

The Washington State Board of Education

Governance | Achievement | High School and College Preparation | Math & Science | Effective Workforce

Title:	Governance Discussion	
As Related To:	<input checked="" type="checkbox"/> Goal One: Advocacy for an effective, accountable governance structure for public education <input type="checkbox"/> Goal Two: Policy leadership for closing the academic achievement gap <input type="checkbox"/> Goal Three: Policy leadership to increase Washington's student enrollment and success in secondary and postsecondary education	<input type="checkbox"/> Goal Four: Effective strategies to make Washington's students nationally and internationally competitive in math and science <input checked="" type="checkbox"/> Goal Five: Advocacy for policies to develop the most highly effective K-12 teacher and leader workforce in the nation <input type="checkbox"/> Other
Relevant To Board Roles:	<input checked="" type="checkbox"/> Policy Leadership <input type="checkbox"/> System Oversight <input type="checkbox"/> Advocacy	<input type="checkbox"/> Communication <input type="checkbox"/> Convening and Facilitating
Policy Considerations / Key Questions:	Governance reform in the P-13 system and the role of the State Board of Education	
Possible Board Action:	<input checked="" type="checkbox"/> Review <input type="checkbox"/> Adopt <input type="checkbox"/> Approve <input type="checkbox"/> Other	
Materials Included in Packet:	<input type="checkbox"/> Memo <input type="checkbox"/> Graphs / Graphics <input checked="" type="checkbox"/> Third-Party Materials <input type="checkbox"/> PowerPoint	
Synopsis:	<p>Dr. Aims McGuinness will lead a presentation and discussion of the Higher Education Steering Committee proposals (previously provided to the Board), and possible SBE legislative priorities in the area of governance for the 2012 Legislative Session. Dr. McGuinness will discuss best practices in education governance and ways in which the State Board of Education is uniquely positioned to lead reform in this area.</p>	

Aims McGuinness

Aims McGuinness is a Senior Associate with the National Center for Higher Education Management Systems (NCHEMS), a private nonprofit policy center in Boulder, Colorado. At NCHEMS, he specializes in state governance and coordination of higher education; strategic planning and restructuring higher education systems; roles and responsibilities of public institutional and multi-campus system governing boards; and international comparison of education reform.

Over the past thirty-five years, McGuinness has advised many of the states that have conducted major studies of their higher education systems and undertaken higher education reforms. Recent projects (conducted through NCHEMS) include advising the Governance Commission on reorganizing higher education in Louisiana, an on-going project on higher education governance and accountability in Texas, and advising the states of California, Colorado, Oregon, Washington State, and Wisconsin on governance reform.

McGuinness is active at the international level in conducting policy reviews, primarily through the Organisation for Economic Co-operation and Development (OECD) and the World Bank. He chaired the international task force leading to the 2011 OECD report, *Strong Performers and Successful Reforms: Education Policy Advice to Greece*, and contributed to the new framework law enacted in August 2011 which makes far-reaching changes in the governance of Greek higher education.

McGuinness earned his undergraduate degree in political science from the University of Pennsylvania, an MBA from The George Washington University, and a Ph.D. in social science from the Maxwell School, Syracuse University.

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State Capacity for Leadership:
Ensuring Meaningful Higher Education Involvement in
State Implementation of New Assessments Aligned
with the Common Core State Standards

Prepared by
The National Center for Higher Education Management Systems for
The William and Flora Hewlett Foundation
The Lumina Foundation

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Introduction

The Common Core State Standards (CCSS) and assessments aligned to them represent a significant milestone in public education reform in the U.S. Developed with consultation from higher education, the rigorous new standards and the assessments now being drafted by two consortia promise to help students reach higher levels of academic achievement and increase their likelihood of enrolling and succeeding in college.

The mission of the consortia is to create assessments that reflect the CCSS and accurately measure college readiness. This work could lead to significant improvements in the preparation of many students for postsecondary study and smooth their transition between high school and college. Higher education systems stand to benefit as well since better preparation should reduce the high proportion of students requiring developmental courses when they enroll, limit the costs associated with those classes, and cut the average time to a credential. Achieving those results, however, will require the support of higher education not only throughout the development of the exams but also into their full implementation.

As a first step toward encouraging higher education systems to endorse and base judgments about students' college readiness on the new assessments, the William and Flora Hewlett Foundation and Lumina Foundation requested the National Center for Higher Education Management Systems (NCHEMS) to identify the conditions that help build consensus between K-12 and postsecondary systems at a state level. In response, NCHEMS developed the following:

- ***Criteria Reflecting Capacity for Alignment:*** NCHEMS identified a set of characteristics that increase the likelihood a state will be able to gain broad acceptance and consistent application of the CCSS and aligned assessments within the higher education sector. Researchers then tested these criteria against actual state conditions based both on site visits and new data.
- ***Hallmarks of Higher Education Involvement:*** Using the criteria, NCHEMS offers recommendations for meaningful state-level involvement by higher education in the implementation of the CCSS and assessments.

This paper summarizes the criteria and describes how they play out in the context of specific state environments. It is designed as a guide to help educators and policymakers understand the conditions that must be met for a state to fully embrace the goals of the new Common Core State Standards and related assessments.

Criteria for Gauging State Capacity for Higher Education Involvement in CCSS and Assessments

The fundamental design of the CCSS and aligned assessments is anchored in two principles:

- The standards reflect the progression of knowledge and skills that students need to acquire at the K-12 level in order to be ready for college; and
- The assessments serve to measure whether students are on track toward and, ultimately, reach college readiness.

If the CCSS and assessments accurately reflect these principles, then it stands to reason that states would do well to build a consensus between the K-12 and higher education sectors on how the standards and related tests can be used to track and support improved student outcomes. In turn, students and parents are more likely to embrace this demanding approach to education when it is commonly viewed as the best pathway to postsecondary and career success.

Consensus requires two key elements – ***broad acceptance*** and ***consistent application***. Broad acceptance reflects the recognition by most institutions statewide of the value of the CCSS and assessments in defining and measuring college readiness. Consistent application means all of those institutions are prepared to use the assessment results to determine whether a student is ready to take the first level of college credit bearing courses.

NCHEMS identified the following characteristics that increase the likelihood a state will be able to gain broad acceptance and consistent application within its higher education sector. At the outset, NCHEMS recognized that few, if any, states would meet all criteria. Those that exhibited a substantial number of these characteristics, however, would be best positioned to lead efforts to align K-12 and higher education around the CCSS and assessments.

1. ***State Level Policy Leadership of Post-Secondary Education:*** The state has a coordination/governance structure that provides policy leadership for all of postsecondary education, and, ideally, adult education. The stronger the statewide policy leadership the more conducive it is to broad acceptance and consistent application.
2. ***Statewide Experience in Post-Secondary Policy Change:*** The state has the capacity to make changes in policy and practice affecting the academic functions of colleges and universities statewide. At the same time, it has a track record that indicates its infrastructure can support the processes necessary to reach broad acceptance and consistent application. Such policy change experience can be evidenced by leadership on a variety of cross-institutional policy topics such as:
 - Development of admissions criteria for different types of institutions
 - Development of common college readiness standards
 - Policy regarding common and consistent placement exams that also set cutoff scores for mandatory placement in developmental education
 - New approaches to delivering developmental education
 - Statewide articulation and transfer arrangements
 - ⇒ An agreed upon general education core
 - ⇒ Transferable courses that count toward a major program of study in a specific subject
 - Curricula and course redesign, especially for entry-level credit bearing courses
 - Multi-institution collaboration on delivery of courses/programs
 - Reform of teacher education curricula.
3. ***Cross-Sector Collaboration Experience:*** The state has a successful track record of collaboration between higher education and K-12 education, showing familiarity with processes and an infrastructure necessary to build consensus between the two sectors. Such successful collaboration can be evidenced by a variety of cross-sector activities such as:
 - Active involvement by higher education in a P-20 council that is characterized by the following:
 - ⇒ Having an action agenda
 - ⇒ Undertaking tasks that effect higher education as well as K-12
 - Alignment of K-12 goals with postsecondary education practice, for example:
 - ⇒ College prep curricula as gatekeeper for state student financial aid

- ⇒ Effective arrangements for accelerated programs (dual credit, Advanced Placement (AP) or International Baccalaureate (IB))
- Sharing of data – high school feedback reports and collaborative efforts to address issues revealed by these data.
- Active involvement by higher education in the development of K-12 assessments with the purpose of clearly articulating expectations for college readiness.

Observations regarding application of criteria to current state practice

As NCHEMS went through the process of testing the draft criteria through site visits and consultation with stakeholders, they developed a number of deeper observations about what can drive a state’s capacity to align K-12 and higher education on policy issues.

1. **The state has a coordination/governance structure that provides policy leadership for all postsecondary education, including community colleges, four-year institutions and, ideally, adult education.**

It is important for a state to have a higher education structure that can be a consistent and reliable partner for the state education agency and the K-12 system in developing collaborative initiatives. Currently fewer than half the states have higher education coordinating or governing structures for the public sector overall. In the remaining half, state-level governance responsibility is divided among two or more entities. Of particular significance is the governance of community colleges since these campuses tend to be the “open access” points of a state’s higher education system.

States with high levels of local control and fragmented governance of community colleges face a particularly difficult challenge in developing the policies needed for systemic engagement of higher education. In contrast, states with strong community college systems have a platform from which to pursue statewide initiatives, such as linking community colleges with school districts on a regional basis but within a larger policy framework.

The distressed economy has posed additional challenges to the effectiveness and capacity of state coordinating agencies and system offices. Faced with deep budget cuts, they tend to focus resources on internal priorities and staff reductions, which often leads to reduced capacity for new initiatives.

Postsecondary education agencies that have proved most effective in providing consistent, statewide policy leadership share several traits. These are:

- **Leadership at the Executive and Board levels:** Effective collaboration can only happen if key organizational leaders are committed to reaching workable outcomes. In the long run, consistent support from senior leadership at the level of the board and chief executive is essential for systemic change.
- **Education Attainment Mission:** The higher education agency should have a mission focused on meeting the postsecondary education needs of the state’s entire population, and raising education attainment levels. To the extent that agencies are still focused on traditional oversight and regulatory functions, they may not have the credibility or staff capacity needed to lead statewide change strategies, such as engaging the higher education community in the work of implementing the new assessments.

- ***Institutional and Regional Differentiation:*** The higher education system should identify as a priority the pursuit of strategies reflecting differences among regions of the state in terms of demographic and economic conditions, workforce needs, educational attainment, and postsecondary education participation. To be effective, it is especially important for states to promote strategies that link all postsecondary education sectors serving a region with efforts to improve postsecondary preparation, participation, and completion for the region's population.
- ***Linkage and Connection to Private Postsecondary Institutions:*** The higher education system should demonstrate a commitment to include private colleges and universities in planning and policy initiatives aimed at improving completion and increasing education levels. In many states, the private postsecondary education sector is an important source of educational opportunity, degree production in critical fields, and transfer opportunities for community college students. Yet, less than half of the states have structures that formally include the independent sector in their planning and policy development.
- ***Inclusion of Adult Education:*** In many states, the largest proportion of students who need developmental education are those who have been out of high school for more than a year. These students range from young adults who dropped out of high school to older adults who find themselves unemployed and needing to upgrade their basic skills. While much of the discussion about implementation of the CCSS and new assessments focuses on traditional-age students, educational programs and strategies that address the needs of these other groups also must be focused on college-readiness. They too should be aligned to the CCSS and, possibly, the new assessments. The revision of the GED to align with the new assessments is an important development to support this state-level work.

Among the states visited by NCHEMS, only Kentucky is deliberately focused on how to reach and ensure higher levels of college and career readiness preparation for adults and high school dropouts. Again, this is an issue of governance in some states, where the agency responsible for adult education is not linked to either elementary and secondary education or higher education.

Informal networks, supported by non-governmental organizations (e.g., associations of community colleges, or of public universities) also play important roles in complementing formal structures. In some cases, they stand in for formal structures where none exists. Where these informal networks exist, they can be strong allies in alignment work.

It is worth emphasizing that even states with a strong coordinating or governing structure face challenges in meeting the above criteria. Many still have not made the transition from their original primary role in coordinating and regulating institutions to a broader role of leading a public agenda. Several have experienced budget cutbacks that have reduced their capacity to support cross-sector linkages. In some instances senior leadership turnover has slowed the momentum of key collaborations. State level coordination alone is not sufficient. The challenge is to demonstrate real policy leadership.

2. The state has the capacity for making statewide changes in higher education policy and practice as well as a track record of success.

It makes a difference to have a state higher education agency with experience in successfully leading statewide changes in policy and practice on academic functions of colleges and universities. Agencies that have experienced success in working with provosts and faculty teams across the state on common issues have established relationships that provide the foundation for CCSS and assessment alignment. Efforts to develop strong statewide articulation and transfer policies, for example, inevitably draw faculty into deep discussions about curriculum, student

performance and learning outcomes. These faculty often go on to become the strongest champions of the new systems developed with their participation. They also can be tapped as focal points for the type of faculty engagement essential to successful K-12/higher education alignment work.

This point is well illustrated by Kentucky. After working with faculty across the system on a common general education core for transfer purposes, the state found it had a ready pool of individuals who could be engaged in deliberations about alignment with the CCSS and the new assessments. Without this sort of experience and capacity, states face a challenge in engaging faculty in a manner that will affect the system as a whole—as opposed to single institutions or sectors.

Other types of collaborative endeavors also can contribute to identification of a core of faculty interested in, and willing to engage in, alignment work. Good examples include initiatives to redesign entry-level courses or efforts to transition to “competency based” approaches to granting course credit. Such issues foster deep engagement in policy questions and offer opportunities for state agencies to build credibility and trust among provosts and faculty.

In some states, it has been difficult to engage the provosts and arts and sciences faculty of major research universities in formal deliberations about improving college readiness. Typically the deans and faculty of schools of education are more likely to be the ones involved from these institutions. The need for broader engagement, however, is important to building stronger buy-in from these very important higher education actors.

While the goal should be to find ways to effectively engage these higher profile institutions, some states may have to move ahead with leaders from “access” institutions – especially community colleges and regional universities – as the initial participants. Research universities can be engaged through the participation of key individual faculty members (e.g., from math and English), the deans and faculty of schools of education, academic leaders involved in reform of undergraduate education, and staff members responsible for assessment of student learning, student advising, and academic support services.

3. The state has a successful track record of collaboration between higher education and K-12 education.

It is not uncommon to find examples of higher education engaging with local school districts through the involvement of individual institutions, schools of education, or faculty members. However, there is a big difference between such isolated examples of collaboration and systemic, statewide involvement coordinated through a state higher education entity. A state’s successful experience in developing and implementing shared policies for the K-12 and higher education sectors at the system level is a strong indicator of its likelihood of success in alignment work. Evidence of collaboration may be found in a number of areas including:

- ***Shared assessments:*** Some states, most notably California, already have engaged in discussions across all sectors around the use of common college placement assessments and the setting of cut off scores (e.g., in end-of-course assessments) that define “college readiness.” However, many states give the responsibility for deciding on assessments and cut off scores to individual institutions or divide that responsibility between two or more systems. Without a statewide platform for making such decisions, there is no natural venue for considering alignment of college placement tests with the CCSS and new assessments.
- ***Early assessment and identification strategies:*** Another area of collaboration that is a logical lead-in to alignment around the CCSS and assessments is the development of statewide strategies for early assessment of students in high school and for providing supplemental

instruction for those identified as not on track for college readiness. There are good examples throughout the country of individual institutions that are working with their feeder high schools to offer early assessments and collaborating on supplemental instruction for students. To have a systemic impact, though, there should be a statewide policy framework and strategy for these early interventions.

- ***Dual enrollment:*** States with systemic strategies supporting dual enrollment as a means to engage higher education in improving the preparation of high school students have a natural foundation for a conversation on implementing the CCSS and new assessments. Here again, individual relationships between higher education institutions and nearby high schools are prevalent, but there can be huge variations among such arrangements within any given state. A real statewide strategy wrestles with issues of equitable access, common financing approaches, and consistent quality of the academic experience. A state's successful efforts in developing statewide guidelines and oversight mechanisms for dual enrollment can set the stage for other types of cross-sector conversations with the K-12 community.
- ***Teacher and principal preparation:*** The collaborative development of statewide strategies for human resource development aligned with the CCSS and new assessments also can lay a strong foundation for deeper collaborations around standards and assessments. To the extent that the state education department or state educator standards board is engaged in a fundamental redesign of teacher preparation and training, teacher and leader certification requirements and program approval requirements for schools of education, there is a natural platform for connecting with higher education in implementing the CCSS and new assessments. But if there is no higher education agency with program review and approval authority as well as the capacity to lead reform of teacher and school leader preparation, the state does not have a consistent statewide partner to work with K-12 in this area.

What does meaningful higher education involvement look like?

The criteria discussed above describe the key characteristics, experiences, and capacities likely to lead to the effective engagement of higher education in CCSS and assessment alignment activities. Below is a compilation of the best practices in this field that NCHEMS found in leading states around the country.

Multi-level strategy and commitment

It is clear that states are in the early stages of understanding the breadth and depth of commitment required for full engagement of higher education in implementing the new assessments—and creating a truly comprehensive strategy to improve college and career readiness. When asked how they are engaged in implementing the new assessments, some states immediately cite the involvement of schools and colleges of education in efforts to reform teacher preparation programs. Still, they do not make the connections to a wider range of intersections with the K-12 system. What is required is a multi-level strategy involving commitments and engagement across the system, including, but not limited to:

- Commitments at the highest levels of state government: the governor and key legislative leaders
- Strong leadership and active collaboration between the chief state school officer (CSSO), the state higher education executive (SHEEO), and the leadership of the education professions standards entity (if separate from the state education department)
- Support from business and civic leadership organizations and engagement of business leaders at the state and regional levels

- Strong relationships between the state K-12 assessment staff and academic leaders at SHEEO agencies and higher education systems – both community colleges and universities
- Engagement of statewide disciplinary associations at the K-12 and higher education levels
- Support from college and university leaders as well as engagement of provosts, deans of the schools of education and arts and sciences, and faculty involved in reform of general education and entry-level mathematics and English courses
- Regional strategies linking higher education to change at the school level

Sustainable P-20 strategies

Alignment between higher education and K-12 around the CCSS and assessments should not be viewed as a “project” with a start date and an end date. Rather, it must be one step – and, for some states, perhaps the first step – in an ongoing commitment to collaboration between the two sectors. Recognizing the importance of shared P-20 policy development and planning is not new. Many examples exist of states that have experimented with P-20 councils or other collaborative structures. Those that have been successful have had strong buy-in and commitment from leaders. They often are aided by statutory language that establishes goals and mandates while specifying an explicit policy framework and timeline for K-12 and higher education to collaborate in improving college and career readiness.

The most comprehensive state legislation on issues related to college and career readiness was enacted by Colorado in 2008 and Kentucky in 2009, prior to any of the national developments on the CCSS. The depth of support from state policy leaders for these legislative initiatives contributes significantly to their sustainability. The breadth of commitment from a wide cross section of stakeholders also is important – especially when there is broad recognition that the work being done is high quality and credible, leading toward a clearly defined and compelling goal.

In some instances informal networks, developed over a number of years within the formal structures, now serve as a driving force to sustain momentum. For example, states participating in the American Diploma Project, led by Achieve, Inc., developed networks that give them a distinct advantage in sustaining reform through difficult economic times and political change.

Although several states have had strong P-20 initiatives based primarily in their university systems over the past decade, the extent of engagement of the community college systems varies significantly. In some cases, the community colleges are strong partners, especially if the state has a community college system. In others, the relationships are not well developed. The Complete College America project and other state initiatives to improve completion and reach state goals for degree production are serving as bridges for these inter-sector gaps.

Commitment to building higher education capacity for collaboration

States should pay deliberate attention to developing and sustaining state-level capacity to lead higher education in implementation of the new assessments. The need is not only for expanded staff capacity but also for support for convening and engaging faculty at the state, institutional, and regional levels. In some cases, additional funding may be required, perhaps allocated in a manner designed to support joint use between both K-12 and higher education. Even a small amount of funding can help catalyze collaboration at every level: disciplinary groups, schools and institutions, regions, and the state as a whole.

Links between new assessments and on-going test reforms

States that already have seen high levels of higher education involvement in reforming curricular frameworks and assessments for K-12 face a special challenge in implementing the new assessments. In many cases, states that are more predisposed to successful engagement in alignment work had taken steps to revise state curriculum frameworks and begin redesign of state assessments *even before* they committed to implementing the new CCSS or joined one of the assessment consortia. Now they must address how the new assessments will be implemented and/or dovetailed with their current and developing assessment policies. Key considerations include:

- Sequencing of, and setting implementation schedules for, revisions to K-12 assessments
- Selection or redesign of placement assessments
- Implementation or revision of existing state mandates which require all high school students to take the ACT, or the ACT Plan and Explore assessments.
- Revision of existing state mandates regarding use of admissions test scores (e.g., ACT or SAT) to identify students for mandatory placement in developmental education.

How the ACT and College Board products are aligned with the CCSS and new assessments will be an important issue in several states. These college admissions tests are well known to the public and parents and recognized by governors and legislators. They have a long history of being used by colleges and universities for various purposes. They also are better understood, especially among those not directly involved in education reform, than the assessments being developed by the two consortia – Partnership for the Assessment of Readiness for College and Careers (PARCC) and the SMARTER Balanced Assessment Consortium (SBAC). While both ACT and the College Board have been extensively involved in the development of the CCSS, it is not clear how they intend to change their assessments to make use of or align with the new assessments.

Regional strategies within states

Developing a sense of shared responsibility among school districts, community colleges, and universities for increasing the knowledge and skills of a region's students should be a cornerstone of a state's strategy to implement the new assessments. Kentucky stands out as a state that has developed strong regional connections through leadership networks involving state universities, community colleges, the independent sector, and the K-12 system. The Cal-PASS initiative in California is another excellent example of a regional strategy, but it currently is organized as a "bottom-up" voluntary project of participating institutions and is not statewide in reach.

Regional networks within a statewide P-20 strategy should be a central part of a state's implementation strategy. Attendance patterns in most states tend to be regional: a majority of students enroll in institutions within commuting distance of their homes. Often, the majority of teachers within a region's public schools will have graduated from higher education institutions within the region as well.

Recognizing this regional interdependence and fostering regional engagement among schools and higher education can promote a deeper sense of ownership and the sharing of responsibility to increase student success and raise regional educational attainment levels. Regions may be defined as a matter of state policy, or defined in a more organic way through the initiative of local business, civic, and educational leaders. States can support these regional activities by using state-level data projects to identify the flow of students from K-12 to postsecondary institutions, provide feedback on the success of students as they move through the system, and inform deliberations between K-12 and higher education on issues such as college readiness and the need for professional development of teachers and school leaders.

Professional development for teachers and school leaders

Professional development for existing teachers and school leaders is consistently identified as one of the most important prerequisites for effective implementation of the CCSS and especially the new assessments. Nevertheless, with the possible exception of Kentucky, no state appears to have a clear statewide strategy for addressing these needs by tapping the capacity of the state's higher education institutions. Defining constructive ways for higher education to address the professional development needs related to the new assessments should be a priority.

In many states, there appears to be a distinct bias against engaging schools of education in the work, perhaps based on a perception that schools of education are out of touch with today's education realities and the practical needs of districts. Interestingly, individual faculty members from these schools may be active in providing professional development, but as individual entrepreneurs or in affiliation with non-university providers. Schools of education must commit themselves to overcoming these perceptions and demonstrating their ability to make a valuable and practical contribution to a state's professional development efforts.

At the same time, several states visited by NCHEMS (e.g., Colorado, Kentucky, Massachusetts, and New Hampshire) are strong "local control" states where the definition of professional development needs and selection of providers is a responsibility of local school districts. As emphasized throughout this report, states need *statewide strategies* with policy backing from both the state education department and a lead state higher education agency in order to achieve the most effective implementation. Strategies for improved higher education involvement in professional development might include:

- Developing "learning communities" at a regional level, engaging both K-12 and postsecondary teachers/faculty
- Use of higher education faculty (perhaps through regional collaborative organizations) to assist school districts in assessing the readiness of their teachers and school leaders to implement new curricula and related assessments
- Commissioning faculty to design learning modules for use by school districts in professional development programs.

Conclusion

Only a few states currently have the full capacity to lead meaningful involvement of higher education in the implementation of the new assessments being developed in alignment with the Common Core State Standards. The intent of this briefing paper is to provide a guide to the elements of statewide capacity that must be developed if a state intends to meet fully the goals of the new exams. That is not to say a state must have all these elements in order to succeed in creating a strong alignment. By understanding what is optimum, however, stakeholders can design approaches that work in sub-optimal settings.

With the right leadership and commitment by the right stakeholders, states can overcome the deficiencies they may face. In such cases, however, more diligence is needed to maintain and sustain the work. The payoff can be huge. States that are the most successful in pursuing a strong alignment strategy will position themselves and their citizens for increased post-secondary success that brings innumerable economic and community benefits.

Washington – Education Goals & Metrics

1. All children will enter kindergarten healthy, and emotionally, socially, and cognitively ready to succeed in school and life
 - Percent of kindergarten age cohort students deemed ready for kindergarten based on their meeting early learning and development benchmarks and on the results of the kindergarten readiness assessment process.
2. All students will transition from the third grade with the ability to read well and do basic math, and with the ability to actively participate in a learning environment
 - Percent of students leaving 3rd grade who read at 3rd grade level as measured by CCSS assessments
 - Percent of students leaving 3rd grade who demonstrate grade-level competence in math as measured by CCSS assessments
 - Percent of students leaving 3rd grade who demonstrate ability to actively participate in a learning environment as judged by fourth grade teachers
3. All students will transition from 8th grade with demonstrated ability in core academic subjects, citizenship skills and an initial plan for high school and beyond
 - Percent of eighth graders deemed proficient in math and language arts as assessed by CCSS assessments
 - Percent of eighth graders deemed proficient in math and social studies as assessed by state exams
 - Percent of eighth graders who, along with their parents and school officials, have completed individual learning plans for education in high school and beyond.
4. All students will leave high school having demonstrated that they are college- and career-ready
 - Percent of students who demonstrate readiness by achieving high levels of performance on college placement exams (presumably the same as the CCSS high school exit exam)
5. College participation by recent high school graduates will be such that Washington ranks as one of the top ten states by 2025
 - Percent of students graduating from high school in each academic year who enroll in college anywhere in the U.S. during the following year
 - Washington compared with other states
 - Calculated from US Ed Department data
6. The number of college degrees and high-value certificates produced in Washington colleges and universities will increase 4.3 % each year until 2025
 - Calculated from IPEDS data as degrees and certificates granted by all Washington institutions in year X=1 divided by same number in year X.

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7. Degrees granted in high demand fields will be sufficient to meet 80% of the identified workforce shortage in each shortage area
 - Degrees produced relative to numbers of open positions are measured by either
 - State Labor Department
 - Analysis of job posting data (Monster or Burning Glass)
 8. The gaps between performance of the majority population and that of underserved populations will be reduced by 50% by 2025.
 - Underserved populations yet to be defined
 - Metrics same as all those above

State Coordination of Higher Education: Washington State in a Comparative Perspective

Dennis Jones and Aims McGuinness
National Center for Higher Education Management
Systems

Higher Education Steering Committee
Olympia, WA, September 19, 2011

Principles to Guide Deliberations About Governance

- Focus First on Ends, Not Means
- Be Explicit about Specific Problems That Are Catalysts for Reorganization Proposals
- Ask If Reorganization Is The Only Or The Most Effective Means for Addressing The Identified Problems
- Weigh the Costs Of Reorganization Against the Short- and Long-term Benefits.

Principles (Continued)

- Distinguish Between State Coordination and System/Institutional Governance
- Examine the Total Policy Structure and Process, Including the roles of the Governor, Executive Branch Agencies and the Legislature, rather than only the Formal Postsecondary Education Structure

No “Ideal” Model

- Each State’s Structure Evolved in Response to Unique State Issues/Conditions
 - Modes of Provision (Public vs. Private)
 - History/Culture
 - Role of Government
 - Governor
 - State Legislature
 - Geo-Political Balance, Regional Disparities
 - Budgeting and Finance Policy and Process

Continued

No “Ideal” Model (Continued)

- Not a Good Idea: Copying Another State’s Structure—Imposing on One State the Solutions to Another State’s Problems
- But:
 - Alignment of Governance (Decision-Making Authority) with State Priorities **Is** Important
 - States Can Learn from the Experience of Other States in Addressing Common Problems/Issues

Coordination Versus Governance

- Authority and Functions of **Coordinating Boards** Are Distinctly Different From **Governing Boards** of Institutions and Systems
- Coordinating Boards:
 - Focus on Statewide Policy Leadership, Not on Governing/Managing Systems or Individual Institutions
 - Do Not Govern Institutions or Systems (e.g. Make Decisions Regarding Appointment of System and Institutional Presidents or Faculty and Other Personnel Issues)
- In Washington State Terminology:
 - Coordinating Boards: Higher Education Coordinating Board and State Board for Community and Technical Colleges
 - Governing Boards: UW, WSU, Eastern, Central, Western, and Evergreen State
 - Governing boards for Each Community and Technical College

Comparative Perspective

- About Half of States are Coordinating Board/Agency States
 - Statewide Coordinating Board/Agency (Regulatory or Advisory)
 - Two or More System or Institutional Governing Boards
 - Tradition of Decentralized Governance
- Other Half are Consolidated Governing Board States:
 - All Public Institutions Governed by One or More Statewide Governing Boards
 - No Statewide Coordinating Board (with significant authority)
- 1 State (Pennsylvania) has State Agency with Limited Authority for Higher Education
- 1 State (Michigan has No Statewide Entity)

Origin and Functions of Coordinating Boards

- Most Established in mid-20th Century (1960s)
- Original Purpose:
 - Orderly Development during Massive Expansion in 1960s
 - Promote Mission Differentiation
 - Curb Unnecessary Duplication
 - Counter Turf Battles
 - “Suitably Sensitive Mechanism” Between State and Academy
- 1972/73: Changes Related to Federal 1202 Legislation
- Mid-1980s on: Fundamental Shift in Roles

Formal Authority Differs Among Coordinating Boards

- Significant Differences in Decision Authority
 - Budget and Finance Policy
 - Approval of Institutional Missions or Changes in Mission
 - Approval of New Campuses or New Academic Programs

Board's "Power" Depends Less on Formal Authority Than on:

- Board and Executive Leadership:
 - Reputation for Objectivity, Fairness, and Timeliness of Analysis and Advice to Legislative and Executive Branches
 - Capacity to Gain Trust and Respect (but Not Always Agreement) of the State Political *and* Institutional Leaders

Continued

Formal Versus Informal Authority (Continued)

- Institutional/System Leaders Who: Recognize and Support Effective Coordination To Address State and Regional Policy Issues that Cannot Be Addressed within Systems/Institutions or Only Through Voluntary Coordination

Critical Functions of Today's Coordinating Boards

- Strategic planning/public agenda
 - Goals & priorities
 - For all aspects of education for adults
 - Lead activities to build awareness and consensus around goals
- Statewide Accountability
 - Define metrics
 - Annual report on progress/contributions towards goals
 - State
 - Sectors
 - Institutions
- Developing a strategic finance plan
 - Strategies for providing sufficient capacity while keeping higher education affordable
 - Simultaneous attention to
 - Allocation of state funds to institutions
 - Tuition
 - Student aid

Critical Functions (Continued)

- Serving as Trusted Source of Policy Analyses Serving
 - Legislature
 - Executive branch
- Maintaining the Databases Necessary to Support These Analyses
- Serving As “Lead” for Higher Education with
 - P-12 education
 - Other branches of state government
 - Economic development
 - Labor
 - Social services
 - Federal government programs

Critical Functions (Continued)

- Representing the Public Agenda and Higher Education Collectively to
 - Legislature
 - Executive branch
- Convening Meetings of Key Constituents about Critical Topics
 - Presidents
 - Board members
 - Lead “efficiency commission” discussions/activities
- Taking the lead in public information campaigns

Other Functions

- Administration
 - Student Financial Aid
 - State and Federally Funded Projects
- Regulation
 - Licensure/Authorization of Non-Public Institutions

Effective Coordinating Boards

- Focus on Developing and Gaining Broad Commitment to Long-Term Goals for the State (A Public Agenda)
- Link Finance and Accountability to State Goals
- Emphasize Use of Data to Inform Policy Development and Public Accountability
- Emphasize Mission Differentiation

Continued

Effective Boards (Continued)

- Insist on Quality, Objectivity and Fairness in Analysis and Consultative Processes
- Exhibit Consistency and Integrity in Values, Focus, Policy Development, and Communications

Continued

Effective Boards (Continued)

- Exhibit Balance in Processes and Decision-making:
 - Non-partisan
 - Legislative and Executive Branches
 - State and Institutions
 - Among All Sectors and Providers
 - Among All Regions
 - Across All Sectors of Higher Education (From Community Colleges to Research and Graduate Education)

Continued

Effective Boards (Continued)

- Focus on Core Policy Functions
(Planning/Policy Leadership, Budget/Resource Allocation, Evaluation and Accountability)
- Demonstrate Willingness to Take Stands on Matters of Principle

Continued

Broad Trends in State Coordination

- Statewide Planning Focused on Public Agenda
 - Increasing the Educational Attainment of the Population
 - Quality of Life
 - Economy
- Decentralized Institutional Governance and Deregulation Balanced by Accountability for Performance/Outcomes Linked to Public Agenda
- Financing Policies that:
 - Use Incentives for Performance and Response to Public Agenda/Public Priorities
 - Align State Appropriations, Tuition Policy and Student Aid Policy

Issues Facing Coordinating Boards Across the U.S. (Not Specifically WA)

- Strategic Plans/Master Plans that:
 - Lack Clear Goals and Related Metrics
 - Focus on Institutional Issues, not Public Agenda
 - Are Not Linked to Budget/Finance and Accountability
 - Are Ignored by Governor and State Legislature in Policy Making and Budget Process
 - Focus on Internal Institutional Issues, Not on Major State/Public Priorities

Continued

Issues (Continued)

- Workload Dominated by Administrative and Regulatory Functions That Drive Out Attention to Policy Leadership
- Limited Policy Analysis Capacity
- Weak Board Appointments (Most Influential Appointments Made to Governing Boards)
- Turnover of Executive Leadership

Issues (Continued)

- Lack of Capacity to Gain Trust and Respect of the State's Leaders (Governor and Legislature) as well as University Leaders for:
 - Objectivity and Fairness in Decision Processes
 - Transparency and Responsiveness to Data Requests from Governor and Legislature

Continued

External Realities That Impede Effective Statewide Coordination

- Changes in Gubernatorial and Legislative Leaders: Loss of “Memory” of Rationale and Functions of Coordinating Board
- System and Institutional Lobbying That Undercuts the Coordinating Board’s Policy Recommendations
- State Budget Cuts That Limit Staff Capacity

Continued

External Realities (Continued)

- Accumulation of Legislative Mandates (often outdated) That Sap Staff Time Away from Strategic Planning and Policy leadership
- Increasing Polarization in Policy Process That Makes Gaining Consensus on Goals and Priorities a Daunting Challenge
- State Reliance on Executive Branch Fiscal Agencies and Legislative Staff for Budget and Analysis Disconnected from the Strategic Plan/Public Agenda for Higher Education

Recent Governance Debates and Changes

- 2010/2011:
 - 14 States Debated Changes in Statewide Coordination and Governance
 - 8 States Made Changes Either by Statute or Governor's Executive Order/Budget Action

Themes in Recent Debates

(Issues Mostly State-Specific)

- Cutting State Budgets/Reducing State Bureaucracy
 - Eliminating Boards/Agencies Deemed Ineffective or Redundant
 - Consolidating Agencies
 - Consolidating Governance (Reducing Number of Boards)
- State-Specific Issues Related to Perceived Institutional or System Mismanagement
- Arguments for P-20 Seamless Policy as Rationale for:
 - Consolidating Agencies
 - Eliminating Elected Chief State School Officers
- Proposals for Deregulation
 - System-wide (e.g., Oregon, SUNY)
 - On Specific Issues (e.g., Tuition Policy)
- Governors' Interest in Increasing Executive Branch Control to Improve Efficiency and Responsiveness to State Priorities

Themes (Continued)

- Proposals to Merge or Consolidate Institutions
- Pushes by Flagship Universities for Special Status (Public Corporations) and Separation from Systems

Changes Actually Enacted

- Eliminating, De-Funding or Consolidating of State Coordinating Boards or State Agencies with Limited Authority
 - California: CPEC Budget Largely Eliminated
 - Delaware and New Hampshire: Postsecondary Education Commissions with Limited Service and Regulatory Functions Eliminated and Functions Transferred to Division of State Education Department
 - New Jersey: Governor's Executive Orders Eliminated the Commission on Higher Education and Established; New Governor's Higher Education Advisory Council
 - Washington State: Legislation Enacted to Eliminate the Washington Higher Education Coordinating Board in 2012; Governor's Steering Committee to Recommend Future Structure

Changes (Continued)

- Consolidating Boards: Connecticut:
 - Centralized Governance under New Higher Education Board Responsible for Statewide Policy and Governance of State University System (not the University of Connecticut), State Community and Technical College System and Charter Oak College (a public non-traditional learning entity)
 - Eliminated Coordinating Board
 - Increased Governor's Control Through Appointment of New System President (on recommendation from new Board of Regents)

Changes (Continued)

- Re-establishing State Planning Entity:
 - Florida: Florida Higher Education Coordinating Commission
- Comprehensive Restructuring: Oregon
 - Deregulated Oregon University System
 - Established New Higher Education Coordinating Commission
 - Established New Education Investment Board
 - Changed from Elected to Appointed Chief State School Officer

Conclusion

- To Compete in the Global Economy, States Must Have Diversified Higher Education Enterprises with Capacity to:
 - Educate a Highly Skilled Workforce
 - Contribute to an Expanding and Innovating Economy

Conclusion (Continued)

- Each State Should Have Broad-Based Public Entity with Clear Charge to Lead and Coordinate the Higher Education Enterprise in the Public Interest
 - Set Clear Long Term Goals
 - Align Finance Policy with Goals
 - Hold the Higher Education Enterprise Accountable for Progress Toward Goals

HIGHER EDUCATION STEERING COMMITTEE

Final Report



December 2011

MEMBERS

Governor Chris Gregoire, Chair

Senator Randi Becker

Charlie Earl

Jim Gaudino

Representative Larry Haler

Bette Hyde

Senator Derek Kilmer

Gary Kipp

David Mitchell

Jane Noland

Bill Robinson

Representative Larry Seaquist

Michael Young

December 12, 2011

Members, Senate Early Learning & K-12 Education Committee
Members, Senate Higher Education & Workforce Development Committee
Members, House Early Learning & Human Services Committee
Members, House Education Appropriations & Oversight Committee
Members, House Education Committee
Members, House Higher Education Committee

Dear Honorable Members,

We are pleased to present the Final Report of the Higher Education Steering Committee.

During the 2011 interim, the Steering Committee reviewed the state coordination, planning and communication for higher education, and looked at the functions and purpose of a new organization to replace the Higher Education Coordinating Board when it is abolished effective July 1, 2012. The Committee reviewed its statutory charge in Engrossed Second Substitute Senate Bill 5182, which included the review of the relationship of higher education with the other sectors of our education system.

The Committee reviewed the history of the Higher Education Coordinating Board in Washington and the precursor agencies, and looked at governance or coordinating structures in other states. The Committee determined that it was important to focus first on the problem that an entity at the state level should address and then determine the structure and duties of that entity to create the solution. We found that the problem facing Washington now and in the future is that our levels of educational attainment are too low. Simply put, we need more citizens with high school diplomas, postsecondary certificates, associate degrees, bachelor's degrees and graduate degrees. We must increase our levels of educational attainment. We found that no one entity was charged with achieving this goal.

The Committee is recommending two options. Under both options, an Office of Student Achievement would be created as well as an Advisory Board. One option presents a structure that would establish the statewide goal of increasing educational attainment and provide for coordination among all statewide education entities around reaching this goal. The other option also established the goal of increasing educational attainment but focuses on coordination between secondary and postsecondary education. Under both options, the Committee also recommends the creation of a Joint Legislative Committee on Student Achievement to connect the work of the Office with the legislative branch.

We believe that these recommendations are crucial in order for all Washingtonians to attain the skills and knowledge to secure a prosperous standard of living in an increasingly competitive world. Through the creation of the Office of Student Achievement, we are highlighting our commitment as a state to the goal of increasing educational attainment.

Sincerely,

Members of the Higher Education Steering Committee

PART 1 – BACKGROUND

LEGISLATION: In 2011, Engrossed Second Substitute Senate Bill 5182, sponsored by Senator Scott White, was enacted. Senator White introduced similar legislation in 2010 when he was a member of the House of Representatives. The legislation does the following:

- Creates the Office of Student Financial Assistance effective July 1, 2012, to administer financial aid programs, including the Guaranteed Education Tuition program.
- Abolishes the Higher Education Coordinating Board effective July 1, 2012.
- Creates the Council for Higher Education. The structure, duties and functions of the Council are to be developed by the Higher Education Steering Committee, which submits recommendations and proposed legislation to the Legislature and the Governor.
- Creates the Higher Education Steering Committee.

The specific duties of the Higher Education Steering Committee are to:

- Review coordination, planning and communication for higher education in Washington.
- Establish the purpose and functions of the Council for Higher Education.
- Specifically consider options for the following:
 - Creating an effective and efficient higher education system and coordinating key sectors, including the P-20 system.
 - Improving the coordination of institutions of higher education and education sectors with specific attention to strategic planning, system design, and transfer and articulation.
 - Improving structures and functions related to administration and regulation of the state's higher education institutions and programs, including but not limited to financial aid, the Guaranteed Education Tuition program, federal grant administration, new degree program approval, authorization to offer degrees in the state, reporting performance data and minimum admissions standards.

The text of Section 302 of the legislation establishing the Committee is in Appendix B.

COMMITTEE MEMBERS: The committee was composed of the following members:

- Governor Chris Gregoire, Chair
- Senator Randi Becker, 2nd Legislative District
- Charlie Earl, Executive Director, State Board for Community and Technical Colleges
- Jim Gaudino, President, Central Washington University
- Representative Larry Haler, 8th Legislative District
- Bette Hyde, Director, Department of Early Learning
- Senator Derek Kilmer, 26th Legislative District
- Gary Kipp, Executive Director, Association of Washington School Principals
- David Mitchell, President, Olympic College
- Jane Noland, citizen
- Bill Robinson, citizen
- Representative Larry Seaquist, 26th Legislative District
- Michael Young, President, University of Washington

COMMITTEE MEETINGS: The Committee met four times in 2011: September 29, October 10, October 27 and November 15.

MEETING MATERIALS: Meeting materials are available at:
<http://www.governor.wa.gov/priorities/education/committee.asp>.

CONSULTANTS: Dennis Jones and Aims McGuiness, national experts on higher education governance from the National Center for Higher Education Management Systems, assisted the Committee in its deliberations. The Committee wishes to thank and acknowledge the Lumina Foundation for providing the funding to support the consultants.

PART 2 – DEVELOPMENT OF RECOMMENDATIONS

In developing its recommendations, the Committee reviewed policies in other states, discussed the problems it was trying to fix, focused on the purpose and duties, and then developed a structure. In building its recommendations, the Committee looked at structures around the country and even in other nations. National consultants synthesized lessons learned from their experiences, which can be summarized as follows:

- Be clear about what works in Washington and why. The solution needs to be designed based upon what works and does not work in Washington; otherwise, it is not sustainable. The solution needs to work with the total policy structure and process, including the roles of the Governor and the Legislature.
- Be explicit about the problems that are being fixed and avoid change just to make a change.
- States need entities that are concerned about how the connections among access, tuition and state support, financial aid and productivity relate to achieving the state’s goals specifically around degree attainment.
- There should be a focus on intersection issues, which means coordinating both among institutions and among economic development, the workplace and K-12 education.
- Critical functions include building consensus around the state’s future and goals, accountability and metrics, and planning connected to budgeting decisions and processes.
- To be effective, an entity must have one or more of the following: regulatory authority, financial power or moral authority.
- To implement long-term change, the entity must have the ability to bridge gaps between higher education and other education sectors and among the different sectors of higher education. This comes through knowledge, experience and trust.
- The entity must have the ability to implement the public agenda both through building pathways through educational systems and encouraging regional collaboration among K-12, community and technical colleges, and four-year institutions.
- Pitfalls include being a regulatory agency; centralizing governance of institutions; micromanagement by the Legislature; and avoiding adding so many “barnacles” that the entity is unable to concentrate on its core mission.

In discussing these principles and sorting out how they apply to Washington, the Committee made the threshold determination that it was crucial to have a state entity. The Committee’s next focus was to decide what the new entity should do. The Committee started to look at the possible functions of the new entity and realized that it needed to look first at some of the issues that prompted the passage of the legislation that abolished the Higher Education Coordinated Board. Next, the Committee decided to focus on the major goal or purpose of the new entity. Recommendations for the specific duties would flow from the purpose.

The Committee reviewed a 2002 survey of the Higher Education Coordinating Board conducted by the Washington State Institute for Public Policy and included in the Institute’s report, “Higher Education Coordination in Washington State.” Committee members also discussed current perceptions. Concerns included the following: 1) a vague role and mission; 2) a confusing mix of administrative and policy roles; and 3) an accumulation of assorted responsibilities and duties that made it hard to focus on key tasks. Another problem was lack of sufficient connection with the

Legislature, the Governor and all the educational institutions. The Committee emphasized that the staff of the Higher Education Coordinating Board does its work well, but the mission and functions need to be changed.

To determine what the goal of the new entity should be, the Committee reviewed the current educational goals. The Committee looked at goals from Washington Learns, the Department of Early Learning's early learning plan, the goals of basic education, the ten-year goals for the community and technical colleges, and the Higher Education Coordinating Board's Master Plan. The goals reflect the work of the individual sectors and, at times, overlap but are not connected. The Committee found that the overarching goal that connected all the individual sectors was the goal of increasing educational attainment for Washingtonians. This goal is implicit in the individual goals but is not explicit.

The Committee decided that increasing educational attainment was the right goal and it was crucial that a state entity be responsible for setting, measuring progress and developing a strategic plan to meet that goal. Improving student transitions is a vital part of meeting that goal.

A crucial component of increasing educational attainment is decreasing the number of students who get lost in transitions such as those between preschool and kindergarten, between middle school and high school, between high school and postsecondary education, and between a community and technical college and a four-year institution. The Committee found that improving transitions for students is necessary to reach the overall goal of increasing all levels of educational attainment. The Committee next looked at recommendations for what the new entity should do. There was general agreement about a core list of functions, some of which focused on higher education but many of which, such as strategic planning and budget recommendations, had broader applicability. The Committee then asked itself the question whether it needs to go broader to make this organizational change work and improve education in Washington.

The Committee discussed the issue of going broader, and decided that it was crucial to go broader than a structure limited to higher education to achieve the goal of increasing educational attainment. The Committee looked at two options: an entity that looked at strategic planning and coordination from preschool through postsecondary education (or even kindergarten through postsecondary education) and an entity that was focused on strategic planning and coordination from high school through postsecondary education. The Committee looked at creating an entity that would support the work of the individual agencies but not create new, burdensome reporting requirements.

For the preschool through postsecondary structure (Option A in the report), the Committee looked at the current state-level organizational structure and the option of melding and reconstituting the State Board of Education and the Higher Education Coordinating Board to help streamline state-level education coordination and planning. These two boards would be reconstituted as the new Office of Student Achievement, with the talent and combined resources to focus on increasing educational attainment throughout the state's education system.

To provide the connection with the agencies and institutions, the Committee, under this option, would recommend creating an advisory board to the new office consisting of: 1) a majority of citizen members, appointed by the Governor with the confirmation of the Senate and chaired by a citizen; and 2) representatives of the Department of Early Learning, the Superintendent of Public Instruction, the State Board for Community and Technical Colleges, the four-year institutions and

the Workforce Training and Education Coordinating Board. Representatives of independent educational entities would sit on the board as nonvoting members. The Committee is recommending this structure to create the connections for state-level policy, improve transitions for students and create a single, student-focused organization with the goal of increasing educational attainment at all levels.

For the secondary through postsecondary structure (Option B in this report), the Committee would retain the State Board of Education and create a new Office of Student Achievement with an Advisory Board. The Advisory Board would be charged with focusing on increasing educational attainment with an emphasis on issues affecting the preparation for, and success in, postsecondary education as well as the transitions between high school and postsecondary education and between two-year and four-year institutions. Membership on the Advisory Board would be composed of seven citizen members and representatives of the Superintendent of Public Instruction, the State Board for Community and Technical Colleges, the four-year institutions and the Workforce Training and Education Coordinating Board. Representatives of independent educational entities would sit on the board as nonvoting members. The Office of Student Achievement and the Advisory Board would coordinate closely with the State Board of Education.

The Committee looked at the need for this new entity to provide the research, data and analysis functions both to the Office and for the state. After hearing a presentation from the Educational Research and Data Center, the Committee would recommend the Center be moved to the new Office of Student Achievement if the option were chosen to create a preschool-through-postsecondary planning and coordination entity. However, if this option is not selected, the Committee would recommend leaving the Educational Research and Data Center within the Office of Financial Management as it serves as a resource for all levels of education in Washington. Under both options, financial aid would be placed in the new Office. Financial aid is a crucial ingredient that helps students in planning their future as well as provides students with access to postsecondary education or training. The Committee discussed the importance of the close connection between financial aid and planning and coordination, and would recommend placing both in the same agency.

These recommendations are based upon the identified need for research and the development of best practices. Student achievement from preschool through career can best be tracked if it is done in one place. The Committee found that there was a need for more comprehensive recommendations about budgets. These recommendations are based upon creating an organization that is more closely connected with the Governor and the Legislature to increase the accountability to the public as well as increase the utility of the policy and budget analysis and recommendations.

The following recommendations are based upon the Committee's desire to create a new organization that focuses on increasing educational attainment. This enhances the education of students throughout their educational careers and throughout the state.

Following the review of the draft options, Committee members asked to be able to submit written comment to reflect their concerns and thoughts as legislation is developed. See Appendix C for this information.

PART 3 – RECOMMENDATIONS

The Steering Committee recommends either Option A or Option B below:

OPTION A

Create the Office of Student Achievement (focusing on the education system from preschool through postsecondary education): An Office of Student Achievement should be created. The director should be appointed by the Governor and confirmed by the Senate.

The purpose of the Office of Student Achievement should be to set and monitor progress toward the goal of increasing educational attainment of Washingtonians. This goal links the work of all our state's educational programs, schools and institutions from preschool through career. This new office should help connect the work of the Department of Early Learning, the Superintendent of Public Instruction, the State Board for Community and Technical Colleges, the Workforce Training and Education Coordinating Board, and the public four-year institutions of higher education as well as the private, independent schools and colleges.

The Office of Student Achievement should have the following duties to increase educational attainment:

Planning, Goals, Performance and Data

- Setting educational attainment goals both short and long term. Educational attainment goals should include not only reaching higher levels of educational attainment but earning certificates or degrees that meet workforce needs. These goals should be reviewed and revised every four years.
 - Work with the Department of Early Learning, Superintendent of Public Instruction, State Board for Community and Technical Colleges, the presidents of the four-year institutions, organizations of private education providers, and the Workforce Training and Education Coordinating Board for each to develop a set of integrated, measurable goals for each sector's contribution to the overarching goal of increasing educational attainment. Each agency will continue to have its individual goals and strategic plans within its sectors;
- Strategic planning for meeting the goal of increasing educational attainment;
- Developing performance plans and incentives;
- System design and coordination emphasizing review when an educational institution changes the types of degrees that it provides;
- Facilitating using innovative practices within, between and among the sectors to increase educational attainment, including accountability measures to determine the effectiveness of the innovations; and
- Performing educational data, research and analysis.

Strategic budget and financing recommendations

- Developing budget recommendations based upon current funds and developing budget recommendations for the future based upon the strategic plan. These recommendations should

be for the whole education system. The individual sectors should continue to make budget recommendations within their sectors;

- Making financing recommendations based upon the strategic plan; and
- Reviewing and making recommendations on changes in roles or missions of educational institutions, if consistent with the strategic plan, to increase educational attainment.

State-level support for students

- Improving student transitions, which includes but is not limited to:
 - Setting high school graduation standards;
 - Setting minimum college admission requirements;
 - Providing programs to encourage students to prepare for, understand how to access and pursue postsecondary college and career programs;
 - Implementing policies that require coordination between or among sectors, such as dual high school-college programs, awarding college credit for advanced high school work, and transfer between two- and four-year institutions or between different four-year institutions; and
 - Addressing transitions issues and solutions for students, including from preschool to kindergarten; from elementary school to middle school or junior high school; from 8th or 9th grade to high school; from high school to postsecondary education, including community and technical colleges, four-year institutions, apprenticeships, training or career; between two-year and four-year institutions; and from postsecondary education to career. These transitions may occur multiple times as students continue their education; and
- Administering student financial aid programs, including but not limited to the State Need Grant, College Bound and other scholarships, Guaranteed Education Tuition program and Work Study programs.

Consumer protection – approval of educational programs

- Approving private schools consistent with existing statutory criteria;
- Approving private, degree-granting postsecondary institutions consistent with existing statutory criteria; and
- Approving programs that are eligible programs for students to use federal benefits such as veterans' benefits.

Other

- Being designated as the state agency for the receipt of federal funds for higher education and
- Serving as primary point of contact for public inquiries on higher education.

Proposed statutory language creating the Office of Student Achievement

Suggested draft language to be included in the legislation follows. This proposed language creates the Office, provides for the appointment of the executive director and establishes its purpose. (The proposed legislation will also include sections that set out other specific duties described in these recommendations.)

NEW SECTION. Sec. XXX. The office of student achievement is created. The executive director of the office of student

achievement shall be appointed by the governor, with the consent of the senate, and hold office at the pleasure of the governor.

NEW SECTION. Sec. XXX. (1) The office of student achievement shall focus on the goal of increasing the educational attainment of Washingtonians throughout the educational system. The office shall provide the strategic planning, data and research analysis, and budget and financing recommendations to increase educational attainment. Based upon research and analysis supported by data, the office shall make recommendations about best practices and innovative practices to increase educational attainment throughout the educational system from preschool through postsecondary training and education and support the work of the agencies and organizations responsible for each individual sector.

(2) Recognizing that educational attainment cannot be increased if students do not move from one educational sector to the other or if their progress is slowed by obstacles, the office shall specifically identify barriers, work with the applicable agencies or organizations to develop solutions, and develop the data to monitor and report on the progress.

(3) In conducting its work, the office shall work closely with the advisory board, the legislature and the governor."

Formation of the Office of Student Achievement

The Office of Student Achievement should be formed through combining and integrating the State Board of Education, the Higher Education Coordinating Board (or Council on Higher Education), the Office of Student Financial Assistance (created in 2011 but effective July 1, 2012), and the Educational Research and Data Center (currently within the Office of Financial Management). To keep a clear focus on improving educational attainment, one of the initial responsibilities of the Office should be to recommend changes in statute to continue to eliminate or transfer duties formerly held by the boards or offices that are no longer applicable or detract from its role. For example, the requirement that a state agency approve higher education institutions degrees should be eliminated.

Create an Advisory Board to the Office of Student Achievement

An Advisory Board to the Office of Student Achievement should be created. The purpose of the Board is to provide advice to the Office on strategic planning, including budget and financing recommendations, to facilitate coordination among the agencies, institutions and public, and to improve transitions for students. The Board should be composed of eleven voting members and two nonvoting members. The Governor should appoint six citizen members, who should be voting members. These appointments should be confirmed by the Senate. One of the citizen members should serve as the chair. The Board should select the chair.

Each of the following entities or groups should appoint one voting member: the Department of Early Learning, Office of Superintendent of Public Instruction, State Board for Community and Technical Colleges, the presidents of the public four-year institutions of higher education, and the Workforce Training and Education Coordinating Board. The appointees should either be the leader

of the entity or group, or the leader's designee. An association of independent schools and an association of independent colleges should each appoint one nonvoting member.

Sunset Evaluation of Office and Advisory Board

The Joint Legislative Audit and Review Committee should conduct a review of the Office of Student Achievement and its functions. The review should address whether the office is meeting legislative intent and achieving expected performance goals. The Office must work with the Committee to develop performance measures and goals by which it will be evaluated. The Joint Committee should present its findings to the Legislature by December 1, 2019.

Create a Joint Select Committee

A legislative Joint Committee on Student Achievement should be created. The Committee should review the work of the Office of Student Achievement and the Advisory Board, and make both policy and budget recommendations on improving educational attainment for Washingtonians. The Committee should be composed of eight members from each chamber. No more than four members from each chamber should be from the same political party. Members should be selected from those members serving on committees having jurisdiction over early learning, K-12 education, higher education, workforce development and the operating budget.

OPTION B:

Create the Office of Student Achievement (focusing on secondary through postsecondary education): An Office of Student Achievement should be created. The director should be appointed by the Governor and confirmed by the Senate.

The purpose of the Office of Student Achievement should be to set and monitor progress toward the goal of increasing educational attainment of Washingtonians. This goal links the work of all our state's educational programs, schools and institutions from postsecondary through career. This new office should help connect the work of the Superintendent of Public Instruction, the State Board for Community and Technical Colleges, the Workforce Training and Education Coordinating Board, and the public four-year institutions of higher education, as well as the independent schools and colleges.

The Office should have the following duties to increase educational attainment:

Planning, Goals, Performance and Data

- Setting educational attainment goals both short and long term. Educational attainment goals should include not only reaching higher levels of educational attainment but earning certificates or degrees that meet workforce needs. These goals should be reviewed and revised every four years.
 - Work with the Superintendent of Public Instruction, State Board of Education, State Board for Community and Technical Colleges, the presidents of the four-year institutions, organizations of independent colleges and degree-granting institutions, and the Workforce Training and Education Coordinating Board for each to develop a set of integrated measurable goals for each sector's contribution to the overarching goal of increasing

educational attainment. Each agency will continue to have its individual goals and strategic plans within its sectors;

- Strategic planning for meeting the goal of increasing educational attainment;
- Developing performance plans and incentives;
- System design and coordination emphasizing review when an educational institution changes the types of degrees that it provides;
- Facilitating using innovative practices within, between and among the sectors to increase educational attainment, including accountability measures to determine the effectiveness of the innovations; and
- Educational data, research and analysis in conjunction with the Educational Research and Data Center.

Strategic budget and financing recommendations

- Developing budget recommendations based upon current funds and developing budget recommendations for the future based upon the strategic plan. The individual sectors should continue to make budget recommendations within their sectors;
- Making financing recommendations based upon the strategic plan; and
- Reviewing and making recommendations on changes in roles or missions of educational institutions, if consistent with the strategic plan, to increase educational attainment.

State-level support for students

- Improving student transitions which includes but is not limited to:
 - Setting minimum college admission requirements;
 - Providing programs to encourage students to prepare for, understand how to access and pursue postsecondary college and career programs;
 - Implementing policies that require coordination between or among sectors such as dual high school-college programs, awarding college credit for advanced high school work, and transfer between two- and four-year institutions or between different four-year institutions; and
 - Addressing transitions issues and solutions for students, including from high school to postsecondary education, including community and technical colleges, four-year institutions, apprenticeships, training or career; between two-year and four-year institutions; and from postsecondary education to career. These transitions may occur multiple times as students continue their education; and
- Administering student financial aid programs, including but not limited to the State Need Grant, College Bound and other scholarships, the Guaranteed Education Tuition program and Work Study programs.

Consumer protection — approval of educational programs

- Approving private, degree-granting postsecondary institutions consistent with existing statutory criteria; and
- Approving programs that are eligible programs for students to use federal benefits such as veterans' benefits.

Other

- Being designated as the state agency for the receipt of federal funds for higher education and
- Serving as primary point of contact for public inquiries on higher education.

Proposed statutory language creating the office:

Suggested draft language that to be included in the legislation follows. This proposed language creates the Office, provides for the appointment of the executive director and establishes its purpose. (The proposed legislation will also include additional sections that set out the other specific duties described in these recommendations.)

"NEW SECTION. Sec. XXX. The office of student achievement is created. The executive director of the office of student achievement shall be appointed by the governor, with the consent of the senate, and hold office at the pleasure of the governor.

NEW SECTION. Sec. XXX. (1) The office of student achievement shall focus on the goal of increasing the educational attainment of Washingtonians. The office shall provide the strategic planning, data and research analysis, and budget and financing recommendations to increase educational attainment. Based upon research and analysis supported by data, the office shall make recommendations about best practices and innovative practices to increase educational attainment from secondary to postsecondary training and education and support the work of the agencies and organizations responsible for the individual sectors.

(2) Recognizing that educational attainment cannot be increased if students do not move from secondary to postsecondary education or between postsecondary education or training institutions if their progress is slowed by obstacles, the office shall specifically identify barriers, work with the applicable agencies or organizations to develop solutions, and develop the data to monitor and report on the progress in conjunction with the Education Research and Data Center.

(3) In conducting its work, the office shall work closely with the advisory board, the legislature and the governor."

Formation of the Office of Student Achievement

The Office of Student Achievement should be formed through combining the Higher Education Coordination Board (or Council on Higher Education) and the Office of Student Financial Assistance (created in 2011 but effective July 1, 2012). To keep a clear focus on improving educational attainment, one of the initial responsibilities of the Office should be to recommend changes in statute to continue to eliminate or transfer duties formerly held by the Higher Education Coordinating Board that are no longer applicable or detract from its role. For example, the requirement that a state agency approve higher education institutions' degrees should be eliminated.

Create an Advisory Board to the Office of Student Achievement

An Advisory Board to the Office of Student Achievement should be created. The purpose of the Board is to provide advice to the Office on strategic planning, including budget and financing recommendations, to facilitate coordination among the agencies, institutions and public, and to

improve transitions for students. The Board should be composed of eleven voting members and two nonvoting members. The Governor should appoint seven citizen members, who should be voting members. These appointments should be confirmed by the Senate. One of the citizen members should serve as the chair. The Board should select the chair.

Each of the following entities or groups should appoint one voting member: the Office of Superintendent of Public Instruction, the State Board for Community and Technical Colleges, the presidents of the public four-year institutions of higher education, and the Workforce Training and Education Coordinating Board. The appointees should either be the leader of the entity or group, or the leader's designee. An association of independent schools and an association of independent colleges should each appoint one nonvoting member.

Sunset Evaluation of Office and Advisory Board

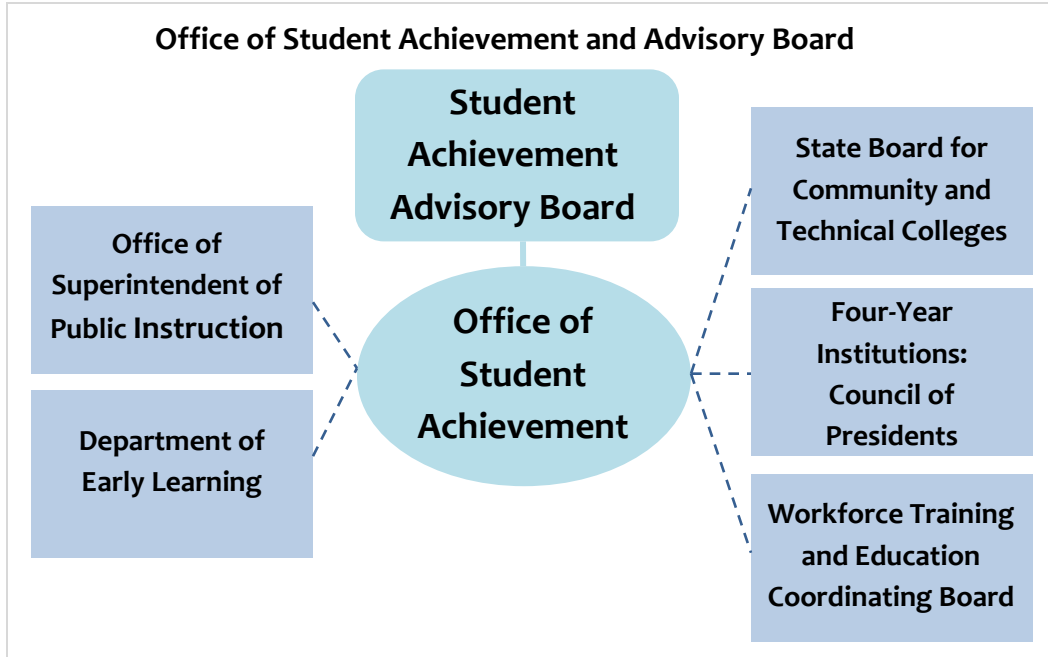
The Joint Legislative Audit and Review Committee should conduct a review of the Office of Student Achievement and its functions. The review should address whether the Office is meeting legislative intent and achieving expected performance goals. The Office must work with the Committee to develop performance measures and goals by which it will be evaluated. The Joint Committee should present its findings to the Legislature by December 1, 2019.

Create a Joint Select Committee

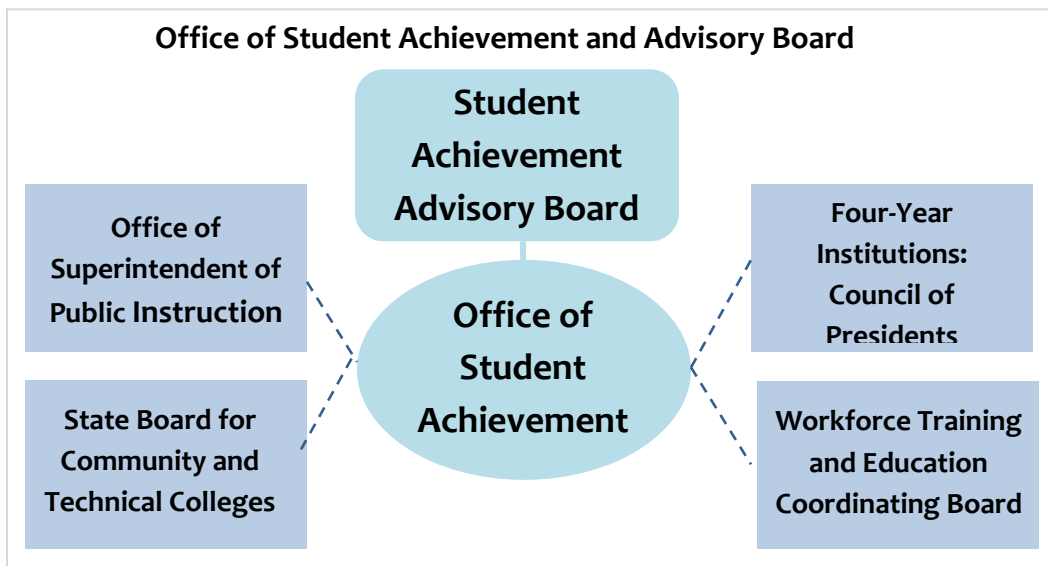
A legislative Joint Committee on Student Achievement should be created. The Committee should review the work of the Office of Student Achievement and the Advisory Board, and make both policy and budget recommendations on improving educational attainment for Washingtonians. The Committee should be composed of eight members from each chamber. No more than four members from each chamber should be from the same political party. Members should be selected from those members serving on committees having jurisdiction over K-12 education, higher education, workforce development and the operating budget.

APPENDIX A

Option A: Preschool through Postsecondary



Option B: Secondary through Postsecondary



APPENDIX B

Legislation Creating Committee

E2SSB 5182 Sec. 302.

(1) The higher education steering committee is created.

(2) Members of the steering committee include: The governor or the governor's designee, who shall chair the committee; two members from the house of representatives, with one from each of the two major caucuses, appointed by the speaker of the house of representatives; two members from the senate, with one appointed from each of the two major caucuses, appointed by the president of the senate; an equal representation from the key sectors of the higher education system in the state; and at least two members representing the public as appointed by the governor.

(3) The steering committee shall review coordination, planning, and communication for higher education in the state and establish the purpose and functions of the council for higher education. Specifically, the steering committee shall consider options for the following:

(a) Creating an effective and efficient higher education system and coordinating key sectors including through the P-20 system;

(b) Improving the coordination of institutions of higher education and sectors with specific attention to strategic planning, system design, and transfer and articulation;

(c) Improving structures and functions related to administration and regulation of the state's higher education institutions and programs, including but not limited to financial aid, the advanced college tuition payment program, federal grant administration, new degree program approval, authorization to offer degrees in the state, reporting performance data, and minimum admission standards; and

(d) The composition and mission of the council for higher education.

(4) The steering committee shall consider input from higher education stakeholders, including but not limited to the higher education coordinating board, the state board for community and technical colleges, the community and technical colleges system, private, nonprofit baccalaureate degree-granting institutions, the office of the superintendent of public instruction, the workforce training and education coordinating board, the four-year institutions of higher education, students, faculty, business and labor organizations, and members of the public.

(5) Staff support for the steering committee must be provided by the office of financial management.

(6) The steering committee shall report its findings and recommendations, including proposed legislation, to the governor and appropriate committees of the legislature by December 1, 2011.

(7) This section expires July 1, 2012.

APPENDIX C

The Honorable Governor Gregoire,

Thank you for the opportunity to offer comments about the December 4th draft of the Higher Education Steering Committee recommendations to the legislature. We appreciate your personal commitment to this process and, by and large, support Option A.

We fully support the overarching goal of increasing educational attainment by fixing the leaky pipeline from early learning through higher education. We believe that this would be best achieved through the creation of an independent P-20 lay board with the authority to hire their own executive director.

We also agree that financial aid administration follows financial aid policy and that both should be housed in the same organization.

We assume that the bullet points in Option A (State-level support for students) respond to the interests we expressed during the steering committee meetings regarding proportionality agreements between the 2- and 4-year public higher education sectors so that community and technical college transfer students are assured space in our four-year schools.

Again, we appreciate your leadership and that of the steering committee members in proposing a new policy structure for a system of public education in Washington.

David Mitchell, President
Olympic College

Charlie Earl, Executive Director
State Board for Community and Technical Colleges

Higher Education Steering Committee Draft Report Council of Presidents Comments December 9, 2011

The Council of Presidents prefer Option B in the report with the following comments or requests for clarification:

Creation of the Office

- We recommend that the office be titled “Office of Educational Attainment.”
- Some concern that the Governor appoints both the Director and the Advisory Board members.

Advisory Board

- We would seek additional clarifying language around citizen membership (i.e., business/industry, labor, faculty, alumni, etc).

Planning, Goals, Performance and Data

- We recommend removal of the language “Developing performance plans and incentives.” The development of performance plans and plans to respond to incentives are institutional specific and are driven at the campus level. E2SHB 1795 directs us to develop performance plans with OFM, and that process is underway. The Office of Educational Attainment should have a multi-sector perspective and should focus on the issues that surround the intersections between sectors and not institutional specific initiatives.
- We recommend that the ERDC be more explicitly charged with the collection of educational data from the various sectors, and with conducting research and analysis. This would provide clarity that the new Office of Educational Attainment would not be responsible for these activities; rather they would use the data and analysis from the ERDC to develop recommendations.

Strategic budget and financing recommendations

- We would like to be sure it is clear that the budget recommendations developed by the Office of Educational Attainment are for state-level goals and objectives, and not individual institutions budgets.

Other

- Amend the language to say “education” and not “higher education.” If this is a multi-sector entity then it should not be focused only on higher education for public inquiries but for all sectors that are included in the scope of the entity.

Comments on the DRAFT for the final report from the Higher Education Steering Committee

The points below represent succinctly my responses to the DRAFT:

- The focus on transition points is critical. The P-20 committee meetings identified wide cracks through which far too many students fall in their journeys through the educational system. I think, however, Option 2 offers an opportunity to go deeper in addressing the high school to college and two-year to four-year legs of the educational trip.
- The joint select committee could give needed legislative attention to the transitions so important to higher education. This may turn out to be a good structure, particularly with Option 2.
- Statewide financial aid administration helps keep the focus on funding the students rather than the institutions. This approach recognizes the Governor’s concern that students be kept paramount in any system we choose.
- The advisory committee should distinguish between non-profit and for-profit independents and should make the former a voting member. The proposed classification places Washington’s independent colleges and universities in the wrong group. For example, in Eastern Washington, there are far more similarities between Gonzaga University and Eastern Washington University than there are between Gonzaga (along with Whitworth and Whitman) and any for-profit post-secondary school in that region. Cooperation between and among the publics and independents is essential if the State hopes to see its resources used efficiently and effectively. Further, the 10 Independent Colleges of Washington alone produce 20% of the degrees, 35% of the nurses,

20% of the engineers, 23% of the science majors and 36% of the math majors in the State of Washington. The proposed structure places this group of top tier contributors on the sidelines when they should be on the field.

I think this DRAFT represents a good step in the right direction, and I hope you will take my observations into consideration. I believe I speak for a very large group of higher education professionals. Thank you.

Bill Robinson

P-20 State Policy: A Comparative Perspective

Washington State Board of Education

Aims McGuinness

National Center for Higher Education Management Systems

Boulder, Colorado

January 11, 2012

Perspective

- Background
 - Primarily State Higher Education Policy
 - 17 Years at Education Commission of the States
 - Eight Years (Two Terms) as Elected School Board Member; Four Years as Board President
 - OECD and World Bank Throughout the World

Role with Steering Committee

- Resource on Best Practice from Other States
- NOT as Expert on Washington State
- Funded by Lumina Foundation:
 - Lumina's Priority: Big Goal of Educational Attainment
 - Central Concern: Need for Capacity for Sustained Policy Leadership to Achieve Long-Term Improvements

Steering Committee Charge: Senate Bill 5182

- Creates Office of Student Financial Assistance effective July 1, 2012
- Abolishes the Higher Education Coordinating Board (HECB) effective July 1, 2012
- Creates the Council for Higher Education (HEC) effective July 1, 2012
- Charges Higher Education Steering Committee to develop the duties and functions of HEC.
- Steering Commission also charged to consider options including “...coordinating key sectors, including the P-20 system.”

Lessons from Other States

- Be Clear About What Works in Washington and Why
- Consider Total Policy Structure and Process, including Roles of Governor and Legislature
- Be Explicit about Problems that are Being Fixed; Avoid Change Just to Make a Change

Lessons (Continued)

- Establish Entity Concerned about How Connections Among Access, Tuition And State Support, Financial Aid and Productivity relate to Achieving State's Goals Specifically around Degree Attainment
- Focus on Intersection Issues: Coordinating Both Among Institutions and Among Economic Development, the Workplace and K-12 Education
- Critical Functions include Building Consensus Around the State's Future and Goals, Accountability and Metrics, and Planning Connected To Budgeting Decisions and Processes

Lessons (Continued)

- To Be Effective, an Entity Must Have One or More of the Following: Regulatory Authority, Financial Power or Moral Authority
- To Implement Long-term Change, the Entity Must Have The Ability to Bridge Gaps Between:
 - Higher Education and Other Education Sectors
 - Among The Different Sectors of Higher Education. This Comes Through Knowledge, Experience and Trust
- The Entity Must Have The Ability to Implement the Public Agenda Through Both:
 - Building Pathways Through Educational Systems
 - Encouraging Regional Collaboration Among K-12, Community And Technical Colleges, and Four-year Institutions

Lessons (Continued)

- Pitfalls Include:
 - Being a Regulatory Agency
 - Centralizing Governance of Institutions
 - Micromanagement by the Legislature
 - Adding So Many “Barnacles” That The Entity is unable to Concentrate on its Core Mission

Option A:

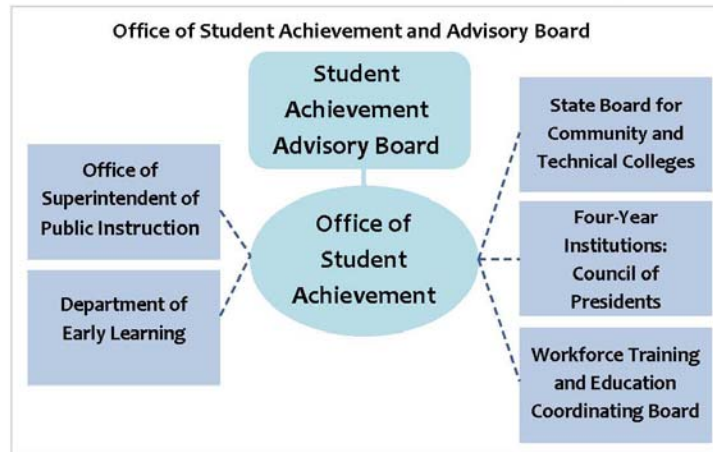
- **Create an Office of Student Achievement.** The director should be appointed by the Governor and confirmed by the Senate.
- The purpose of the Office of Student Achievement should be to:
 - Set and monitor progress toward the goal of increasing educational attainment of Washingtonians. This goal links the work of all our state's educational programs, schools and institutions from preschool through career.
 - Help connect the work of the Department of Early Learning, the Superintendent of Public Instruction, the State Board for Community and Technical Colleges, the Workforce Training and Education Coordinating Board, and the public four-year institutions of higher education as well as the private, independent schools and colleges.

Option B

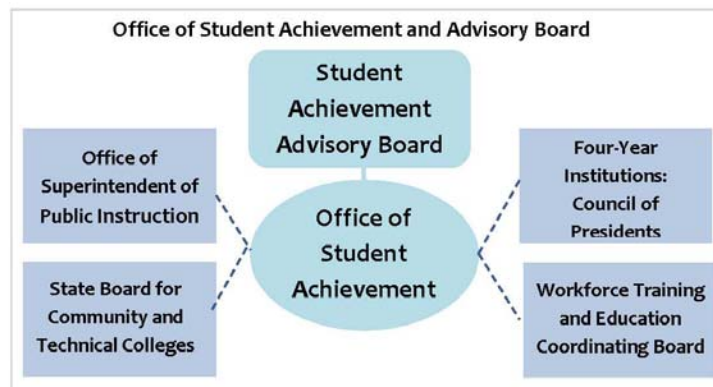
- **Create the Office of Student Achievement (focusing on secondary through postsecondary education):** The director should be appointed by the Governor and confirmed by the Senate.
- The purpose of the Office of Student Achievement should be to:
 - Set and monitor progress toward the goal of increasing educational attainment of Washingtonians. This goal links the work of all our state's educational programs, schools and institutions from postsecondary through career.
 - Help connect the work of the Superintendent of Public Instruction, the State Board for Community and Technical Colleges, the Workforce Training and Education Coordinating Board, and the public four-year institutions of higher education, as well as the independent schools and colleges.

APPENDIX A

Option A: Preschool through Postsecondary



Option B: Secondary through Postsecondary



Likely Remaining Issues

- Breadth/Scope:
 - P-20
 - Secondary through Postsecondary
 - Postsecondary
- Executive Branch Agency or Independent Board
- Executive Appointed by Governor or Board
- Composition of the Board

Comparative Perspective on P-20

- Few (if Any) States Have P-20 Structure
- States with Formal Structure Do Not Function in P-20 Manner:
 - New York
 - Idaho
 - Florida
 - Pennsylvania

P-20 (Continued)

- P-20 Structures Established Over Past 15 Years Have Been Difficult to Sustain
 - By Executive Order: Not Sustained Over Changes in Governor
 - Few by Statute
 - Obstacles in:
 - Constitution and Statute
 - Differences in Culture and Functions

P-20 (Continued)

- New Examples:
 - Massachusetts
 - Oregon Investment Board

Common Issues

- Span of Issues: Early Childhood through Graduate Education and Research
- Differences in State Role in K-12 and Higher Education
 - Complexity of K-12 Regulatory Roles
 - Autonomy and Culture of Higher Education
- Differences in Stakeholders

Key Distinctions

- Statewide Policy Leadership/Advocacy and Inter-sector Coordination
- Regulation and Operations
- Governance of Schools and Institutions

Key Role of Business/Civic Leadership

- Indiana Education Roundtable
- Pritchard Committee for Academic Excellence in Kentucky
- Massachusetts Business Alliance for Education

Alternatives

- Changes in Formal Structure
- Public/Private Mechanisms to:
 - Establish and Gain Consensus Around Long-Term Goals
 - Monitor and Report on Progress
 - Advocate for Sustained, Systemic Reform
- Keys:
 - Leadership
 - Finance Policy