

Governance Final Briefing Paper

The Purpose of SBE's Governance Review

One of the State Board of Education's (SBE) strategic plan goals is to advocate for an effective, accountable governance structure for public education in Washington. The development of this goal comes from Board members' experiences over the last five years to understand and address the complexity of Washington's education system and their role in it.

The Board has been engaged in many projects, including the successful work in accountability and new high school graduation requirements. Other projects have caused the Board to pause and reflect about its role as well as that of other agencies in areas such as systems planning. Several of those projects will be examined through case studies in this paper.

In January 2011, the Governor proposed a new Department of Education with a P-20 focus through a bill¹ she introduced in the 2011 Legislative Session.² This new Department would be run by a Governor-appointed secretary. The Department would have the full authority to run the entire Washington Education System from early learning through higher education. A P-20 Council of 11 members would advise the Secretary of Education. The Superintendent of Public Instruction would remain a separately elected official. This proposal did not pass out of the Education Committees in the House or Senate in its original form. However, several different education governance bills have been proposed by both the House and Senate and are moving through the Legislature.

At its March 2011 SBE meeting, the Board will have a work session on governance. The purpose of this work session is to analyze the Governor's proposal and the other education governance bills, as well as the history of governance in Washington, with a focus on the state level. The Board will also look at how several other states and nations have organized their education systems. This paper is organized into the following sections:

- I. What is Washington Trying to Achieve?
- II. Governance: a Definition, Literature Review, and Analytical Framework
- III. Education Governance in Washington and Other States
- IV. Washington's History of Education Reform Efforts in K-12
- V. Washington Case Studies on Governance
- VI. International Education Systems Governance and How They Compare to the U.S.

¹ SB 5639

² An alternative bill, HB 1849, is proposed by House members that would create a Washington Education Council to provide strategic oversight and advocacy of a P-20 system. There would be 18 members: nine appointed by the Governor and nine appointed by the Superintendent of Public Instruction. The Superintendent would serve as the chief executive and chair.

- VII. Lessons Learned
- VIII. Governor's Proposal for New Department of Education and Other Education Governance Bills in 2011 Legislature
- IX. Next Steps

Most of the focus will be on K-12, although there will be a limited review of higher education governance.

I. What is Washington Trying to Achieve?

Through the Race to the Top application and other efforts in the past few years, including: Washington Learns, the Joint Basic Education Funding Task Force, the Governor's Higher Education Funding Task Force and the Quality Education Council, the following state challenges were reviewed:

- State funding for local school systems has not kept pace with the changes needed for a 21st century basic education.
- State funding for higher education must embrace a new way of delivering higher education with a new incentive system that funds colleges based on the number of graduates.
- Washington students are becoming increasingly diverse.
- The educational opportunity gap continues for students of low income and/or specific races/ethnicities.
- Many Washington students are graduating unprepared for success in careers, citizenship, and postsecondary education after high school.
- Washington has a low number of high school students enrolling directly in college.³
- Washington does not have a way to hold itself accountable for students' successful transition to early learning to K-12 to college.
- Student achievement in K-12 has not improved in math and science.
- Washington does not produce enough graduates with bachelor degrees in Science, Technology Engineering and Math (STEM) fields.
- Washington businesses import talent because the state cannot produce a sufficient qualified pool of applicants.⁴

³ NCHEMS Information Center for Higher Education Policymaking and Analysis; College-Going Rates of High School Graduates – Directly from High School, retrieved from <http://www.higheredinfo.org/dbrowser/index.php?submeasure=63&year=2008&level=nation&mode=graph&state=0>, February 11, 2011.

⁴ NCHEMS Information Center for Higher Education Policymaking and Analysis; Net Migration by State, Age-Group, and Degree-Level, retrieved from <http://www.higheredinfo.org/dbrowser/?level=nation&mode=graph&state=0&submeasure=271>, February 11, 2011. And Findings of the Economic Needs Assessment Work Group, October 2008, retrieved from <http://www.hecb.wa.gov/boardmtgs/documents/TAB1A.ENAWorkGroupReportv11.pdf>, February 11, 2011.

Based on all of the above work, the following are the key goals identified to move our state forward:

1. Increase career and college readiness in a P-20 System.
2. Close the education opportunity gap.
3. Improve kindergarten readiness.
4. Improve student achievement in math and science.
5. Improve quality of educator workforce.
6. Increase college access, success, and graduates with certificates and degrees.

A key question explored in this paper is: Can governance of our education system facilitate or hinder achieving these priorities and drive systemic change?

II. Governance: A Definition, Literature Review, and Analytical Framework

Definition of Effective Governance

Effective governance provides for clear relationships, authorities, and responsibilities among a set of institutions to guide strategic decisions through a set of cohesive policies and processes.

Literature Review

“Most changes in governance...have generally left institutional deposits that made school structures more rather than less complex’ (Cohen, 1990). A typical response to outside demands for changes has been to add a new department, a new layer of government or an agency. Such accretions rarely disappear. This fact prompts a caution: do not assume that through the reform of governance... the old will evaporate; it seems more likely that accommodating to new demands will complicate, not simplify” (Tyack, 1993, p. 24).

“Experience shows that there are no ‘magic bullets’ and simplistic, abrupt governance ‘reforms’ can have unintended consequences that create new difficulties, including administrative chaos and significant morale problems” (National Association of State Boards of Education, 1996, p. iii).

The multitude of variables, including beliefs and politics, make it difficult to assess which aspects of governance arrangements correlate to student achievement. For instance, many reform initiatives over the past two decades have focused upon extensive consolidation of power and restructuring of education departments at the district level (Childress, et al., 2006). Many of these reform efforts have produced mixed results that, even if positive, have produced education reform innovations that “flickered and failed,” leading to “disillusionment among teachers to public cynicism” (Tyack and Cuban, 1995, pg. 10). Identification of the critical factors responsible for any gains of these efforts is hindered by a lack of understanding of both the causal and action plans operating in the school environment.

An introductory, and non-peer reviewed, series of reports by Manna (2004, 2005, and 2006) attempts to disaggregate the multiple influences within the educational governance system to identify correlations between governance and student achievement. Manna’s 2006 findings provide:

“...nuanced support for theories that argue strong chief executives and less fragmented policy networks are likely to produce the most desirable results” (Manna, 2006 pg. 11).

“...Most important, perhaps, is the finding from the student outcomes measures that gubernatorial power appears most likely to produce desirable results in institutional arrangements that give governors control over State Education Agency chiefs but not boards. States appear to pay a price in achievement when they centralize too much. That finding suggests that there are some benefits to limiting the governor’s reach, but giving a governor a strong hand in appointing the leader of the state education bureaucracy appears to pay dividends. It may be that more independence from governors helps state board members, who are less engaged in day-to-day policy management, to provide more detached, critical, and useful oversight of state education systems” (Manna, 2006, pg. 12).

Caution should be used in applying Manna’s research, as his methods of correlating dependent variables (student achievement and state policy outcomes) with independent variables (institutional dimension of governance, financial dimension of governance, and control measures for racial and economic conditions) have some notable limitations.

Aside from Manna, Brewer and Smith (2006) conducted an extensive literature review of empirical evidence about the impact of educational governance on school improvement. They summarized their findings in two concise statements:

- Governance is an important determinant of the effectiveness of an educational system in meeting its goals.
- There is no preferred set of governance arrangements.

Brewer and Smith (2006) identified a research report by Augustine et al. (2006) as one of the more comprehensive assessments of educational governance upon student achievement. In summary, Augustine found that there is little empirical research about the direct linkage between governance and student achievement.

Along with organizations in the nonprofit and private sectors, governmental organizations are initiating and responding to changes in technological capacity, worker preferences, and other external influences for managing and leading their organizations (Awazu, 2009). Fundamental to the core of these changes is a transition from traditional Hierarchically-aligned organizations to networked organizations (Manna, 2006; Manna, 2010). Manna (2010) outlines the benefits of networked governance, including solving multidimensional problems by using resources and expertise, fostering experimentation to create adaptive solutions, and increasing the response time of networks to quickly changing circumstances. Conversely, networks are not a ‘panacea’, as agreeing upon goals, assigning accountability, managing diverse perspectives, and managing all members’ contributions can be significant challenges (Manna, 2006; Manna, 2010).

Additionally, governance across agencies is starting to shift decision-making control from within specific governmental entities at the state or national level to networks at multiple scales and locations (Keohane and Nye, 2000). An example of this is the Cincinnati Strive Program that works with a multitude of local nonprofits, businesses, and the local schools and colleges to create a seamless system for children from cradle to career. The traditional perspective of governance processes occurring within a bureaucratic setting, while still relevant, is being

complemented by the widespread adoption of coalitions interested in affecting the outcomes of education governance (Sabatier and Weible, 2007).

Analytical Framework

Educational governance is a multi-faceted topic that has many complementary and competing definitions. Previous research demonstrates that any of these definitions can effectively be utilized. After reviewing six analytical frameworks for educational governance, staff selected Brewer and Smith’s (2006) framework to be the primary analytical framework due to its:

1. Previous application in a similar study for California.
2. Utility as an assessment framework as opposed to other conceptual frameworks.

Brewer and Smith’s (2006) framework of good governance is below:

Table 1: Five Characteristics of Good Governance from Brewer and Smith⁵

Characteristic	Definition and Rationale
Stable	A stable governance structure is one in which policy is made and implemented in a way that is known as far in advance as is reasonably possible. Revenue is known in advance for planning. Policies are given an opportunity to work before changes are made. There are few major changes of direction or new initiatives introduced suddenly. Leaders have tenures that allow for knowledge development and on the job learning. Stability enables actors in the system to act in a rational and planned way. This is important for the development of expertise and long term investments in capacity.
Accountable	A governance structure with strong accountability is one in which there are clear lines of authority between the various parts of the system, with limited duplication of functions, so that it is possible to identify the source of the decisions. There are consequences for good/bad behavior and outcomes. Actors in a system with strong accountability understand their roles. Accountability gives the right incentives for actors within the system to accomplish their goals. There is alignment between decisions to raise revenue and decisions to spend revenue.
Innovative, Flexible, and Responsive	An innovative, flexible, and responsive governance structure is one that is adaptable to changing context and able to respond appropriately to new short and long term external demands upon it. New approaches are encouraged; many ideas are generated and spread throughout the system. Innovation, flexibility, and responsiveness are essential for a system to adapt to changing needs and ensure cutting edge knowledge is used.
Transparent and Open	A transparent and open system is one in which it is clear to the public and all stakeholders how decisions are made, who makes them and participation is encouraged at every level. Transparency allows for exchange of information between the different levels of governance system. An open and transparent system is less likely to be subject to ‘capture’ by special interests, less likely to have corruption and bribery and most likely to encourage public engagement and support of schools. There is an open flow of information, monitoring and evaluation data, and mechanisms to communicate performance to citizens.
Simple and Efficient	A simple and efficient governance structure is one that ensures decisions are made in a timely manner and with minimal overlap or confusion among entities. Decision making is located where knowledge is greatest. Policy is coherent and decisions across multiple domains and levels are coordinated so that there is minimal duplication and waste. The decision making and implementation structure is not burdensome on stakeholders in the system. Costs are minimized.

⁵ [http://irepp.stanford.edu/documents/GDF/STUDIES/08-Brewer/8-Brewer\(3-07\).pdf](http://irepp.stanford.edu/documents/GDF/STUDIES/08-Brewer/8-Brewer(3-07).pdf)

This framework did not address every possible aspect of educational governance; nor did any of the others. SBE staff would add a sixth characteristic: **Systems Planning**, defined as follows: A comprehensive state policy plan that provides a road map for all Washington State education agencies, boards, departments, divisions, and offices to :

1. Develop a system-wide plan for education and student outcomes.
2. Establish priorities for investment and policy decisions.
3. Implement priorities.
4. Monitor and measure progress across the education system from early learning to higher education.

III. Education Governance in Washington and Other States

Governance in Washington

Washington has been a populist state since statehood 1899. It has many separately elected officials, including the Governor and Superintendent of Public Instruction, defined in its State Constitution. The Superintendent of Public Instruction has supervision over all matters pertaining to public schools, performing such duties as prescribed by law.

Washington has also been a strong local control state. However, over the past fifty years the federal and state governments have exerted greater influence, particularly in K-12 areas related to funding, civil rights, disadvantaged and special education students, teacher qualifications, accountability, standards and assessments. While the number of school districts has decreased over time, some additional state education agencies have been added to address the needs of higher education and early learning. Please see: Attachment A: Washington's Evolution in Education Governance over the past 100 years.

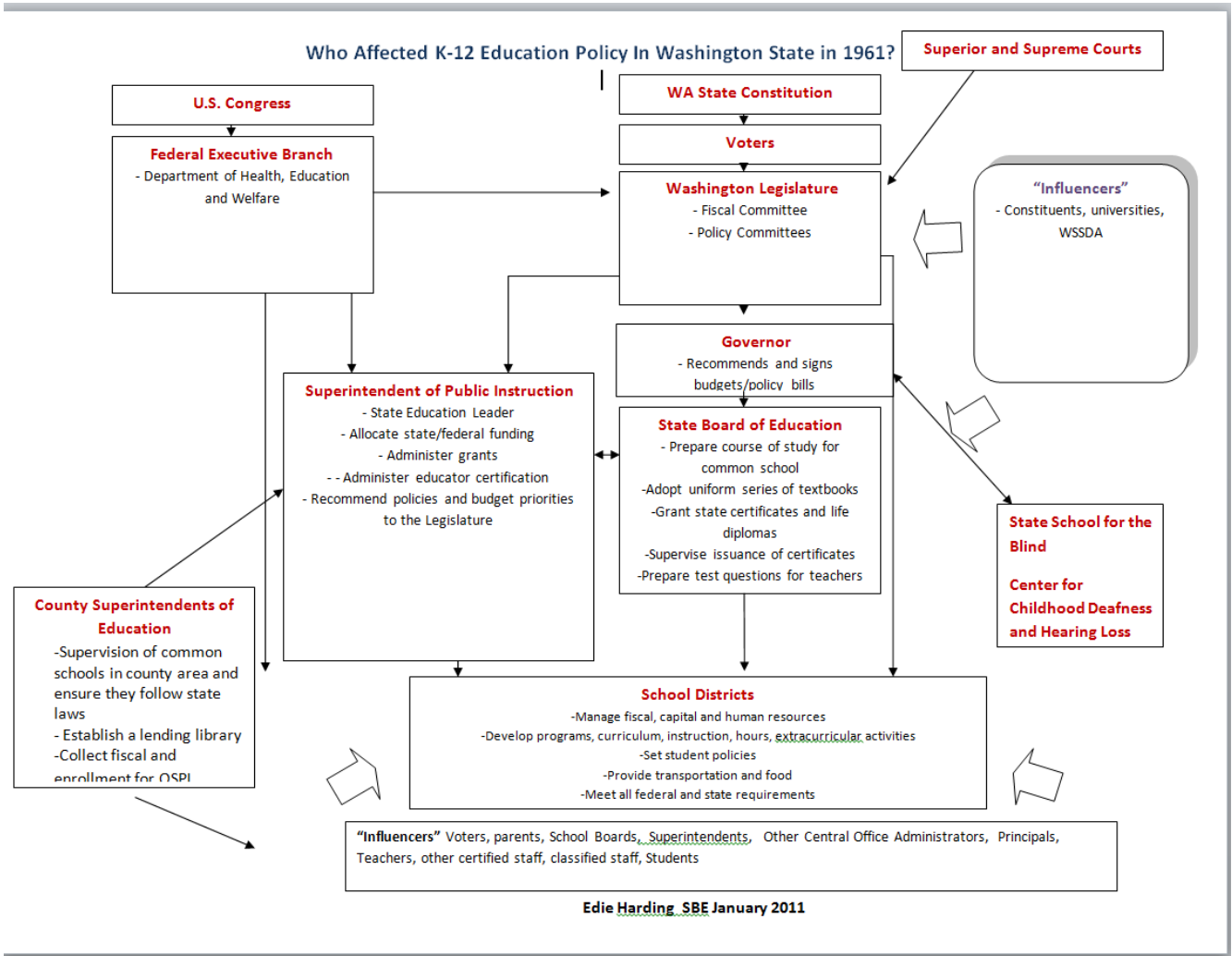
While educational responsibilities have evolved for the state, regional, and local agencies, there are also numerous "influencers" on education in Washington, ranging from the federal government to the courts, from constituents to state-level committees.⁶

Overall, the interaction of these institutions, along with a large number of legally mandated and non-legally mandated institutions results in "...a governance and decision-making system in which responsibilities for formulating, funding, and implementing policy are blurred, fragmented, and sometimes overlapping" (Plecki et al, 1997). Reports as far back as 1946 and 1985 identify the concern about reforming educational governance as Washington's current governance system makes it difficult for the public to understand who is in charge and who should be held accountable (Plecki et al. 1997). Washington State's entire governance system was designed to include electoral complexity, and this design is evident within the educational governance system as well (Plecki et al. 1997).

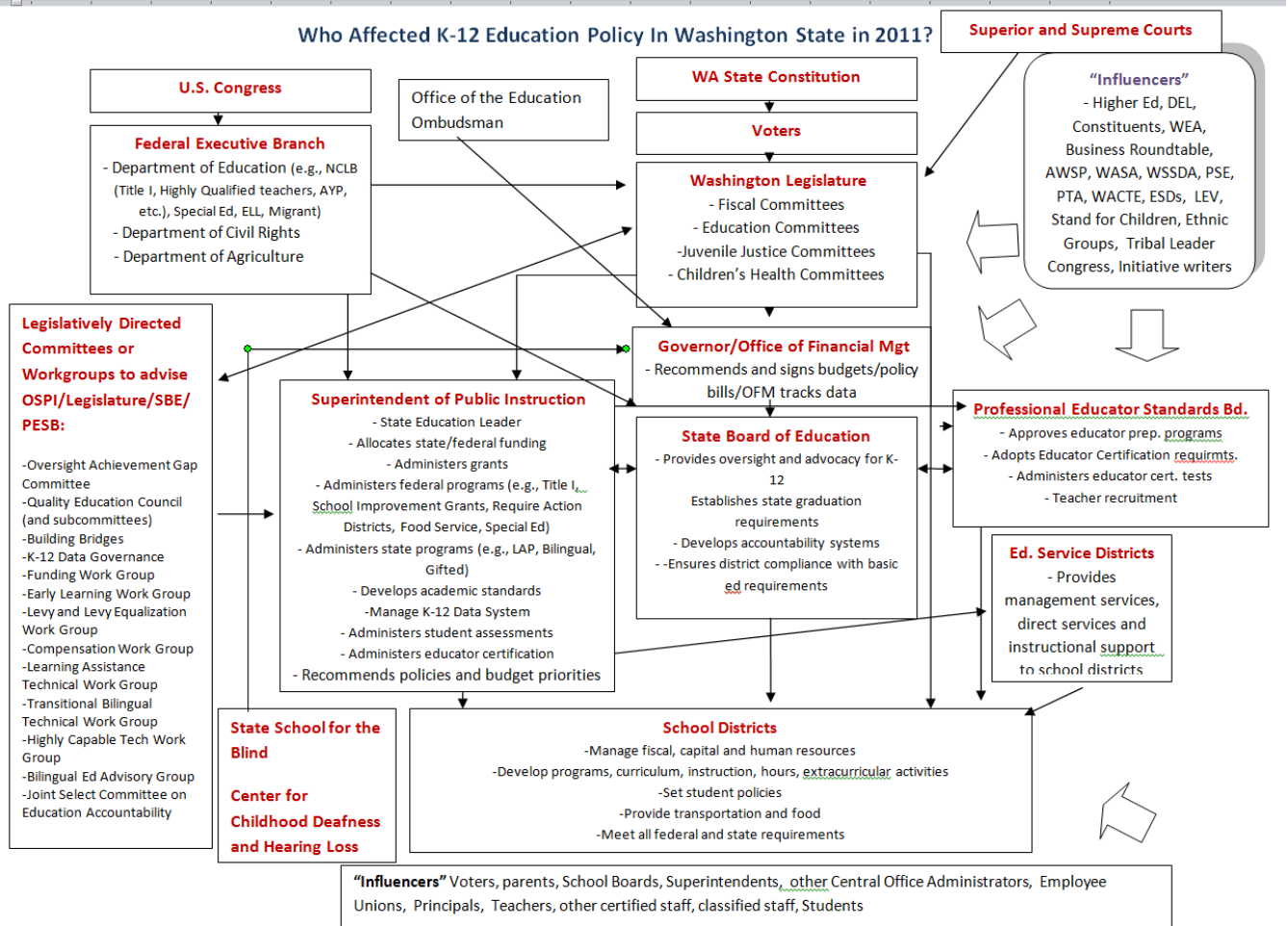
The number of legislatively created groups to address education issues has expanded dramatically in recent times. The two Washington governance "quilts" (1961 vs. 2011) that follow demonstrate the changes in state and local K-12 education governance over a 50-year period.

⁶ Higher education, in general, has fewer state and federal laws and rules to follow to administer its programs.

Washington Governance in 1961



Washington Governance in 2011⁷



⁷ Chart by Bob Butts OSPI Staff and Edie Harding SBE Staff

For several decades, the state has increased its role in district oversight through monitoring federal and state programs, developing state standards and assessments, and ensuring accountability. School districts continue to have vital roles in managing fiscal, capital, and human resources. School districts also determine programs, curriculum, and hours of instruction that are offered to students. In short, they hire, evaluate and train staff; determine how much funding each school will get; and what the program offerings and hours will be. These are probably the most important variables for student learning. Many of these decisions are done at a district, not school building, level unlike the countries examined in Section VI later in this paper. Of particular note is the locus for accountability, which is high for state agencies and the school district, but less strong in the school building. See Attachment B for a matrix on Who Makes What Decisions in the Washington School System.

K-12 Governance in Other States

Over the past decade there has been a trend toward fewer elected chief state school officers and more governor or state board of education appointed chiefs. The majority of chief state school officers (also referred to as superintendents of public instruction) are appointed by their state boards of education. For more detail on individual state governance structures, see Attachment C on State Education Governance Models January 2011 from the Education Commission of the States.

Table 2: K-12 Governance in States⁸

	Chief State School Officers	State Boards of Education
Appointed by Governor	12	33
Elected	14	9
Appointed by State Board of Education	24	NA
Mix of Appointed/Elected	NA	3 Washington is in this category but is unique in that its elected board members are elected by school directors not the public at large.
Appointed by Legislature	NA	2
Appointed by Governor and Legislature	NA	1
None	NA	2

Many states have recognized the need for a coherent P-20 system and have created P-20 councils or statewide P-20 offices. As of 2011, Washington State had no comprehensive P-20 education plan to guide its work. A P-20 system includes oversight of a student's education beginning in preschool, continuing through elementary and secondary school, and into a two- or four-year college with completion potentially in graduate school.

⁸ NASBE Governance Models Chart 2011 [http://nasbe.org/index.php/component/remository/Education-Issues/Governance/Governance-Models-Chart-\(1-pager\)-2010.pdf](http://nasbe.org/index.php/component/remository/Education-Issues/Governance/Governance-Models-Chart-(1-pager)-2010.pdf)

Washington had a Governor-chaired P-20 Council created through executive order, which included the heads of all education agencies in 2007. The Council was disbanded after one year. See the case study in this report under Section V for more details. Despite the disbanding, strong connections still exist between agencies. For example, the Department of Early Learning and the Office of Superintendent of Public Instruction have a joint resolution to implement a ten-year plan for an early learning system. Some of their first priorities include: implement a kindergarten readiness assessment, phase in full day kindergarten, and increase early literacy. SBE has worked closely with the Higher Education Coordinating Board (HECB) to align the new SBE graduation requirements with the HECB minimum admissions requirements. SBE, HECB, and State Board for Community and Technical Colleges (SBCTC) meet on a periodic basis to discuss ways to increase students' access to and success in college. The Professional Educator Standards Board works closely with the individual higher education institutions that provide teacher preparation and further certification programs. Under the Governor's proposed education governance bill SB 5639, a P-20 council would be created that reports to a new Department of Education.

Table 3: P-20 Governance in States⁹

P-16/20 Councils	Fully Consolidated P-20 Agencies	Partially Consolidated P-20 Agencies
29 states	New York, Pennsylvania	Florida, Iowa, and Michigan (universities excluded)

If Washington elects to recreate a new P-20 Council, it should take into consideration the following lessons learned:¹⁰

- Ensure the right members are at the table for coherency and continuity.
- Run at least quarterly meetings.
- Clearly specify members' roles and responsibilities for council.
- Include members from executive (Governor, early learning, K-12 and higher education) and legislative branches, business, and community.
- Keep agenda focused and not too broad.
- Develop mission, vision, and specific measureable goals.
- Provide adequate funding and staff to council.

Higher Education Governance in States

Washington has a coordinating board for all of higher education: HECB and a governing board for the community and technical colleges – State Board for Community and Technical Colleges (SBCTC). The Governor appoints the regents and trustees for each college and university board.

⁹ Education Commission of the States 2011 P-20 Governance
<http://www.ecs.org/html/offsite.asp?document=http%3A%2F%2Fwww%2Eecs%2Eorg%2Fhtml%2Feducationissues%2FHighSchool%2Fhighschooldb1%5Fintro%2Easp%3Ftopic%3Dp%2D20>

¹⁰ Education Commission of the States (2008) Landmines P-16/P-20 Councils Encounter- And How they Can Be Addressed (or Avoided Altogether)

Table 4: Higher Education Governance in United States¹¹

	Number of states	Comments
Governing Boards: High authority to make changes in higher education institutions	22	Nine states have boards that include all four- and two-year institutions. Fourteen states have two separate boards – one for two-year institutions and one for four-year institutions.
Coordinating Boards: Coordinate policy and planning functions across policy functions	25	
Planning Board	3	

There are several different categories of state policy roles that higher education boards can play, including:¹²

1. Providing funding.
2. Regulating who attends the institutions.
3. Advocating for strong financial aid.
4. Steering all of higher education to align with state priorities.

“In Washington, higher education governance has arguably leaned toward both regulator and consumer advocacy roles more than it has toward provider or steering roles. The Legislature has capped tuition (regulatory) while also providing some of the highest levels of state financial aid assistance in the country.”¹³

A 2011 HECB study of Idaho, Pennsylvania, Florida, Minnesota, Georgia and Maryland found that states with central departments of education are not recognized for strong postsecondary planning or coherence or for excellent P-20 systems.¹⁴ States such as Florida that have had good outcomes for postsecondary attainment had those in place before the consolidation. The consolidation in Florida has been faced with numerous political challenges, including dueling governors and a constitutional amendment to reverse part of the consolidation. The HECB concludes that “key P-16 issues of aligning curricula, developing college preparation and graduation standards for students, and education of qualified teachers do not necessarily

¹¹ HECB January 2011 Memo “Fitting Together Policy Environment, Educational Systems Designs, and Leadership: What’s Best for Washington. Appendix A <http://www.hecb.wa.gov/boardmtgs/documents/TAB8-GovernancePaper-proofedfinal.pdf>

¹² HECB January 2011 Memo “Fitting Together Policy Environment, Educational Systems Designs, and Leadership: What’s Best for Washington. Appendix A <http://www.hecb.wa.gov/boardmtgs/documents/TAB8-GovernancePaper-proofedfinal.pdf>

¹³ HECB January 2011 Memo “Fitting Together Policy Environment, Educational Systems Designs, and Leadership: What’s Best for Washington. Appendix A page 16 <http://www.hecb.wa.gov/boardmtgs/documents/TAB8-GovernancePaper-proofedfinal.pdf>

¹⁴ HECB January 2011 Memo “Fitting Together Policy Environment, Educational Systems Designs, and Leadership: What’s Best for Washington page 12 <http://www.hecb.wa.gov/boardmtgs/documents/TAB8-GovernancePaper-proofedfinal.pdf>

require a centralized governance system. They do require real attention and strong leadership. P-16 issues should be part of the job description of every education leader in Washington.”¹⁵

IV. History of Education Reform in Washington over the Last 20 Years

Washington has had numerous education reform efforts over the past several decades. Two key issues for these reform efforts include: 1) the lack of student preparedness, and 2) lack of a stable and adequate funding base. These efforts include:

- Governor Gardner’s Council on Education Reform and Funding (1993-94)
- Governor Gregoire’s Washington Learns (2005-06)
- The Joint Basic Education Task Force (2007-09)
- House Bill 2261 (2009)
- Senate Bill 6696 (2010)
- Quality Education Council (2009-Present)

While a number of major individual policy initiatives resulted from these efforts, ranging from the creation of a new Department of Early Learning to Creating a College Bound Scholarship Program, there was no overarching P-20 systems road map put in place. Tackling the education funding has proved much more difficult over the last 20 years, although progress was made through the Joint Basic Education Task Force in 2009. Over the last year, several national efforts (Race to the Top and Common Core Standards) have also prompted Washington to revise some of its educational policies. The funding crisis in 2011 has eliminated the opportunity to make significant progress in the upcoming 2011-13 biennium. See Attachment D, Washington’s History of Education Reform Efforts in K-12 for a detailed table on groups, members involved, and results for major initiatives in education reform.

V. Case Studies

In an effort to make concrete observations and recommendations about Washington’s educational governance system, staff developed three case studies to identify relevant themes from expert practitioners involved in educational reform. Two of the case studies reviewed recent education issues to describe how the education governance system of Washington is working. The case studies included the following:

1. Improving Math Achievement and Planning Across Washington’s P-20 System.
2. P-20 Council and 2010 State Education Reform Plan.
3. A comparison of the Governor of Washington State’s proposal for a new education governance system with the educational governance systems of three states.

These case studies used interviews from past and present state education agency staff (from Washington and elsewhere) and national experts. While the full set of case studies is not yet

¹⁵ HECB January 2011 Memo “Fitting Together Policy Environment, Educational Systems Designs, and Leadership: What’s Best for Washington page 13 <http://www.hecb.wa.gov/boardmtgs/documents/TAB8-GovernancePaper-proofedfinal.pdf>

complete, initial observations and lessons learned from the first case study, *Math Achievement and Planning Across Washington's P-20 System*, will be reviewed. These case studies employed the analytical framework of good governance characteristics described in Section II.

Data Collection and Analysis

For the background and introductory section of the case study, information about the issue was synthesized from existing research, publications, and online sources. Additionally, information and insights from individual interviews was incorporated into this section to provide a more accurate and robust description of the issue. Interview data collection consisted of individual telephone interviews that ranged from 30 to 45 minutes.

For each case study, the following numbers of interviews have been, and will be, conducted:

Case Study	Number of Interviews	
Descriptive Case Study of Education Governance Influence upon Washington Math Standards Reform	12 Completed	
	3 Scheduled	
Descriptive Case Study of the Strategic Alignment of Washington's Education System	9 Completed	
	3 Scheduled	
	4 Pending	
Comparative Case Study of Washington's Governance System	National Experts	State Experts
	1 Completed	1 Scheduled
	3 Scheduled	2 Pending
	1 Pending	

The initial questions were derived from the interview criteria created by Brewer and Smith (2006) and Walsh (2009) to assess educational governance in relation to characteristics of good governance:

- Stability
- Accountability
- Innovation, Flexibility and Responsiveness
- Transparency and Openness
- Simplicity and Efficiency
- Systems Planning (added by SBE)

Case study descriptions and interview findings are organized by issue, which includes a brief review of the issue, a rationale for the inclusion of the issue as a case study, and findings from the interviewed stakeholders.

Please review Attachment E, Case Studies – Work to Date, to view the full case studies analysis.

Synopsis of Findings to Date on Overall Effectiveness of Washington State's Educational Governance System

Although the work on the case studies is not yet complete, some of the preliminary findings are provided here. A final full report on the case studies will be completed this spring.

There was a general consensus that Washington State's educational governance system is effective with regards to:

- Maintaining checks and balances in decision-making.
- Ensuring citizen participation and engagement in educational governance.
- Implementing programs within individual agencies.

Aside from the portions of the educational governance system that work well, most interviewees identified a multitude of areas where governance is not working well. Perhaps the most challenging assessment of the current educational governance system was the following comment about the effectiveness of Washington State's educational system:

“...effectiveness is a relative term...If (one is) interested in citizen involvement and broad public involvement then (Washington's current education structure) is pretty effective. In relation to increasing student achievement—it is probably less effective.”

This comment summarizes how interviewees critiqued the efficacy of Washington State's educational governance system. Additional concerns included the following:

- **Few incentives.** There was insufficient support for collaborating or developing joint accountability amongst agencies to improve the outcomes of the education system.
- **Lack of funding.** The decentralized nature of education governance, which is based in the state's history of progressive governance ideals, could produce better results if more funding was provided.
- **Unclear authority.** Laws actually provide clarity for who does what, but the implementation of laws is influenced by the decentralized nature of governance, thereby introducing unclear lines of authority and decision-making. Collaborating and integrating across the many educational “silos” is a significant challenge as issues about power and authority become more prevalent.

Two anecdotes are worth sharing. One interviewee discussed at length the fact that both Washington and Massachusetts instituted school reforms in 1993. Over the intervening years, student achievement in Massachusetts rose to the top of the nation, while Washington State's performance did not. In the opinion of this interviewee, many of the policy and educational problems were similar—low student achievement, fractured governance, and a growing focus upon standards and accountability. However, Massachusetts' more directive approach to governance was identified as a potentially critical factor for moving Massachusetts' system forward.

In support of this idea was another interviewee's analysis of the creation, adoption, and implementation of math curricula in Washington. This interviewee perceived that the entire process of reviewing, agreeing upon, and implementing new math curricula choices embodied the dysfunction of Washington's education governance system, as OSPI, SBE, and the Legislature were all involved, and in essence no one had accountability for the decision. More

clarity of roles and responsibilities could have been provided by exercising one or more of the following options:

- SBE could have refused to get involved.
- OSPI could have assumed more leadership.
- The Legislature could have not hedged their bets by assigning multiple agencies to complete a task that could have been completed by one agency.

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

- Washington State's educational governance system is both effective and ineffective, depending upon what the system is thought to be accomplishing.
Interviewees generally agreed that the current governance system is effective with regards to maintaining checks and balances, ensuring citizen participation, and implementing programs. Interviewees also generally agreed that the educational system is less effective if the goal of the educational system is to promote higher levels of student achievement.
- Unclear goals for the education governance system and limited funding were identified as barriers to improving student achievement.
Through assessing educational governance by the six characteristics of good governance, two important themes emerged. The first was that multiple stakeholders believed that the lack of agreement or clarity about the goals and underlying purpose of the education system limited the potential for improving the outcomes of the education system. Other stakeholders focused upon the lack of funding and resources, believing that regardless of what the education governance system is, the lack of funding is the single most important constraint on improving student outcomes.
- Washington's educational governance system inconsistently embodies aspects of good governance.
Interviewee responses about how Washington's educational governance system embodied the six characteristics of good governance included qualified support as well as clear areas for improvement. There was a general trend amongst interviewees that Washington's educational governance system embodied more of the aspects of good governance within specific initiatives, but that at a strategic level these aspects of good governance dissipated.

VI. International Systems and How They Compare to the United States

Each country has its own unique philosophy on education, which in turn reflects its governance of education. There is no one best way to organize an education system, although there are similar trends.¹⁶ The Department (ministry) of education at state, country, or province has: the authority and responsibility to manage the education system; highly capable and well respected staff; decisions based on research; aligned standards, and exams with a high level of cognitive demand. Most decisions on budget and staff resources, instruction, materials, and courses offered are made at the school level rather than at a higher level such as a school

¹⁶ Organization for Economic Development (2010), *Strong Performers and Successful Reformers in Education: Lessons from PISA for the United States*. Chapter 11 Lessons for the United States
<http://dx.doi.org/10.1787/9789264096660-en>

district. Accountability for student performance lies at the school level with the teachers and not through a state or federal system like No Child Left Behind.

How does the U.S. Compare?¹⁷

The United States education system is organized differently than other countries in many ways.

Until recently, we have resisted national common standards and assessments, although in the last twenty years states have moved toward internal common systems. The federal role has gradually increased beginning with the civil rights laws, programs to help disadvantaged students, and more recently incentive grants such as Race to the Top and the national work between states on Common Core standards. Some of our state education systems lack the capacity and authority to plan and manage effectively. We have multiple layers to the system. Local school districts have more control than individual schools to design, budget and manage the schools. We have more rules than other countries that use a greater professional level of accountability. Our school districts raise local funds through taxes in addition to state funds. Those with greater funds attract better teachers and have many additional resources. Our students attend schools in highly segregated economic areas for both elementary and secondary school.

U.S. Strengths:

- Strong data systems.
- Americans willing to invest in education- pay more per pupil than other countries (although studies have found that the amount invested is not related to student achievement).
- Creativity and innovation are highly valued skills.
- The top schools in the country are among the best in the world.

U.S. Weaknesses:

- Diffuse authority and responsibility at the state level to coordinate different parts of the education system.
- Limited capacity at state level to do planning and management of the education system.
- Strong local district office:
 - Tracking in high school.
 - Students get multiple chances to succeed until age 21 then no more chance to earn diploma.
 - Inequity of school performance from district to district, and even within the schools of a specific district.
- School districts with their own tax rate that get better teachers and materials.
- Limited experimentation with innovative or charter-like schools that incorporate many of the above features in other countries that could be considered “charter” like.

¹⁷ Organization for Economic Development (2010), Strong Performers and Successful Reformers in Education: Lessons from PISA for the United States. Chapter 11 Lessons for the United States
<http://dx.doi.org/10.1787/9789264096660-en>

- Administrative Accountability: student achievement test data used by administrators to reward or sanction teachers/ schools.
- Place low value on student achievement as a culture.
- Low value of teaching profession.
- Countries with same or more immigrant populations outperform the U.S.
- Students believe luck is more important than hard work.

VII. Lessons Learned

1. Literature Review

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

2. Washington Governance History and Today

- Washingtonians have supported a diverse system of education governance. The strong populist nature has tended to maintain the importance of a diffuse rather than an aggregated set of roles and responsibilities.
- Once an agency or committee is created, it is hard to undo.
- For every problem, a committee will be created to study it by the Legislature.
- Systems reform through education reform efforts has been very difficult to accomplish.
- We have no P-20 systems plan but rather sets of individual initiatives across a wide variety of agencies, boards, and commissions.
- While registered Washington voters in a recent poll support some consolidation of education agencies, they believe the Superintendent of Public Instruction should be the head of the agency. The majority did not support the elimination of the Superintendent as an elected official nor did they support a governor appointed secretary of education.

- Governance needs to be set in the culture and priorities of each state. Governance changes can occur during fiscal crunches. It is one way to motivate change in education systems. Such change causes disruption in government. The question is will it accomplish the goals desired or can such goals be accomplished and sustained through other means.¹⁸

3. Other States

- There is a growing trend toward fewer elected chief state school officers (superintendents of public instruction) and more governor or SBE-appointed chief state school officers.
- Almost half (24) of the chief state school officers are appointed by SBEs.
- Only two states have full P-20 consolidated agencies.
- States with a central office of education are not recognized for strong postsecondary education based on a HECB review.
- Alignment of P-16 issues requires attention and strong leadership.

4. Case Studies

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

5. P-20 Councils in Other States

- The right members must be at the table for coherency and continuity, these should include members from executive (Governor, early learning, K12 and higher education) and legislative branches, business, and community.
- Councils should have at least quarterly meetings.
- Members' roles and responsibilities for council should be clearly specified.
- The agenda needs to be focused and not too broad.
- The council should develop a mission, vision and specific measureable goals.
- The council needs adequate funding and staff to council to do the work.

¹⁸ January 20, 2011 House Education Committee hearing on education governance Education Commission for the States staff comments

6. International Governance

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

VIII. Governor's Proposal for a New Department of Education and Other Education Governance Bills in 2011 Legislature

Washington is not alone in examining the role of education governance. Recently, the new Governor of California, Jerry Brown, has eliminated the Secretary of Education and replaced all the State Board of Education appointees with his own appointees. The Governor of Oregon, John Kitzhaber, has created a team to design an Oregon Education Investment team with 12 members to create a unified public education system from birth to age 20. The Governor would chair the team. He proposes that the superintendent of public instruction would become an appointed rather than elected office. Oklahoma legislators are proposing bills to dissolve their state board of education and turn the board responsibilities over to the superintendent of public instruction. Utah legislators are proposing the abolishment of their state board of education and giving sole authority to their governor.

For the 2011 Legislative Session, Governor Chris Gregoire has proposed a new Department of Education under SB 5639. Although this bill, as originally proposed, did not pass out of committee, several governance bills did: a Senate Substitute SB 5639 and House Substitute HB 1849. All three will be examined as potential models for change. There was also a constitutional amendment proposed by the Senate to remove the elected office of the Superintendent of Public Instruction that did not move out of committee. The House Substitute is currently up for Floor action as this packet goes to press. There is an amendment to change the bill from creating a transition plan that will create a new education agency, to one where the temporary council would make recommendations to the Legislature.

A recent Elway poll found 57 percent of Washington voters opposed the elimination of the Superintendent of Public Instruction and the creation of a Secretary of Education.¹⁹ However, 56 percent of Washington voters would support the consolidation of education agencies and would prefer that such an agency be headed by the Superintendent of Public Instruction.

¹⁹ The Elway Poll February 14 2011 (subscriber only publication)

Please see Attachment F, Washington State Education Organizations, for charts that show current status of these agencies governance and an organizational chart as well as under the Governor's proposed reorganization under her Department of Education.

Table 5: Cross Walk on Washington Education Governance Bills

	Governor's Original Bill SB 5639	Senate Substitution SSB 5639	House Substitution SHB 1849
Creation of New Department of Education	P-20 Department with Secretary of Education appointed by Governor	P-12 Department with Secretary of Education appointed by Governor (higher education excluded at this time but Governor will consider after transition completed whether to add higher education)	Creates temporary council to develop primary state agency for early learning, K-12 and postsecondary education
Responsibilities of New Education Department	<p>1) Provide leadership for the education of the state's students by:</p> <ul style="list-style-type: none"> a) Promoting and measuring achievement; b) Respecting diverse cultures, abilities, and learning styles. c) Focusing on learning improvement strategies informed by research and data. d) Reviewing, changing, and implementing practices as necessary across and within the education sectors to further learner success. <p>2) Improve the connections that facilitate student transitions to and from different educational programs and the preparation for those transitions.</p>	<p>1) Provide leadership for the education of the state's students by:</p> <ul style="list-style-type: none"> a) Promoting and measuring achievement. b) Respecting diverse cultures, abilities, and learning styles. c) Focusing on learning improvement strategies informed by research and data. d) Reviewing, changing, and implementing practices as necessary across and within the education sectors to further learner success. <p>2) Improve the connections that facilitate students' transitions to and from different educational programs and the preparation for those transitions.</p>	

Governor's Original Bill SB 5639	Senate Substitution SSB 5639	House Substitution SHB 1849
<p>3) Develop and implement and continuously evaluate and adjust a system-wide strategic plan that integrates the goals under section of this act, as well as policies, activities, and functions of the education sectors creating a powerful education system focused on student learning that transcends traditional organizational boundaries.</p> <p>4) Implement performance measures focused on learner outcomes that shall be used to continuously improve and evaluate student performance and programs focusing on improving learning.</p> <p>5) Focus on improving learning throughout the entire education delivery system including early learning, K-12 schools, community and technical colleges, and public and private colleges and universities.</p> <p>6) Improve the coordination and relationships among the state and parents, students, early learning educators and providers, local school districts,</p>	<p>3) Develop and implement and continuously evaluate and adjust a system-wide strategic plan that integrates the goals as well as policies, activities, and functions of the education sectors creating a powerful education system focused on student learning that transcends traditional organizational boundaries.</p> <p>4) Implement performance measures focused on learner outcomes that shall be used to continuously improve and evaluate student performance and programs focusing on improving learning.</p> <p>5) Focus on improving learning throughout the entire education delivery system including early learning and K-12 schools.</p> <p>6) Improve the coordination and relationships among the state and parents, students, early learning educators and providers, local school districts, community and technical colleges, and public and private colleges and</p>	

	Governor's Original Bill SB 5639	Senate Substitution SSB 5639	House Substitution SHB 1849
	<p>community and technical colleges, and public and private colleges and universities.</p> <p>7) Improve instructional quality and leadership practices in early learning through postsecondary classrooms.</p> <p>8) Promote partnerships with private and nonprofit organizations and other governmental entities to maximize the use of state and private resources and promote innovation.</p> <p>9) Submit budget requests for the entities and programs within the department as required by law.</p>	<p>universities.</p> <p>7) Improve instructional quality and leadership practices in early learning through secondary classrooms.</p> <p>8) Promote partnerships with private and nonprofit organizations and other governmental entities to maximize the use of state and private resources and promote innovation.</p> <p>9) Submit budget requests for the entities and programs within the department as required by law.</p>	
Goals and Strategic Plan for Department of Education	<p>The strategic plan required shall be based on the following system goals to provide an opportunity for:</p> <p>a) All students to enter kindergarten prepared for success in school and life.</p> <p>b) All students to compete in mathematics and science nationally and internationally, and for more students to graduate with degrees in science, technology, engineering, and mathematics.</p>	<p>The strategic plan required by section shall be based on the following system goals to provide an opportunity for:</p> <p>a) All students to enter kindergarten prepared for success in school and life.</p> <p>b) All students to compete in mathematics and science nationally and internationally, and for more students to graduate with degrees in science, technology, engineering, and mathematics.</p>	

Governor's Original Bill SB 5639	Senate Substitution SSB 5639	House Substitution SHB 1849
<p>c) All students to attain high academic standards regardless of race, ethnicity, income, or gender, and for more students from under-represented groups to earn certificates and degrees.</p> <p>d) All students to graduate able to succeed in college, training, and careers, and for more students to graduate with certificates and degrees from Washington institutions of higher education.</p> <p>In developing the initial plan, the secretary shall review:</p> <p>a) The plans created by the various education agencies and boards transferred to the department and those agencies coordinating with the department under chapter</p> <p>b) The plans developed for the federal race to the top application and related work, as well and the plans and recommendations of the quality education council.</p> <p>The strategic plan shall also include performance</p>	<p>c) All students to attain high academic standards regardless of race, ethnicity, income, or gender, and for more students from under-represented groups to earn certificates and degrees.</p> <p>d) All students to graduate able to succeed in college, training, and careers.</p> <p>In developing the initial plan, the secretary shall review:</p> <p>a) The plans created by the various education agencies and boards transferred to the department and those agencies coordinating with the department.</p> <p>b) The plans developed for the federal race to the top application and related work, as well and the plans and recommendations of the P-12 council.</p> <p>The strategic plan shall also include performance measures that address short and long-term progress in meeting the system goals.</p> <p>These measures shall be designed to be used for</p>	

	Governor's Original Bill SB 5639	Senate Substitution SSB 5639	House Substitution SHB 1849
	measures that address short and long-term progress in meeting the system goals. These measures shall be designed to be used for accountability purposes.	accountability purposes.	
Offices Retained	SPI ²⁰ , PESB	SPI, SBCTC, HECB	SPI
Offices Eliminated or Restructured	DEL, Early Learning Advisory Council, SBE, Office of Education Ombudsman, State School for the Blind, State Center for Childhood Deafness, WSSDA, SBCTC, HECB, Education Data and Research Center	DEL, Early Learning Advisory Council, SBE, PESB, Office of Education Ombudsman, State School for the Blind, State Center for Childhood Deafness, WSSDA, Achievement Gap Oversight and Accountability Committee, QEC	Restructure following agencies as part of a transition plan: DEL, Early Learning Advisory Council, SBE, PESB, Office of Education Ombudsman, State School for the Blind, State Center for Childhood Deafness, WSSDA, SBCTC, HECB, Education Research and Data Center, Achievement Gap Oversight and Accountability Committee, QEC, Early Learning Advisory Council, OSPI
P-20 Council Membership	11 members appointed by Governor representing early learning, K-12, CTE, and higher education	No	Washington State Education Council created temporarily 17 members appointed by the Governor (with recommendations from education organizations)

²⁰ Unless constitutional amendment to abolish the office

	Governor's Original Bill SB 5639	Senate Substitution SSB 5639	House Substitution SHB 1849
			<p>including:</p> <ul style="list-style-type: none"> -Two representatives of early learning programs -One school administrator -One school director -One principal -One parent -One CTE educator -One K-12 teacher -One CTC faculty -One university faculty -One non academic employee -Two representatives of universities -Two representatives of CTCs -One private schools representative - One business community representative <p>-Four legislators (non-voting)</p> <p>-Representative from Governor's Office</p> <p>-SPI (individuals must be included that have knowledge and experience working with historically underrepresented populations)</p>
P-12 Council	No	Seven members plus SPI (non voting and cannot be chair): -Two members from early learning appointed by Governor, -Three members elected by school directors (Puget	

	Governor's Original Bill SB 5639	Senate Substitution SSB 5639	House Substitution SHB 1849
		Sound, non Puget Sound Western Washington and Eastern Washington) -Two members representing K-12 appointed by Governor	
Council Responsibilities	The council shall advise the secretary on broad policy issues affecting the state's education system focusing on improving student learning to include, but not be limited to, system goals, the state strategic plan, state accountability measures, and implementation of evidence-based best practices	The council shall advise the secretary on broad policy issues affecting the state's education system focusing on improving student learning to include, but not be limited to, system goals, the state strategic plan, state accountability measures, and implementation of evidence-based best practices	Create a Transition Plan to address the roles and membership of an oversight and advocacy board and recommended means of designating the director of the primary state agency (rather than specifying that SPI serves this role): <ul style="list-style-type: none"> - Establish primary strategic oversight and advocacy board for public education system - Consolidate supervision over matters pertaining to public education within a primary state agency - Two FTEs from OSPI will support the council
Phase in Time	Transition plan due January 1, 2012, phase in to new Department begins July 1, 2012	Begin July 1, 2012 and complete by January 16, 2013	Progress report due January 5, 2012 Transition plan due December 5, 2012

IX. Next Steps

Short Term

SBE Board members will discuss:

- Lessons learned from the work reviewed in the paper.
- Board members' impressions of education governance in Washington based on governance analytical framework.
- Pros and cons of the different governance models proposed for the 2011 Legislative Session.

Long Term

- Additional information Board members would like to receive for future Board meetings on Governance
- Strategies for engaging with stakeholders and the legislature around the governance issues

Board Member assignments to prepare for the Board meeting are found in the cover memo. They include:

1. Board members' thoughts on Washington's education governance system and the proposed bills based on the characteristics of good governance framework.
2. Board members' thoughts on questions posed in discussion guide.

Washington's Evolution in Education Governance

Washington State has a number of state agencies, regional entities, and local school districts that govern early learning, K-12 and higher education the table below illustrates some of the major changes over the last 100 years.

Washington State's Education Governance: Past and Present

	1911	1961	2011
State Level Agencies²¹	Legislature Governor's Office Superintendent of Public Instruction State Board of Education (7 members) School for the Blind School for the Deaf	Legislature Governor's Office Superintendent of Public Instruction State Board of Education (12 members) School for the Blind School for the Deaf	Legislature Governor's Office Superintendent of Public Instruction State Board of Education (16 members) School for the Blind Center for Childhood Deafness and Hearing Loss (School for the Deaf) Professional Educator Standards Board (12 members) Office of the Education Ombudsman Department of Early Learning State Board of Community and Technical Colleges (eight members) Higher Education Coordinating Board (ten members)
Regional Level Agencies	37 county offices of education	39 county offices of education	Nine Educational Service Districts (ESDs replaced county offices in 1969)

²¹ The Washington State School Directors Association was created as a state agency in 1947 under RCW 28A.345 to enable it to require dues from all school districts. WSSDA functions as an association similar to groups such as the Washington Association of School Administrators. The dues are directly deposited to WSSDA. WSSDA employees participate in the state retirement system. There is only one other similar state agency (New Jersey) like WSSDA in the U.S. WSSDA was a private voluntary association founded in the 1920s.

	1911	1961	2011
School Districts²²	2,710	425	295
Schools	NA	NA	2,200
Public Universities	2	5	6 (plus two branch campuses for the University of Washington and two branch campuses for Washington State University and a number of “centers” for the other four year institutions)
Community and Technical Colleges			34

Washington Key Education Roles and Responsibilities: Past and Present

The roles of these state, regional and local education agencies have also evolved over time in response to a greater influence by both the federal and state governments in education. Those agencies with specific statutory responsibilities for education are outlined in this chart.

	1911	1961	2011
State Level K-12 Agencies			
Legislature	<ul style="list-style-type: none"> Adopt policy and fiscal laws pertaining to K-12 schools and state agencies 	<ul style="list-style-type: none"> Adopt policy and fiscal laws pertaining to K-12 schools and state agencies 	<ul style="list-style-type: none"> Adopt policy and fiscal laws pertaining to K-12 schools and state agencies; including the funding of basic education Confirm by Senate Gubernatorial appointments to education boards (including higher education institutions)
Governor²³	<ul style="list-style-type: none"> Recommend budget and policy 	<ul style="list-style-type: none"> Recommend budget and policy 	<ul style="list-style-type: none"> Recommend budget and policy

²² Source: House of Representatives Education Committee staff

²³ RCW 43.06 While the statute does not grant the Governor explicit duties over K-12, the Governor makes budget and policy recommendations to the legislature on K-12 education and determines if a veto is necessary on any legislation passed related to education.

	1911	1961	2011
	bills on education issues to legislature	bills on education issues to legislature <ul style="list-style-type: none"> • Appoint regents and trustees to universities • Appoint members of Higher Education Coordinating Board 	bills on education issues to legislature <ul style="list-style-type: none"> • Appoint regents and trustees to universities and colleges • Appoint members to the State Board of Education; Professional Educator Standards Board (as well as higher education institutions) • Appoint Superintendents for State School for the Blind and State Center for Childhood Hearing Loss • Appoint members of Higher Education Coordinating Board and State Board for Community and Technical Colleges
Office of Superintendent of Public Instruction²⁴	<ul style="list-style-type: none"> • Biannually report to Governor on the condition of the system • Recommend budget and policy bills on education issues to Legislature • Apportion state funds • Travel to schools • Convene county 	<ul style="list-style-type: none"> • Report to Governor and legislature on the condition of the system • Recommend budget and policy bills on education issues to Legislature • Apportion state funds • Travel to schools 	<ul style="list-style-type: none"> • Report to Governor and legislature on the management and improvement of schools • Recommend budget and policy bills on education issues to Legislature • Allocation of state/federal

²⁴ Article III: Section 1 and Section 22 of the Washington State Constitution. RCW 28A.300 Duties of the Superintendent.

	1911	1961	2011
	superintendents biennially <ul style="list-style-type: none"> • Decide on appeals of county superintendents • Require reports from private schools • Act as ex-officio president of the State Board of Education • Prepare rules on and regulations for common schools 	<ul style="list-style-type: none"> • Require reports from private schools • Act as ex-officio president of the State Board of Education • Prepare rules on and regulations for common schools • Keep records of all certificated staff 	funds <ul style="list-style-type: none"> • Travel to Schools • Administer grants • Administer Federal programs (for low income children, special education, child nutrition, teacher and principal quality) • Develop state wide academic standards and assessments • Administer assessments • Administer educator certification • Manage K-12 data systems • Administer state programs (learning assistance, bilingual, gifted, special education, online learning, equity and civil rights, school facilities, teacher and principal quality, secondary education) • Provide technical assistance to school districts
State Board of Education (SBE)²⁵	<ul style="list-style-type: none"> • Adopt uniform textbooks • Prepare a course of study • Prescribe rules for schools, 	<ul style="list-style-type: none"> • Adopt uniform textbooks • Prepare a course of study • Prescribe rules for schools, especially 	<ul style="list-style-type: none"> • Provide advocacy and strategic oversight of public education • Provide leadership in the

²⁵ RCWs: 28A.305.130; 28A.230.090; 28A.657

1911	1961	2011
<p>especially attendance</p> <ul style="list-style-type: none"> • Sit as examination board and grant teaching certificates 	<p>attendance</p> <ul style="list-style-type: none"> • Sit as examination board and grant teaching certificates • Supervise the issuance of certificates 	<p>creation of a system that personalizes education for each student and respects diverse cultures, abilities, and learning styles</p> <ul style="list-style-type: none"> • Promote achievement of the goals of RCW 28A.150.210 (Basic Education) • Implement a standards-based accountability framework that creates a unified system of increasing levels of support for schools in order to improve student academic achievement; including: performance goals, cut scores on assessments, review of assessment system, biennial report with PESB • Approve K-12 private schools • Articulate with the institutions of higher education, workforce representatives, and early learning policymakers and providers to coordinate and unify the work of the public school system

1911	1961	2011
		<ul style="list-style-type: none"> • Establish high school graduation requirements or equivalencies for students, except those equivalencies established by local high schools or school district • Grant waivers to districts for the length of the school year; student-to-teacher ratios to implement a plan for restructuring its educational program or the educational program of individual schools within the district • Ensure program compliance with the requirements of the basic education act • Designate Required Action Districts and plan approval
Professional Educator Standards Board (PESB)²⁶		<ul style="list-style-type: none"> • Establish state policies and requirements for preparation and certification of education professionals • Oversee 72 education preparatory programs

²⁶ RCW 28A.410.210

1911		1961		2011	
				<ul style="list-style-type: none"> • Develop preparation program entrance and completion requirements • Assign certification types • Develop requirements for continuing education of certified educators • Develop plans for recruitment and management of regional workforce 	
Office of the Education Ombudsman in Office of the Governor²⁷				<ul style="list-style-type: none"> • Resolve complaints regarding public school system • Recommend strategies for school-family partnerships • Recommend strategies to close the achievement gap 	
School for the Blind²⁸		<ul style="list-style-type: none"> • Provide education for blind students 	<ul style="list-style-type: none"> • Provide education for blind students 	<ul style="list-style-type: none"> • Provide education for blind and visually impaired students 	
Center for Childhood Deafness and Hearing Loss (School for the Deaf)²⁹		<ul style="list-style-type: none"> • Provide education for deaf students 	<ul style="list-style-type: none"> • Provide education for deaf students 	<ul style="list-style-type: none"> • Operate the state school for the deaf • Provide statewide leadership and support for the coordination of regionally delivered educational services 	

²⁷ RCW 43.06B

²⁸ RCW 72.40.010

²⁹ RCW 72.40.010 and 015

1911	1961	2011
		<ul style="list-style-type: none"> • Collaborate with appropriate public and private partners for professional development of educators serving children who are deaf or hard of hearing.
<p>State Board for Community and Technical Colleges (SBCTC)³⁰</p>		<ul style="list-style-type: none"> • Provide general supervision and control over the state system of community and technical colleges • Prepare a single system operating budget request and capital budget request for consideration by the Legislature • Disburse capital and operating funds appropriated by the Legislature to the college districts • Ensure that each college maintains an open door policy and offers the educational, training, and service programs specified by law • Administer criteria for establishment of new colleges and for the modification of

³⁰ http://www.sbctc.ctc.edu/general/a_board.aspx

1911

1961

2011

district boundary lines

- Establish minimum standards for the operation of community and technical colleges with respect to personnel qualifications, budgeting, accounting, auditing, curriculum content, degree requirements, admission policies, and the eligibility of courses for state support
- Prepare a comprehensive master plan for community and technical college education
- Encourage innovation, coordinate research, and disseminate research findings

	1911	1961	2011
Higher Education Coordinating Board (HECB)³¹			<ul style="list-style-type: none"> • Develop a statewide strategic master plan for higher education • Recommend policies to enhance the availability, quality, efficiency, and accountability of public higher education in Washington • Administer student financial assistance programs • Serve as an advocate on behalf of students and the overall system of higher education • Coordinate with other governing boards and institutions to create a seamless system of public education for the citizens of Washington • Help families save for college.
Regional Education Agencies			
County Offices of Education/ Educational Service Districts (ESD)³²	<ul style="list-style-type: none"> • Supervise common schools in county area and ensure they follow state laws 	<ul style="list-style-type: none"> • Supervise common schools in county area and ensure they follow state laws 	<ul style="list-style-type: none"> • Provide management services such as cooperative purchasing, clock

³¹ <http://www.hecb.wa.gov/about/index.asp>

³² RCW 28A.310

	1911	1961	2011
	<ul style="list-style-type: none"> Visit schools in county and provide counsel as needed 	<ul style="list-style-type: none"> Establish a lending library Collect fiscal and enrollment for OSPI 	<ul style="list-style-type: none"> hours for professional development, fiscal management, and insurance pools Provide direct services to students such as early childhood and special education Offer instructional support such as math and science, gifted, health education
Local Education Agencies			
Local School Districts (with elected boards) ³³	<ul style="list-style-type: none"> Manage financial resources of district Hire, promote, dismiss, and train staff Develop school programs and offerings Set curriculum and instruction and local graduation requirements Set student policies related to attendance, promotion, graduation, and discipline Provide transportation Build and maintain school facilities Plan for overall district 	<ul style="list-style-type: none"> Manage financial resources of district Authorize levy and bond measures requests Hire, promote, dismiss, and train staff Develop school programs and offerings Set curriculum and instruction, local assessments and graduation requirements Set student policies related to attendance, promotion, graduation, and discipline Provide transportation and food service Build and maintain 	<ul style="list-style-type: none"> Manage financial resources of district Authorize levy and bond measures requests Hire, promote, dismiss, and train staff Develop school programs and offerings Set curriculum and instruction, local assessments, and local graduation requirements Set student policies related to attendance, promotion, graduation, and discipline Provide transportation and

³³ RCW 28A.150

	1911	1961	2011
	<ul style="list-style-type: none"> • Community engagement • Meet all state requirements 	<ul style="list-style-type: none"> • school facilities • Plan for overall district • Engage community • Meet all state and federal requirements 	<ul style="list-style-type: none"> • food service • Build and maintain school facilities • Collect fiscal, teacher and student data • Bargain with unions • Plan for overall district • Engage community • Meet all state and federal requirements
Universities and Colleges	<ul style="list-style-type: none"> • Manage financial resources of institution • Hire and dismiss staff • Develop school programs and offerings • Set curriculum and instruction and graduation requirements • Set student policies related to attendance, promotion, graduation, and discipline • Build and maintain school facilities • Meet all state requirements 	<ul style="list-style-type: none"> • Manage financial resources of institution • Hire and dismiss staff • Develop school programs and offerings • Set curriculum and instruction and graduation requirements • Set student policies related to attendance, promotion, graduation, and discipline • Build and maintain school facilities • Meet all state requirements 	<ul style="list-style-type: none"> • Manage financial resources of institution • Hire and dismiss staff • Develop school programs and offerings • Set curriculum and instruction and graduation requirements • Set student policies related to attendance, promotion, graduation, and discipline • Build and maintain school facilities • Meet all state requirements • Bargain with unions • Administer financial aid programs

CURRENTLY, WHO MAKES WHAT DECISIONS IN WASHINGTON'S SCHOOL SYSTEM? ³⁴

<i>Who/What</i>	Finance	Standards	Curriculum	Instruction	Assessment	Accountability	Teacher Policies (e.g., Hiring and Firing)	Student Policies (e.g., Promotion and Retention)	Programs and Services (e.g., Arts Education)
STATE									
Governor	HIGH	LOW	LOW	LOW	LOW	MEDIUM	LOW	LOW	LOW
Legislature	HIGH	MEDIUM	LOW	LOW	MEDIUM	MEDIUM	MEDIUM	LOW	LOW
State Board of Education	LOW	MEDIUM	MEDIUM	LOW	MEDIUM	HIGH	LOW	LOW	LOW
State Superintendent (State Department)	MEDIUM	HIGH	LOW	LOW	HIGH	HIGH	MEDIUM	LOW	LOW
PESB (Educators)	LOW	HIGH	LOW	LOW	HIGH	MEDIUM	LOW	LOW	LOW
REGIONAL/ COUNTY									
ESD	LOW	LOW	LOW	LOW	LOW	LOW	LOW	LOW	MEDIUM
SCHOOL DISTRICT									
Local Board	HIGH	HIGH	HIGH	MEDIUM	MEDIUM	HIGH	HIGH	MEDIUM	HIGH
Local Superintendent (Local Department)	HIGH	HIGH	HIGH	MEDIUM	MEDIUM	HIGH	HIGH	MEDIUM	HIGH
SCHOOL									
Principals	MEDIUM	LOW	MEDIUM	HIGH	MEDIUM	MEDIUM	HIGH	MEDIUM	HIGH
Teachers	MEDIUM	MEDIUM	MEDIUM	HIGH	HIGH	MEDIUM	MEDIUM	HIGH	HIGH
Parents	LOW	LOW	LOW	LOW	LOW	MEDIUM	LOW	HIGH	MEDIUM
Judges	HIGH	LOW	LOW	LOW	LOW	LOW	MEDIUM	LOW	LOW
Teachers' Unions	LOW	LOW	LOW	LOW	LOW	MEDIUM	HIGH	LOW	LOW
Business Leaders	LOW	LOW	LOW	LOW	LOW	MEDIUM	LOW	LOW	LOW
Community Leaders	MEDIUM	LOW	LOW	LOW	LOW	LOW	LOW	LOW	LOW
UNIVERSITIES									
Administrators	LOW	HIGH	HIGH	LOW	MEDIUM	LOW	LOW	LOW	LOW

³⁴ Education Commission of the States: Tools and Resources Governance Matrix 2002 Framework <http://www.ecs.org/ecsmain.asp?page=/html/IssueCollapse.asp> This ECS tool was adapted to develop roles for Washington education decision makers. SBE staff received input from OSPI, school district superintendents and teachers, Washington Association of School Administrators on the ratings for this matrix

State Education Governance Models January 2011 from the Education Commission of the States

State Education Governance Models

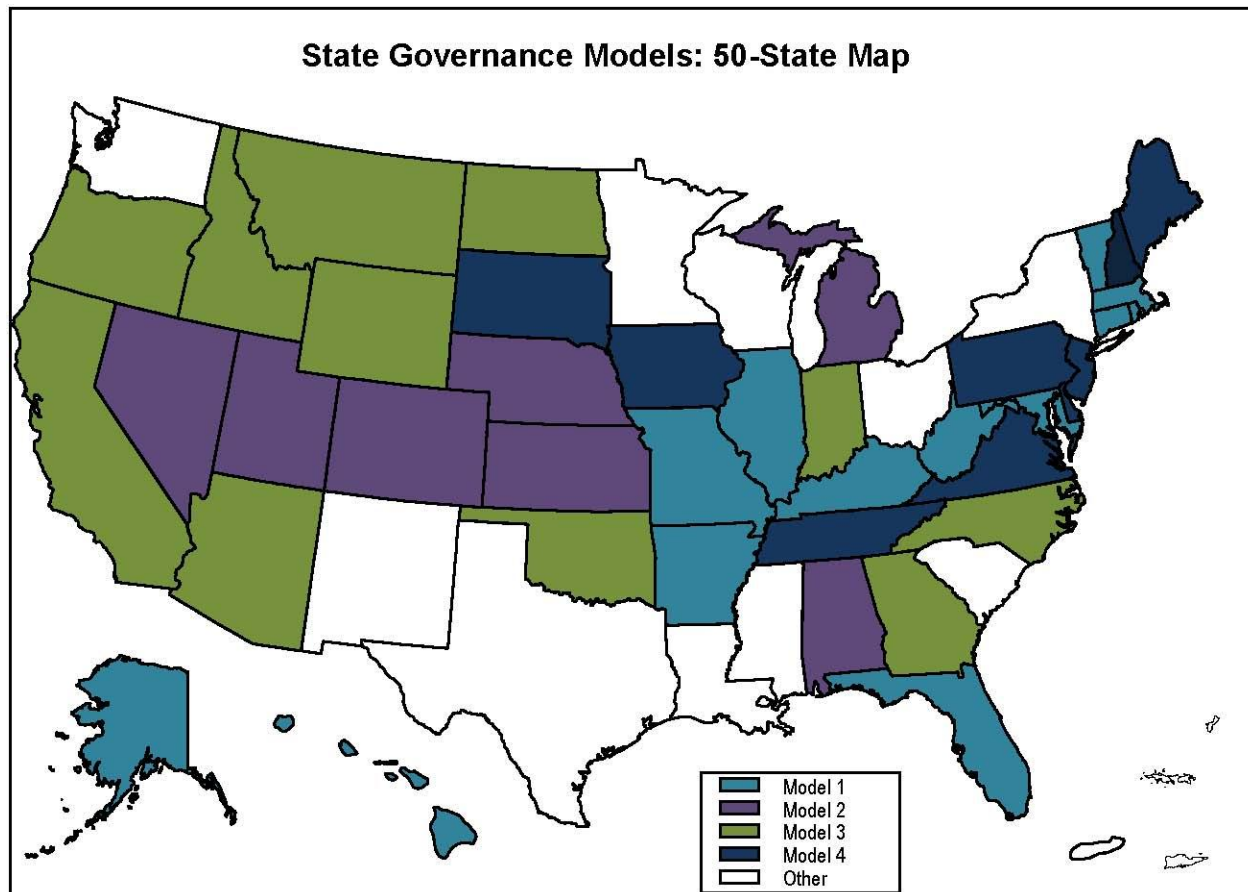
Updated and Revised by Mary Fulton

January 2011

(Original version, Todd Ziebarth, 2004)

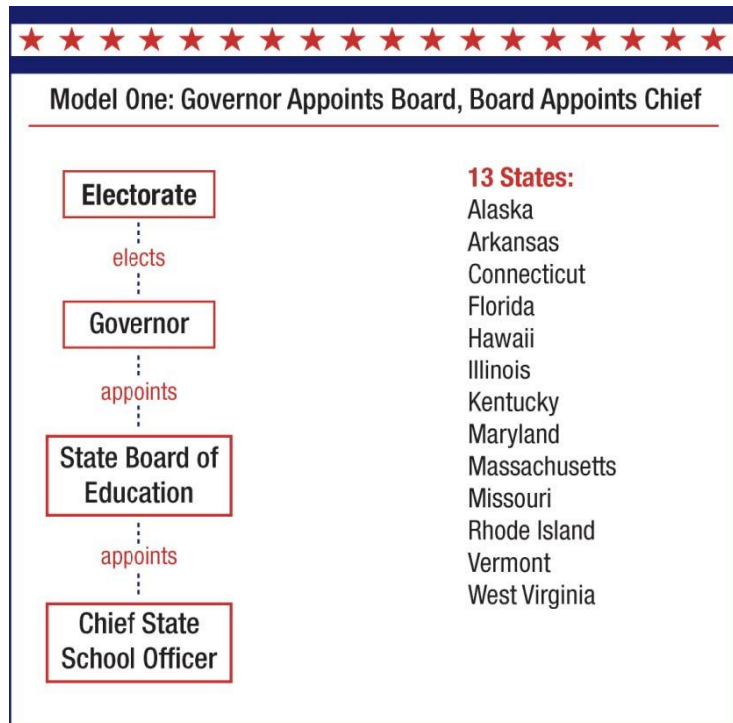
Education governance structures differ from state to state and directly affect how education policy leaders interact. Understanding the differences between structures can help explain the education policy process in terms of how decisions are made and the how authority is divided.

State education governance structures can be categorized into one of four general models that describe how state boards of education are constituted and whether the chief state school officer is appointed or elected. Forty of the 50 states fall into one of these categories; the other 10 states, plus the District of Columbia, have governance structures that are modified versions of the four general models.



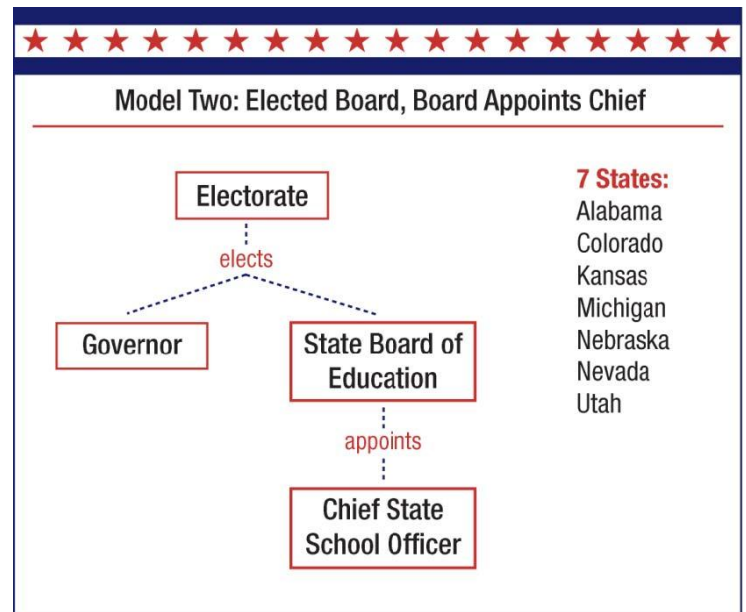
Model One

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



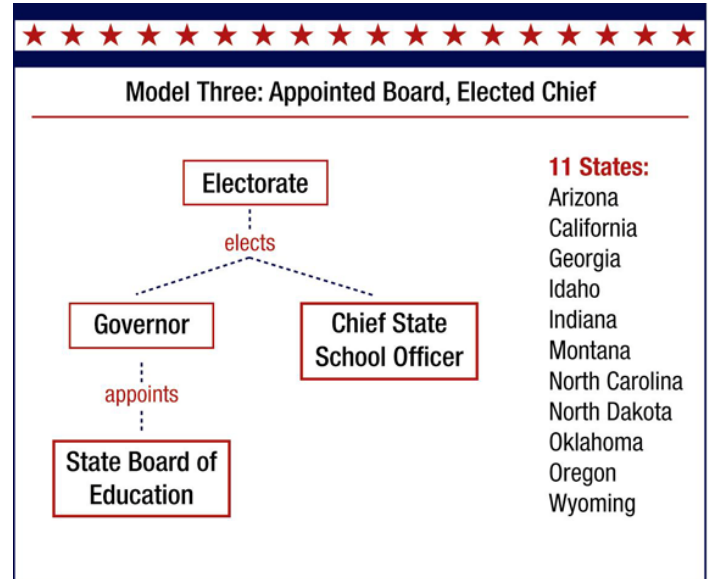
Model Two

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



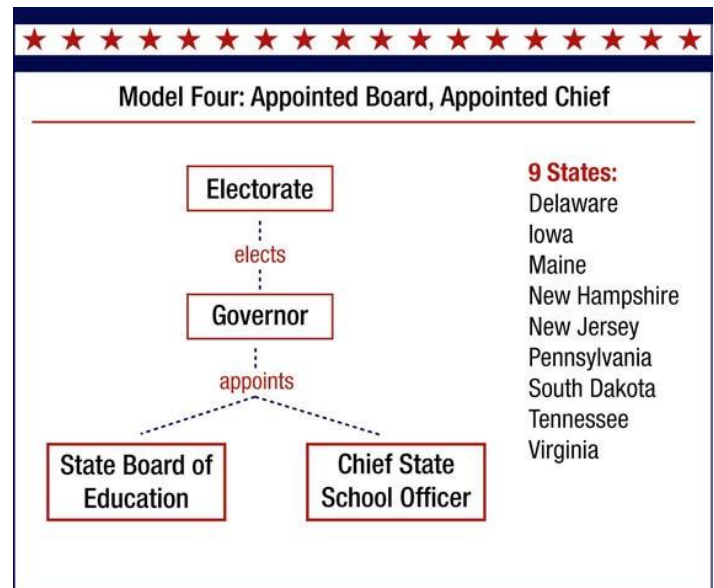
Model Three

In this model, the governor appoints the members of state board of education. The chief state school officer is elected. Model Three includes 11 states: **Arizona, California, Georgia, Idaho, Indiana, Montana, North Carolina, North Dakota, Oklahoma, Oregon and Wyoming.** In three of these states – Arizona, Indiana and Oklahoma – the chief state school officer also is a voting member of the state board of education.



Model Four

In this model, the governor appoints the state board of education and the chief state school officer. There are nine Model Four states: **Delaware, Iowa, Maine, New Hampshire, New Jersey, Pennsylvania, South Dakota, Tennessee and Virginia.**



Other Governance Models

The remaining ten states plus the District of Columbia function under modified versions of the above four models.

The 10 states include: Louisiana, Minnesota, Mississippi, New Mexico, New York, Ohio, South Carolina, Texas, Washington and Wisconsin.

A. ***Elected/Appointed State Board; Appointed Chief***

In **Louisiana**, eight board members are elected and three are appointed by the governor. In **Ohio**, 11 board members are elected, while the governor appoints eight members. In both states, the chief is appointed by the state board.

B. ***Legislature Appoints State Board; Appointed or Elected Chief***

In **New York**, the state legislature appoints the board members and the chief state school officer is appointed by the board. The **South Carolina** legislature appoints the board, but the chief is elected.

C. ***Joint Appointment of State Board; Appointed or Elected Chief***

The governor, lieutenant governor and the speaker of the House appoint members to the state board in **Mississippi**. The state board appoints the chief state school officer.

In the state of **Washington**, the chief state school officer is elected the board of education is made up of 16 members:

- Five elected by district directors (from western and eastern Washington)
- One elected by members of state-approved private schools
- Superintendent of public instruction
- Seven members appointed by the governor
- Two student members (non-voting)

D. ***Elected Board; Governor Appointed Chief***

In **Texas**, the state board of education is elected. The governor appoints the chief state school officer who also serves as the executive secretary of the state board.

E. ***No State Board or Advisory Only; Elected or Appointed Chief***

Minnesota and **Wisconsin** do not have a state board of education. **New Mexico** has an elected body (Public Education Commission), but it is advisory only.

Minnesota and New Mexico – chief state school officer is appointed by governor

Wisconsin – chief state school officer is elected

The **District of Columbia** has an elected board of education. The District of Columbia Public Education Reform Amendment Act of 2007 created a new state board of education that advises the state superintendent and approves specified policies. Previously, the board oversaw day-to-day operations of schools. This act also gave the mayor primary responsibility for public education, including the authority to appoint the school superintendent and chancellor.

Territories

Guam has an elected board of education, which appoints the chief state school officer. **Puerto Rico** currently maintains an educational model in which the chief is appointed by the governor. In the **Virgin Islands**, the board of education is elected and the chief state school officer is appointed by the governor.

Summary: State Boards of Education

- **Appointed by Governor** (33 states)
Alaska, Arkansas, Arizona, California, Connecticut, Delaware, Florida, Hawaii, Georgia, Idaho, Illinois, Indiana, Iowa, Kentucky, Maine, Maryland, Massachusetts, Missouri, Montana, New Hampshire, New Jersey, North Carolina, North Dakota, Oklahoma, Oregon, Pennsylvania, Rhode Island, South Dakota, Tennessee, Vermont, Virginia, West Virginia and Wyoming
- **Elected** (eight states)
Alabama, Colorado, Kansas, Michigan, Nebraska, Nevada, Texas and Utah
- **Appointed and Elected** (two states and D.C.)
Louisiana and Ohio; District of Columbia (advisory only)
- **Appointed by Legislature** (two states)
New York and South Carolina
- **Appointed by Multiple Authorities** (two states)
Mississippi and Washington
- **No State Board or Advisory Only** (three states and D.C.)
Minnesota and Wisconsin (no board); New Mexico and District of Columbia (advisory only)

Summary: Chief State School Officers

- **Appointed by Governor** (12 states and D.C.)
Delaware, Iowa, Maine, Minnesota, New Hampshire, New Jersey, New Mexico, Pennsylvania, South Dakota, Tennessee, Texas and Virginia. The District of Columbia mayor appoints the chief state school officer.
- **Appointed by State Board of Education** (24 states)
Alabama, Alaska, Arkansas, Colorado, Connecticut, Florida, Hawaii, Illinois, Louisiana, Kansas, Kentucky, Maryland, Massachusetts, Michigan, Mississippi, Missouri, Nebraska, Nevada, New York, Ohio, Rhode Island, Utah, Vermont and West Virginia
- **Elected** (14 states)
Arizona, California, Georgia, Idaho, Indiana, Montana, North Carolina, North Dakota, Oklahoma, Oregon, South Carolina, Washington, Wisconsin and Wyoming

Governors' Cabinets with Education Representation

According to state Web sites, at least 25 governors appoint an education official to the executive cabinet. Such officials may be the superintendent of education, commissioner of education or secretary of education. These states include: **California, Colorado, Connecticut, Delaware, Georgia, Idaho, Kentucky, Louisiana, Maine, Massachusetts, Maryland, Michigan, Minnesota, Missouri, Nevada, New Jersey, New Mexico, North Carolina, Oklahoma, Pennsylvania, Puerto Rico, South Dakota, Tennessee, Virginia and West Virginia.** In addition, the state superintendent of education for the **District of Columbia** serves on the mayor's cabinet.

Dual Offices for Education

Five states and the District of Columbia maintain a governance model that includes two authoritative positions for the state educational system:

- **California** has a Secretary of Education and also a Superintendent of Public Instruction who serves on the governor's cabinet. (*CAL. EDUC. CODE §33100 to 33191; CA. CONST. ART I, §2 and §7*)
- **Kentucky** has a Secretary of Education and a Commissioner of Education. (*KY. REV. STAT. ANN. §§156.147 to 156.250*)
- **Massachusetts** has a Secretary of Education and a Commissioner of Education. (*Mass. ANN. Laws ch.27. §§14A.*)
- **Oklahoma** has a Secretary of Education and a State Superintendent of Public Instruction. (*OKLA. STAT. ANN. tit. 70, § 3-118*)
- **Virginia** supports a Secretary of Education (a cabinet position) and a Superintendent of Public Instruction. (*VA CODE ANN. §22.1-21 to 22.1-24 and 2.2-200*)
- **District of Columbia** has a State Superintendent of Education and a Chancellor of Education, both appointed by the mayor. District of Columbia Public Education Reform Amendment Act of 2007. (*D.C. Official Code § 1-206.02(c)(1)*)

Other ECS Resources: P-20 Governance (Jennifer Dounay Zinth, January 2011)
<http://www.ecs.org/clearinghouse/91/14/9114.pdf>

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Washington's History of Education Reform Efforts in K-12

Washington has had numerous education reform efforts over the past several decades. Two key issues for these reform efforts include: 1) the lack of student preparedness and 2) lack of a stable and adequate funding base. A number of the important policy proposals have been enacted as described in results below. Progress on revising the funding formula for basic education funding occurred after several of the Governor-led commissions were unable to complete that work. Over the last year, several national efforts (Race to the Top and Common Core Standards) have also prompted Washington to revise some of its educational policies. The funding crisis in 2011 has eliminated the opportunity to make significant progress in the upcoming 2011-13 biennium.

Date	Group	Members Involved	Result
1993	Governor Booth Gardner's Council on Education Reform and Funding	Legislators, business representatives, the Governor, Superintendent of Public Instruction, as well as stakeholders including: Washington Education Association, Washington Association of School Administrator, Washington State School Directors Association.	HB 1209 that created the basic education goals, state standards and assessments, enhanced school district flexibility, and increased accountability with individual school performance goals Funding issues for K- 12 were unresolved
2005	Governor Chris Gregoire's Washington Learns	Steering Committee: legislators, business representatives, the Governor, Superintendent of Public Instruction, Director of Office of Financial Management Advisory committees in Early Learning, K- 12 and Higher Education included members of associations and practitioners	Ten Year Goals for World-Class Education System -Created New Department of Early Learning -Thrive by Five Public Private Partnership -Phase in of all-day kindergarten -Creation of kindergarten ready assessments -Revision of new math and science standards -Established K-3 class size as a priority -Increased high school grad

Date	Group	Members Involved	Result
			<ul style="list-style-type: none"> requirements in math and science -Adoption of new math and science requirements for teacher prep students -Provided professional development in math and science content -Expanded the Future teachers Conditional scholarships -Piloted math and science pathways in middle school program -Expanded alternative routes to teacher certification -Expanded high demand enrollment -Provided pilots on best practices for ELL kids -Created a Washington Youth Academy Program -Increased virtual learning opportunities for online learning in K-12 and higher ed -Expanded navigation 101 in high school --Created web based advising system for college students -Created College Bound Scholarship -Expand I-BEST -Created P-20 Council -Used global challenge states to benchmark -Created comprehensive accountability system -Set performance standards for Pro-Cert based on

Date	Group	Members Involved	Result
			<p>demonstrated teaching skill</p> <ul style="list-style-type: none"> -Include in teacher allocation model pay for performance, skills and knowledge -Expanded professional development time (for a biennium in math and science) -Developed a leadership academy for principals -Established a state tuition policy -Developed performance agreements with institutions -Developed 10-year plan for enrollment <p>Funding issues for K-12 were unresolved</p>
2007-09	Joint Basic Education Task Force	Superintendent of Public Instruction, five Governor appointees and eight legislators	<p>Proposed new definition of basic education (including SBE's graduation requirements of 24 credits and early learning)</p> <p>Developed options for a new funding structure to address: compensation for teacher, prototypical schools model, special programs for struggling and gifted children</p>
2009	HB 2261	Legislators and Stakeholders Based on work in 2008 of Joint Legislative Basic Education Task Force	<p>Redefined what is included in basic education including SBE graduation requirements for 24 credits</p> <p>Addressed funding of basic education and created the Quality</p>

Date	Group	Members Involved	Result
			Education Council to recommend ongoing implementation of evolving program of basic education per Joint Legislative Basic Education Task Force
2010	SB 6696	Governor, Legislators and Stakeholders based on expectations needed to be competitive for Race to the Top grant application	Adopted state intervention system in low achieving schools Created pilots for new teacher and principal evaluations Developed regional educator work force plans Required schools to outreach to diverse range of parents and community Adopted provisionally common core standards for math and English Language Arts
2009-Present	Quality Education Council	Four legislators, SPI, reps from SBE, PESB, Governor's Office, Department of Early Learning, and Achievement Oversight Gap Committee	2010 report focused on funding for new prototypical school model; phase in funding for new pupil transportation model, increase in MSOC (maintenance, Supplies and Operating Costs), full day kindergarten, class size K-3, and early learning at risk. HB 2776 was passed that incorporated a phased in funding plan for these pieces 2011 report focused on: making progress toward ample basic education funding; provide student opportunity to graduate prepare for postsecondary

Date	Group	Members Involved	Result
			education, employment and citizenship with SBE new graduation requirements; close opportunity gap for students; support and strengthen education professionals; support improvements in math and science; invest in early learning
2010	Steering Committee for Race to the Top	Governor, SPI, SBE Chair (PESB Chair added)	Submitted Race to the Top grant proposal, ranked 32 out of 36 states. SB 6696 legislation enacted (see above) Continued work on education reform plan but stopped after Governor submitted Education Governance bill to legislature in January 2011
2010	Governor Chris Gregoire's Higher Education Funding Task Force	Business leaders, higher education two- and four- year representation, local government	Governor proposed legislation in 2011 session for: launch year to earn college credit, improved accountability and performance for higher education to ensure students earn degrees, and new Washington Pledge Scholarships to help students earn B.A. degrees and funded by the private sector

Case Studies – Work To Date

Note: These are not yet complete and a full report will be provide later in the Spring of 2011

In an effort to make concrete observations and recommendations about Washington's educational governance system, staff developed three case studies to identify relevant themes from expert practitioners involved in educational reform. Two of the case studies reviewed recent education issues to describe how the education governance system of Washington is working. The case studies include the following:

1. Improving Math Achievement and Planning Across Washington's P-20 System
2. P-20 Council and 2010 State Education Reform Plan
3. A comparison of the Governor of Washington State's proposal for a new education governance system with the educational governance systems of three states.

These case studies used interviews from past and present state education agency staff (from Washington and elsewhere) and national experts. While the full set of case studies is not yet complete, initial observations and lessons learned from the first case study, *Math Achievement and Planning Across Washington's P-20 System*, will be reviewed. These case studies employed the analytical framework of good governance characteristics described in Section II.

Data Collection and Analysis

a. Background and Introduction

For the background and introductory section of the case study, information about the issue was synthesized from existing research, publication, and online sources.

Additionally, information and insights from individual interviews was incorporated into this section to provide a more accurate and robust description of the issue.

b. Individual Interviews

Interview data collection consisted of individual telephone interviews that ranged from 30 to 45 minutes. For each case study, the following numbers of interviews have been, and will be, conducted:

Case Study	Number of Interviews	
Descriptive Case Study of Education Governance Influence upon WA Math Standards Reform	12 Completed	
	3 Scheduled	
Descriptive Case Study of the Strategic Alignment of Washington's Education System	9 Completed	
	3 Scheduled	
	4 Pending	
Comparative Case Study of Washington's Governance System	National Experts	State Experts
	1 Completed	1 Scheduled
	3 Scheduled	2 Pending
	1 Pending	

See Appendix II and III for complete interview protocols and participant list. For case studies one and two, interviewees were asked to assess how well the governance system of Washington operated during the time of the case study. Some interviewees were asked about both the JMAP & TMP for case study #1, and about both the P-20 council and ERP for case study #2. For case study #3, interviewees were asked about either their perspective governance system of their own state, as well as comparative questions about the four states. Interview questions were derived from the interview criteria created by Brewer and Smith (2006) and Walsh (2009) to assess educational governance in relation to six characteristics of good governance:

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

Case study descriptions and interview findings are organized by issue, which includes a brief review of the issue, a rationale for the inclusion of the issue as a case study, and findings from the interviewed stakeholders.

Improving Math Achievement Case Study

In 2005, the Washington Learns report identified opportunities for improving student achievement in Washington based upon the desire to make Washington's students more competitive in math and Science.³⁵ Continuing low achievement in math knowledge and skills and a persistent achievement gap in math provided an opportunity to revise policy to improve student achievement through revising math standards.

The State Board of Education partnered with the SPI and PESB in 2006 to create a long-term plan for improving math achievement in Washington State. This partnership became known as the Joint Mathematics Action Plan (JMAP) and was intended to be a cross organizational, collaborative approach to improve math achievement by:

- Ensuring standards, assessment and curriculum were aligned.
- Ensuring teacher quality.
- Strengthening high school mathematics.
- Delivering efficient, effective, and equitable instruction and interventions.
- Strengthening accountability.
- Conducting community outreach to educate about the need for math skills.³⁶

In 2007 the Legislature passed SHB 1906, directing the SBE to add a third credit of math, to define the type of math credits that students need to graduate from high school, and to conduct a review of the math standards in effect in 2006. There have been complaints that these standards were too numerous, were not well defined for reliable testing, were not rigorous enough, and did not provide sufficient, traditional algorithms. From 2007 to 2008, SBE worked with a large group of stakeholders to revise math standards, including its Math Advisory Panel. SBE's review of the math standards ultimately resulted in a recommendation to the SPI of proposed new math standards, which were adopted by the Superintendent in 2008.

³⁵ *Washington Learns: World-class, Learner-focused, Seamless education.* (2006). Final Report. Pgs. 26-30.

³⁶ See "Joint Mathematics Action Plan: Building the proper foundation". November 30, 2006.

While there was potential for the JMAP to provide a strategic framework for guiding the creation and implementation of new math standards, there is no reference to the JMAP in legislation. Therefore, this case study sought to understand how a well-intentioned, strategic initiative such as the JMAP did not move beyond the conception phase into actual implementation.

Interview Findings Using the Good Governance Characteristics Framework

i. Stability

Most interviewees referred to Washington Learns as an important, though not entirely sufficient, focusing lens that highlighted the issue of higher math standards. Multiple interviewees perceived that this report moved math standards from a topic of conversation to a problem that needed to be addressed. Consequently, there was a general consensus by interviewees that there was commitment to a longer-term vision for improving math standards and the associated curricula and assessments.

However, interviewees differed in their assessment of how that vision was communicated and translated into a coherent strategy for action. In particular, interviewees who were a part of the JMAP described the JMAP as a collaborative effort to communicate a clear strategy for improving math achievement through achieving the goals of the JMAP. Interviewees from institutions that were not formally associated with the JMAP, or whose tenure occurred after the JMAP, described the JMAP as more of an intermediary group that further focused the education system upon math standards. Notably, multiple interviewees commented about the lack of strategic vision for how the JMAP integrated with previous and future efforts to reform math standards. The JMAP was perceived as important, but not necessarily primary, influences for allocating time and resource to create and implement new math standards. In particular, interviewees referenced the important role of the legislature in providing funding and establishing mandates for new math standards. Consequently, after the JMAP, the legislature's work focused the SBE upon reviewing OSPI's new standards, but none of the other actions identified for successful implementation of those new standards.

The JMAP was considered a notable departure from how math standards were addressed in the past. Interviewees commented that the collaborative, multi-agency, and iterative processes of each initiative likely increased inter-agency relationships and understanding. Overall, interviewees communicated a variety of beliefs about the relative importance of the JMAP with regards to promoting long-range planning, and most interviewees agreed or implied that the lack of measurable outcomes from the JMAP made it difficult to assess the impacts of the JMAP.

ii. Accountability

While interviewees shared a fairly wide range of opinions about the relationship between the JMAP and a stable governing environment, interviewee responses with regards to accountability followed a consistent and clear trend. Most interviewees agreed that there was a lack of accountability for the JMAP, which some thought led to further ambiguity about lines of authority during math standards reform from 2007 to present. The lack of accountability appeared to arise at two levels:

1. Inter-initiative accountability
2. Inter-organization alignment

Within the JMAP there appeared to be effective facilitation of the group process with regards to implementing meetings, engaging diverse perspectives, and otherwise moving the group forward. However, interviewees commented upon the lack of accountability for what the final outcomes of the JMAP were, as well as which agency and individual could be identified as responsible for producing results from the JMAP. One interviewee summarized the situation as having both push and pull within the group, which they believed was a result of individuals and agencies attempting to contribute and drive the group based upon their particular organizations goals and focus. Another interviewer described the JMAP as an initiative that lost its focus over time. Overall, a consistent theme emerged that the lines of authority were not clear, and that more progress could have been made if there was clarity about what the goal of the group was.

Unclear expectations between agencies about the boundaries of their work appeared to contribute to the lack of clarity about authority for decision-making. For example, one interviewee commented that the OSPI might have played a more significant leadership role in the JMAP given the fact that the OSPI has implementation responsibility. However, another interviewee perceived that the JMAP should have been less focused upon implementation and more upon creating a clear vision for the direction of revising math standards. Regardless, both interviewees commented that the JMAP may have filled a void in system-wide leadership, as there was no clear overarching strategy for the entire education system.

Consequently, there was a perception shared by some interviewees that the JMAP, and ensuing work on math standards, was more reactionary than strategic. This perception was supported by the notion that funding for math standards focused upon specific tasks, and that there was limited time and resources to encourage agencies to consistently work together over long periods of time on a strategic vision and plan for the state. However, interviewees did find some of the ensuing work effective. In fact, one interviewee commented that there was a general understanding of where the education system was headed with regards to standards, but that a lack of explicitly stating the strategy could create a perception that the education system was only capable of being reactive. This was thought to be a detriment to all of the hard work and effort that individuals and agencies completed, and was also thought to be one rationale for articulating clear lines of authority and an associated clear strategy.

Almost all interviewees mentioned the important role and influence of the legislature in creating clear lines of accountability in the education system. Multiple interviewees identified the legislature's ability and willingness to share and redact authority as a unique challenge for maintaining accountability. For example, the formation of the PESB in 2000 and reconstitution of the SBE in 2005 were identified as examples of how shifting roles and responsibilities from legislative action can make it challenging for organizations to understand and fulfill their responsibilities.

iii. Innovation, Flexibility and Responsiveness

To avoid becoming overly focused upon compliance, effective educational governance systems need to balance stability with integrating new information into their work (Brewer and Smith, 2006). Given the collaborative nature of the JMAP, interviewees commented that it took a couple meetings to establish the culture within the group to establish rules of engagement for incorporating new information and ideas into the group.

Furthermore, multiple interviews connected task implementation with potentially limiting flexibility and responsiveness. In particular, interviewees thought that this was less of a concern during the JMAP, but that the balance may have shifted more towards implementation as the

legislature assumed more involvement from 2007 onward (Table 5). Most interviewees thought the JMAP was actually fairly efficient with completing whatever tasks they were focused upon, but that the lack of resources, time and coherence between the JMAP and individual agency strategic plans may have reduced the overall impact of the JMAP. Overall, there was not a clear assessment of how the JMAP contributed to the creation and or adoption of processes and system that could perpetuate effective innovation at the state level.

iv. Transparency

A lack of transparency and openness did not seem to be a concern of interviewees. The JMAP appeared to have operated in a clear manner, as interviewees identified that decisions were generally made by consensus. While there were public outreach events for the JMAP, multiple interviewees commented that outside groups made a concerted effort to influence the JMAP and that those efforts continued for years beyond the JMAP. Most notably, the recent litigation about curricula choices in Seattle Public Schools was identified as one example of how special interests have been interwoven in the creation, implementation, and continuing refinement of math standards and the associated curricula and assessments

v. Simplicity and Efficiency

As with any complex undertaking, promoting simplicity and efficiency can assist with maintaining focus upon completing agreed upon strategic priorities (Brewer and Smith, 2006). In the context of math standards reform, simplicity and efficiency were identified as very important considerations by interviewees, albeit difficult characteristics to make happen. All interviewees commented about how the JMAP likely improved relationships amongst agencies. This was deemed to be important, as the significant complexity of parsing responsibilities, aligning work, and agreeing upon outcomes for new creating new math standards was identified as an inherently complex task.

Planning Across Washington's P-20 System: the P-20 Council and 2010 State Education Reform Plan Case Study

Over the years there have been multiple attempts to create a cohesive vision and plan to align all of the organizations and efforts to improve student outcomes in Washington State.

In 2005, the Washington Learns report provided the impetus to try to create a cohesive, and more strategic, education system. The creation of a P-20 council was one of the specific recommendations produced from the report.³⁷ Based upon this recommendation, Governor Gregoire formed a P-20 council in July 2007. The short-lived council was rescinded in February 2009.

³⁷ Strategic Foci From the Washington Learns Final Report (2005):

Math & Science: A Competitive Edge

Strategy 1: Develop math and science materials to train child care and early education teachers.

Strategy 2: Bring world-class math and science into our classrooms.

Quality & Accountability: Keeping the Promise

Strategy 1: Create a P-20 Council to track progress toward long-term goals and improve student transitions through the education system.

A more recent attempt to create a strategy for aligning the entire education system arose during Washington State's application to the Race To The Top (RTTT) program. The RTTT application required states to outline their reform strategy and required states to consider how their strategy can lead to aligning and improving the entire education system. Washington State convened an informal work group to create an application for the competition, but the application put forth by the work group was not successful in winning a grant. From that experience, PESB, OSPI, and SBE outlined a potential statewide strategy for increasing student achievement built upon the RTTT application. This strategy became known as the Education Reform Plan (ERP).

Both the P-20 Council and the ERP are included in this case study as they were perceived to be initiatives that were aimed at achieving similar results: increasing coherence and alignment of Washington State's education system. This case study aims to understand the genesis, barriers, and successes of each initiative. While the methods, structures, history, and accomplishments of the P-20 Council and ERP are not necessarily comparable, there is likely to be usable information to incorporate into current discussions about education governance that will arise out of considering how these two related and recent initiatives operated.

Interview Findings Using the Good Governance Characteristics Framework:

i. Stability

When asked about how the P-20 Council and ERP influenced the stability of the educational system, most interviewees perceived that both initiatives had limited impact due to the limited engagement and buy-in of the initiatives. The lack of institutional support, and the associated financial support, was identified as a factor that may have limited the ability of the P-20 Council and ERP to create, distribute, and implement their plans. For example, the ERP work group created a presentation about how to move forward with implementing a coherent strategy that aligns the entire educational system. Interviewees noted that while the plan may have been well developed, the lack of buy-in likely resulted in it being shelved. Additionally, the Governor's proposal was shared at the same time that the ERP group planned to share their work. Consequently, it seems plausible that the lack of awareness of their work amongst a wide variety of stakeholders may have limited inter-agency knowledge and trust of the ERP, providing an opportunity for competing, rather than collaborative, policy proposals to emerge. From the comments of interviewees, it was suggested that the ERP work group's limited-scope approach might have diminished their ability to build a robust coalition that would adopt and implement their plan.

Similar to the ERP, interviewees perceived the P-20 as a meaningful initiative that had to compete with rival policies and proposals. Specifically, one interviewee commented that the legislature was committed to implementing the recommendations of the Washington Learns report, and that the P-20 council did not have as much support from this important stakeholder group. Furthermore, a separate interviewee commented that the P-20 council, and to some degree the ERP, were well-intentioned initiatives that adopted an approach that had previously been tried. This interviewee wanted to highlight the difficulty of transferring institutional knowledge, as the interviewee believed that some portions of the ERP and P-20 council were inadvertently repeating work. This interviewee, as well as others, thought that if the ERP and P-20 councils focused more upon involving multiple agencies their resulting work would have had more prominence in a field where education policy proposals abound.

ii. Accountability

Interviewees felt the P-20 council, and to a lesser degree the ERP, was not structured to maximize the time and efforts of the council. For example, the P-20 council met about six times over its existence, and the agenda and leadership for each meeting shifted for each meeting. Lack of continuity hampered work flow.

Additionally, interviewees discussed the struggle of staffing, as both the P-20 council and ERP were led by individuals with significant responsibility on a day-to-day basis. While the P-20 council had a staff member from the Office of Financial Management appointed to assist the council, interviewees in general thought that if the council or the ERP were important enough to convene that they should have been adequately resourced.

The majority of interviewees noted that neither the P-20 council nor the ERP had specific deliverables or outcomes. With that consideration in mind, most interviewees felt that the outcomes of both groups could have been more meaningful with buy-in from missing stakeholder groups. Some interviewees identified the legislature as the most visible group that lacked effective representation in each of these initiatives. However, there is a tension inherent in this perspective, as some interviewees noted that the large size of the P-20 council was a shortcoming as it limited the ability of the council to complete work during its infrequent meetings. Ultimately, interviewee comments implied that an ideal balance for the ERP and the P-20 council did not exist. Interviewees did not find an ideal balance between completing work and involving all potential stakeholders for the ERP and P-20 council.

iii. Innovation, Flexibility and Responsiveness

While innovation is not formulaic, there appear to be general stages of the innovation process, starting with idea generation and moving to idea screening and then eventually implementation and evaluation (DeSouza et al., 2009). Based upon interviewee comments that the P-20 council may have been more of an academic than practical exercise, it may have been the case that the council was overly biased towards creating new ideas as compared to translating ideas into action. This hypothesis is supported by additional interviewee description of the process of the council as involving a fair bit of "...flailing around..." An additional interviewee commented that many of the people who were part of the P-20 council were also part of the ERP as well as numerous other initiatives, which led to a reduction in the potential for creating truly unique and innovative ideas. When asked about the balance between implementation and innovation, interviewee responses were mixed. Some interviewees thought that the P-20 council was more of an implementing body, whose charge was to implement many of the ideas from the Washington Learns report.

Conversely, some interviewees perceived that the council should have been focused more upon innovation, but lacked the processes and people to achieve this goal. The comments of one interviewee may provide the most concise summary of the challenge that the council faced:

"...in its limited existence, the Washington P-20 council struggled and didn't find a purpose and a common goal. The idea of the council is and was a good idea. The actual implementation didn't happen well because there was no common rally."

iv. Transparency and Openness

While interviewees had fewer insights and comments about innovation with respect to the ERP, there was a general consensus that the ERP was crafted by a small group of people with limited

outside engagement. Additionally, most interviewees felt that the ERP was probably well researched and drafted, but the lack of openness likely limited the significance and influence of the plan. Even though the ERP evolved out of the Race to the Top (RTTT) proposal, which involved more stakeholder engagement and public outreach, the perception that the ERP may have been an “..insider group...” arose in multiple interviews.

Conversely, the P-20 council was generally perceived as being too open and inclusive. While there were a range of perspectives about the inclusivity of the council, there was a general agreement that the P-20 council had such a high level of stakeholder and public engagement that its results could have been overly influenced by special interests. Unlike the ERP, the P-20 council appeared to err on the side of information gathering and sharing, as interviewees commented that the council never made decisions that resulted in changes to educational policy. One interviewee thought that toward the end of the council’s existence the lack of effective decision-making might have contributed to increased frustration within the council, which led to increased ineffectiveness and contributed to the dissolution of the council.

v. Simplicity and Efficiency

When interviewees were asked to elaborate about the decision-making process and efficiency of the P-20 council, the response was mostly unified that there was a lack of clarity about roles and responsibilities. A dysfunctional accountability structure lead to confusion and frustration with the process of the council. One interviewee suggested that future attempts to create a P-20 council could benefit from clarifying and committing to what it means to be a member of the council, potentially even agreeing to defer to the council upon specific topics that are within the scope of the council’s work.

The ERP required creating a comprehensive education reform plan as part of the RTTT application. However, after that deadline passed, one interviewee believed that the impetus for producing deliverables tapered off, and that overall the efficiency of the ERP likely decreased without a deadline.

Both the ERP and P-20 council were identified as initiatives that may have had the cart before the horse. In particular, multiple interviewees thought that explicitly stating and agreeing upon the goals for the education system should have, and still needs to be, defined before creating strategic education reform plans. Inherent in this perspective is the perception that leadership and accountability amongst all of the agencies, continues to be in a state of flux. This appears to hinder creating a strategic plan for the entire education system.

vi. Systems Planning

When asked about the ability to create cohesive and feasible system-wide plans, interviewee responses centered upon of the following themes:

1. Education system goals and values
2. Finances

Education System Goals and Values

Multiple interviewees cited a lack of overall clarity for what the education system was trying to accomplish. Consequently, some interviewees believed that the individual agency priorities result in an education system that has competing priorities that are not aligned. As previously

discussed, the focus upon implementing individual agencies agendas was identified by multiple interviewees as a significant barrier to clarifying system-wide goals.

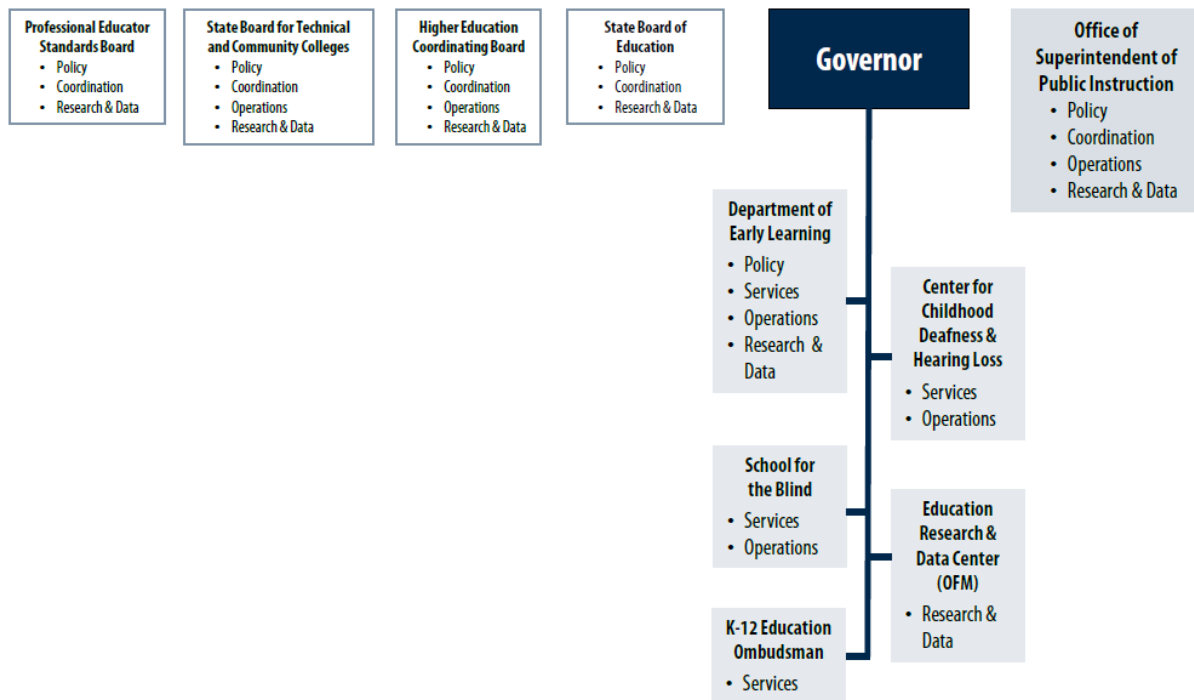
Multiple interviewees connected the articulation and agreement about the purpose of the education system with the focus of the education system upon implementing discrete programs for individual agencies. These interviewees believed that the lack of true alignment results in unfocused and inefficient efforts to improve student achievement. To address this challenge, these interviewees believed that more time and resources should be spent doing the very hard work of identifying, agreeing upon, and codifying the underlying purpose of the education system. Interviewees did not think this is likely to occur given the current lack of incentives and structures to focus upon this work.

Educational Finances

While a lack of a clear purpose for the education system was the focus of some interviewee comments other interviewees settled on funding when asked about planning for the education system. In particular, these interviewees believed that the overall lack of adequate funding and the current retrenching of budgets were the most important barriers to system planning. When asked about the need to clarify the goals or purpose of the education system, these interviewees commented that regardless of what the purpose of the education system is there is not enough funding to effectively achieve any purpose. Retrenchment decisions were also thought to exacerbate this situation. Amongst all interviewees, there was not a consensus upon how to balance or prioritize between focusing upon more strategic concerns, such as clarifying the purpose of the education system, with implementing programs.

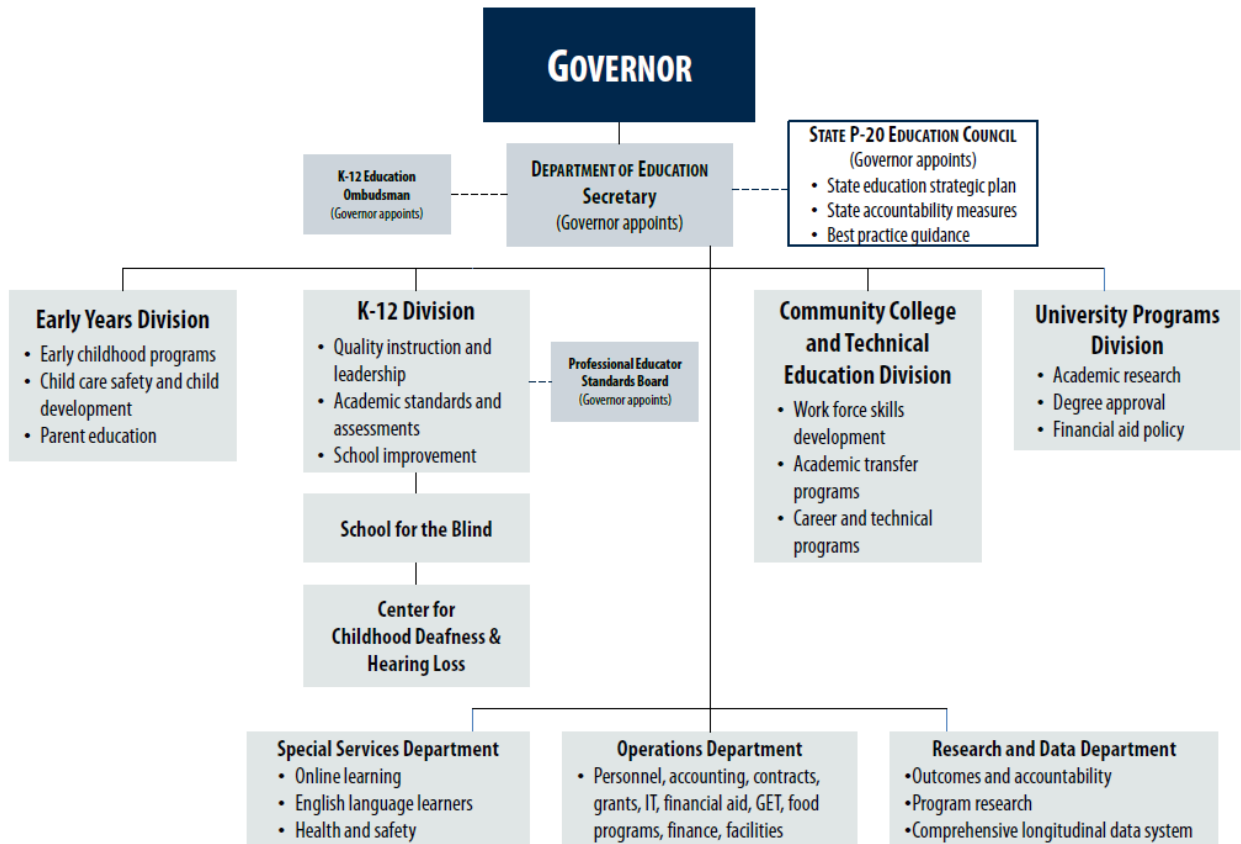
Washington State Education Organizations: Current and Proposed by Governor Gregoire

Current Washington State Education Organization



OFFICE OF FINANCIAL MANAGEMENT
JANUARY 2011

Proposed Washington State Department of Education



OFFICE OF FINANCIAL MANAGEMENT
JANUARY 2011

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