

EDUCATION GOVERNANCE

BACKGROUND

One of the State Board of Education's (SBE) strategic plan goals is to advocate for an effective, accountable governance structure for public education in Washington. At the March 11-12 Board meeting, Board members reviewed a briefing paper on education governance prepared by SBE staff.

The major conclusion from the briefing paper was that there is no one effective system of state education governance, although there is a trend toward centralization and greater governor oversight. States must craft a governance system that fits their culture. Governance is only part of the solution to improve student achievement. The present system of governance should communicate clearly what the state's comprehensive education policies are and create implementation strategies to deliver improved student achievement from early learning to post-secondary attainment. The present system at the state level in Washington is extremely fragmented, making it virtually impossible for the state to coherently and sustainably set a strategic direction and then execute to get the desired result. Key findings from that report as well as the new case studies are in Attachment A.

The Board proposed a definition and principles around effective governance that are outlined in Attachment B. It also supported a study as drafted in the House Bill 1849, but advised that the Washington Education Committee be a smaller committee composed of citizens rather than stakeholders. It did not support the creation of a new Department of Education, which combined agencies as proposed by the Governor and Senate Bill SB 5639, until a study resolved that this would be the best direction for the state's education governance structure. The Board also agreed that if the study found that the State Board of Education should be eliminated, it would honor that finding. The Board directed staff to share the governance briefing paper and the Board's recommendations for how to proceed with a study.

POLICY CONSIDERATION

At the May Meeting the Board will review and discuss:

- Governance case studies on three states (Massachusetts, Maryland, and Colorado) in Attachment C.
- Barriers to governance in Washington State in Attachment D.
- Potential ideas to discuss for Washington governance options (below in Expected Action).
- The schedule for governance work (below in Expected Action).

Additional information is provided for the Board to review, but will not be discussed:

- Status of governance bills in 2011 Washington Legislature in Attachments E and F.
- Status of other states' potential governance legislation in Attachment G.
- U.S. Department of Education Delivery Institute Initiatives in Attachment H.
- Collective Impact (emailed to Board April 22 and in May FYI Folder).

EXPECTED ACTION

Board will provide feedback on: a) potential policy options below and the barrier to governance in Attachment D to prepare for July, and; b) next steps below for the governance work for the rest of the year. Please be prepared to come with your thoughts as we will use the infamous “dot exercise” for policy options and barriers to identify your priorities rapidly.

a) Potential Policy Options Continuum for Governance:

“Yellow Changes” to Existing System

- Strengthen roles, responsibilities, and membership of Quality Education Council.
- Create a Governor-directed executive office of education.
- Improve compensation for education leaders at the state level and build capacity to assist local districts.

“Orange Changes” to Existing System

- Clarify state/ESD/local roles and authorities.
- Create a new P-16 Council to complete and implement a strategic plan.
- Appoint a Secretary of Education to oversee P-16 system (and keep superintendent elected as well):
 - By Governor
 - By SBE
 - By Legislature

“Blue Changes” to Existing System

- Change the constitution to remove superintendent as an elected office and appoint a Secretary of Education to oversee P-16 system:
 - By Governor
 - By SBE
 - By Legislature
- Combine the Department of Early Learning and the Office of Superintendent of Public Instruction under elected or appointed superintendent).
- Elect superintendent to oversee P-16 system.

“Purple Changes” to Existing Governance System

- Privatize P-20 Education system in whole or in part.
- Create a Department of P-20 Education and abolish regents, trustees, and various state-appointed education boards/committees.
- Focus on the collective impact of networking at the local level among (schools, local nonprofits, higher education and others) to create and implement regional education change.

b) Schedule for Governance Work:

July Meeting:

- Flesh out options for new governance system.
- Invite the Washington State School Directors' Association to present their ideas on how to improve transitions piece.
- Determine stakeholder engagement.

September Meeting:

- Develop proposals for new governance system.
- Invite stakeholders including K-12, DEL, Higher Education, legislators, education associations, and community and business leaders to discuss governance.

November Meeting:

- Propose "joint" governance recommendations.
- Possibly invite Education Delivery Institute staff/states to discuss their work.

January Meeting:

- Bill available on new education governance supported by strong coalition.

Lessons Learned from March SBE Governance Memo

Literature Review

- There is limited research on the ability of governance to affect student achievement.
 - This limited body of research does not identify causal linkages between governance arrangements and student achievement.
- Governance is an important determinant of the effectiveness of an educational system meeting its goals.
- There is no single best way to organize education agencies.
 - Across the nation, educational governance systems are moving toward systems that centralize decision-making authority.
- Funding is an important lever for affecting educational governance.
- Educational governance reforms typically focus upon governmental agencies; however, attention should be paid to a broader network of organizations that are increasingly influencing the educational system.
- Governance across governmental and nonprofit organizations is starting to shift decision-making control from within specific governmental entities at the state or national level to networks at multiple scales and locations.

Washington Governance History and Today

- Washingtonians have supported a diverse system of education governance. The strong populist nature has tended to maintain the importance of a diffuse rather than an aggregated set of roles and responsibilities.
 - Once an agency or committee is created, it is hard to undo.
 - For every problem, a committee will be created to study it by the Legislature.
 - Systems reform through education reform efforts has been very difficult to accomplish.
- We have no P-20 systems plan but rather sets of individual initiatives across a wide variety of agencies, boards, and commissions.
- While registered Washington voters in a recent poll support some consolidation of education agencies, they believe the Superintendent of Public Instruction should be the head of the agency. The majority did not support the elimination of the superintendent as an elected official nor did they support a governor-appointed secretary of education.
- Governance needs to be set in the culture and priorities of each state. Governance changes can occur during fiscal crunches. It is one way to motivate change in education systems. Such change causes disruption in government. The question is, will it accomplish the goals desired or can such goals be accomplished and sustained through other means?¹

Other States

- There is a growing trend toward fewer elected chief state school officers (superintendents of public instruction) and more governor or SBE-appointed chief state school officers.

¹ January 20, 2011 House Education Committee hearing on education governance Education Commission for the states staff comments.

- Almost half (24) of the chief state school officers are appointed by SBEs.
- Only two states have full P-20 consolidated agencies.
- States with a central office of education are not recognized for strong postsecondary education based on a HECB review.
- Alignment of P-16 issues requires attention and strong leadership.

Comparative State Case Studies for Massachusetts, Maryland, and Colorado (New for May)

- While educational governance is a topic of importance, interviewees did not articulate a single-best governance arrangement for their state.
- Leadership tenure and quality were identified as being critical factors for improving student achievement.
- Positive working relationships between SEA's and the Legislature were identified as a prerequisite for implementing significant education reforms.
- Most interviewees thought that changing the education governance system could help improve student achievement. However, the majority of interviewees generally agreed that targeted changes to the educational governance system, rather than changing the entire system, are more possible and likely to succeed.
- Educational governance was identified as being molded by the history and circumstances of each state, which requires legacy systems and structures in each state to adapt to the current needs and environment of each state.
- Discussions about what a public education should be and how public education should be funded is an emerging topic of discussion.
- Colorado, Massachusetts, and Maryland are considering next steps for how to provide support for districts while maintaining strong standards at the state level.

Washington State Case Studies

- Adequate staff support, leadership, and a strong public outreach process are important when developing system wide planning efforts.
- Currently there is a lack of clarity about the roles and authority for education decision making in Washington.
- Statewide plans have not provided specific deliverables and outcomes.
- The primary incentives for collaboration rest upon the good will of the partners.
- Washington's current governance system is effective in terms of checks and balances and providing citizen participation.
- Washington's current governance system is less effective for promoting higher levels of student achievement and strategic level planning.
- Governance is not the only tool for improving student outcomes. Issues of lack of funding and resources also constrain outcomes.

P-20 Councils in Other States

- The right members must be at the table for coherency and continuity, and should include members from executive (Governor, early learning, K12, and higher education) and legislative branches, business, and community.
- Councils should have at least quarterly meetings.
- Members' roles and responsibilities for council should be clearly specified.
- The agenda needs to be focused and not too broad.

- The council should develop a mission, vision, and specific measureable goals.
- The council needs adequate funding and staff to do the work.

International Governance

- Departments (ministry) of education at the state, country, or province level have:
 - The authority and responsibility to manage the education system.
 - Highly capable and well respected staff.
 - Decisions based on research.
 - Aligned standards and exams with high level of cognitive demand.
- Schools have decision-making authority for the allocation of resources, instruction, materials used, and courses offered (school districts or regional bodies if they exist do not have a strong role in these kinds of decisions).
- Accountability for student success is with the teacher and teacher team at the building level. Student test data, while made publicly available, is not used for rewards or sanctioning teachers or schools.

Effective Governance Definition and Principles

A definition of effective education governance adopted by the SBE Board on March 12, 2011:

“An effective governance structure should provide for clear roles and responsibilities among a set of institutions and support their ability to make and sustain strategic policy, program delivery, and resource allocation decisions. Most importantly, an effective governance structure should enhance the education system’s ability to deliver great student achievement and taxpayer value.”

SBE staff generated seven principles of effective education governance from Board discussion on March 12, 2011.

Effective governance:

1. *Result and Student-Focused*: Supports and fosters continuous student improvement and achievement, ensuring an excellent and equitable education for all students.
2. *Efficient*: Change happens in a timely manner.
3. *Functional*: Cost-effective, with high-quality leadership and staff that withstands political transitions.
4. *Accountable*: One person or organization oversees and is responsible for student achievement. Measures of success are clearly tracked.
5. *Client-Focused*: Provides easy access to information and guidance for schools, parents, stakeholders, and the public at large.
6. *Innovative*: Provides incentives for local school innovation.
7. *Supported*: Supplied with sufficient organization resources to carry out the task of improving student achievement.

Jesse's Comparative States Case Studies

Comparative Case Study of the Educational Governance Systems of Colorado, Maryland, and Massachusetts

Introduction and Rationale for Case Study

This case study benchmarked the educational governance systems of Massachusetts, Maryland, and Colorado to provide insights for educational governance discussions within Washington State. (See Appendix A). The goal of the case study was to identify strategic themes from Colorado, Massachusetts and Maryland education reform efforts to improve student achievement over the last five to ten years. These themes are intended to contribute to the Washington State Board of Education's work advocating for an effective and accountable educational governance system for Washington State, and they are not intended to support or refute recent education governance bills put forth by Washington's Governor (SB 5639), Senate (SSB 5639) and House of Representatives (SHB 1849). To maintain a coherent focus upon educational governance at the state level, this case study did not address the interaction of state and local agencies.

Massachusetts, Maryland, and Colorado were selected for this case study for multiple factors:

- First, they have similar educational demographics compared to Washington, including comparable percentages of low income and English Language Learners (Table 1).
- Second, Maryland and Massachusetts are ranked higher in Education Week's 2011 Quality Counts report, while Colorado is ranked similarly to Washington² (Table 2).
- Third, Maryland, Massachusetts and Colorado are global challenge states, which were states that were benchmarked in the 2005 Washington Learns report³.
- Fourth, a comparison of each state's governance model (Figure 1, Tables 3 & 4).
 - Maryland and Massachusetts governance models involve the Governor appointing the State Board and the Board appointing the Chief.
 - Massachusetts also has a Secretary of Education to integrate the work of all the State Education Agencies.
 - Colorado operates under a model that has an elected Board that appoints the Chief State School Officer.
- Finally, Maryland and Colorado have P-20 councils, while Massachusetts does not.

Interview Analysis: Comparing Educational Governance Approaches of CO, MA, MD and WA

This case study focused on how other states conceive and implement changes to their education governance system. Three national expert and five state expert Interviewees were asked about the connection between recent state educational governance reforms and improved student achievement (Appendix II). Interview questions were derived from the good governance criteria created by Brewer and Smith (2006) and systems planning criteria of Walsh (2009) to assess educational governance in relation to six characteristics:

² Data from Education Week's 2011 Quality Counts Report. Downloaded on 2/1/2011 from: http://www.edweek.org/media/ew/qc/2011/QualityCounts2011_PressRelease.pdf

³ Definition of Global Challenge States can be found at: <http://www.washingtonlearns.wa.gov/materials/GlobalChallengeStates.pdf>

- Stability
- Accountability
- Innovation, Flexibility and Responsiveness
- Transparency and Openness
- Simplicity and Efficiency
- Leadership, Capacity, and Systems Planning

While the first case study discussed the first five criteria in educational governance, this case study focused more upon the leadership, capacity, and systems planning criteria within the three comparison states.

Interview Findings

1. *While educational governance is a topic of importance, interviewees did not articulate a single-best governance arrangement for their state.*

When asked about the need to address educational governance in order to improve student achievement, most interviewees agreed that educational governance is an important issue to consider. However, all interviewees agreed that discussing and improving educational governance is difficult due to the multiple meanings of governance. When the governance definition that the State Board of Education is using was shared, interviewees commented that the definition of governance within their state is similar but not necessarily the same⁴. Additionally, interviewees generally agreed that the existing governance system was likely capable of being as effective as other potential governance arrangements. Furthermore, interviewees agreed that there was not likely one arrangement that would work out best.

When asked about trends in educational governance, such as centralizing decision-making authority and creating P-20 councils, all interviewees mentioned that a variety of constraints affect the ability to implement these trends. For instance, in Colorado the state constitution provides for significant local control of the education system, raising taxes requires significant legislative work, and the culture of the state tends to support local action. These variety of policy and cultural constraints, of which MA and MD each have analogs, were identified by interviewees as bounds that limit what is possible to accomplish without changing constitutions, long-standing policies, or ingrained cultural behaviors.

2. *Leadership tenure and quality was identified as being a critical factor for improving student achievement.*

While educational governance was identified as important to address, all interviewees identified the unique role that leadership is believed to play in improving performance. Whether in Maryland, Massachusetts, or Colorado, interviewees identified examples of long-standing and effective leadership that was believed to have as significant, if not more significant, impact on the education system than educational governance arrangements. The leadership of Massachusetts and Maryland was identified as unique, as there is a history of long-term leadership within each of these educational systems. Conversely, Colorado's educational system was identified as having more variability in leadership tenure than Massachusetts and

⁴ "An effective governance structure should provide for clear roles and responsibilities among a set of institutions and support their ability to make and sustain strategic policy, program delivery, and resource allocation decisions. Most importantly, an effective governance structure should enhance the education system's ability to deliver great student achievement and taxpayer value."

Maryland. Regardless of the state, the underlying structures for appointing or electing leaders were identified as having a uniquely important impact upon who leaders are as well as how long they serve. However, there was no clear trend that either elections or appointments were more successful, as there are a variety of examples within each state showing that either model can work.

Importantly, the ability to effectively lead was identified by multiple interviewees as crucial to making progress on improving student achievement. In particular, Colorado's P-20 council was thought to be effective as it embodied a structure in which clear responsibilities for work groups were assigned and then discussed amongst the entire council. Interestingly, this group had some difficulty getting up to speed until a facilitator was brought in to help manage the group process. In Maryland, the long-term leadership of the State Superintendent was thought to contribute to significant gains in student achievement, while in Massachusetts high-quality leaders were identified as important to that state's success in improving student achievement. Multiple interviewees mentioned that finding high quality leaders to assume positions being vacated by current leaders is likely to be a difficult task.

3. Positive working relationships between SEA's and the Legislature were identified as a prerequisite for implementing significant education reforms.

While educational governance and leadership were identified as important topics to address, interviewees highlighted the importance of having a good relationship between the Legislature and the numerous State Education Agencies (SEA). Maintaining a positive working relationship between State Education Agencies and the Legislature was thought to be an essential factor contributing to the long-term stability of State Education Agencies in Colorado, Maryland and Massachusetts. When asked about why there was a good working relationship, interviewees shared a variety of perspectives including:

- The general good will of people involved.
- A coherent vision that enabled all stakeholders to work toward the same goal.
- Leadership 'staffing' procedures that ensured an infusion of new ideas (shorter term limits) for the Legislature while the State Education Agencies (in particular the State Board) maintained stability by having staggered and longer term limits.

Interviewees generally agreed that positive relationships amongst SEA's and the Legislature resulted in the Legislature assuming less responsibility from SEA's. This was thought to be possible when SEA's produced successful results with legislative buy-in.

4. Most interviewees thought that changing the education governance system could help improve student achievement. However the majority of interviewees generally agreed that targeted changes to the educational governance system, rather than changing the entire system, is more possible and likely to succeed.

Multiple interviewees agreed that changing the educational governance system is an option, however these interviewees qualified their statements by recognizing that there is likely room for improving the implementation of existing governance systems. No interviewee could identify the 'right' balance between changing the educational system and optimizing the existing educational system. As such, interviewees discussed the importance of recognizing contextual factors within their state that need to be considered for deciding upon the balance between changing the educational system and optimizing the educational system.

Massachusetts has tried both approaches in recent history, as Massachusetts created the Executive Office of Education in 2008 to improve policy coordination across all sectors of education. Along with this change, Massachusetts maintained a strong focus upon maintaining high standards, improving their accountability system, and providing support for districts in their improvement efforts.

Colorado had a previous P-20 that produced a meaningful policy on the pay for performance issue. The ability of the P-20 Council to improve its effectiveness was identified as an important factor contributing to the Council's work. This increase was thought to come from the respectful nature of the Council members, as well as the help of an outside facilitator to move the committee forward. Additionally, specific sub-groups were identified to analyze particular issues, such as the Educator Effectiveness Council, which were then discussed among the entire council. One committee, the Systems Transformation Committee, assessed the possibilities for transforming the educational governance system. This committee decided that the potential benefits didn't outweigh the costs. On January 13, 2011 the new governor of Colorado created a new P-20 Council.

Maryland's P-20 council was originally created by the Governor and then by statute in 2010. While the P-20 council is a more recent change in the education system, in general Maryland's system has been defined by longer-term stability due to the 20 year tenure of the State's Superintendent. However, there have been some changes in the educational system, as early childhood education functions became a part of the K-12 system.

Overall, each of the three states changed their educational governance system at some point. However, interviewees generally commented that these changes were not perceived as being significant overhauls of the education system. Additionally, interviewees commented that these changes were supported by additional efforts to improve the functioning of existing educational systems. One interviewee commented that it is probably necessary to change some aspects of the education system, while simultaneously optimizing the components of the system that are not changed.

5. Educational governance was identified as being molded by the history and circumstances of each state, which requires legacy systems and structures in each state to adapt to the current needs and environment of each state.

All of the interviewees generally agreed that the current trends in educational governance were influenced by past attempts to affect educational governance. For example, in Massachusetts the Secretary of Education position was instituted, dissolved, and reinstituted in its current state. In Colorado, a populist political history was thought to be an important factor influencing educational governance decisions. For example, Colorado recently passed legislation to promote Innovation Schools, which frees schools from many of the state requirements without making changes to the underlying educational governance system. In Maryland, the P-20 Council transitioned from a Governor-appointed council to a statutorily-mandated council. None of these changes occurred in a vacuum, and all interviewees commented about the relevance of recent educational governance trends within their state. However, all interviewees were reticent to attribute improvements in student achievement to educational governance due to the complexity of governance arrangements.

Overall, interviewees shared a similar sentiment that there is little evidence to help them make informed decisions about how educational governance can be more effective. Interestingly, the majority of interviewees likened current state-level debates about consolidating authority to the

ongoing local debate about centralizing decision-making for schools within Mayoral auspices. These comparisons were made as interviewees believed that this work, while not completely transferable, might serve as an analogy that could provide meaningful insights for related state-level discussions.

6. Discussions about what a public education should be and how public education should be funded is an emerging topic of discussion.

The discussions with interviewees brought forth the interesting, and potentially overlooked, concept that public education might be in the midst of a transition from being a public service to more of a private service. Interviewees in Colorado commented that they had put a lot of energy into a Race to the Top (RTTT) application, only to not succeed. Without the federal support for the RTTT proposal, private foundations have filled some of the funding gap in the interim while upcoming budget shortfalls are looming. The conversation was different amongst the Massachusetts and Maryland interviewees, as their successful RTTT proposals meant they secured significant additional funding.

While funding is important, all interviewees generally agreed that funding is a source of continued tension. In the case of Massachusetts and Maryland there is a larger influx of federal funds relative to their budget, while in Colorado there is an increase in funds from private foundations. Some interviewees thought it was interesting that these changes were happening without an associated conversation of what it means to provide public education and how that public education should be funded.

7. Colorado, Massachusetts and Maryland are considering next steps for how to provide support for districts while maintaining strong standards at the State Level.

Each state is discussing the challenge of moving beyond holding districts and schools accountable solely to identifying how to support districts and schools in meeting the accountability standards. As winners of the Race to the Top (RTTT) competition, Massachusetts and Maryland will have access to financial resources that they will use to provide support to districts. In Massachusetts, this will manifest with Regional Readiness Centers that will provide, amongst other things, professional development, teacher preparation, and resources for districts in that region. In Maryland, state support is connected to local effort, as local funding must match state funding in order to receive state funding⁵. Additionally, Maryland is considering how to address non-standard accountability issues, such as the impact of suspensions, within their existing accountability framework.

Colorado's education system is oriented towards local control as there is a local control provision in the State's Constitution. However, interviewees thought that districts are willing to utilize support, leadership and capacity from the state as long as the state is not mandating their work. Finding the correct level of support and autonomy was identified as an ongoing challenge that will require a clear understanding of the unique circumstances of each district is facing.

VIII. Lessons Learned from the Comparative Case Study

Overall, key findings from the comparative case studies can be summarized as:

- I. While educational governance is a topic of importance, interviewees did not articulate a single-best governance arrangement for their state.
- II. Leadership tenure and quality were identified as being critical factors for improving

⁵ For full details of Maryland's Funding System, please visit:

http://mlis.state.md.us/other/education/public_school_facilities/Presentation_091802.pdf

- student achievement.
- III. Positive working relationships between SEA's and the Legislature were identified as a prerequisite for implementing significant education reforms.
 - IV. Most interviewees thought that changing the education governance system could help improve student achievement. However the majority of interviewees generally agreed that targeted changes to the educational governance system, rather than changing the entire system, are more possible and likely to succeed.
 - V. Educational governance was identified as being molded by the history and circumstances of each state, which requires legacy systems and structures in each state to adapt to the current needs and environment of each state.
 - VI. Discussions about what a public education should be and how public education should be funded is an emerging topic of discussion.
 - VII. Colorado, Massachusetts and Maryland are considering next steps for how to provide support for districts while maintaining strong standards at the state level.

Appendix

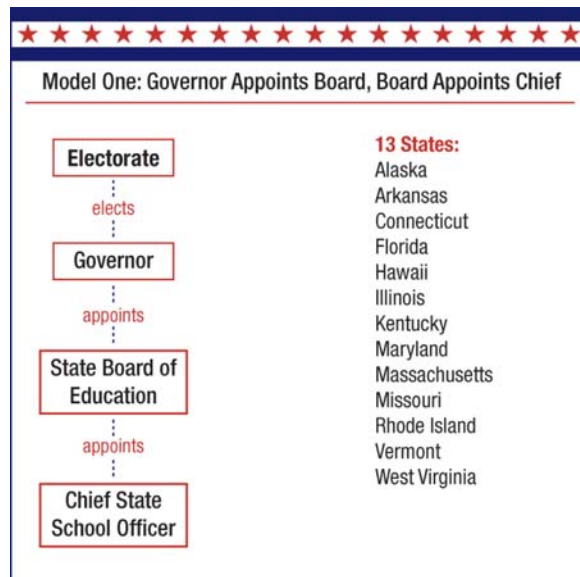
Figure 1: Governance Models of Colorado, Maryland, and Massachusetts.

The Education Commission of the States produced an updated version of their State Governance Models in January 2011. The following diagrams outline the governance models for the states reviewed in this case study.

I. Governance Models of Maryland and Massachusetts:

Model One

In this model, the governor appoints the members of the state board of education. The state board, in turn, appoints the chief state school officer. Model One includes 13 states: **Alaska, Arkansas, Connecticut, Florida, Hawaii, Illinois, Kentucky, Maryland, Massachusetts, Missouri, Rhode Island, Vermont and West Virginia.**



Note on Massachusetts: In addition to this Model, Massachusetts has a governor appointed Secretary of Education who helps “connect” the work of the multiple State Education Agencies.

II. Governance Model of Colorado:

Model Two

In this model, the state board of education is elected and the board appoints the chief state school officer. Seven states fall into Model Two: **Alabama, Colorado, Kansas, Michigan, Nebraska, Nevada and Utah.**

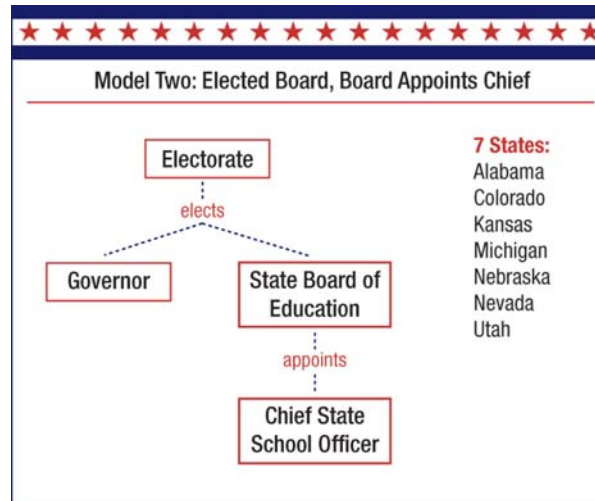


Table 1: Demographics of Comparison States

	2007 Population (est. millions)	2007 PreK-12 Enrollment (thousands)	2007 K-12 Percent White	2007-08 K-12 Percent free and Reduced Price Lunch	2009 K-12 Percent ELL
MD	5.6	846	47	33.5	5
MA	6.5	963	72.2	29.5	5
CO	4.8	802	61.5	34.8	12
WA	6.5	1,030	68	36	7

Table 2: Quality Counts Ranking of Comparison States

OVERALL STATE GRADE				CHANCE FOR SUCCESS		K-12 ACHIEVEMENT		STANDARDS ASSESSMENT & ACCOUNT- ABILITY		TRANSITIONS & ALIGNMENT		TEACHING PROFESSION		SCHOOL FINANCE	
	Grade	Score	Rank	Grade	Rank	Grade	Rank	Grade	Rank	Grade	Rank	Grade	Rank	Grade	Rank
CO	C	73.7	39	B	11	D+	21	C+	32	C	28	D+	37	D+	44
MD	B+	87.6	1	B+	6	B-	3	B+	22	A	1	B	5	B+	6
MA	B	82.6	3	A	1	B	1	B	25	C	28	C	23	C	20
WA	C	75.4	33	B-	24	C-	16	B-	28	C	28	C	25	C-	33

Table 3: Educational System Characteristics

State	# of Schools	# of School districts	P16/20 Council?
MD	1,424	24	Yes
MA	1,831	392	No College and Career Readiness Initiative Involves a PK-16 Strategy
CO	1,769	183	Yes
WA	2,300+	295	2007-2009 Proposed 2011

Table 4: Educational Governance System Characteristics

State	Method of Selection of State Board Members	Number of Voting Members	Length of Term	State Board Established in Statute or Constitution	Selection of Chief State School Officer	Selection of State Board Chair	Authority for Teacher Licensure	Special Notes
MD	Appointed by Governor	12 including student member	4 (term limit of two 4 year terms)	Statute	Appointed by SBE	Elected by SBE Members	Shared responsibility between SBE and separate licensure board	<ul style="list-style-type: none"> • Voting student member, which is a one-year appointment by the Governor. • CSSO must have seven years teaching and administrative experience.
MA	6 appointed by Governor, 4 voting ex officio members, 1 student	11 including student member	5	Statute	Appointed by SBE	Appointed by Governor	SBE	<ul style="list-style-type: none"> • Legislation in 2008 created a Secretary of Education to coordinate the work of the K-12, early childhood, and higher education boards. • The legislation also added two members to the K-12 board, as well as the Secretary of Education.
CO	Partisan Ballot	7	6 (limited to 2 terms)	Constitution	Appointed by SBE	Elected by SBE Members	SBE	<ul style="list-style-type: none"> • When a vacancy occurs, a new SBE member is appointed by a partisan vacancy committee to fill the remainder of the term.
WA	5 elected by local school board members; 7 appointed by Governor; 1 elected by private	14 limited to 2 terms (CSSO expected); 2 nonvoting student members	4 (students serve 2 years, starting as junior)	Statute	Non-partisan Ballot	Elected by SBE members	Independent Board	<ul style="list-style-type: none"> • Legislation passed in 2005 reconstituted board for 2006. • Private school representative and CSSO have full voting rights. • For school board

State	Method of Selection of State Board Members	Number of Voting Members	Length of Term	State Board Established in Statute or Constitution	Selection of Chief State School Officer	Selection of State Board Chair	Authority for Teacher Licensure	Special Notes
	schools; state super-intendent							representatives, 3 are from western part of state and 2 from eastern part of state.

Appendix II –Interviewee List

National Interviewees

David Kysilko

*Director of Publications,
National Association of State Boards of Education*

Paul Manna

*Assistant Professor of Government
Department of Government and the Thomas Jefferson Program in Public Policy,
College of William and Mary*

Arnold Shober

*Associate Professor,
Government Department
Lawrence University*

Colorado Interviewees

Kelly Hupfield

*Associate Dean,
University of Colorado at Denver School of Public Affairs
Lawrence University*

Parker Baxter

Director of Charter Schools,

Denver Public Schools

Massachusetts Interviewees

Paul Reville

*Secretary of Education,
Executive Office of Education, Massachusetts*

Andrew Churchill

*Assistant Director
Center for Education Policy
University of Massachusetts*

Maryland Interviewee

Tony South

*Executive Director
Maryland State Board of Education*

Washington State Barriers to Effective Governance

A. State Level Barriers using SBE Principles of Effective Governance

Lack of result and student focus

- The state agencies, the Governor and Legislature have been unable to agree on a strategic plan for P-20 education.
- There are no expected benchmarks except for proficiency on state assessments.
- There are minimal performance incentives for schools/colleges that improve student achievement (a good model is found in the Community and Technical Colleges' Student Achievement Initiative).
- The state has limited measures of its success in improving student achievement. Current measures include: state assessments, NAEP and SAT/ACT scores, graduation and dropout rates, number of degrees attained, remediation rates.

Lack of efficiency

- Decisions on key issues take a long time to make.
- Policy direction frequently changes (e.g., math and science standards and assessments).
- The state sets standards and assessments for student learning, but local school districts select curricular/instructional materials which are not required to be aligned with state standards. This limits the ability of OSPI to provide efficient technical assistance.
- The connections between P-20 agencies are based on relationships created by agencies rather than by a formal structure. Examples of those relationships are: the Office of Superintendent of Public Instruction/Department of Early Learning resolution and State Board of Education/Higher Education Coordinating Board agreement on aligning graduation requirements.

Lack of functionality

- Strong staff support for key education leadership could be improved.
- The focus on implementation and follow through for a variety of policy issues is frequently lacking (e.g. state education reform plan).
- The Governor and/or Legislature create committees and work groups to address issues with limited resolution in terms of progress/decisions needed (e.g., P-20 Council in 2007, Washington State Education Coordinating Council 2008-present, Quality Education Council 2009, and STEM Committee in 2010).

Lack of accountability

- Multiple agencies are involved in education policy and thus it is often unclear who makes decisions (e.g. math and science standards and graduation requirements).
- Education oversight is split between the Legislature, a constitutionally elected Superintendent of Public Instruction, the Governor, and the State Board of Education (partially elected, partially appointed), as it is in many states.
- State provides funding to local districts but does not control resource decisions made through local collective bargaining agreements.

Lack of innovation

- Influential external stakeholders do not support education reform initiatives (e.g. weak Race to the Top application) that could make a difference in student achievement.

Lack of client focus

- With exception of education ombudsman and OSPI special education ombudsman, parents do not have a place to turn to with school concerns if the local school district is unwilling/unable to help them.
- Parents and community have limited access to school and statewide data (with exception of state assessment information.)

Lack of capacity support

- There are limited resources at the Office of Superintendent of Public Instruction to do planning and technical assistance with school districts.
- State technical assistance to improve instruction in math, science, and other subjects is limited by staff and resources available.
- Common assessments do not exist between high school and college for determining what students need to be college ready and not take remedial courses (Transitions Math Project developed common college math ready assessment for high school juniors; Legislature removed funding).
- State has not completed formative assessments to help teachers provide classroom instruction.

B. State/Local Barriers

- Role of ESDs varies across the state in terms of capacity to provide technical assistance districts to improve student achievement. Focus is on helping smaller districts.
- Local district issues: WSSDA will have a report on barriers to transitions between early learning, K-12 and higher education by mid-May.

Governance Activity in Washington as of April 20, 2011 (no bill has passed the Legislature)

	Governor's Original Bill SB 5639	Senate Substitution SSB 5639	House Substitution SHB 1849	Senate Ed Committee Amd to ESHB 1849 (but will actually be striker to current SSB 5639)
Creation of New Department of Education	P-20 Department with Secretary of Education appointed by Governor	P-12 Department with Secretary of Education appointed by Governor	Creates temporary council to advise	P-12 Department with Secretary of Education appointed by Governor
Responsibilities of New Education Department	See Attachment F	See Attachment F		See Attachment F
Offices Retained	SPI ⁶ , PESB	SPI, SBCTC, HECB	SPI	<p>Within DOE: SPI, PESB, State School for the Blind, State Center for Childhood Deafness and HECB's financial assistance program</p> <p>Secretary of Ed appoints executive directors for PESB, School for the Blind, and State Center for Childhood Deafness</p> <p>SBCTC and HECB retained until transition group makes recommendations</p>
Offices Eliminated, Repealed, or Restructured	DEL, Early Learning Advisory Council, SBE, Office of Education Ombudsman, State School for the Blind, State Center for Childhood Deafness, WSSDA, SBCTC, HECB, Education Data and Research Center	DEL, Early Learning Advisory Council, SBE, PESB, Office of Education Ombudsman, State School for the Blind, State Center for Childhood Deafness, WSSDA, Achievement Gap Oversight and Accountability	Restructure following agencies as part of a transition plan: DEL, Early Learning Advisory Council, SBE, PESB, Office of Education Ombudsman, State School for the Blind, State Center for Childhood Deafness, WSSDA, SBCTC,	DEL, Early Learning Advisory Council, SBE, Office of Education Ombudsman, WSSDA, Achievement Gap Oversight and Accountability Committee, Quality Education Council The Governor shall appoint a transition team to bring the current state-level education agencies and structures into the new department. A subgroup of that team will develop recommendations to include state-level higher education entities in the DOE. The recommendations must be submitted to the Legislator and Governor by December 1, 2011.

⁶ Unless constitutional amendment to abolish the office

	Governor's Original Bill SB 5639	Senate Substitution SSB 5639	House Substitution SHB 1849	Senate Ed Committee Amd to ESHB 1849 (but will actually be striker to current SSB 5639)
		Committee, QEC	HECB, Education Research and Data Center, Achievement Gap Oversight and Accountability Committee, QEC, Early Learning Advisory Council, OSPI	
Council Responsibilities	The council shall advise the secretary on broad policy issues affecting the state's education system focusing on improving student learning to include, but not be limited to, system goals, the state strategic plan, state accountability measures, and implementation of evidence-based best practices	The council shall advise the secretary on broad policy issues affecting the state's education system focusing on improving student learning to include, but not be limited to, system goals, the state strategic plan, state accountability measures, and implementation of evidence-based best practices	Create a Transition Plan to address the roles and membership of an oversight and advocacy board and recommended means of designating the director of the primary state agency (rather than specifying that SPI serves this role): <ul style="list-style-type: none"> - Establish primary strategic oversight and advocacy board for public education system - Consolidate supervision over matters pertaining to public education within a primary state agency - 2 FTE from OSPI will support the council 	The council shall advise the secretary on broad policy issues affecting the state's education system focusing on improving student learning to include, but not be limited to, system goals, the state strategic plan, state accountability measures, and implementation of evidence-based best practices.

Role of Secretary of Education and Superintendent of Public Instruction
Notes from the [striking amendment to ESHB 1849](#)

Secretary of Education	Department of Education	Superintendent of Public Instruction	Office of the Superintendent of Public Instruction	Washington Education Council
Unique Attributes				
<ul style="list-style-type: none"> Executive head and appointing authority of Department of Education. Appointed by the Governor with confirmation by the Senate. May hire staff to carry out duties. Will oversee the central divisions in DOE: early learning, K-12 education, and higher education financial assistance program administration. Administer state and federal high education financial assistance programs. Appoint the executive director of PESB, the superintendent of the School for the Blind, and the director of the Washington State 	<ul style="list-style-type: none"> Responsible for the creation of a “robust” birth to three continuum of service for parents and caregivers of your children. Implement state early learning policy to maximize integration with K-12. Fund, when funds are available, evidenced-based and research-based home visitation programs for parents. Establish and regularly reevaluate high school graduation requirements. Recommend and inform the ongoing implementation of basic education and the funding necessary. 	<ul style="list-style-type: none"> Housed within DOE but retains supervisory duties pertaining to public schools as proposed in the Constitution. May appoint assistant superintendents and assistants/staff necessary to carry out duties. Report to Governor and Legislature as requested. Attend meetings and visit schools as necessary. To require and file reports as provided by schools. To keep record of teacher certificates and to issue certificates as required by law. To settle points of law in conflict between the ESD’s and local superintendents. To administer family services and programs. Prepare the common school manual. 	<ul style="list-style-type: none"> Conduct fiscal impact analysis on proposed changes to graduation requirements. Provide updates and reports to the Department of Education as requested. Support OFM in the continued development of funding formulas. Work with OFM to convene a working group to study an enhanced salary allocation model that aligns state expectations with educator development. Implement accountability tools to build district capacity, working within federal and state guidelines. 	<p>13 members: SPI (Non-voting and chair ineligible), Three elected by school boards, Six appointed (Two from early learning, two from K-12, one from a four-year institution, one from community and technical colleges), one from federally recognized Indian tribes, one from private schools, one from home based instruction, all to serve staggered, four-year terms.</p>

Secretary of Education	Department of Education	Superintendent of Public Instruction	Office of the Superintendent of Public Instruction	Washington Education Council
<p>Center for Childhood Deafness.</p> <ul style="list-style-type: none"> • Develop system wide strategic plan related to early learning, K-12, and higher education. • Implement performance measures focused on student outcomes and designed to ensure continual improvement in learning. • Advise and revise performance improvement goals in reading, writing, science assessments. • Set goals for high school graduation rate and dropout reduction. • Promote partnerships with private and non-profit organizations. • Submit budget requests as required. • Oversee the state salary workgroup. • Appoint advisory councils. 	<ul style="list-style-type: none"> • Request updates and reports from SPI, the Professional Educator Standards Board, and the Department of Early Learning. 	<ul style="list-style-type: none"> • Investigate charges of professional misconduct. 		
Shared Attributes				
Coordinate and collaborate with SPI and provide administrative support		Coordinate and collaborate with the Secretary of Education.		

Secretary of Education	Department of Education	Superintendent of Public Instruction	Office of the Superintendent of Public Instruction	Washington Education Council
services for SPI.				
Solicit reports from SPI when necessary.		Provide reports to DOE as requested.		
Improve transition points for students.		Establish a state-level building bridges workgroup to strengthen transition points and reduce drop outs. Maximize integration between early learning, K-12, and higher education.		
Improve communication between all education agencies and parents/stakeholders.		Convene a working group to help school districts develop outreach to and feedback from parents and stakeholders.		
Working with SPI, recognize high-achieving schools.		Working with SBE or DOE, recognize schools for exemplary performance.		
Consult with SPI in the development of an overall K-12 assessment system.		Design and develop an overall K-12 assessment system, in consultation with the Secretary of Education and provide an annual report to the Legislature.		
Work with SPI to solicit schools to participate in the Department of Agriculture		Work with DOE to solicit schools to participate in the Department of Agriculture		

Secretary of Education	Department of Education	Superintendent of Public Instruction	Office of the Superintendent of Public Instruction	Washington Education Council
nutrition programs.		nutrition programs.		
Work with SPI to determine necessary rule revisions.		Work with the Secretary of Education to determine necessary rule revisions.		
Assist state education agencies in the legal performance of their duties.		Assist state education agencies in the legal performance of their duties.		
Work with SPI in the development of a longitudinal data system.		Establish a longitudinal data system that is integrated with the research and data work of DOE.		
Promote and measure achievement. Review and change best practices across and within the education sectors. Improve instructional quality and leadership practices in the P-12 spectrum. Solicit advice of Washington Education Council. In consultation with the WEC set assessment cut scores.				Advise Secretary of Education on broad policy issues affecting the state's education system, with particular attention given to improving student learning, system goals, state strategic plan, state accountability measures, and implementation of best practices. Consult with the Secretary of Education in the setting of cut scores.



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Governors: Seeking Greater Control over Education

By Jennifer Dounay Zinth

Updated April 2011

The past year has seen a variety of proposed legislation or gubernatorial actions to give governors a greater role in education policymaking. Below is a summary of completed or proposed action in this vein, followed by a discussion on the political and education policy impacts such changes may have.

Recent Actions

Increasing gubernatorial influence over selection of state board members

A [change](#) in the state constitution approved by **Hawaii** voters in November 2010 makes the state board appointed by the governor, with the advice and consent of the state senate, rather than directly chosen by the Hawaii electorate. [Legislation](#) enacted in March 2011 provides the details of the process for the governor to appoint board members.

Creating an entity to advise the governor

In **Georgia**, the state board of education is appointed. However, in February 2011, Governor Nathan Deal appointed an [Education Advisory Board](#), comprised of superintendents, principals, educators and school board members. Meeting quarterly with the governor, the new board will, quoting Governor Deal in the February 25, 2011 press release, “discuss how we can continue to improve educational outcomes for Georgia students*.”

Proposed Actions

Amendment of the membership, power and/or duties of the state board

Strengthening gubernatorial influence over the state superintendency

[Legislation](#) introduced in **Oregon** in the 2011 session notes that under the state constitution, the governor is the superintendent of education. This bill specifies the process for the governor to appoint a deputy superintendent of education while also clarifying that overall, the governor is the responsible party.

Reconstituting membership of the state board

Presently, **Oklahoma's** state board is a seven-member body comprised of the state superintendent and six members appointed by the governor. The most current version of 2011 [S.B. 435](#), amended and engrossed April 7, 2011, provides that effective July 1, 2011, the terms of the members of the state board of education are terminated, and by August 1, 2011, the governor is to fill the vacancies with a one appointment from each congressional district and a member appointed from the state at-large. The appointments would be subject to senate approval during the next session of the legislature. Each successive governor is to appoint six members upon assuming office, with the state superintendent continuing to serve as the 7th member and chairperson of the board.

Under the latest version of the measure, the superintendent would be vested with some powers currently given to the state board, although the reconstituted board would retain control over such areas as curricula and educator licensure. The board would meet quarterly rather than monthly.

Consolidation of governance and/or administration

Other states are considering legislation to combine multiple agencies into one entity under the governor's authority:

1. **Washington:** Governor Chris Gregoire has developed a [proposal](#) to consolidate multiple boards and agencies with authority for various components of early learning, K-12 and higher education into a single cabinet-level department of education, to be overseen by a governor-appointed secretary of education. The proposal has been introduced in both houses of the Washington General Assembly, under [S.B. 5639](#) and [H.B. 1849](#).
2. **Utah:** Under 2011 [Senate Joint Resolution 9](#), "general control and supervision" of K-12 and postsecondary education would be shifted to the governor. The state board of education would no longer exist, unless the governor chose to create one. The measure would require approval from the state's electorate, since changes to the state constitution would be necessary. (As of March 10, 2011, the bill is in the Senate Rules Committee file for defeated bills, according to the Utah Legislature Web site.)
3. **North Dakota:** 2011 [House Concurrent Resolution 3046](#) would do away with the position of the elected state superintendent of public instruction, and would, effective January 1, 2015, create a department of education responsible for overseeing all public education in the state, from early learning through postsecondary. The director of the department of education would be appointed by the governor for a three-year term. The resolution also calls for the creation of an 11-member "educational council", also appointed by the governor, with the advice and consent of specified legislative leaders, to advise the director of the department of education "in all matters pertaining to the delivery and administration of education in *the+ state..." The proposed efforts would require amendments to the state constitution, so such changes would have to be ratified by voters of the state. (A Senate vote on April 6, 2011 killed the measure.)
4. An [executive order](#) issued in February 2011 by **Oregon** Governor Kitzhaber puts the governor at the helm of a group to develop a consolidated finance mechanism for all publicly-funded education in the state. The executive order establishes the Education Investment Team, to be appointed and chaired by the governor. The 13-member team is tasked with "“developing+ specific concepts to achieve a comprehensive redesign of Oregon's public education budgeting and governance system.” The team must design a "unified, performance-based 0-20 budget model for consideration by the 2012 legislative session" and must ultimately develop recommendations that will additionally:
 - Create an Oregon Education Investment Board (OEIB) to oversee a unified 0-20 Oregon Education Investment Fund (OEIF)
 - Create an integrated early childhood and family investment strategy
 - Develop a strategy to ensure effective assessment and accountability throughout the public education system
 - Consolidate state level responsibilities for public education.

The executive order calls for the team to develop a report by May 31, 2011, identifying the progress made and setting forth the groundbreaking budget and policy framework.

In addition, Oregon [S.B. 909](#) creates the Task Force on Education Investment Board through statute. According to an April 5 [press release](#) from the governor's office, the Oregon Education Investment Board will:

- “Develop an outcome-based budget that makes strategic investments across the entire public education system
- Streamline and connect early childhood services to the K-12 system, and the K-12 system to post-secondary education programs
- Consolidate early childhood programs by reconfiguring Oregon’s disparate early learning-related programs
- Improve K-12 education outcomes with tools developed by K-12 design teams
- Coordinate higher education institutions with a consolidated finance model and budget.
- Measure results with an integrated, statewide, child-based data system to track expenditures and return on investment for education-related programs from zero-to-20.”

5. **Kansas:** 2011 [House Concurrent Resolution 5018](#) provides a twist on other efforts to consolidate governance. The measure would do away with the state board of education and the state board of regents, placing oversight of K-12 and postsecondary education with the legislature. The position of the commissioner of education (who is currently appointed by the state board) would be replaced with that of a governor-appointed secretary of education, subject to confirmation by the senate. The measure would require state voters’ approval, as it would necessitate amendments to the state constitution.

What are the potential implications of the proposed changes?

The quotes in the following section are from the seminal 1993 work *State Education Governance Structures*, written by Martha McCarthy, Carol Langdon and Jeannette Olson from the Indiana Education Policy Center, and published by ECS.

And in fact, these words on conflicting pressures in education policymaking are just as applicable today as they were nearly 20 years ago: “State policy makers currently are faced with the problem of reconciling a number of competing values, such as efficiency versus autonomy ... For example, the state education bureaucracy is under pressure to streamline so decisions can be made more quickly and efficiently. Also, attention is being given to state-level coordination of services for youth ... through a single agency ... to address children’s multiple needs more coherently ... But at the same time, states are under pressure to decentralize decisions and provide more autonomy at the school district and even at the local school level, which means reducing state regulations.”¹

The authors of the 1993 report make clear that changing who appoints the chief state school officer may have implications for education policymaking, as discussed in the following section.

State board-appointed chief may de-politicize education policymaking

According to the authors of *State Education Governance Structures*, if the prevailing value in a state is to unyoke education decision making from “partisan politics”, a “strong, policy-making SBE [state board of education] (with members appointed for long terms) that appoints the” chief state school officer may be the best course of action. This approach can allow the state board to “focus on a long-range vision for schools, and it might make education reform less vulnerable to political pressures of election cycles that often result in ‘quick-fix’ strategies.”

The other potential benefits of a state board-appointed chief, as cited in *State Education Governance Structures*:

- State board can hold chief accountable for executing its policy recommendations
- Chief’s role is perceived as less partisan
- Chief is more likely to be an educator than a politician (Harris, 1973).

On the down side, a state board-appointed chief “may not have the necessary backing of political constituencies to secure legislative enactment of education reform measures.”

Centralizing governance in governor's office may streamline decisionmaking

The authors suggest, "If the most important value is to ensure coordination in education reform efforts and the efficient implementation of decisions, a system that streamlines governance and centralizes decisions in the governor's office, for example, may be considered the 'best' system. The potential benefits of a gubernatorially-appointed chief:

More "cohesion at the executive level, which can facilitate statewide planning and coordination"
May diminish the influence of "competing political agendas on education reform efforts."

However, the authors posit that a system in which education decision-making is centralized in the governor's office does to a certain degree mute the electorate's voice in "education policy deliberations." And it has been noted elsewhere that an education system highly centralized in the governor's office reduces the opportunity for checks and balances, and may in fact stymie education reform when the governor and legislature are of opposing political parties.

Consolidating state agencies may lead toward coherent policies for children

Most efforts proposed today to consolidate state agencies look to combine agencies that oversee K-12 and higher education (and potentially also early education), rather than put together agencies administering non-education-related services for youth. However, the arguments made by the authors for combining education and non-education services also apply to plans to consolidate education sectors: "A system that coordinates education, welfare, health, juvenile justice and other services for youth through one agency might be adopted if developing coherent policies for children's services is the primary goal. ... Advocates of such an approach contend that coordination would better serve the multiple needs of children by addressing gaps in services and allocating resources more efficiently. Although this strategy might increase effectiveness of service delivery, **traditional patterns of agency autonomy are extremely difficult to change**" *emphasis added+.

Politician vs. professional educator as chief = benefits and disadvantages

A professional educator chosen to be the chief may "have a vested interest in maintaining the status quo", the authors contend. However, a chief who is a politician "may not fully understand the complexities of the educational enterprise and may make decisions based on political expediency rather than educational efficacy."

No ideal education governance structure

The authors make clear that there is no "ideal" when it comes to a state's education governance structure: "We have not attempted to identify the 'best' model of state education governance. The optimum governance model depends on the political philosophy and educational goals and priorities within a given state. ... Alternative goals (e.g., ensuring the efficiency and effectiveness of schools or their responsiveness to citizens' expectations or their ability to serve as change agents to resolve society's chronic and emerging problems) have implications for how schools are governed. ... There is no design for education governance that is likely to achieve all the desirable objectives for education."

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Equipping Education Leaders, Advancing Ideas

¹ Martha McCarthy, Carol Langdon and Jeannette Olson, *State Education Governance Structures* [Denver: Education Commission of the States, November 1993].

Washington's Challenge: Getting to Implementation of Goals and Outcomes for Student Achievement through A Structured Delivery Approach

One of the greatest challenges in education today in Washington is the inability to complete a P-20 strategic plan and then implement it. We have spent considerable time on planning to plan with no results. We have a string of policies created through several education reform bills but they are not connected together in a set of goals, benchmarks and outcomes. While there have been efforts to create a strategic plan through Race to the Top and afterwards, the work came to a halt when the Governor introduced her Education Department bill to combine the silos of early learning, K-12 and higher education. The Board has defined effective governance (see Attachment A) and to achieve such results requires more than just consolidating P-20 agencies into one department of education.

One approach that Washington might consider to move ahead is determining if the newly established Education Delivery Institute in the U.S. Department of Education could provide some assistance. http://www.deliveryinstitute.org/delivery_approach.html

Their mission is to help state systems in K-12 and higher education use a delivery approach that focuses on how to get a state's education goals accomplished. Currently they are working with seven states: Massachusetts, Delaware, Kentucky, Tennessee, Louisiana, New York and Ohio. This work began in 2010 and several case studies will be produced in May 2011.

The "delivery approach" was developed in the United Kingdom by Sir Michael Barber who was in charge of Prime Minister Blair's Delivery Unit 2001-05. He was successful in implementing a National Literacy Strategy and Excellence in Cities Strategy that significantly boosted student achievement. Barber went on to head McKinsey's Global Education Practice and has now established the Education Delivery Institute to help states build capacity and sustain their efforts to implement their education reform strategies. In K-12 they have focused on proficiency, college and career readiness, teacher effectiveness and school turnaround. In higher education they have focused on student access and success.

To develop these educational strategies, a state must have a clear idea of what the system should deliver, where and how delivery must improve, and a talented team to run the delivery effort. The system of delivery they propose has the following elements (background memo from Alex Harris USED1 to Edie Harding April 7):

1. Develop a foundation for delivery
 - a. Define your aspiration: what do you care about, what do you want to do about it and how will you measure success
 - b. Review the current state of delivery
 - c. Build the delivery unit
 - d. Establish a guiding coalition
2. Understand the delivery challenge
 - a. Evaluate past and present performance
 - b. Understand the drivers of performance and relevant activities
3. Plan for delivery
 - a. Determine your reform strategy
 - b. Set targets and establish trajectories
 - c. Produce delivery plans

4. Drive delivery
 - a. Establish routines and monitor performance
 - b. Solve problems early and rigorously
 - c. Sustain and continually build momentum
5. Create an irreversible delivery culture
 - a. Build system capacity all the time
 - b. Communicate the delivery message
 - c. Develop high quality relationships

This fall the Board may wish to invite staff from the EDI and several states to participate with key education agency staff and stakeholders on their progress. The contact is Alex Harris: aharris@deliveryinstitute.org

Here is an estimate of what they typically charge for their services:

Capacity Review and detailed action steps (initial review of agency's capacity to implement with a follow-up review in 6-9 months)	\$20,000
Setting up a Delivery Unit (10 days of expert consultation)	\$25,000
On-site workshops and training for SEA's and/or LEA's	\$2,000 - \$6,000 per workshop
Delivery Network Membership (access to online learning community, key materials, etc...)	\$250 per year



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Governor as state board member: Currently, **Oklahoma**’s state board is a seven-member body comprised of the state superintendent and six members appointed by the board. The most current version of 2011 [S.B. 435](#), which as of this writing has cleared the senate and made its way into the house, reduces the body to four members—the state superintendent, and the following or their designee: the governor, the secretary of state and the attorney general. Under the latest version of the measure, the superintendent would be vested with some powers currently given to the state board, although the reconstituted board would retain control over such areas as curricula and educator licensure. The board would meet quarterly rather than monthly.

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The other potential benefits of a state board-appointed chief, as cited in *State Education Governance Structures*:

- State board can hold chief accountable for executing its policy recommendations
- Chief’s role is perceived as less partisan
- Chief is more likely to be an educator than a politician (Harris, 1973).

On the down side, a state board-appointed chief “may not have the necessary backing of political constituencies to secure legislative enactment of education reform measures.”

Centralizing governance in governor’s office may streamline decisionmaking

The authors suggest, “If the most important value is to ensure coordination in education reform efforts and the efficient implementation of decisions, a system that streamlines governance and centralizes decisions in the governor’s office, for example, may be considered the ‘best’ system. The potential benefits of a gubernatorially-appointed chief:

- More “cohesion at the executive level, which can facilitate statewide planning and coordination”
- May diminish the influence of “competing political agendas on education reform efforts.”

However, the authors posit that a system in which education decisionmaking is centralized in the governor’s office does to a certain degree mute the electorate’s voice in “education policy deliberations.” And it has been noted elsewhere that an education system highly centralized in the governor’s office reduces the opportunity for checks and balances, and may in fact stymie education reform when the governor and legislature are of opposing political parties.

Consolidating state agencies may lead toward coherent policies for children

Most efforts proposed today to consolidate state agencies look to combine agencies that oversee K-12 and higher education (and potentially also early education), rather than put together agencies administering non-education-related services for youth. However, the arguments made by the authors for combining education and non-education services also apply to plans to consolidate education sectors: “A system that coordinates education,

welfare, health, juvenile justice and other services for youth through one agency might be adopted if developing coherent policies for children's services is the primary goal. ... Advocates of such an approach contend that coordination would better serve the multiple needs of children by addressing gaps in services and allocating resources more efficiently. Although this strategy might increase effectiveness of service delivery, **traditional patterns of agency autonomy are extremely difficult to change**" [emphasis added].

Politician vs. professional educator as chief = benefits and disadvantages

A professional educator chosen to be the chief may "have a vested interest in maintaining the status quo", the authors contend. However, a chief who is a politician "may not fully understand the complexities of the educational enterprise and may make decisions based on political expediency rather than educational efficacy."

No ideal education governance structure

The authors make clear that there is no "ideal" when it comes to a state's education governance structure: "[W]e have not attempted to identify the 'best' model of state education governance. The optimum governance model depends on the political philosophy and educational goals and priorities within a given state. ... Alternative goals (e.g., ensuring the efficiency and effectiveness of schools or their responsiveness to citizens' expectations or their ability to serve as change agents to resolve society's chronic and emerging problems) have implications for how schools are governed. ... There is no design for education governance that is likely to achieve all the desirable objectives for education."

Senior Policy Analyst Jennifer Dounay Zinth may be reached at 303.299.3689 or jdounay@ecs.org.

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Equipping Education Leaders, Advancing Ideas

¹ Martha McCarthy, Carol Langdon and Jeannette Olson, *State Education Governance Structures* [Denver: Education Commission of the States, November 1993].

Education Governance



SBE - Moving Forward on Education Governance Reform

Edie Harding
Executive Director
Washington State Board of Education
May 12, 2011

Strategic Plan



Goal One: Governance

Advocate for an effective, accountable governance structure for public education in Washington.

.

Today's Objectives



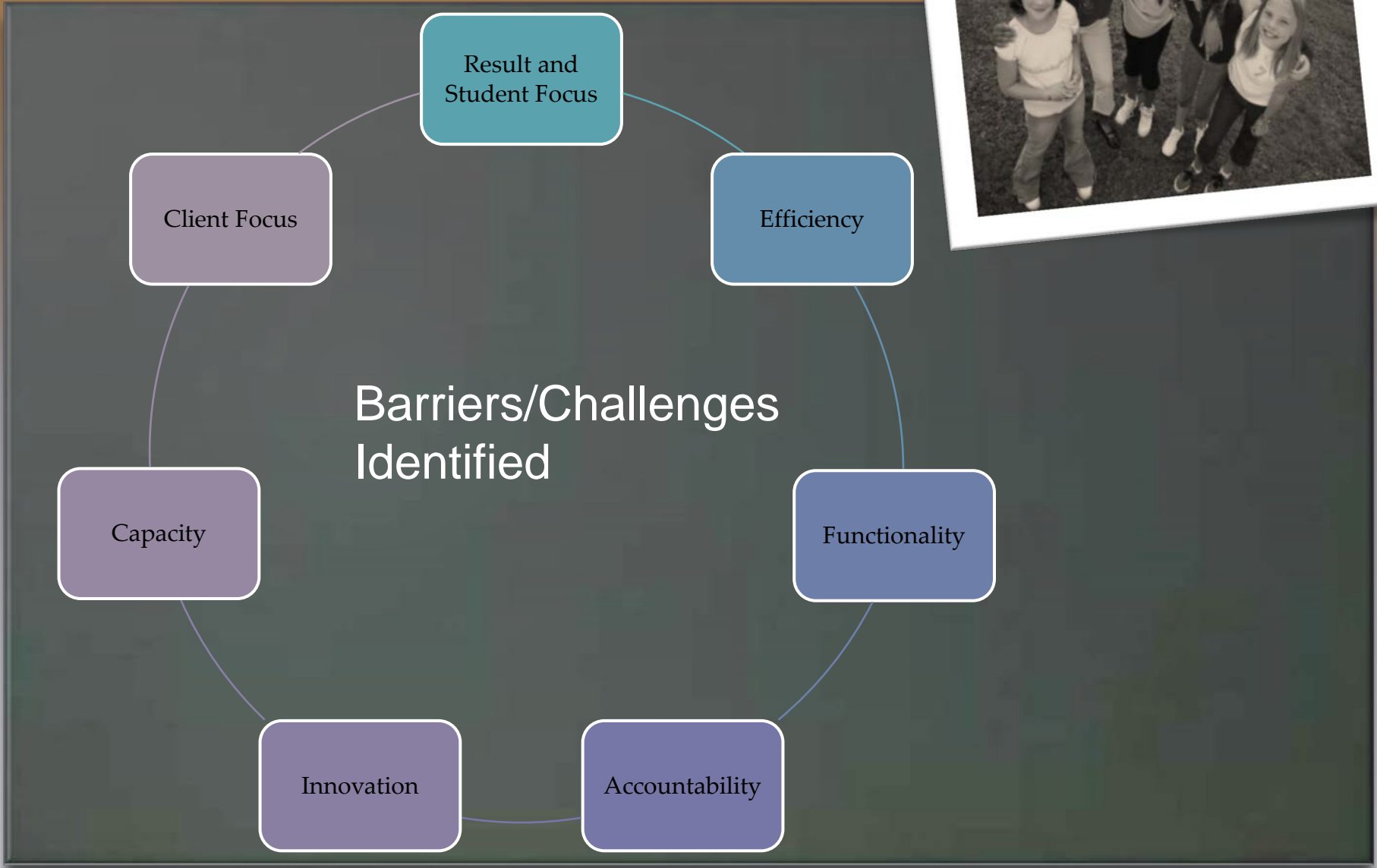
Explore

- Case Studies
- Barriers/Challenges

Consider

- Policy Options
- Next Steps

Principles of Effective Governance



Policy Options



Strengthen QEC and capacity, create Governor-directed education office

Clarify roles, create P-16 council, appoint Secretary of Education, keep SPI

Change Constitution, combine DEL and OSPI

P-20 Department of Ed, privatization, regional governance

Next Steps



July Meeting

- Flesh out options for new governance system.
- Invite WSSDA to present their ideas on how to improve transitions piece.
- Determine stakeholder engagement.

September Meeting

- Develop proposals for new governance system.
- Invite stakeholders including K-12, DEL, Higher Education, legislators, education associations, community and business leaders to discuss governance.

November Meeting

- Propose “joint” governance recommendations.
- Possibly invite Education Delivery Institute staff/states to discuss their work.

January Meeting

- Bill available on new education governance supported by strong coalition.

Dot Exercise:

“Yellow” Changes to Existing System

- Strengthen roles, responsibilities, and membership of Quality Education Council.
- Create a Governor-directed executive office of education.
- Improve compensation for education leaders at the state level and build capacity to assist local districts.

“Orange” Changes to Existing System

- Clarify state/ESD/local roles and authorities.
- Create a new P-16 Council to complete and implement a strategic plan.
- Appoint a Secretary of Education to oversee P-16 system (and keep superintendent elected as well).
 - By Governor
 - By SBE
 - By Legislature

“Blue” Changes to Existing System

- Change the constitution to remove superintendent as an elected office and appoint a Secretary of Education to oversee P-16 system.
 - By Governor
 - By SBE
 - By Legislature
- Combine the Department of Early Learning and Office of Superintendent of Public Instruction under elected or appointed Superintendent).
- Elect superintendent to oversee P-16 system.

“Purple” Changes to Existing System

- Privatize P-20 Education system in whole or in part.
- Create a Department of P-20 Education and abolish regents, trustees, and various state-appointed education boards/committees.
- Focus on the collective impact of networking at the local level among (schools, local nonprofits, higher education and others) to create and implement regional education change.



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Governors: Seeking Greater Control over Education

By Jennifer Dounay Zinth

Updated April 2011

The past year has seen a variety of proposed legislation or gubernatorial actions to give governors a greater role in education policymaking. Below is a summary of completed or proposed action in this vein, followed by a discussion on the political and education policy impacts such changes may have.

Recent Actions

Increasing gubernatorial influence over selection of state board members

A [change](#) in the state constitution approved by **Hawaii** voters in November 2010 makes the state board appointed by the governor, with the advice and consent of the state senate, rather than directly chosen by the Hawaii electorate. [Legislation](#) enacted in March 2011 provides the details of the process for the governor to appoint board members.

Creating an entity to advise the governor

In **Georgia**, the state board of education is appointed. However, in February 2011, Governor Nathan Deal appointed an [Education Advisory Board](#), comprised of superintendents, principals, educators and school board members. Meeting quarterly with the governor, the new board will, quoting Governor Deal in the February 25, 2011 press release, “discuss how we can continue to improve educational outcomes for Georgia students[.]”

Proposed Actions

Amendment of the membership, power and/or duties of the state board

Strengthening gubernatorial influence over the state superintendency

[Legislation](#) introduced in **Oregon** in the 2011 session notes that under the state constitution, the governor is the superintendent of education. This bill specifies the process for the governor to appoint a deputy superintendent of education while also clarifying that overall, the governor is the responsible party.

Reconstituting membership of the state board

Presently, **Oklahoma's** state board is a seven-member body comprised of the state superintendent and six members appointed by the governor. The most current version of 2011 [S.B. 435](#), amended and engrossed April 7, 2011, provides that effective July 1, 2011, the terms of the members of the state board of education are terminated, and by August 1, 2011, the governor is to fill the vacancies with a one appointment from each congressional district and a member appointed from the state at-large. The appointments would be subject to senate approval during the next session of the legislature. Each successive governor is to appoint six members upon assuming office, with the state superintendent continuing to serve as the 7th member and chairperson of the board.

Under the latest version of the measure, the superintendent would be vested with some powers currently given to the state board, although the reconstituted board would retain control over such areas as curricula and educator licensure. The board would meet quarterly rather than monthly.

Consolidation of governance and/or administration

Other states are considering legislation to combine multiple agencies into one entity under the governor's authority:

1. **Washington:** Governor Chris Gregoire has developed a [proposal](#) to consolidate multiple boards and agencies with authority for various components of early learning, K-12 and higher education into a single cabinet-level department of education, to be overseen by a governor-appointed secretary of education. The proposal has been introduced in both houses of the Washington General Assembly, under [S.B. 5639](#) and [H.B. 1974](#).
2. **Utah:** Under 2011 [Senate Joint Resolution 9](#), "general control and supervision" of K-12 and postsecondary education would be shifted to the governor. The state board of education would no longer exist, unless the governor chose to create one. The measure would require approval from the state's electorate, since changes to the state constitution would be necessary. (As of March 10, 2011, the bill is in the Senate Rules Committee file for defeated bills, according to the Utah Legislature Web site.)
3. **North Dakota:** 2011 [House Concurrent Resolution 3046](#) would do away with the position of the elected state superintendent of public instruction, and would, effective January 1, 2015, create a department of education responsible for overseeing all public education in the state, from early learning through postsecondary. The director of the department of education would be appointed by the governor for a three-year term. The resolution also calls for the creation of an 11-member "educational council", also appointed by the governor, with the advice and consent of specified legislative leaders, to advise the director of the department of education "in all matters pertaining to the delivery and administration of education in [the] state..." The proposed efforts would require amendments to the state constitution, so such changes would have to be ratified by voters of the state. (A Senate vote on April 6, 2011 killed the measure.)
4. An [executive order](#) issued in February 2011 by **Oregon** Governor Kitzhaber puts the governor at the helm of a group to develop a consolidated finance mechanism for all publicly-funded education in the state. The executive order establishes the Education Investment Team, to be appointed and chaired by the governor. The 13-member team is tasked with "[developing] specific concepts to achieve a comprehensive redesign of Oregon's public education budgeting and governance system." The team must design a "unified, performance-based 0-20 budget model for consideration by the 2012 legislative session" and must ultimately develop recommendations that will additionally:
 - Create an Oregon Education Investment Board (OEIB) to oversee a unified 0-20 Oregon Education Investment Fund (OEIF)
 - Create an integrated early childhood and family investment strategy
 - Develop a strategy to ensure effective assessment and accountability throughout the public education system
 - Consolidate state level responsibilities for public education.

The executive order calls for the team to develop a report by May 31, 2011, identifying the progress made and setting forth the groundbreaking budget and policy framework.

In addition, Oregon [S.B. 909](#) creates the Task Force on Education Investment Board through statute. According to an April 5 [press release](#) from the governor's office, the Oregon Education Investment Board will:

- “Develop an outcome-based budget that makes strategic investments across the entire public education system
 - Streamline and connect early childhood services to the K-12 system, and the K-12 system to post-secondary education programs
 - Consolidate early childhood programs by reconfiguring Oregon’s disparate early learning-related programs
 - Improve K-12 education outcomes with tools developed by K-12 design teams
 - Coordinate higher education institutions with a consolidated finance model and budget.
 - Measure results with an integrated, statewide, child-based data system to track expenditures and return on investment for education-related programs from zero-to-20.”
5. **Kansas:** 2011 [House Concurrent Resolution 5018](#) provides a twist on other efforts to consolidate governance. The measure would do away with the state board of education and the state board of regents, placing oversight of K-12 and postsecondary education with the legislature. The position of the commissioner of education (who is currently appointed by the state board) would be replaced with that of a governor-appointed secretary of education, subject to confirmation by the senate. The measure would require state voters’ approval, as it would necessitate amendments to the state constitution.

What are the potential implications of the proposed changes?

The quotes in the following section are from the seminal 1993 work *State Education Governance Structures*, written by Martha McCarthy, Carol Langdon and Jeannette Olson from the Indiana Education Policy Center, and published by ECS.

And in fact, these words on conflicting pressures in education policymaking are just as applicable today as they were nearly 20 years ago: “State policy makers currently are faced with the problem of reconciling a number of competing values, such as efficiency versus autonomy ... For example, the state education bureaucracy is under pressure to streamline so decisions can be made more quickly and efficiently. Also, attention is being given to state-level coordination of services for youth ... through a single agency ... to address children’s multiple needs more coherently ... But at the same time, states are under pressure to decentralize decisions and provide more autonomy at the school district and even at the local school level, which means reducing state regulations.”¹

The authors of the 1993 report make clear that changing who appoints the chief state school officer may have implications for education policymaking, as discussed in the following section.

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Washington State Barriers to Effective Governance

A. State Level Barriers using SBE principles of effective governance

Lack of Result and Student Focus

- The state agencies, the Governor and legislature have been unable to agree on a strategic plan for P-20 education.
- There are no expected benchmarks except for proficiency on state assessments.
- There are minimal performance incentives for schools/colleges that improve student achievement (a good model is found in the Community and Technical Colleges' Student Achievement Initiative).
- The State has limited measures of its success in improving student achievement. Current measures include: state assessments, NAEP and SAT/ACT scores, graduation and dropout rates, number of degrees attained, remediation rates.

Lack of efficiency

- Decisions on key issues take a long time to make.
- Policy direction frequently changes (e.g., math and science standards and assessments).
- The State sets standards and assessments for student learning, but local school districts select curricular/instructional materials which are not required to be aligned with state standards. This limits the ability of OSPI to provide efficient technical assistance.
- The connections between P-20 agencies are based on relationships created by agencies rather than by a formal structure. Examples of those relationships are: the Office of Superintendent of Public Instruction/Department of Early Learning resolution and State Board of Education/Higher Education Coordinating Board agreement on aligning graduation requirements.

Lack of functionality

- Strong staff support for key education leadership could be improved.
- The focus on implementation and follow through for a variety of policy issues is frequently lacking (e.g. state education reform plan).
- The Governor and/or Legislature create committees and work groups to address issues with limited resolution in terms of progress/decisions needed (e.g., P-20 Council in 2007, Washington State Education Coordinating Council 2008-present, Quality Education Council 2009, and STEM Committee in 2010).

Lack of accountability

- Multiple agencies are involved in education policy and thus it is often unclear who makes decisions (e.g. math and science standards and graduation requirements).
- Education oversight is split between the legislature, a constitutionally elected Superintendent Of Public Instruction, the Governor, and the State Board of Education (partially elected, partially appointed), as it is in many states.

- State provides funding to local districts but does not control resource decisions made through local collective bargaining agreements.

Lack of innovation:

- Influential external stakeholders do not support education reform initiatives (e.g. weak Race to the Top application) that could make a difference in student achievement.

Lack of client focus:

- With exception of education ombudsman and OSPI special education ombudsman, parents do not have a place to turn to with school concerns if the local school district is unwilling/unable to help them.
- Parents and community have limited access to school and statewide data (with exception of state assessment information.).

Lack of capacity support:

- There are limited resources at Office of Superintendent of Public Instruction to do planning and technical assistance with school districts.
- State technical assistance to improve instruction in math, science, and other subjects is limited by staff and resources available.
- Common assessments do not exist between high school and college for determining what students need to be college ready and not take remedial courses (Transitions Math Project developed common college math ready assessment for high school juniors; legislature removed funding).
- State has not completed formative assessments to help teachers provide classroom instruction.

B. State/Local Barriers:

- Role of ESDs varies across the state in terms of capacity to provide technical assistance districts to improve student achievement. Focus is on helping smaller districts.
- Local district issues: WSSDA will have a report on barriers to transitions between early learning, K-12 and higher education by mid-May.