



CRC Memorandum

ORGANIZATION OF STATE OF MICHIGAN EDUCATION FUNCTIONS

This study of the organization of State of Michigan education functions was made possible by a grant from the Charles Stewart Mott Foundation. The following is a summary of a more detailed Report 335, available on the CRC website (www.crcmich.org/PUBLICAT/2000s/2003/rpt335.pdf) or by contacting the CRC offices.

Article VIII, Section 3, of the Michigan Constitution provides for an elected State Board of Education with the power to appoint the Superintendent of Public Instruction, who

in turn is head of a Department of Education with powers and duties provided by law.

State Educational Organization, 1963-2001

The 1963 Michigan Constitution called for all state agencies to be located within not more than 20 principal departments. Although Public Act 380 of 1965, which implemented the constitutional provision, originally located nearly all organizational units related to state-level education functions in the Department of Education and the State Board of Education, the 1990s saw aggressive use by the

Governor of constitutional executive reorganization powers provided by Article V, Section 2. Beginning in 1993, with the transfer of the operation of the School Bond Loan Fund to the Department of Treasury, several functions were transferred out of the Department of Education. In addition, new education-related activities were created in departments other than Education.

Major Educational Organizational Changes, 1993-2001

<i>Year</i>	<i>Organizational Change(s)</i>
1993	School Bond Loan Fund from Education to Treasury; Rehabilitation Services from Education to Jobs Commission; Disability Determination Services from Education to Social Services
1995	Higher Education Assistance Authority, Higher Education Student Loan Authority, Office of Student Financial Services from Education to Treasury
1996	Specific responsibilities from State Board of Education to Department of Education
1999	Adult and Vocational Education and Postsecondary Services from Education to Career Development; Michigan Educational Assessment Program from Education to Treasury
2000	Created Center for Educational Performance and Information

Educational Organization in Other States

A review of educational organization in other states indicates that, while Michigan shares many organizational characteristics with most other states, there are certain differences:

- Most states have a state board of education, but it is normally appointed by the governor. In Michigan, it is elected.
- In most states, education achievement testing is in the department of education. In Michigan, it is in the Department of Treasury.

- In most states, data reporting is in the department of education. In Michigan, it is in the Center for Educational Performance and Information.
- In most states, workforce development is in the department of education. In Michigan, it is in the Department of Career Development.

Generally, in most other states, educational functions tend to be more centralized in a department of education than is currently the case in Michigan.

CRC Memorandum

Organizational Principles

Any change in the organization of state educational functions should at least create an opportunity for greater efficiency, greater accountability, or both. But, organization can set the stage for efficient, accountable operation—it cannot guarantee it.

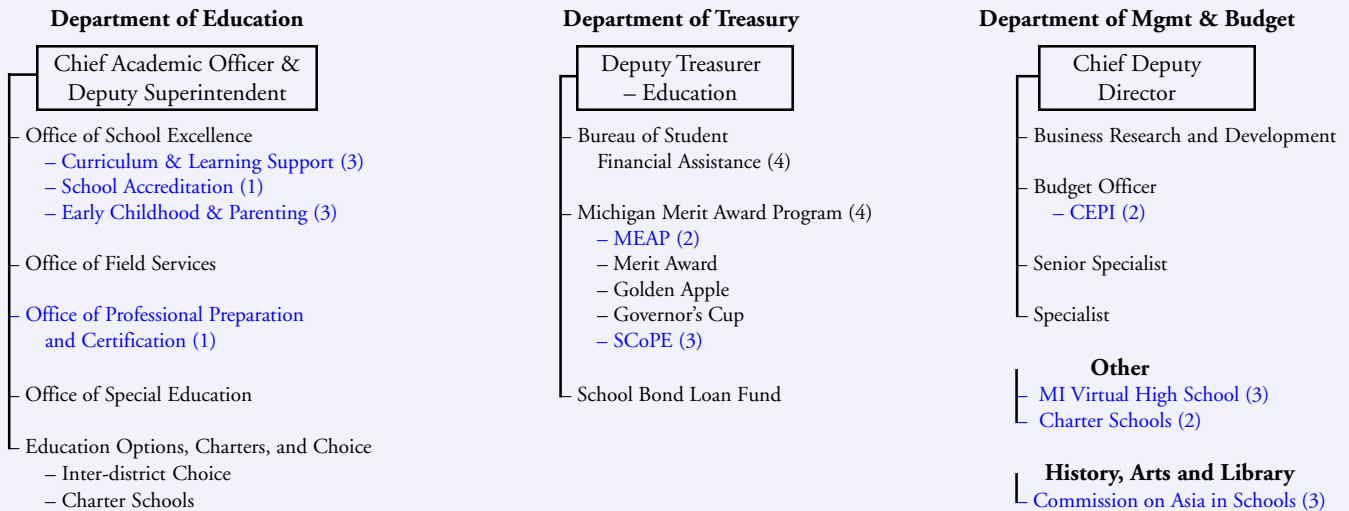
Efficiency. Efficiency, defined as a con-

dition in which input and output are related so that, at any level of input, output is maximized and, at any level of output, input is minimized. Organizationally, efficiency can be enhanced by minimal overlap and duplication and by grouping together programs and activities with the same goals and objectives.

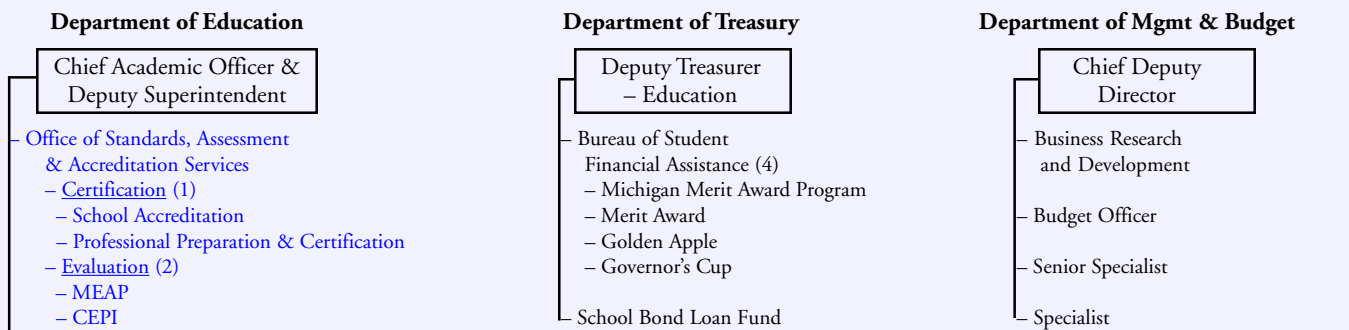
Accountability. Accountability exists when an official or entity can be held responsible for the performance of a governmental function. It is enhanced when organizational units with the same or similar programmatic objectives are responsible to the same authority.

Chart 1

Current Organization



Recommended Organization



Recommendations

- Create Office of Standards, Assessment & Accreditation Services
- Certification Unit - relocate School Accreditation and Professional Preparation and Certification within Department of Education
 - Evaluation Unit - transfer MEAP from Treasury, transfer CEPI from Management and Budget, provide statutory authorization for Department of Education to oversee charter schools
 - Curriculum Leadership Unit - relocate Curriculum & Learning Support and Early Childhood & Parenting within Department of Education, transfer oversight of SCoPE website and Michigan Virtual High School, and Commission on Asia in Schools to Department of Education
 - Relocate Merit Award program to Bureau of Student Financial Assistance in Department of Treasury

CRC Memorandum

Constitutional Context. Classic organizational theory calls for a single executive with broad appointment authority, undiluted by the existence of independent boards and commissions, in order to maximize account-

ability. For the most part, this principle is reflected in the Michigan Constitution. The existence of a State Board of Education with the power to appoint the head of the Department of Education, however, creates

a potential for conflicting policies and actions, with consequent friction among state agencies and discordant communications between state government and local school districts.

Organizational Considerations

Certain considerations should be taken into account in any decision on educational reorganization:

- Constitutional provisions make clean lines of accountability in education difficult to draw.
- The State Board of Education is an entity distinct from the Department of Education.
- Although it is a state responsibility, K-12 education in Michigan

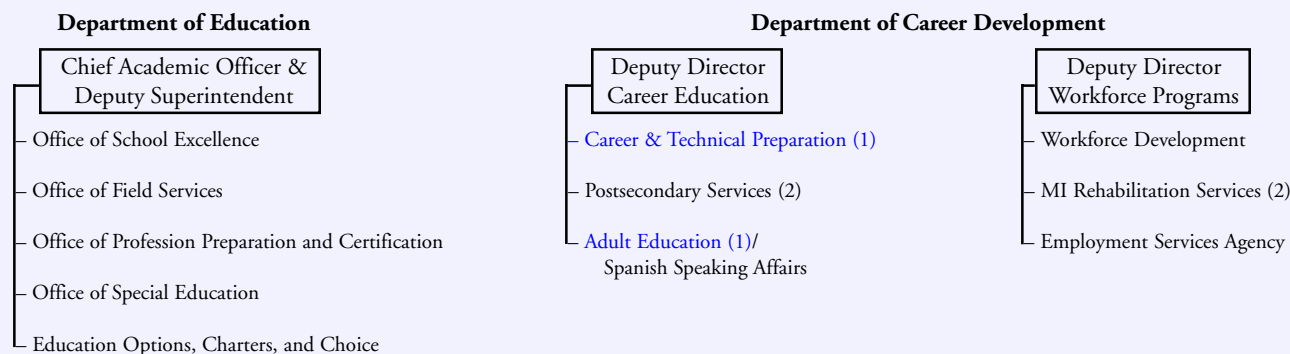
is carried out by local school districts. This implies a significant quality assurance function for the Department of Education, consisting of both certification and evaluation.

- While there is no clear boundary between “education” and “training,” useful distinctions can be drawn and educational programs should be focused in the Department of Education.

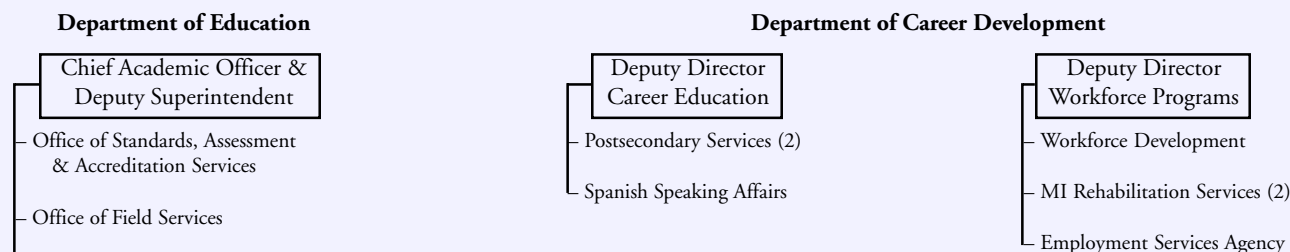
- Management of state debt and local fiscal oversight are properly functions of the Department of Treasury.
- Coordination is needed among functions in the Department of Education and related functions in other departments.

Chart 2

Current Organization



Recommended Organization



Recommendations

- Create Office of Adult Education and Career & Technical Preparation
- (1) Transfer Adult Education and Career & Technical Preparation to Department of Education
 - (2) Leave Postsecondary Services and Rehabilitation Services in Department of Career Development or its successor agency

BOARD OF DIRECTORS

W. FRANK FOUNTAIN, Chairman
 KENT J. VANA, Vice Chairman
 JEFFREY K. WILLEMMAIN, Treasurer
 JEFFREY D. BERGERON
 J. EDWARD BERRY
 WILLIAM M. BRODHEAD
 GARY L. COLLINS
 RICHARD A. COLLISTER
 TERENCE M. DONNELLY
 RANDALL W. EBERTS
 JOSHUA EICHENHORN
 KELLY M. FARR
 EUGENE A. GARGARO
 MARYBETH S. HOWE
 NICK A. KHOURI
 HAROLD KRIVAN
 DANIEL T. LIS
 IRVING ROSE
 AMANDA VAN DUSEN
 GAIL L. WARDEN
 RICHARD T. WHITE
 MARTIN B. ZIMMERMAN
 EARL M. RYAN, President



Citizens Research Council of Michigan
 38777 Six Mile Road, Suite 208
 Livonia, Michigan 48152-2660

NON PROFIT ORG.
 U.S. POSTAGE

PAID

DETROIT, MI
 PERMIT NO. 210

Reorganization of State Education Functions

While there were many considerations concerning the location of specific organizational entities, two overarching objectives emerged from this analysis:

1) Programs in the Department of

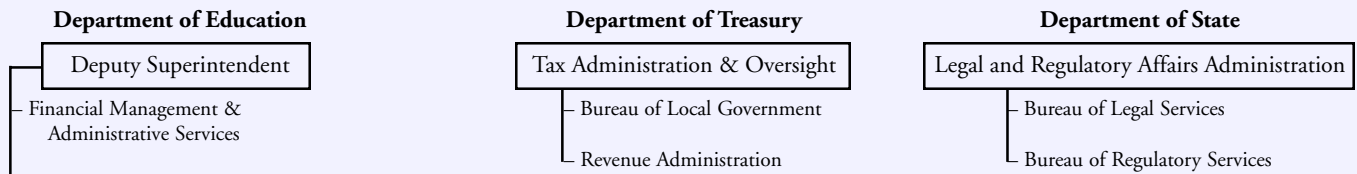
Education should be focused on preschool and elementary-secondary education.

2) A strong quality assurance function, consisting of accreditation and certification on the one hand

and evaluation on the other, is central to the mission of the Department of Education in assuring that the resources, both financial and human, and the educational outcomes meet the highest standards.

Chart 3

Current Organization



Recommendations

Move functions out of Department of Education
 (1) Transfer School Finance to Bureau of Local Government in Department of Treasury
 (2) Transfer Drivers Education/ Motorcycle Training/ATV/ORV Training to Department of State

Recommended Organization

