b>The superintendent is an educational leader who integrates principles of cultural competency and equitable practice and promotes the success of every student by facilitating the development, articulation, implementation and stewardship of a vision of learning that is shared and supported by all.</b>	
1.1 Collaboratively develops and implements a shared vision and mission; 1.2 Collects and uses data to identify goals, assess organizational effectiveness, and promote organizational learning; 1.3 Creates and implements plans to achieve goals;	1.4 Promotes continuous and sustainable improvement; 1.5 Monitors and evaluates progress and revises plans. 1.6 Makes progress on PPS’s Racial Equity and Social Justice strategy, with a focus on the professional development strategies in the RESJ framework.

Now that PPS has – for the first time in decades – a community-driven vision, articulated in *Portland Public Schools reImagined*, the focus for this year has been on developing strategies to advance progress toward that ambitious vision. The additional adoption of the Racial Equity and Social Justice (RESJ) framework provides an equity lens that helps focus the District on the needs of our underserved children. The robust public process soliciting community input regarding use of the Student Investment Account (SIA) funds as well as the final plan submitted to the Oregon Department of Education aligned with both these foundational documents. The resulting plan is a strong investment framework of supports to improve student performance of our underserved students. More broadly, the priorities established for the SIA funding were an excellent start in clarifying some of the major strategies being put in place to transform the district.

As important as a vision and strategic plan are in good times, they are crucial in challenging times. It is fortunate that PPS has a vision and an emerging strategic framework to guide difficult choices during this sudden economic downturn. We are heartened that the budget reductions proposed to respond to the significant budget shortfall appear to be consistent with the values and priorities identified in these foundational documents. The Strategic Plan needs to be finalized and then it would be helpful for the Superintendent to articulate the broader strategic

plan, how it has guided/will guide decision-making during this period of crisis management, and how the austerity and pandemic response may impact the operationalization and timeline of the desired transformation. As we face the challenges of a “new normal” of constrained resources and forced flexibility in teaching and learning, it will be especially important for the Superintendent to share his strategic roadmap with the PPS community so that students, parents, and the broader community can understand the plan to meet our student proficiency and growth goals, their role in it, and how progress will be monitored. As community demand for racial equity and justice grows in this post-George Floyd era, it will be especially important for PPS not only to respond to those demands, but to be seen to respond in real, tangible ways.

The Superintendent has done a very good job assembling and managing a team of highly skilled professionals and setting the overall tone and strategic direction for the District. The Superintendent carries out his role in a respectful and professional manner, and does a good job of listening to PPS’s many stakeholders. It would be helpful for this administration to communicate how decision-making has been influenced by the feedback received. Making people aware of how their input and experiences have been integrated into decision-making is a critical component of building support for disruptive changes and systemic transformation. While the professional development strategies implemented in concert with the RESJ framework have not been especially visible to the Board, there is a clear driving commitment to improving instructional practice in service to eliminating the achievement disparities in our district. The Superintendent consistently communicates an aspirational vision for all students and has taken concrete steps to elevate student voice and engagement. The Superintendent and his team are regular visitors to all school sites. He and his team continue to infiltrate effective structures and a positive culture through the many layers of the district, and we applaud the progress in building stronger, mutually supportive relationships with building administrators. These relationships and the ability to listen to on-the-ground concerns should reinforce the support the central office provides schools.

In addition, the Superintendent’s leadership can be seen statewide, as other districts begin to take notice of PPS’s accomplishments. This was particularly true with the Student Investment Act, where PPS led the state in both process and substance. The Superintendent and his team have strengthened relationships with other districts regionally and helped to create a collaborative among the largest districts in the state to develop a common agenda and share resources to promote system improvement. PPS took and continues to take a leading role in shaping the statewide response to the COVID crisis. The Superintendent worked diligently and adaptively to help PPS pivot to distance learning. Flexibility and ingenuity will be necessary for the foreseeable future as school districts adjust to the demands of teaching and learning in the midst of a pandemic.

**Leadership Standard #3: Communications and Community Relations**

**The superintendent integrates principles of cultural competency and equitable practice and promotes the success of every student by understanding, responding to and influencing the larger political, social, economic, legal and cultural context. The superintendent establishes effective two-way communications and engagement with students, staff, parents, media and the community, responding to feedback and building support for and engagement with the district.**

<p>3.1 Develops formal and informal techniques to gain internal and external perceptions of the district;</p> <p>3.2 Demonstrates effective communication skills (written, verbal, and non-verbal contexts, formal and informal settings, large and small groups and one-on-one environments);</p>	<p>3.3 Promotes stakeholder involvement, engagement and participation in the process of schooling;</p> <p>3.4 Establishes effective school/community relations, school/business partnerships and public service;</p> <p>3.5 Understands the role of media in shaping opinions as well as how to work with the media.</p>
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Communication services have vastly improved in the last year across many levels. Clear, consistent, timely communications are now going out regularly to both internal and external stakeholders. PPS now delivers a more comprehensive portrayal of our students’ progress and successes and the work that is underway in the district. The introduction of “The One: a daily snapshot,” has been a particularly effective window on the wide range of activities going on in the district through proactive storytelling.

The COVID crisis has presented enormous communications challenges for every organization and public system. The PPS communications department has acquitted itself very well. The clarity, frequency, and comprehensiveness of the communications around the COVID crisis have helped students, families, and educators cope with the stress of the closures and distance learning, informing them of resources as well as academic guidelines and expectations, all translated into the district’s five supported languages. An indicator of the quality of the communications is that other districts and state agencies often used PPS communications as a template for their own communications. As we look ahead to the uncertainties of reopening, it will be especially important to continue to communicate early and often (even over-communicate) with students and families about the district’s response to the evolving circumstances governing the 2020-21 school year. In addition, PPS’s leadership on the translation of materials continues to set a statewide standard that other districts leverage and that better serve families in our community.

This year we have also seen big strides in making decision-making more inclusive. School leaders have been intentionally brought in to help bring a school-based perspective to critical decisions like staffing. In order for the Board to understand better the district’s continuous improvement processes, it would be helpful to learn more about feedback loops with school-based personnel. The Superintendent’s commitment to listening to student voice and integrating student perspective in district decision-making is evident in formal and informal ways. An extensive engagement process regarding the issue of School Resource Officers (SROs) in schools informed the recent decision to end PPS’s participation in the SRO program. A student engagement specialist was brought on to help students develop their own student government systems and, in addition to the Student Representative on the Board, student representatives participated in Board committee work. Great efforts have been made by both the engagement and communications staff to provide students with creative virtual simulations of the traditional rites of passage like graduation, prom, and end-of-year arts celebrations.

Community engagement has continued to improve, building off the success of last year’s visioning process. The process to solicit input for the SSA application was remarkably successful, especially in engaging under-served communities, despite the constrained timeline. Partnerships with the business community have produced tangible supports for the district, particularly in response to the COVID crisis. The media environment has dramatically improved in the last year, which is probably attributable to pro-active efforts of the communications department as much as improved district performance. Strong community support for PPS was evident in the passage of the local option levy by a wide majority (77%) last November.

The relationships the Superintendent has nurtured since he arrived three years ago are evident in the reputation he has in the community. The Superintendent has built strong external relationships and has emerged as a leader

in advancing statewide education issues on behalf of a broad coalition of the state’s largest K-12 districts. He also continues to play a role nationally through the Council of Great City Schools, which allows PPS to benefit from the experiences of other large districts dealing with similar challenges.

There are a number of areas that could benefit from additional improvements in communications with the Board and the community relating to district decision-making. The weekly updates are very useful and it would be helpful to have all materials to the Board in a timely manner and of consistent quality to facilitate good decision-making. The process to develop or revise policies would benefit from a more transparent, consistent, and timely process for public engagement. It would be beneficial to the district to co-create an external communication plan with the Board. This could help create Board meetings that more effectively educate families and the broader community about the strategic direction of the district, the ongoing work to pursue it, and how it will impact students’ academic and personal outcomes.

Staff responses to formal complaints have been of inconsistent quality, resulting in community dissatisfaction, and stalled process improvements. PPS continues to be a difficult system for students and families to navigate. It would be useful to have a family engagement plan (that doesn’t rely on contractors) that could assist families in working with PPS and other systems, as well as connect families with the curriculum and behavioral practices (like PBIS), that would help create school and home environments that are mutually reinforcing. Some groups, including Native American and Black parents as well as parents of children with disabilities or receiving special education services, and TAG services would benefit from increased engagement from the Superintendent and leadership team. There continues to be longstanding resentment from some constituent groups, for example the Rosa Parks community. Now that we have made such substantial progress on the basics of communications and engagement, there is an opportunity to repair past damage and build and renew positive relationships.

<b>Leadership Standard #5: Curriculum Planning/ Development</b>	
<b>This standard addresses the superintendent’s skills in staying up to date in curriculum, teaching, learning and testing theories. It requires the superintendent to make sound recommendations for learning technologies.</b>	
5.1 Develops core curriculum design and delivery systems based on content and assessment standards and best practices; 5.2 Establishes curriculum planning to anticipate occupational trends, school-to-career needs and college preparation; 5.3 Uses child development and learning theories in the creation of developmentally appropriate curriculum and instruction;	5.4 Includes the use of computers, the internet, distance learning and other technologies in educational programming; 5.5 Assesses student progress using a variety of appropriate techniques; 5.6 Involves faculty and stakeholders in enhancement and renewal of curriculum to ensure alignment of curriculum, instruction and assessment.

Perhaps the most important line of the Superintendent’s self-evaluation is: “Improving the quality of instruction remains the core work of PPS.” Superintendent Guerrero is clearly an effective instructional leader. Discussions with him about education techniques, trends, and standards are always rigorous and complete. The creation of a culture focused on teaching and learning is evident in the development of the GVC, the quality of the senior leadership, and the strategic focus on supporting effective instruction.

There is a long list of other notable accomplishments in the Superintendent's self-evaluation that speak to the level of work and focus that is going into curriculum planning and development, and building structures and systems to support student growth. The College and Career Readiness initiative has provided a road map to ensure every high school student has a plan, the opportunity, and appropriate supports to take college prep or career-related courses. Initial data for this work is promising. Visual and performing arts that have long been neglected now benefit from a master plan that is guiding an investment strategy intended to provide multiple arts pathways in every cluster. District-wide, PPS now offers students in the middle grades opportunities to participate in athletics in every cluster. The recent rollout of a new social-emotional learning curriculum was well received and especially timely given the additional stress associated with the COVID closures. The continuing elaboration of strong Multi-Tiered Systems of Support (MTSS), including both academic and wellness components, is critical to achieving the outcome goals we have adopted. The Board would benefit from regular updates on the progress in developing these systems.

The support for building out a strong systems performance evaluation function in the district, essentially from scratch, is positioning the district to assess and track student achievement with fidelity. Without this, we could not make progress on addressing our disparities. Adoption of the MAP assessments means that the district now has formative assessments that provide actionable information to help classroom educators adjust their instruction to meet every student's needs and help central office staff provide appropriate supports. Baseline data for the high school students needs to be integrated into the evaluation tool.

The Superintendent listened to feedback from principals and restructured the Division of Instruction and School Communities to be more service-oriented. It would be helpful to understand what feedback mechanisms are available to allow school leaders to share their on-the-ground perspectives. In order to maintain the momentum, it will be important for the district to continue supporting school administrators as instructional leaders and developing the district's capacity to provide meaningful professional development opportunities for educators at all levels. The collaborative relationship being built with PAT and the provision of a portfolio of high quality professional development opportunities will facilitate the spread of a culture of continuous improvement. The culture of continuous improvement is only as useful as the ways in which it is communicated and understood by all stakeholders. As improvement efforts continue, it would be helpful to provide regular reports in language accessible to laymen to build understanding and support of school improvement strategies among families and the broader community.

The COVID crisis has shown how far behind we have been in employing technology to assist teaching and learning. The effort to develop a distance learning capacity virtually overnight has been impressive, requiring cross-departmental collaboration and extraordinary efforts by educators. Since effective technology-assisted teaching requires that educators develop new skill sets, it will be important to provide professional development opportunities going forward.

#### **Leadership Standard #7: Resource Management**

**The superintendent effectively organizes and manages operational aspects of the district including finance, human resources, food services, transportation, maintenance and facilities so that students can attend and learn in quality environments staffed by quality professionals.**

<p>7.1 Demonstrates use of system and staff evaluation data for personnel policies, decision-making, promotion of career growth and professional development;</p> <p>7.2 Identifies and applies appropriate policies, criteria and processes for the recruitment, selection, induction, compensation and separation of personnel with attention to issues of equity and diversity;</p>	<p>7.3 Makes sound fiscal decisions, in line with the organization’s strategic goals, and establishes clear and transparent systems of fiscal control and accountability.</p>
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Resource management is another area where the Superintendent and his team have performed very well. Over the last year, the Superintendent has rounded out his leadership team, with more nationally recognized educational leaders who have experience in implementing the evidence-based practices and data analysis that will help PPS bring our ambitious vision to life.

The budget for the 2019-20 academic year was Superintendent Guerrero’s first real opportunity to create a budget that fully reflected an emerging strategic focus on equitable allocation of resources to schools based on need. As a result, schools with the highest needs received higher staffing levels, more school-based resources, and greater Central Office support.

The passage of the Students Success Act (SSA) in late Spring 2019 created a new revenue source that promised an historic investment in public education in Oregon. It included a special fund, the Student Investment Account (SIA), specifically intended to improve educational outcomes of under-served students. Much of the fall and winter was consumed with developing a plan for those SIA funds. Within an extremely compressed timeline, PPS successfully conducted an extensive community engagement process to inform the elaboration of the SIA application. This work showed the high commitment of the Superintendent to making sound fiscal decisions with community and stakeholder feedback. The findings from that engagement process mirrored the visioning process in 2019, confirming the community’s commitment to prioritizing investments to support students’ social-emotional well-being and improve the educational experiences and outcomes of under-served students. The SIA process helped to solidify the contours of the overall budget for 2020-21, which was slated to include unprecedented investments in strategies to advance the transformation of PPS. A similar transparent process should occur with the budget amendments once we get clarity on the state budget.

Unfortunately, the precipitous economic downturn occasioned by the Coronavirus pandemic has led to a reversal in fiscal outlook, with the district now facing a substantial budget shortfall even as the costs of reopening schools increases. Although the existing budget document has been overtaken by events, the Superintendent has pledged to retain its strategic priorities, including differentiated allocation of resources to schools based on need, although the level of investment will be scaled back to match available resources. The definition of “needs” may have to be reconsidered and resource allocation formulas re-evaluated if the school day and students’ experience continue to be significantly altered in response to the pandemic. We are fortunate that PPS has a vision and a strategic framework to guide difficult choices during this fiscal emergency; their absence during previous budget crises contributed to short-term decision-making that produced long-term negative consequences.

The district’s response to the COVID-19 crisis showed ingenuity, creativity, and effective management in extremely difficult circumstances. Almost overnight, the district created from scratch a Distance Learning program and virtual student support resources. The transition to online learning has been challenging for everyone; we want to acknowledge the enormous effort that has been required of staff, educators, students, and families. This was a

formidable logistical challenge, including distributing 15,000 devices (20,000 were bought in an extremely competitive market), 4,000 Internet hotspots, and over half a million meals. Swift action to economize, including reducing employee hours, will help to mitigate the impact of the funding crisis. The use of the Work Share Program was genius, demonstrating nimbleness and innovative thinking in response to changing working conditions to save about \$10 million with minimal impact to students while holding employees largely harmless.

More generally, the District’s financial and resource management systems continue to improve. For the second year in a row, PPS received a clean audit and the Board is now receiving regular financial reports. After an error exposed vulnerability to external fraud, financial processes were revised to provide additional controls. Work towards full compliance with the findings in the Secretary of State’s audit have been made including those pertaining to purchasing, oversight, and the hiring of two independent performance auditors. The bond performance audit was completed and recommendations are being implemented. Legal services and associated risks are well managed. Capital projects are on track as is the 2020 bond. Safety upgrades are evident at many schools and a comprehensive approach to the implementation of the professional conduct policy has enhanced systems to promote student safety. Finally, staff are approaching the 2020-21 budget cycle with the flexibility necessary in a time of great uncertainty.

Evaluation of this leadership standard could benefit from more clear information and data from the Superintendent on progress in diverse hiring across the organization. Community members have noted that PPS continues to struggle to recruit, hire, and retain Black, Latinx, and Native American teachers, principals/administrators, and senior leaders. The Board would like to have more information about overall plans and efforts to increase workforce diversity and requests a mechanism to monitor progress, especially as it relates to Black employees at every level. In order to increase the diversity of our staff at every level, PPS needs to continue a focus on creating a work environment that actively supports, trains, and retains staff, administrators, and educators of color. Some positive steps have been taken to address the shortage of educators of color, including the creation of a “grow your own” program to support para-educators interested in becoming licensed educators, the establishment of a robust mentoring program for new teachers, and active partnerships with local universities.

<b>Leadership Standard #9: Labor Relations</b>	
<b>The superintendent provides technical advice to the board during labor negotiations, keeps the board apprised of negotiation status, understands and effectively administers negotiated labor contracts and keeps abreast of legislative changes affecting the collective bargaining process.</b>	
9.1 Develops bargaining strategies based upon collective bargaining laws and processes; 9.2 Identifies contract language issues and proposes modifications;	9.3 Participates in the collective bargaining processes as determined by the board; 9.4 Establishes productive relationships with bargaining groups while managing contracts effectively.

The Superintendent’s performance on this standard has been, in a word, outstanding.

Labor-management relations have vastly improved since the Superintendent’s arrival in 2017 and continue to be largely conflict-free and respectful, resulting in both sides walking away with wins. Since July 2019, a second round of contract negotiations was successfully concluded for every bargaining unit except for PAT whose negotiations were postponed due to the departure of the chief negotiator and then the COVID crisis. These contracts met the

district's financial goals while at the same time garnering unusually positive comments from the labor partners about both the terms of the contracts and the respectful and responsive tenor of negotiations.

Thanks to the ongoing work of his strong and fair-minded leadership team, the Superintendent has built a solid foundation of trust with our labor partners. This allowed PPS to successfully roll out new practices under the Professional Conduct Policy, improve the uptake of the GVC, and develop a strong SIA application that prioritized supports for our most underserved students and schools. As noted above, in response to the COVID crisis, PPS innovatively used the Work Share Program holding employees largely harmless while saving PPS an estimated \$10 million. The speed with which PPS secured union agreement to the Work Share program is a testament to the positive evolution of labor relations.

The COVID crisis has imposed extraordinary challenges for all district employees. With very few exceptions, they have proven themselves to be remarkably flexible, resourceful, and innovative. We recognize their sacrifices and are deeply grateful for their dedication to serving our students and families. As we look ahead to next school year, the only thing we can reliably predict is that we will all have to continue to adapt to circumstances largely out of our control, including severe budgetary constraints in the coming years. Regrettably, this will require some reductions in workforce. We want to recognize the additional burden this will place on our employees. We are confident that the improved relationships with our labor partners will help us engage in collaborative problem solving as the situation evolves.

Once the constraints related to the COVID crisis are loosened, we look forward to resumption of negotiations with PAT on a new contract, including modifications to align with the district's emerging strategic plan to improve student outcomes, particularly at CSI and TSI schools.

## PERFORMANCE METRICS

This year, as a district and board, we made immense progress in becoming truly focused on monitoring, measuring, and continuously working to improve student achievement and eliminate achievement disparities. Through the development and implementation of a balanced assessment system, the board's adoption of student performance goals, the continued implementation of the GVC, professional development focused on improving instructional practice, and an improved system of supports to school administrators, this district has pivoted toward an authentic and concerted focus on student achievement. In recognition of all this groundwork and effort, it is profoundly sad that COVID upended all these structures and significantly interrupted student learning and educators' commitment to improving every child's progress toward mastery of our stated goals. Based on the systems we have begun to put in place, and somewhat on the mid-year results from MAPS, we believe that this district was gaining momentum toward our achievement goals. Instead, rightly, our focus became making sure students had access to food, caring relationships with staff and some modicum of connection to school communities and learning targets. While we lost the ability to maintain the instructional strategies designed to achieve our stated student learning goals, the bright spot is that without all this groundwork, this district would have been severely hampered in adapting to the unprecedented challenges of COVID and school building closure.

Evaluating the Superintendent's performance using the tool of the agreed upon Performance Goals seems similar to adopting a budget based on financial projections that we know will need to be severely readjusted. Nonetheless, we are left to gauge progress based on mid-year student achievement metrics.



The Board agrees with the Superintendent's assessment of progress on the metrics.

Given the disruptions associated with the COVID crisis and the anticipated impact on students' academic progress, we will need to reevaluate the Board Goals for the Superintendent's evaluation for next year and will likely have to establish new baselines for the metrics.