
DOUGLAS COUNTY BOARD OF EDUCATION

Wednesday December 6, 2023



Colorado Association
of School Boards

INTRODUCTION

Colorado Association of School Boards

- Membership Organization
- CASB provides
 - Policy
 - Legal
 - Advocacy
 - Board Training

Matt Cook - Director of Public Policy and Advocacy

- Former Board of Education Member for the Aurora Public Schools
- Former CASB Board Member and CASB Board President



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WHY WE SERVE?

**Why did you want to serve on the Board
of Education?**



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WHY WE SERVE?

**What do you think the role is for the
Board of Education?**



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WHY WE SERVE?

**What advice would the veteran members
of the Board share with the new
members?**



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COLORADO CONSTITUTION

Article IX section 15:

“The general assembly shall, by law, provide for organization of school districts of convenient size, in each of which shall be established a board of education, to consist of three or more directors to be elected by the qualified electors of the district. Said directors shall have control of instruction in the public schools of their respective districts.”



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SCHOOL BOARD'S SCOPE OF AUTHORITY

- The school board is authorized to transact all business within the jurisdiction of the school district
- The school board has control of district schools and is responsible for educating all children within the district
- The school board delegates authority over day-to-day operations to the superintendent



SCHOOL BOARD'S LINK TO THE COMMUNITY

- The school board is elected to govern on behalf of the community
- The school board conducts its work in public
- School board meetings are business meetings that are held in public, not public meetings



WHY SHOULD THE BOARD LEAD BY POLICY?

- Under state law, one of the board's most important duties is to adopt policies to govern the school district
- C.R.S. 22-32-109(1)(b): School boards must adopt policies and prescribe regulations necessary for the efficient administration of the district



WHY USE POLICY GOVERNANCE?



Helps Everyone Understand Their Lane



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WHAT IS POLICY GOVERNANCE?

Model of Board Governance created by John Carver

- Dr. John Carver is a Psychologist by training
- First started development of the Policy Governance model in the early 1970's
- Published "Boards that Make a Difference" in 1990
 - The third edition was published in 2006
 - He is mostly retired now and his work is carried on by Govern for Impact – formerly known as the International Policy Governance Association
 - Miriam Carver occasionally does some Policy Governance consulting but is also mostly retired



POLICY GOVERNANCE ADOPTION IN COLORADO

Almost 40 of Colorado's 178 Boards of Education use some form of Policy Governance

- From the very small/rural (Fleming, CO) with less than 200 students
- To the very large (Jefferson County and Denver) which are the largest in the school districts in the state



10 PRINCIPLES OF POLICY GOVERNANCE

1. **Ownership** – The Board is the linkage to the Legal and Moral Owners
2. **Governance Position** – The Board governs between the Ownership and Operations



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4. **Ends Policies** – What results for what group at what cost



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4. **Ends Policies** – What results for what group at what cost
5. **Board Means Policies** – Written policies for how the board will operate



10 PRINCIPLES OF POLICY GOVERNANCE



6. Executive Limitations Policies – Any “means” that the Board finds unacceptable, even if it accomplished the Boards **ENDS**



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10 PRINCIPLES OF POLICY GOVERNANCE



7. Policy "Sizes" – Policy is written at the broadest most inclusive level. Then if necessary refined from there



10 PRINCIPLES OF POLICY GOVERNANCE



8. Delegation to Management – The Board has one employee the Superintendent



10 PRINCIPLES OF POLICY GOVERNANCE

9. Any Reasonable Interpretation: In delegating decisions beyond the ones recorded in board policies, the board grants the delegatee the right to use any reasonable interpretation of those policies. In the case of Ends and Executive Limitations when a CEO exists, that delegate is the CEO. In the case of Governance Process and Board-Management Delegation, that delegatee is the CGO (chief governance officer) except when the board has explicitly designated another board member or board committee.



10 PRINCIPLES OF POLICY GOVERNANCE

10. Monitoring: The board monitors organizational performance solely through fair but systematic assessment of whether a reasonable interpretation of its Ends policies is being achieved within the boundaries set by a reasonable interpretation of its Executive Limitations policies. If there is a CEO, this constitutes the CEO's evaluation.



WHAT POLICY GOVERNANCE IS NOT ...

- A magic potion
- A constraint on the Board of Education
- “Rubber Stamping” of every staff action



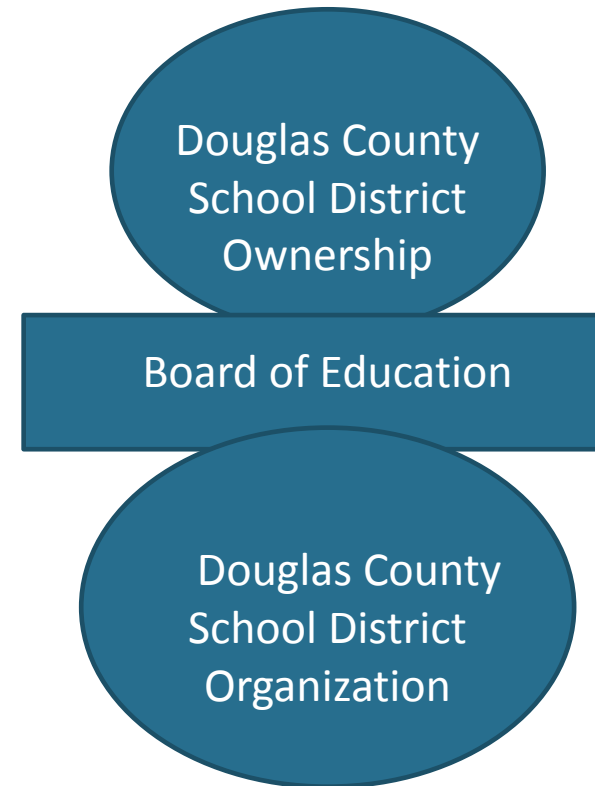
WHAT POLICY GOVERNANCE IS...

- A model framework to improve Board governance
- A clear delegation and delineation of the Board's work and the work of the Superintendent
- Provides a path to better understand and communication with the community the Board represents



THE OWNERSHIP

- The Board is the Legal and Moral link between the Ownership and the Organization
- The Board must understand who the Ownership is
- The Board must regularly communicate with the Ownership
- The Board's Ends reflect the needs and desires of the Ownership



WHAT IS REQUIRED TO BE A HIGH FUNCTIONING POLICY GOVERNANCE BOARD?

- Accountability to the work
- Accountability to each other as fellow board members
- Accountability to the ownership



WHAT IS REQUIRED TO BE A HIGH FUNCTIONING SUPERINTENDENT WORKING FOR A POLICY GOVERNANCE BOARD?

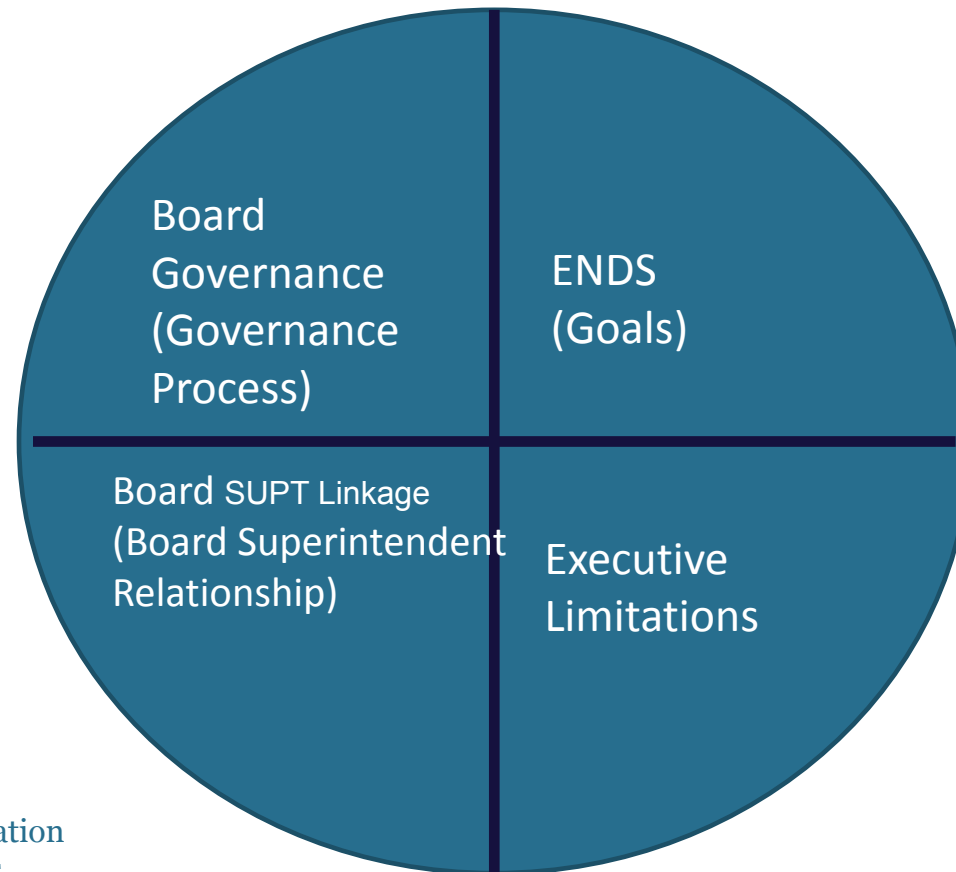
“You have to be willing to be evaluated every month for the work you have accomplished.”

Dr. Mark Hatchell
Former Superintendent, Academy District 20
Colorado Springs, Colorado



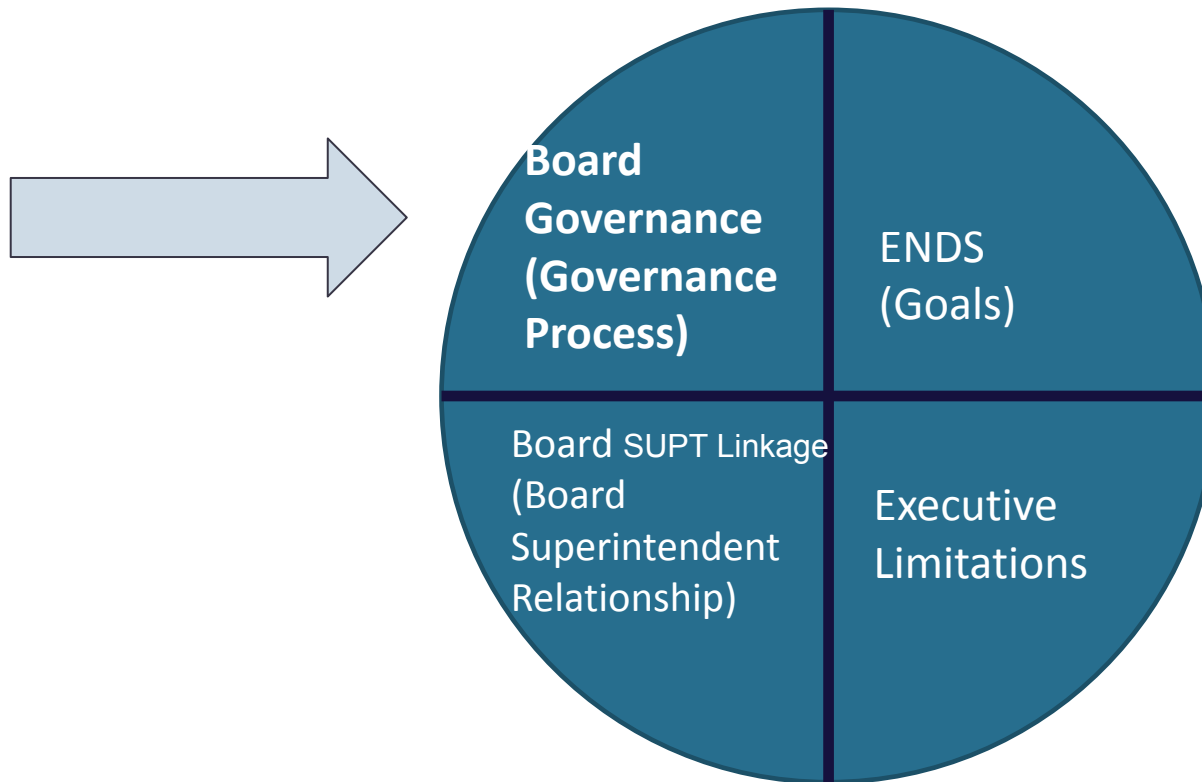
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POLICY GOVERNANCE QUADRANTS



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POLICY GOVERNANCE QUADRANTS



BOARD GOVERNANCE POLICY (Governance Process)

The written policy by which the Board agrees to conduct their business:

- Role of Board Officers
- Role of Board Committees
- Agenda Planning
- Monitoring Schedule
- Community Engagement Schedule



BOARD GOVERNANCE POLICY (Governance Process)

The written policy by which the Board agrees to conduct their business:

- How the Board will operate
- Governing “style”



BOARD GOVERNANCE POLICY (Governance Process)

Board Governance:

- How information is shared
- How agendas are planned
- Board Member Code of Conduct



BOARD GOVERNANCE POLICY (Governance Process)

GP 1.0 Board's Purpose

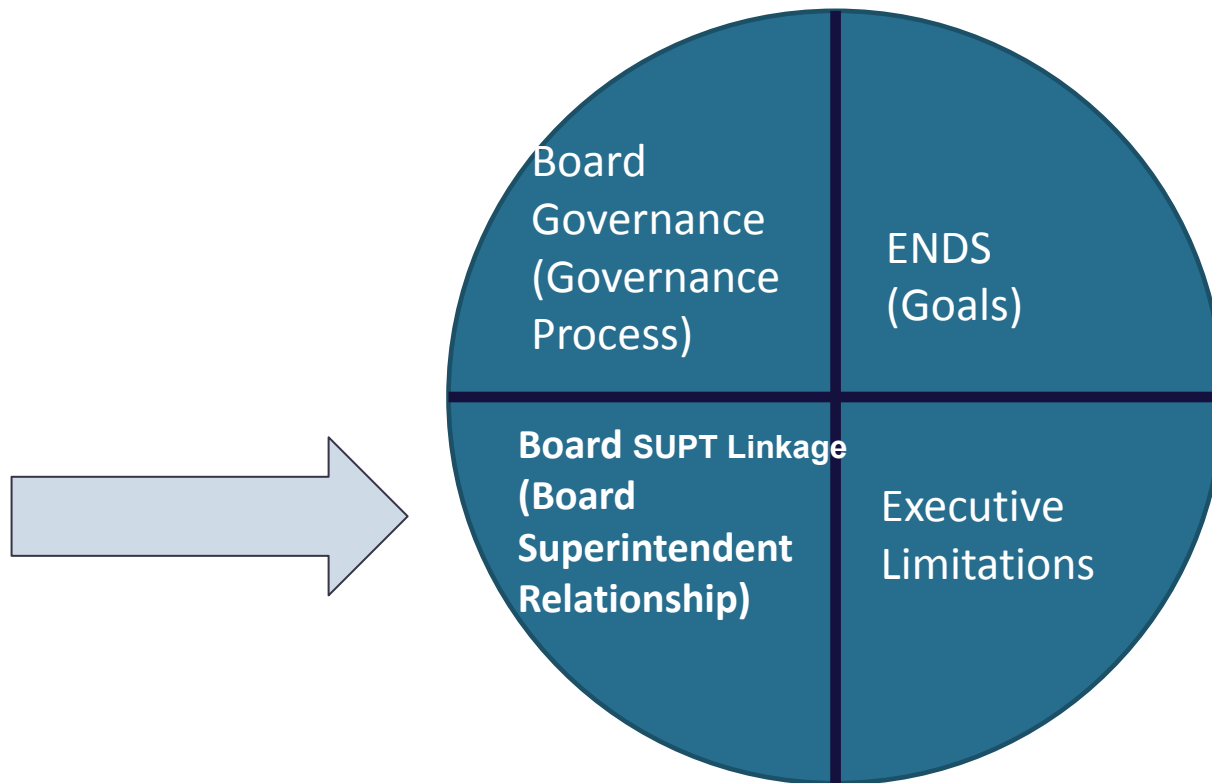
On behalf of the citizens of Douglas County School District, the purpose of the Board of Education is to assure that the District (a) achieves appropriate results for appropriate persons at an appropriate cost, and (b) avoids unacceptable actions and situations.

GP 1.1 The Board's Governing Style

The Board will govern lawfully with an emphasis on (a) outward vision rather than an internal preoccupation, (b) diversity in viewpoints and sufficient understanding of issues, (c) strategic leadership more than administrative detail, (d) clear distinction of Board and chief executive roles, (e) collective rather than individual decisions, (f) future rather than past or present, and (g) pro-activity rather than reactivity



POLICY GOVERNANCE QUADRANTS



Board Staff Linkage (Board Superintendent Relationship)

Policies that clearly define what roles are delegated to the the Superintendent.



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Board Staff Linkage (Board Superintendent Relationship)

The written policy by which the Board clearly states those tasks which are delegated to the Superintendent

- Anything not delegated to the Superintendent remains with the Board
- Only those actions delegated by policy are required to be completed by the Superintendent



Board Staff Linkage (Board Superintendent Relationship)

BSL 1.0

The Board's sole, official connection to the operational organization of the District, its achievement and conduct is through the District's chief executive officer (CEO), titled "Superintendent."

BSL 1.1 Providing Direction and Delegation to the Superintendent The Board will instruct the Superintendent through written policies that prescribe the organizational Ends to be achieved and describe organizational situations and actions to be avoided, allowing the Superintendent to use any reasonable interpretation of these policies. 1.1.1 The Board will develop policies instructing the Superintendent to achieve certain results for certain recipients at a specified cost. These policies will be developed systematically from the broadest, most general level to more defined levels, and will be called Ends policies.



Board Staff Linkage (Board Superintendent Relationship)

Example of Board Delegation:

- Administrative Policy
- School Calendar
- Board Committees



Board Staff Linkage (Board Superintendent Relationship)

Monitoring of the Superintendent falls under the Board Delegation quadrant of Policy Governance.

“Systematic and rigorous monitoring of Superintendent job performance will be solely against the only expected Superintendent job outputs: accomplishment of Board policies on Ends and organizational operation within the boundaries established in Board policies on Executive Limitations.”



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Board Staff Linkage (Board Superintendent Relationship)

Superintendent Performance

- Achievement of the Board's ENDS (Goals)
- Any reasonable interpretation of the Board's Policy or Ends
- Monitoring can be:
 - Superintendent Report
 - External Expert
 - Direct Inspection



Board Staff Linkage (Board Superintendent Relationship)

Organizational Monitoring Reports

- External Report
 - Data to the Board from a third party source that the Board needs to ensure internal operations are in compliance or not
 - Annual Financial Audit
 - CASB Policy Audit
 - Certification by Accreditation Agency



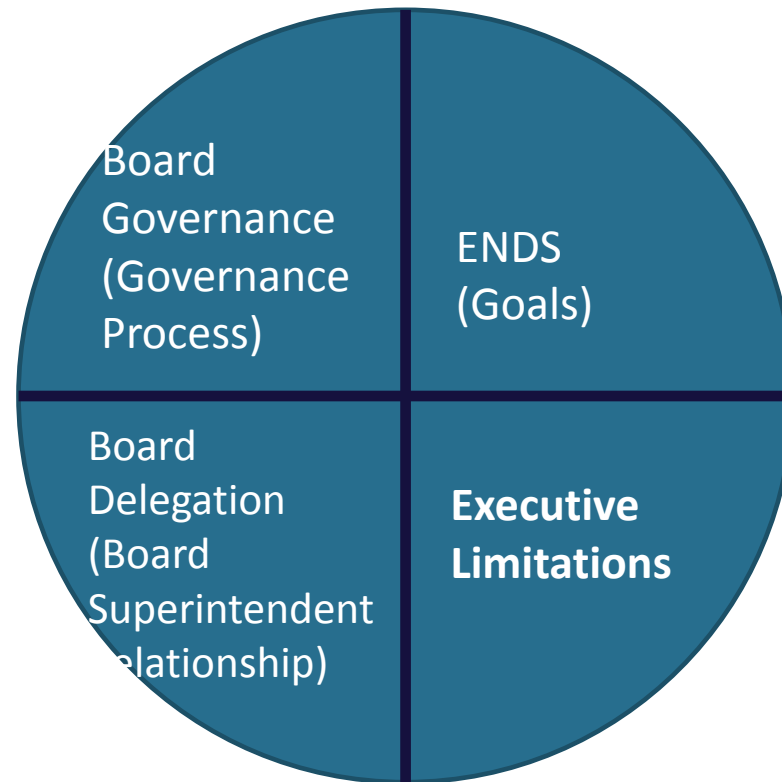
Board Staff Linkage (Board Superintendent Relationship)

Organizational Monitoring Reports

- Direct Inspection Report
 - Board “inspection” to confirm compliance with policy
 - Board wants to see how 8th grade students are using technology
 - Rarely used unless the Board is very disciplined and has fidelity to their work.



POLICY GOVERNANCE QUADRANTS



EXECUTIVE LIMITATION POLICY

All the things the Superintendent will not do, even if it achieved the Board's ENDS:

- Immoral
- Illegal
- Unethical



EXECUTIVE LIMITATION POLICY

PROSCRIPTIVE - *“Doctor tells you to improve your health by eating better and getting exercise”*



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EXECUTIVE LIMITATION POLICY

Prescriptive - *“Doctor assigns you a specific exercise program to train to run a marathon and only eat apples to improve your health”*



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EXECUTIVE LIMITATION

EL 1 Global Executive Constraint

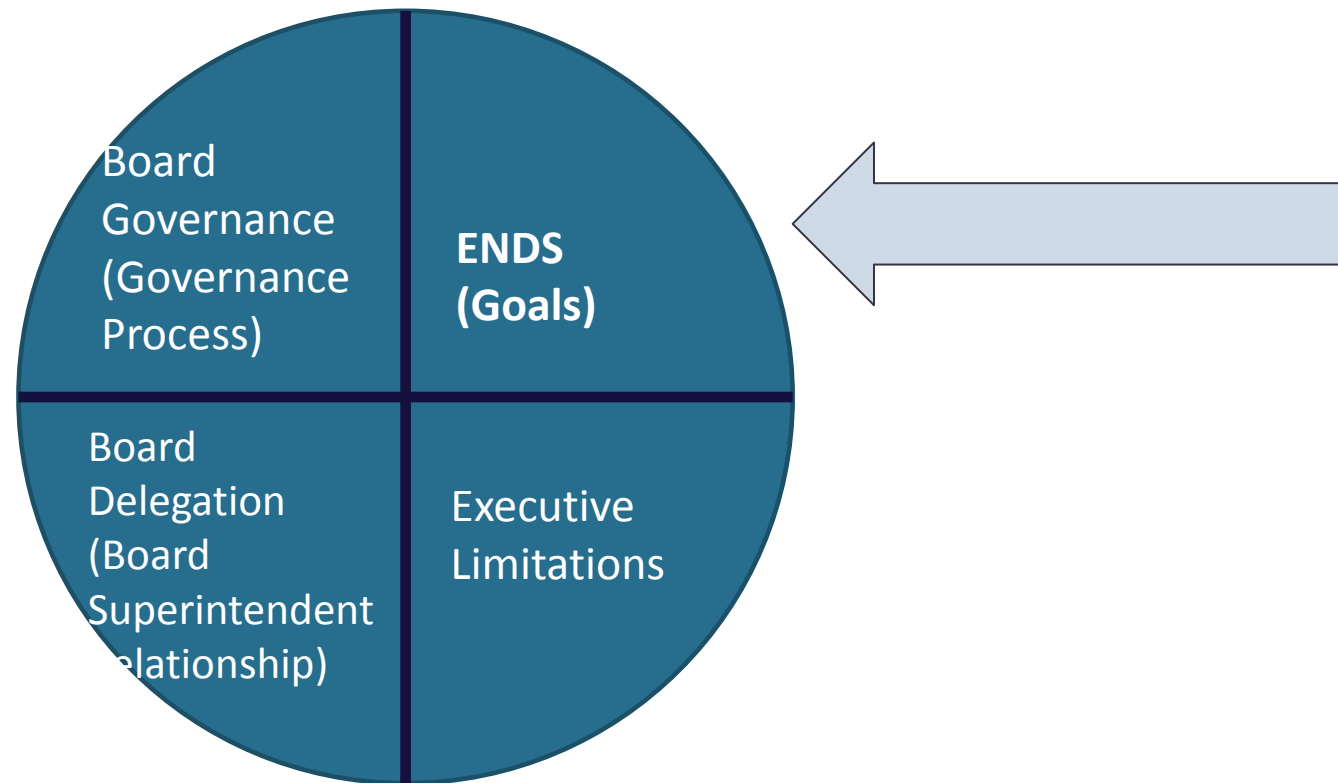
The Superintendent shall promote practices, activities, decisions or organizational circumstances which are lawful, prudent, consistent with commonly accepted business and professional ethics, and in accordance with Board governance policies.

Adopted: August 24, 2021



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POLICY GOVERNANCE QUADRANTS



ENDS POLICY

ENDS or GOALS define the output of the organization

- Which Results (Benefit) for
- What Group of People
- Delivered at What Cost (Money, Time, Resources)?



ENDS POLICY

G 1 End Statements I. Academic Excellence (Approved 3.20.18)

- A. All students have equitable access to a Douglas County public school that promotes growth in their cognitive, physical, social and emotional needs and builds on their strengths.**
- B. Academic expectations are clearly articulated and supported with an appropriate curriculum that includes content, scope and sequence.**
- C. Every student has equitable opportunity to acquire the knowledge and skills that will ensure performance at his/her highest individual potential.**
- D. A diverse set of educational options are provided which enables students to pursue different post-secondary options (e.g. college, career and technology education, independent living, military or direct entrance into the workforce).**
- E. Students graduate with acquired content and cultural knowledge, workforce readiness, interpersonal skills, civic responsibility, global awareness, independent living and an understanding of the essentials for health and wellness**



Wrap Up

Questions and Board Discussion



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