

OHIO'S PLAN TO DEVELOP LOCAL P-16 COUNCILS

Ohio House Bill 153 called for a plan to encourage communities and school districts to create regional P-16 councils. (Below is the language in HB153.) This report offers that plan to the Ohio General Assembly for consideration in its next session.

ORC SECTION 267.50.90.

EDUCATIONAL SHARED SERVICES MODEL/P-16 COUNCILS

The Governor's Director of 21st Century Education shall develop a plan for the integration and consolidation of the publicly supported regional shared services organizations serving Ohio's public and chartered nonpublic schools and develop a plan to encourage communities and school districts to create regional P-16 councils to better organize and share existing community resources to improve student achievement. The Director shall include recommendations for implementation of the plans beginning July 1, 2012.

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In preparing the P-16 plan, the Director shall develop a set of model criteria that encourages and permits communities and school districts to create local P-16 councils. Members of the councils shall include, but not be limited to, local community leaders in primary and secondary education, higher education, early childhood education, and representatives of business, nonprofit, and social service agencies.

In preparing the recommendations for the P-16 plan, the Director shall include an examination of existing P-16 councils in Ohio and identify for inclusion in the model criteria their success in setting short and long-term student achievement and growth targets in their communities, leading cross-sector strategies to improve student-level outcomes, effectively using data to inform decisions around funding, providing intervention strategies for students, and achieving greater systems alignment.

This report, in consultation with existing P-16 Councils, makes the following recommendations to advance and enhance the P-16 approach in Ohio as a key strategy to better coordinate the use of existing resources to support students in reaching higher achievement:

- 1. Legislative Recommendation:** *Create a state-level P-16 council that models the criteria for local councils and engages communities to encourage creation and expansion.*
- 2. Legislative Recommendation:** *Adopt the Model Criteria for the creation and expansion of Local P-16s.*
- 3. Policy Recommendation:** *Set a date for completion and deployment of a statewide longitudinal data system.*
- 4. Action Recommendation:** *Encourage the use of the state Local Government Innovation Fund as a grant program to encourage enhancement and expansion of Local P-16 Councils.*

BACKGROUND ON THE P-16 MOVEMENT

What is P-16?

The term “P-16” refers to an integrated system of education that stretches from early childhood (“P” for preschool) through completion of a college degree or advanced vocational-technical education after high school (“grade 16.” Some refer to P-20 with “20” including graduate training.) The P-16 approach to education is usually implemented via local councils composed of educators and other stakeholders representing business, community, and civic perspectives. These councils collaboratively plan for whole-systems reform that pay special attention to key transition points between various levels of education, including those from preschool to primary school, primary to high school, high school to college, and college to degrees and careers.

The councils target specific “leaks” in the overall education pipeline and address critical gaps and needs in the P-16 continuum. Councils rely on educational and economic data to determine gaps in the education pipeline, pinpoint priorities for education reform, develop consensus among diverse leaders, and monitor progress towards identified goals.

Ohio’s History of P-16

In Ohio, the first P-16 council was created in Stark County in 2002 as a result of a new strategic plan of the Stark Education Partnership, created more than a decade earlier. Four years later, KnowledgeWorks Foundation supported the creation of five P-16 councils as pilots to show how more of these collaboratives could support regional education improvement. The five sites were: Summit County (Akron Area), Clark County (Springfield area), Highland County (Hillsboro area), the Greater Cincinnati area (including the Kentucky side of the Ohio River), and Ashtabula County (Northeastern Ohio).

On the state level, Ohio’s Partnership for Continued Learning (OPCL) was established through legislation that took effect in 2005.ⁱ The state partnership under then-Gov. Bob Taft was directed to do three things: Support regional efforts to foster collaboration among providers of preschool through postsecondary education, identify the workforce needs of private sector employers and make recommendations to facilitate collaboration among education providers, and to maintain a high-quality workforce.

At the time, the OPCL worked with 22 communities to develop P-16 approaches. Among 12 goals legislators laid out for the partnership were “expansion of access to preschool and other education for children under five years of age; expansion of access to workforce development programs administered by school districts, institutions of higher education, and other providers of career-technical education; reduction of remediation needs for postsecondary students; and appropriate means of measuring the impact of statewide efforts to promote collaboration among education providers and to develop a high-quality workforce and strategies for collecting and sharing data relevant to this evaluation.”ⁱⁱ

In 2007, KnowledgeWorks commissioned a report, *Launching Comprehensive Education Reform for the New Century Workforce: Developing Knowledge, Lessons Learned, and Policy Recommendations from Five Local P-16 Councils in Ohio*,ⁱⁱⁱ which goes into significant detail about the development of five P-16 networks throughout Ohio.

The report also captures lessons learned that can inform the expansion or re-activation of councils, including the following:

Lessons Learned from Five P-16 Councils in Ohio / 2007

- **P-16 councils were created (or enhanced) to serve as the convening and planning structure for top-level local leaders in the community.** Together these stakeholders participated in strategic planning efforts that solidified local efforts for future collaboration related to P-16 reform.
- **P-16 councils developed and expanded more efficiently when certain conditions were in place prior to their launching.** These include factors such as histories of organizational partnerships and successful collaboration, shared commitments to education reform, key leadership qualities, and the overall value of P-16 in relationship to current priorities. These *readiness indicators* were instrumental in explaining why and how P-16 councils developed at different rates.
- **Initial planning efforts were fostered through the use of several key practices and processes.** Key aspects were the use of intermediary organizations and leaders, data-based planning and decision-making processes, the recruitment of other local leaders based on identified priorities, strategic local investments and commitments, the establishment of consensus and vision, and strategic communications and marketing processes. These practices and processes, called *drivers* in this report, moved the P-16 efforts forward within each of the sites.
- **A local council's ability to move to the next level hinged on several key factors.** The factors that helped councils progress (i.e., from an initial launching phase to an advanced operational phase) included organizational capacities, collaborative leadership structures, well-articulated implementation frameworks, “branding” (giving an identity to the council), and the internalization of P-16 priorities among members and their organizations. These *levers* varied across the five sites, thus signifying differences in adoption and potential for sustainability within the P-16 work.
- **Local collaborative leadership matters in these P-16 councils, and many of the differences among the sites can be traced to leadership differences.** A practical leadership checklist was developed from the data. This checklist draws on the three categories of facilitators discussed above – readiness indicators, drivers, and levers – and instructs other leaders and policy makers on what to prioritize and do as P-16 efforts are undertaken.
- **Supportive local, county, regional, state, and federal policy is needed for P-16.** Several policy priorities were identified by the grassroots leaders involved in this analysis. These priorities include the creation of a statewide P-16 vision, the need for technical assistance and consultation, data needs and priorities and funding.

From *Launching Comprehensive Education Reform for the New Century Workforce: Developing Knowledge, Lessons Learned, and Policy Recommendations from Five Local P-16 Councils in Ohio*.

The key lessons learned from these five Ohio regional councils examined in KnowledgeWorks' *Launching Comprehensive Education Reform* can serve as a knowledge base for leaders and coaches of local P-16 councils during their start-up or launching phase. Indeed, some common learning emerged that can and should inform Ohio's development of model criteria for creating regional P-16 councils that are equipped to effectively organize and share existing community resources to improve student achievement.^{iv}

More recently, academic researchers have cited the term “collective impact” in describing the benefits of community responses to community problems. Mark Kramer and John Kania in Stanford Social Innovation Review cited the Strive Partnership as an example of the effectiveness of collective impact in a community. “Large-scale social change requires broad cross-sector coordination, yet the social sector remains focused on the isolated intervention of individual organizations,” the authors observe. “Substantially greater progress could be made in alleviating many of our most serious and complex social problems if nonprofits, governments, businesses, and the public were brought together around a common agenda to create collective impact.”^v

P-16 Today in Ohio

In 2009, the OPCL was disbanded under the administration of former Governor Ted Strickland, whose education policy did not place an emphasis on the P-16 approach in Ohio, continuing support for existing P-16 councils, or creation of new councils.

Disbanding the OPCL did have an adverse effect on the P-16 movement. Only about half of Ohio’s superintendents reported in a fall 2010 survey that they were participating in a P-16 council in their region; of those, three-fourths said they thought it had improved education quality in their area.^{vi} Among those who did not have a P-16 council in their region, about two-thirds said they thought it would improve education quality.

Today, state agencies are not keeping track of P-16s, which typically operate as voluntary groups without direct state funding. Despite some de-funded P-16 councils ending their partnerships, there are still several that remain active to varying degrees:

Fayette County P-16

Geauga County P-16

Lake County P-16

Learn for Life / Columbus

Learn to Earn / Dayton

Lima / Allen County

One Voice: Eastern Ohio P-16 Partnership for Education / Mahoning, Trumbull,

Ashtabula and Columbiana counties

REACHhigher / Lorain County

Slavic Village P-16 / Cleveland

SPARC / North Central Ohio

Stark Education Partnership / Stark County

Strive Partnership / Cincinnati and Northern Kentucky

Summit Education Initiative P-16 Alliance / Summit County

Ohio can still usher a statewide network into reality by tapping into the expertise of existing P-16 councils. Some of them, like the Stark Education Partnership in Stark County and the Strive Partnership in Greater Cincinnati and Northern Kentucky, have developed an array of resources and tools and have national stature as leaders in this field. They are ready to lead an expansion across the state. See Appendix A for more information on these two councils.

P-16 Drives Student Improvement

The Stark Education Partnership is finding student success countywide from initiatives it has started or shepherded, further evidence that the P-16 approach has translated into actions that have led to improved outcomes for students.^{vii}

- Stark County outpaced averages for Ohio and the nation in the growth in the percentage of adults age 25 and older who attained an associate's or bachelor's degree. Canton increased 2% in associate's degrees and 2.5% in bachelor's degrees from 2008 to 2010, compared to an average decrease of 0.4% in associate's degree holders across Ohio and a 0.5% increase in bachelor's degrees.
- Seventeen of 18 Stark County high schools outperformed the state graduation rate, and all high schools had higher graduation rates than the national average. That included two Canton inner-city high schools, McKinley and Timken, which saw a 25% and 47% increase in high school graduation rates from 2003 to 2010, respectively.
- Stark's initiative to support preschool children, Supporting Partnerships to Assure Ready Kids (SPARK Ohio) has seen higher scores on kindergarten readiness tests for students who participated (20.3 on the KRA-L readiness test) than those who did not (18.7).
- Stark has emphasized college-degree attainment through initiatives such as the Canton Early College High School and the High School Based Dual Credit program. All Canton ECHS graduates, who attend high school on a campus connected to Stark State College, attained some college credit, and a higher percentage of students graduated from Canton ECHS high school with an Associate's Degree or two years of college credits (53%) than across the state (33%) and the nation (10%).
- Overall in Stark County, the number of students who earned college credits while in high school increased from 65 in 2007 to 2,762 in 2011. Stark helped educators intensify efforts to prepare students for college by having all eighth graders take the EXPLORE test (a pre-ACT college entrance exam), which is used by educators to adjust instruction. In 2009, Stark students had higher scores on the ACT (21.5 composite for females, 21.8 for males) than the national average (20.9 and 21.2 respectively.)

In Cincinnati and Northern Kentucky, the Strive Partnership is also finding success on its measures of student performance. As reported in its 2011 report card:^{viii}

- Through its Cradle to Career education partnership, key education leaders and funders are now aligned to, setting targets around, and tracking progress toward key student success indicators for students in the urban core of Cincinnati and Northern Kentucky communities of Covington and Newport: kindergarten readiness, fourth-grade reading, eighth-grade math, high school graduation, ACT scores, and postsecondary enrollment, retention and completion rates.
- Of the 34 measures of student achievement on which the Partnership is focused, 81 percent are trending in the right direction versus 74 percent last year and 68 percent two years ago.

- Through the leadership of the United Way of Greater Cincinnati, a member of The Strive Partnership, and Success By 6®, Cincinnati's kindergarten readiness rate has improved 9 percentage points to 53 percent of students prepared since 2005.
- Cincinnati Public Schools (CPS) achieved a state rating of "Effective," which they maintained for the second year in a row. They are currently the only urban district in Ohio to hold that rating.
- Both the University of Cincinnati and Northern Kentucky University have seen retention rates improve since 2005, and all four local public colleges and universities have seen improvements to postsecondary completion rates and credentials awarded.
- Leveraging a successful local strategy to improve outcomes for students in a handful of elementary schools, the Strive Partnership worked with others to provide a new professional development initiative called the Ascend Performance Institute. Its two-year leadership program focuses on improving school-level performance through intensive leadership development, performance improvement plans, and ongoing coaching. Ascend's first cohort of 31 schools includes 21 Strive Partnership schools
- A unique funders' collaborative called The Social Innovation Fund, representing the Strive Partnership, United Way of Greater Cincinnati, and fourteen other local funders, is leveraging \$6 million, including a \$2 million federal grant, to support evidenced-based initiatives from cradle to career.
- Strive's "Learning Partner Dashboard," combining student-level academic data with student-level service provider data (i.e. mentoring, after-school programs, tutoring, etc.) at CPS, is targeted to fundamentally improve supporting students with the specific resources they need. Efforts are underway to connect the Dashboard with early learning and development data. See Appendix Two.

MODEL CRITERIA FOR EXPANSION OF P-16 COUNCILS

These Strive and Stark County examples demonstrate how good data that is aligned from pre-school to college can be fundamental to improving academics. Ultimately, longitudinal data can steer a needed shift away from today's siloed approach to education to a more comprehensive cradle to career approach that recognizes the inter-relationship between postsecondary attainment and early learning.

The Role of Longitudinal Data

The State of Ohio's development of a statewide longitudinal data system, combined with the Kasich Administration's focus on the potential regionalization of district governance to promote shared services, also presents an historic opportunity to engender statewide a P-16 approach to education.

Similar to Strive's regionalized "Learning Partners Dashboard," other councils throughout Ohio could utilize state data to develop local applications that connect school-based data (i.e. academic, attendance, behavioral) with program-based data from service providers (i.e. mentoring, tutoring, after school programs). Regional councils could then work to develop professional development tools that train and empower school leaders and teachers to use real-time data towards improving student achievement.

Ohio's restructuring of school districts into regional P-16 councils with a longitudinal data system as its backbone would facilitate systems-wide expansion of strategies that have had a measurable impact on improving student achievement. The councils would guide investment in evidenced-based initiatives and programs that improve student-level outcomes along the cradle to career education pipeline. The educational alignment would facilitate more effective use of civic/philanthropic resources, which could include capacity building for service providers to help students overcome barriers to learning that occur outside the classroom and ensure funding is directed to community-level goals for student achievement.

Regional Councils

The P-16 delivery vehicle is regional councils that focus on facilitating successful transitions from elementary to middle to high school to postsecondary education or training, while encouraging long-term career skills and goals. These councils are typically composed of community, business, nonprofit and service organizations, public school districts and higher education institutions.

These councils ideally would include department directors responsible for the state's early learning and development systems, K-12 education delivery systems, colleges and universities, and workforce training programs. They would set achievement targets from kindergarten preparedness rates to postsecondary completion rates, establish common assessments for tracking outcomes and lead cross-governmental strategies to achieve education goals. Each council would also be tasked with using data, including data derived from Ohio's emergent longitudinal data system, to inform decisions around funding, intervention strategies and where to achieve greater systems alignment along the education pipeline.

Model Criteria for the Creation and Enhancement of Regional P-16 Councils

The lessons from P-16 creation over the past decade in Ohio and lessons from elsewhere can inform the work going forward. The Strive Partnership drew from those lessons to develop a framework for building a regional civic infrastructure that could serve as a model framework for new sites. In fact, the framework and other materials were launched in 2009 in four other cities across the country and are showing promise there. (That work and national expansion of the Strive approach is being guided by a separate subsidiary, Strive, created in 2011 with a national focus, while the Cincinnati-based collaborative is known as the Strive Partnership.)

The civic infrastructure will help communities realize concrete outcomes, including improved student outcomes, increased efficiency and effectiveness by promoting collaborative action and driving resources to what gets results, and a new community commitment to work together to transform education for children.

The framework for building such a civic infrastructure is outlined according to four pillars in the following graphic:



Pillar 1: Shared Community Vision – A broad set of community partners commit to implementing a cradle to career vision for education, similar to the Roadmap for Student Success.

- Engaged Leadership – A broad cross sector partnership is established around the common vision with executive leadership across the educational pipeline, including preK-12, higher education, community/non-profit, business, and philanthropic leaders

- Partnership Accountability Structure – A lead entity is identified and partnership agreements established to ensure partners continue to work individually and collectively to break down educational silos, repair cracks in the existing foundation, and remove barriers to student success across the cradle-to-career pipeline.
- Communications and Community Engagement – A clear message to manage expectations and concrete means identified for the community to get engaged to shape and own the vision.

Pillar 2: Evidence-Based Decision Making – A concrete set of measurable student outcomes are established for the community and reported on a regular basis. This data is utilized to select key strategies and relevant, existing resources in the community are then identified.

- Community Level Outcomes – Student outcomes are selected from across the cradle to career continuum that the community believes would accurately represent desired improvements.
- Identify focus areas – Based on the baseline data, three to five critical focus areas are identified to address major issues.
- Scan Existing Resources – Existing community resources related to the priority strategy are identified and engaged to develop collaborative, data-driven action plans

Pillar 3: Collaborative Action – Existing programs, services and systems related to each priority strategy are leveraged to implement and continuously improve data-driven action related to each priority strategy.

- Create Networks Around Priority Strategies – Leaders of the programs, systems, and initiatives related to the priority strategies are invited to work together to develop collaborative action plans.
- Continuous Improvement Action Plans – A process for developing action plans is identified, training to build capacity provided, and a timeline for completion established.
- Establish Data Management System – A system for gathering and reporting data on an on-going basis is implemented to have the data needed to do continuous improvement.

Pillar 4: Investment and Sustainability – Existing and new resources are invested in a targeted way to sustain the work of the partnership and the collaborative actions developed to improve student outcomes.

- Funders Support Action Plans – Funders that signal their peers are engaged to support emerging collaborative action plans.
- Partnership Sustainability Plan – A plan is in place to ensure the key roles needed to implement the civic infrastructure are sustained for at least three years.
- Sustained Community Engagement – A set of actions are in motion to ensure leaders at all levels are continuously engaged in the vision and selected actions.

Based on its work in Ohio and nationally, Strive has found that establishing civic infrastructure using this framework results in student outcomes consistently trending in the right direction over the long-term.

Drawing from that framework, Strive created a set of guideposts for developing the civic infrastructure that undergirds the development of an active and effective Cradle to Career Community. The “Milestones for Designation as a Strive Cradle to Career Community” can be seen as a foundation for the development of a P-16 – those criteria that must be in place to ensure a P-16 can be effective in improving student outcomes and sustained over time.

Those milestones, which extend from the framework pillars, are shown in the following graphic:

Milestones for Designation as a Strive Cradle to Career Community

 <p>Shared Community Vision</p>	<ul style="list-style-type: none"> •A trusted, third-party anchors the partnership table with at least five key sectors actively engaged •A common cradle to career vision for education is embraced
 <p>Evidence Based Decision Making</p>	<ul style="list-style-type: none"> • Indicators are identified across the cradle to career pipeline • Baseline data has been collected • Focus areas are identified based on data
 <p>Collaborative Action</p>	<ul style="list-style-type: none"> •Priority strategies within each focus area are identified and action teams are created •A common process for doing continuous improvement across networks has been identified and embraced •Planning has started for comprehensive data system
 <p>Investment & Sustainability</p>	<ul style="list-style-type: none"> •Plan in place to sustain core partnership operations for at least three years •A group of key funders are engaged to support emerging collaborative actions

Thus, the milestones above can constitute the model criteria for P-16 that the state sets out for the creation of local P-16 councils operating in the state (for the purpose of state support for achieving goals of P-16 expansion.)

The following table reworks the Strive “Milestones” into a “Model Criteria for Local P-16 Councils”:

Model Criteria for Local P-16 Councils in Ohio

Pillars	Criteria
Local P-16 Councils must establish a Shared Community Vision	<ol style="list-style-type: none"> 1. A trusted third-party anchors the partnership table with at least five key sectors engaged 2. A common P-16 vision for education is embraced.
Local P-16 Councils must use Evidence-Based Decision-Making	<ol style="list-style-type: none"> 1. Indicators are identified across the P-16 pipeline. 2. Baseline data has been collected. 3. Focus areas are identified based on data.
Local P-16 Councils take Collaborative Action	<ol style="list-style-type: none"> 1. Priority strategies within each focus area are identified and action teams are created. 2. A common process for doing continuous improvement across networks has been identified and embraced. 3. Planning has started for a comprehensive data system.
Local P-16 Councils have a plan for Investment & Sustainability	<ol style="list-style-type: none"> 1. Plan is in place to sustain core partnership operations for at least three years. 2. A group of key funders are engaged to support emerging collaborative actions.

In order to ensure communities put into place key elements for success and identify existing assets upon which to build, Strive has developed a “Site Readiness Assessment” that it utilizes as it expands its model nationally. Communities participate in a self-assessment of the community’s assets across the Cradle to Career civic infrastructure, which is used to determine where the community is in building its partnership and map out where it needs to go. This assessment was applied to nine of Ohio’s existing P-16 Councils (with the summary outlined below) and can be used as a starting point for communities moving toward creating a P-16.

The site assessments help communities understand where they may need to focus energy and resources to create an effective and sustainable Local P-16 council. These sites may need technical assistance from a third-party in the following areas:

- Third-party coaching to provide strategic assistance in applying the model criteria to the community context.
- Consulting to build and apply data and continuous improvement systems and tools.
- Facilitation to convene stakeholder and community meetings.

EXAMINATION OF EXISTING P-16 COUNCILS IN OHIO

House Bill 153 calls for “*an examination of existing P-16 councils in Ohio*” and that the examination “*identify for inclusion in the model criteria their success in setting short and long-term student achievement and growth targets in their communities, leading cross-sector strategies to improve student-level outcomes, effectively using data to inform decisions around funding, providing intervention strategies for students, and achieving greater systems alignment.*”

A group of existing P-16 Councils in Ohio, including the largest in the state, gathered in November 2011 and supported the Model Criteria developed by Strive and the Site Readiness Assessment, a self-assessment that compares the state of an existing P-16 with the Model Criteria (as discussed earlier in the report.)

Nine existing P-16s completed the assessment, which was summarized and scored on a statewide basis. (Not all P-16s were able to complete the self-assessment by report deadline.) A table showing the results of the statewide summary is below.

The nine P-16s that completed the assessment included the following:

- Lake County P-16
- Learn for Life (Columbus)
- Learn to Earn (Dayton)
- One Voice: Eastern Ohio P-16 (Ashtabula, Columbiana, Mahoning and Trumbull counties)
- REACHhigher (Lorain County)
- SPARC Council (Ashland, Crawford, and Richland counties)
- Stark Education Partnership (Stark County)
- Strive Partnership (Cincinnati and Northern Kentucky)
- Summit Education Initiative (Summit County)

The Strive Site Readiness Assessment is a tool used by the Strive initiative to help communities assess whether they have in place the pieces of creating and sustaining a robust P-16 initiative in their communities. The assessment, completed on-line, includes a three-point scale: 1 (coded green) indicates that the council has the core attributes already in place or committed; 2 (coded yellow) indicates that the core attributes are in process or under consideration; and 3 (coded red) indicates that work on that core attribute has not yet begun or the status is not clear. The table on the following page shows the summary results of the statewide assessment of existing councils.



SITE READINESS ASSESSMENT

FRAMEWORK FOR BUILDING A CRADLE TO CAREER CIVIC INFRASTRUCTURE CONDITIONS FOR ENGAGEMENT

Ohio State-wide results

12/9/11

Foundational Pillars	Core Attributes		
Shared Community Vision		Rounded #	Real Score
Engaged Leadership	The Partnership table is established with five or more key sectors (i.e. early childhood, K-12, Higher education, philanthropic, civic, business) represented and executive leadership engaged.	1	1.00
	Partners agree on and have documented a cradle to career vision (spanning the birth to college to career continuum).	1	1.44
	Partners agree on and determined the geographic scope of the partnership (i.e. counties, region, neighborhood).	1	1.00
Accountability Structure	An organization/institution has been identified to leverage and commit resources (i.e. staff, space, financial, etc.) to develop the cradle to career civic infrastructure (i.e. set of institutions).	1	1.22
	A partnership agreement is in place outlining the role of all partners in how they collectively and individually contribute to improving student outcomes.	2	1.67
Staffing	The following critical roles have been filled to shepherd the work: Director (lead convener/dot connector), Data Manager (data gatherer/analyst), and Continuous Improvement Facilitator (working with providers around priority strategies to create action plans).	1	1.44
Communications and Community Engagement	A clear message has been crafted to communicate the role of the partnership table.	2	1.67
	A process is in place to consistently gather the voice of the broader community.	2	2.00
Evidence Based Decision Making			
Community Level Outcomes	Community level outcomes have been defined and data sources for those outcomes have been identified/agreed upon.	2	1.78
	A community report card with baseline data has been published on agreed upon outcomes across the cradle to career continuum.	2	1.89
	A process is in place to report this data annually and set targets for improvement over time.	2	1.89
Select Priority Strategies	At least three priority strategies (e.g. early childhood, tutoring, teacher preparation, college access as opposed to programs or projects) for improving student outcomes have been identified based on the baseline and/or trend data reported in the report card.	1	1.44
Use of Existing Community Resources	Existing community resources, providers and assets related to priority strategies have been identified and engaged in order to have greater impact by working together.	2	1.56
Collaborative Action			
Create Network(s) based on Priorities	Networks of relevant providers and other partners have been formed around each priority strategy.	2	1.89
	Agreements are in place, which outline how networks are formed and roles and responsibilities of all those engaged in networks to develop collaborative action plans.	2	2.44
	Key executive level leaders from the partnership, as well as key funders, have engaged with the networks to help support their work to develop collaborative action plans.	2	2.11
Continuous Improvement Action Plans	A common process for doing continuous improvement (e.g. Six Sigma, Results-based Accountability) across networks has been identified and embraced.	2	2.44
	Key partners have been oriented or trained in the methodology.	2	2.33
	This continuous improvement process is being implemented within each network.	2	2.22
Establish Data Management System	A plan exists to use a comprehensive data management system that incorporates data across educational systems (early childhood, K-12, postsecondary) and integrates community support services (i.e. tutoring, mentoring, health, after school).	2	2.22
	Data sharing agreements are put in place as part of the structure and governance of this data management system.	2	2.44
Investment & Sustainability			
Funder Engagement	Public and private funders have been engaged at various levels to support priority strategies either independently or collectively.	1	1.25
Partnership Sustainability Plan	A plan has been established and agreed upon for sustaining the partnership table and staffing infrastructure.	2	1.88
Sustained Community Engagement	A plan is in place for how to effectively engage the voice of the community in the partnership over time.	2	2.00

Already in place/Committed
 In process/Under consideration
 Work not yet begun/Not sure

Results of the examination of existing P-16 Councils in Ohio

The nine existing P-16 Councils that completed the assessment fared best in the Foundational Pillars of Shared Community Vision, Evidence-Based Decision Making and Investment & Sustainability, and they faced more challenges in the Pillar of Collaborative Action.

The overall average for Shared Community Vision was 1.43 (with 1 indicating the attributes are in place or committed and a 2 indicating they are in process or under consideration.) Overall, that category would be green.

The overall average for Evidence-Based Decision Making and Investment & Sustainability was slightly higher, 1.71, which would put the category at yellow. Collaborative Action was the only Pillar that was over 2, at an average of 2.26, which is also yellow.

Below is a discussion of the results by the four Foundational Pillars of the Model Criteria.

Pillar 1 – Shared Community Vision

Overall, communities responding to the Strive Site Readiness Assessment report that strong foundations are in place for a shared community vision around student success. Many partnership communities have an organization in place to build Cradle to Career Civic infrastructure.

Strengths:

- Partnerships across the state have agreed on defined geographic areas
- Communities have had success in building cross-sector partnerships to support their work
- Organizations have been identified within most communities to build P-16 councils/Cradle to Career Civic Infrastructure

Opportunities:

- Communities could use support in the development of communication and community engagement strategies to support the work of P-16 councils/Cradle to Career partnerships

Pillar 2 – Evidence Based Decision Making

There are strong opportunities across the state to support the development of community level outcomes and data reporting processes that focus partnerships around student achievement

- Partnerships in Ohio strongly report that resources and providers have been identified within their community and engaged to support student achievement
- Focused, priority strategies have been identified in most of the partnerships across the state

Opportunities:

- Development of Community Report Cards and processes for setting annual improvement goals would help to build community ownership of student outcomes

Pillar 3 – Collaborative Action

Continuous improvement is a strong opportunity for partnerships across the state. Most communities do not have a defined continuous improvement process or comprehensive data management system in place. Additionally, in many communities, collaborative groups have not been formed around priority strategies.

Opportunities:

- Partnerships across the state could use support in establishing and utilizing continuous improvement processes
- Support for the development of data management systems and data sharing agreements could drive improvement in partnership performance
- The creation of collaborative networks focused around priority strategies could help move the needle on priority outcomes

Pillar 4 – Investment & Sustainability

Communities responding to the Site Readiness Assessment report a strong foundation of funder support for priority strategies in their communities. Opportunities exist to support the capacity and infrastructure of partnerships and the work of sustained community engagement.

Strengths:

- Public and private funders across the state are engaged around priority strategies

Opportunities:

- Investments in the infrastructure, leadership and capacity for building Cradle to Career Civic Infrastructure/P-16 councils is critical for the long term success of this work
- Sustained community engagement is a challenge for partnerships across the state

While the self-assessments vary by individual P-16 Council, the collective assessment of the nine major councils indicate substantial progress in building sustainable and effective organizations focused on data-based decisions supporting the achievement of children in their regions.

However, all of the councils have opportunities to improve, especially in building the infrastructure to take collective action on their strategies.

RECOMMENDED PLAN TO EXPAND AND ENHANCE P-16 COUNCILS ACROSS OHIO

Ohio has an opportunity to build on robust examples of local P-16 Councils to create a network of local and regional community collaboratives that, using data and a collective vision, will be able to better use state and local resources to address education pipeline issues that are holding children back from achieving success from birth to career.

This report recommends that the Ohio General Assembly adopt legislation and other action be taken that will accomplish the following to create this statewide network of Local P-16 Councils.

- 1. Legislative Recommendation: *Create a state-level P-16 council that models the criteria for local councils and engages communities to encourage creation and expansion.***

The State of Ohio can play a critical role in creating a supportive policy environment that nurtures the development of thriving regional P-16 councils. Indeed, among the key findings KnowledgeWorks took away from the five regional councils profiled in its *Launching Comprehensive Education Reform* report were the complexities involved in planning efforts. There was clear consensus among the regions for state leadership to build a public agenda in support of P-16. That agenda would include a full articulation of a P-16 vision for Ohio, one that establishes a focused agenda prioritizing local efforts across the educational pipeline particularly in relation to key transition points. Developing this clear vision and goals for P-16 will assist local/regional councils in solidifying commitments and next steps. Ohio doesn't necessarily need to re-invent the wheel here. As cited earlier, the OPCL articulated a statewide vision that could inform a renewed vision. While P-16 requires important new competencies and organizational capacities, Ohio benefits from a substantial knowledge pool, and can and should tap the institutional knowledge of regional leadership as it seeks to build the next generation of local P-16 councils. State leadership should consult regional P-16 leadership, past and present, to inform the kinds of training, technical assistance, and capacity-building provided to the next generation of leaders during their start-up or launching phase. The state and a statewide P-16 network could also identify barriers to P-16 development and areas for further consideration and study.

The state should collaborate with existing P-16s, relevant state agencies, and legislative leaders to create a state-level P-16 council that mirrors the work on the regional level and supports the advancement and operations of a network of local P-16 Councils.

- 2. Legislative Recommendation: *Adopt Model Criteria for the creation and expansion of Local P-16s***

This report sets out model criteria for Local P-16 Councils, derived from research and best practices, that would ensure active, effective and sustainable P-16 councils across the state. The Ohio General Assembly should adopt this set of criteria as the means for encouraging expansion of councils across the state, for enhancing the work of existing councils, and for grant and funding purposes as the state considers its role in advancing this regional education reform strategy.

3. Policy Recommendation: *Set a date for completion and deployment of a statewide longitudinal data system*

Because most individual P-16 councils do not have the capacity or knowledge to serve as third-party data gatherers, analyzers, and interpreters, state systems are needed for this important work. A linked data system allowing for the seamless collection of data relevant to the P-16 pipeline would be instrumental in supporting local efforts. This is where Ohio's emergent longitudinal data system could play a critical role.

In its report released earlier this year that provided a road map for how regions can better align themselves to coordinate sharing of services and execute a whole systems, P-16 approach to education, KnowledgeWorks emphasized how a statewide longitudinal data system could be deployed in a manner that "reinvents the state approach to education" in order to:

... create a system that supports alignment along a cradle-to-career pipeline and provides incentives for cross-sector collaboration and public-private partnerships that saves dollars and provides the resources ... to help improve achievement on the local level. Included among those data services could be the creation of Learning Partner Dashboards, a data analysis tool that connects school-based data (for example, information on academics, attendance and behavior) with program-based data from service providers (such as mentoring, tutoring and after-school programs.) With such a system in place, districts will be able to work with providers more effectively and efficiently, students will get exactly what they need to succeed academically, and funders and policymakers can better determine which programs are helping students do better and which ones are not.^{ix}

The Governor, working with the legislature and relevant state agencies, will set a date for the completion of the longitudinal data system and support these agencies in ensuring the work is done on time and developed in such a way that a statewide network of P-16 councils would be equipped to deploy this data towards improving local school performance. The state will consider dedicating a portion of its over \$5 million in federal stimulus funds specific to developing the longitudinal data system to support planning and implementation grants for regional councils to create the data foundations needed to launch a successful regional P-16 partnership.^x

Alternatively, the state will examine, encourage and support additional sources of longitudinal data, such as the National Student Clearinghouse Student Tracker System, which integrates K-12 and higher education data for most colleges and universities in the country.

4. Action Recommendation: *Encourage the use of the state Local Government Innovation Fund as a grant program to encourage enhancement and expansion of Local P-16 Councils.*

In order to incentivize and support communities in creating Local P-16 Councils and incentivize existing P-16 Councils to advance the model criteria in their initiatives, the state will consider P-16s as an innovation supported by the Local Government Innovation Fund. Those grants can

provide funds for staff, consultants, materials and technical assistance to set communities in the direction of meeting the model criteria.

The funds will be needed to get communities organized and started toward the creation of effective P-16 councils per the model criteria. The need for technical assistance and support in launching, planning, and developing local P-16 councils is instrumental in directing the local/regional councils within their action steps. Technical assistance and professional development supporting these comprehensive, multifaceted planning, implementation, and capacity-building strategies are needed to further institutionalize P-16 statewide. School leaders have special needs for this help because few professional education and professional development programs are ready for P-16. These resources will be increasingly important as councils aim to institutionalize and sustain P-16 planning and improvement frameworks.

Funding for the planning *and* implementation phases of P-16 is necessary to facilitate local efforts to move their work to successively more advanced phases, especially in today's constrained resource environment. It is often most advantageous to fund a third-party intermediary that is skilled at organizing for collective impact in order to facilitate the ongoing work of the collective group and to align the resources and in-kind supports of its members.

The costs of funding these regional intermediate roles are modest as the work is primarily dedicated to aligning *existing* community resources.

Conclusion

P-16 is the ultimate systems efficiency, as it facilitates an all-hands-on-deck approach to education that utilizes real-time data to hone in on and repair leaks in the education pipeline while also directing resources towards proven education practices and supports. State investment – as seen in the examples of Strive and Stark County – leverages additional (philanthropic and federal) investment while also mitigating duplication of investment at the local level having to do with education. A modest State investment in advancing the P-16 approach will pay for itself many times over by way of new structural arrangements, strategies and tactics to create better schools at less cost.

Appendix One - Stark Education Partnership and the Strive Partnership

The Stark Education Partnership

As stated earlier, Stark County was a trailblazer as the first P-16 in Ohio. The core areas for the [Stark Education Partnership](#) are (1) professional development; (2) realignment of educational systems through the P-16 Compact of Stark County; (3) encouraging new approaches to leadership; and (4) engaging the community in the reform process. The Stark partners, including private sector and education constituents, have secured, brokered or collaborated in nearly \$70 million in federal, state and local funds.

Stark's primary focus is on graduation rates and college admission for career success, including addressing remedial instruction that prepares students to make successful transitions from secondary to postsecondary education. This work brings together 17 Stark County districts in collaboration with the Kent State University branch campus in Stark County and Stark State College to eliminate the need for math remediation for Stark County high school graduates entering postsecondary institutions.

The Strive Partnership

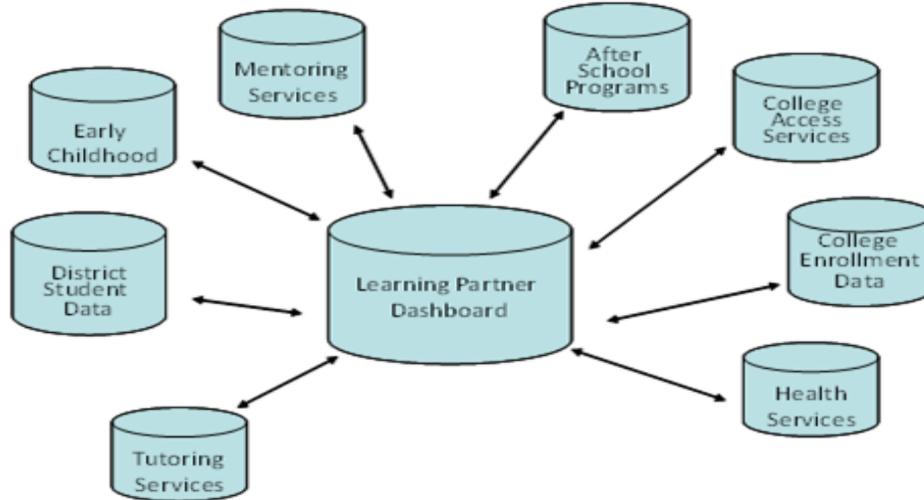
In 2006, the Greater Cincinnati region began to embrace a P-16 approach to education – what they call “cradle to career” – with the launch of a public-private partnership called the [Strive Partnership](#). Much of Strive's early work involved the development of a comprehensive birth through college data system to ensure that better data is available to put resources behind effective education practices. Today, academic and nonacademic student support data is being incorporated into Strive's “Learning Partner Dashboard” (LPD), which is a longitudinal data management system that tracks and manages data from many sources and shares statistics on academic, health, civic and social indicators (see Appendix Two). With these data foundations coming into place, Strive is deploying them toward strategies that address the academic, social and emotional barriers that can hinder student progress.

For example, Cincinnati Public Schools, a member of the Strive Partnership, has its teachers in several schools using real-time data to develop “war rooms” where student academic performance data is constantly updated and teachers collaborate to develop solutions if individual or groups of students are faltering in certain areas. A work plan is designed for each student defining the types of academic or non-academic supports needed to help that student succeed.

Non-academic data related to student health, housing, and other demographic indicators help different members of the Strive Partnership proactively respond to a student's area of identified need. For example, Every Child Succeeds has a 95% success rate in its home visitation program working with at-risk mothers to ensure their children are developmentally on-track by age 3. Such data has also helped inform neighborhood programming outside of school time, resulting in increasing parent use of school resources, parent engagement activities, and volunteerism in participating schools.

Appendix Two – Learning Partner Dashboard

Comprehensive Student Data



Appendix Three – End Notes

ⁱ Senate Bill 6 established the "Partnership for Continued Learning" to promote systemic approaches to education. Under the act, "the Partnership must (1) support regional efforts to foster collaboration among providers of preschool through postsecondary education, (2) identify the workforce needs of private sector employers in the state, and (3) make recommendations to facilitate collaboration among education providers and to maintain a high-quality workforce." http://www.legislature.state.oh.us/analyses.cfm?ID=126_SB_6&ACT=As%20Introduced

ⁱⁱ See http://www.legislature.state.oh.us/analysis.cfm?ID=126_SB_6&ACT=As%20Enrolled&hf=analyses126/05-sb6-126.htm.

ⁱⁱⁱ *Launching Comprehensive Education Reform for the New Century Workforce: Developing Knowledge, Lessons Learned, and Policy Recommendations from Five Local P-16 Councils in Ohio*. Hal A. Lawson, Ph.D., Dawn Anderson-Butcher, Ph.D. KnowledgeWorks Foundation, May 2007

^{iv} Drawing from findings across the five P-16 councils, an "An Action-Oriented Checklist for P-16 Local Council Leaders") was developed that provided details about the specific leadership priorities and processes needed to launch a successful P-16 partnership.

^v Stanford Social Innovation Review, Winter 2011.

^{vi} The "Statewide Survey of Ohio Superintendents and Principals" was conducted by Ohio Education Matters in coordination with the Ohio School Boards Association and Fallon Research and Communications, Inc. to conduct two phone surveys on a variety of educational issues to learn more about common practices in schools and districts. A survey of 210 Ohio public school district superintendents was conducted from Oct. 22 to Oct. 29, 2010. That survey has a margin of error of plus or minus 6.76%. A survey of 310 public school principals was conducted from Oct. 25 to Oct. 29, 2010. That survey has a margin of error of plus or minus 5.56%.

^{vii} "Significant Education Progress in Stark County Ohio." Stark Education Partnership, January 2011. Accessed January 20, 2011. www.edpartner.org Additionally, the Stark P-16 working with private interests, provides Stark County schools with modern scientific instruments that can be borrowed by trained teachers to use in instruction through a project called Science and Math on the Move (SAMM.) As a result, Stark County students experience more days of hands on instruction, from 665 days in 1996-97 to 19,300 in 2009-10.

^{viii} This 2011 data can be found at www.strivetogether.org.

^{ix} *Towards a New Model of Educational Governance for Ohio Regional Cooperation to Align Education Services*. Andrew Benson and Greg Harris. KnowledgeWorks, 2011.

^x On November 8, 2010, the Department of Labor announced that Ohio was one of 13 states to receive \$12.2 million worth of Workforce Data Quality Initiative (WDQI) grants. Ohio will use the funding to expand their longitudinal databases of workforce data and further develop links with education data. Along with the related Statewide Longitudinal Data System's grant program administered by the U.S. Department of Education, the WDQI aims to support better delivery and coordination of education and workforce services through the development and use of, "longitudinal data systems with individual-level information from pre-kindergarten through postsecondary and into the workforce." See <http://dataqualitycampaign.org/survey/issues/Workforce>.

About this Report

This report was prepared by Ohio Education Matters, a subsidiary of KnowledgeWorks, in order to advance the P-16 agenda in Ohio per the direction outlined in House Bill 153. The document contains input from existing P-16 councils who gathered in November 2011 to review and shape recommendations for the state on P-16 growth and improvement. For more information, contact Andrew Benson, Executive Director, Ohio Education Matters at bensona@knowledgeworks.org

This report is available at www.ohioeducationmatters.org.