Key Elements of a “Good Governance” Playbook for LAUSD

LAUSD Board of Education / Committee of the Whole
Board Governance Working Group
February 26, 2019

Workshop Agenda
1. Discussion of Workshop Objectives
2. Review of Board Survey Responses
3. Workshop: Key Elements of “Good Governance”
   • Recognition of Governance/Executive Role Distinctions
   • Focus on Purpose (more than process)
   • Board Expectations Conveyed Through Written Policies
   • Boards Should Empower/Control Superintendent with Parameters – not Approvals
   • One-Voice Leadership
   • Evaluate Superintendent Based on Clearly Established Criteria
4. Board Discussion / Q & A / Next Steps
5. Adjourn Workshop

Six Key Elements of a “Good Governance”
(derived from Policy Governance® principles)

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ELEMENT #1
Recognizing Governance/Management Role Distinctions
Management vs. Governance

Manager

Board

Operating Organization

Board Recognition of Governance Role

- All organizations are “owned”
- Board’s purpose: Serve owners’ interests
- Board job — define, and ensure, effective organizational performance
  - Appropriate results achieved
  - Inappropriate situations avoided
- Board job – NOT to “run the District.”

Public (Residents, Taxpayers, etc.)

Board of Education
( = “Purchasing Agent ”)

Superintendent

Operating Organization

ROI

Board “Job Products”
(the core “non-delegables” of governance)

Board assumes direct responsibility for:

- 1. Connecting Public’s interests with operating organization
- 2. Written performance standards (policies)
  - In addition, many governmental Boards retain statutory responsibilities re:
    - Expulsions, dismissals, litigation, contracts, property easements.
The Need to Delegate

- Board — accountable for…
  - …Everything!

- Delegation is not an option — it’s a mandate!
  - (but it’s resisted!)

- Board has all organizational authority.
  - Delegation = giving some of it away.

- Dilemmas…

Delegation Dilemmas

#1: How to retain accountability for decisions made by others?

#2: (commonly top of mind for boards…)
  How to avoid giving too much authority?

#3: (not top of mind enough…)
  How to ensure giving enough authority to get the job done?

Effective Delegation: Three Characteristics

1. Performance expectations clearly defined.

2. Performance expectations clearly assigned.
   - Delegate responsibility
     - … without ambiguity
   - Delegate authority commensurate to responsibility

3. Verification that the standards were met.

ELEMENT #2
Focus on Purpose (more than process)
ALL organizational decisions are one of two types...

**Means**
- Speak to process
- **Activities, Practices, Methods** (budgets, staffing, curriculae, facilities, etc.)
- Board is still accountable!
  - For its own processes/conduct
  - For operations

**Ends**
- Define purpose...
- What results/impacts?
- For which people or groups?
- At what worth or priority?

**ELEMENT #2**
**Focus on Ends**
- Defining optimal results / “ROI” = the Board’s most important contribution.
  - Requires Board focus on trends, needs, values and opportunities
    - (Not on tactics!)
Strategic Planning:
Identifying the Board’s Role…

- Strategic Planning = a Management discipline
- Board Role = Governance
- Board should set strategic DIRECTION - goals defining “that towards which plans plan”
- Board involvement in operations is alluring…
  - But diminishes Superintendent accountability
- ENDS - define the organization’s success

Sample Broadest Ends Policy

The School System mission is that…

Young people have the knowledge and ability to be prepared for the next stage of their lives
(with results exceeding those of regional districts with comparable mill levies)

Ends Policy: Next Level

Young people have the knowledge and ability to be prepared for the next stage of their lives.

Ends Policy: Next Level

- 1st Priority: Students will be academically ready to progress.
- 2nd : Students will have an understanding of the world in which they live, and experience in contributing to it.
- 3rd : Students will have the social skills to be successful in groups of increasing complexity.

Ends Policy: Third Level

Students will have an understanding of the world in which they live, and experience in contributing to it.

- Students will have an understanding of world history and geography.
- Students will have knowledge of the world’s major political and religious ideologies.
- Students will participate in non-school activities that reflect an understanding of citizenship.
ELEMENT #3
Performance Expectations Clearly Set
Forth in Written Policies

ELEMENT #3
Codify Performance Expectations
(policies)

• Policies = Values
  • that underlie action
  • = performance standards/expectations

• Board = a legally formed “team”

• Appropriately crafted policies = a Board team’s “playbook”

Governance Process:
Common Topics

• Governance Purpose
• Governing Philosophy/Values
• Board Job Products
• Board Work Plan Preparation
• Agenda Planning
• Board Meetings
• Board President’s Role and Authority
• Board Members’ Code of Conduct
• Board Members’ Individual Responsibilities
• Board Committee Principles
• Board Committee Structure
• Governance Budget
• * Role of the Office of Inspector General
• * Role of the Board Secretariat

Board / Management Delegation:
Common Topics

• Board – Management Connection
• Unity of Control
• Delegation to the Superintendent
• Accountability of the Superintendent
• Monitoring Superintendent Performance
• Role / Authority of the General Counsel
A Board Playbook – Four “Chapters”

ELEMENT #4
Accountable Delegation to the Superintendent: Use Parameters, not Approvals

The Board’s Oversight Challenge:

How to Control Operations?
(without getting stuck in them)

ELEMENT #4
Empower and Control Superintendent with Parameters – not “Approvals”

• Accountability = Superintendent not faulted for Board’s decisions
• Board should define what is “off-limits” … then let people run / make decisions within boundaries
• Clarifies “pre-approved” latitude of authority
• Allows for reasonable creativity, flexibility and agility.
Don’t PREscribe ("Approval Syndrome")

PROscribe (set parameters)

The Value of Parameters

Management Parameters: Common Topics

- General Management Constraint (ethics/lawfulness)
- Treatment of Students and Families
- Treatment of Staff
- Financial Planning/Budgeting
- Financial Condition & Activities
- Asset Protection
- Compensation & Benefits
- Management Transition Planning
- Board Awareness & Support
- Operating / Administrative Policies

A Board Playbook – Four “Chapters”

<table>
<thead>
<tr>
<th>Board’s Directives To Itself</th>
<th>Governance Process</th>
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</thead>
<tbody>
<tr>
<td>Board’s Directives To Superintendent</td>
<td>Board/Management Delegation</td>
</tr>
<tr>
<td>Ends</td>
<td>Staff Means</td>
</tr>
</tbody>
</table>

(Parameters of Authority)
ELEMENT #5
One Voice Leadership

ELEMENT #6
Objective, Criteria-Based Superintendent Evaluation

ELEMENT #5
Exercise Authority with One Voice

- Board authority is *group* authority …
- … Not that of its individual members
- *Crucial for accountability.*
- Decisions, once made, must be respected.
- Dissent – healthy *during* decision-making process.

Performance Monitoring
“Trust and Verify”
ELEMENT #6
Monitoring Superintendent Performance

• Monitor the Superintendent’s Performance RIGOROUSLY, but only against stated criteria.

Superintendent Accountability: What to Measure?

Have Staff Acted within the Delegated Parameters?

Superintendent Accountability: What to Measure?

Are the Results What We Asked For?

Monitoring = “Assessment” – Not a Pass/Fail

<table>
<thead>
<tr>
<th>INDICATOR</th>
<th>Results</th>
<th>Targets</th>
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<tbody>
<tr>
<td></td>
<td>2006-07</td>
<td>2007-08</td>
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<tr>
<td>AP Increase number of students enrolling in social studies Advanced Placement courses by 1, 6, or 1 percentage points by 2008</td>
<td>4,480</td>
<td>5,706</td>
</tr>
<tr>
<td>AP Increase the percent of students passing the social studies Advanced Placement exam with a 3 or better by 1, 6, or 1 percentage points by 2008 (2nd semester)</td>
<td>44.2%</td>
<td>41.1%</td>
</tr>
<tr>
<td>Increase the percent of middle school students passing “C” or better (80% grade) history by 1, 6, or 1 percentage points by 2008</td>
<td>70.9%</td>
<td>72.4%</td>
</tr>
<tr>
<td>Increase the percent of middle school students passing “C” or better (80% grade) geography by 1, 6, or 1 percentage points by 2008</td>
<td>70.8%</td>
<td>71.1%</td>
</tr>
<tr>
<td>Increase the percent of high school students passing “C” or better (80% grade) history by 1, 6, or 1 percentage points by 2008</td>
<td>62.9%</td>
<td>62.9%</td>
</tr>
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Ends

CEO

Board of Directors

Staff

CGO

CGO

Board of Directors

Staff
In Summary…

“Governance”

- (from Latin) Gubernare
  - “To steer”
    - (not to row)

Thank you.