

Council of Urban Boards of Education

General Session: The Shaky Economy and Urban Schools

Friday, April 3, 2009

Jo Ann Yee, Senior Director, Strategy Development, Achievement, Diversity
and Urban Affairs, California School Boards Association

Yolie Flores Aguilar, Board Vice-President,
Los Angeles Unified School District

Bernie Rhinerson, Chief District Relations Officer,
San Diego Unified School District



Reflect and Answer

- What was the biggest category, program, item, etc. that was cut from your district's budget?
- What "criteria" did you use to make this particular cut?
- What do you think is the most important implication of this cut on student achievement?

Objectives of this session:

- Raise your awareness, provoke your thinking, and provide ideas to take back to your districts.
- Provide information, raise implications and connect the dots between and among:
 - The expectations in the ARRA to raise student achievement and close achievement gaps;
 - The “status quo” issue;
 - New ways to look at “resources;” and
 - Food for thought about where and how to spend ARRA \$\$

What will NOT be covered today and why:

- Specific details of the American Reinvestment and Recovery Act (ARRA)
 - How much money will flow to your state or your district
 - Rules and regulations related to Title I, IDEA
 - State Stabilization Fund vs Innovation Funds
 - Timelines
- Whether ARRA is good or bad
- NCLB



The American Recovery and Reinvestment Act:

**SAVING AND CREATING JOBS AND
REFORMING EDUCATION**

**U.S. Department of Education
March 24, 2009**



Saving and Creating Jobs and Reforming Education

“In a global economy where the most valuable skill you can sell is your knowledge, a good education is no longer just a pathway to opportunity - it is a pre-requisite. The countries that out-teach us today will out-compete us tomorrow.”

- President Barack Obama, 2/24/09



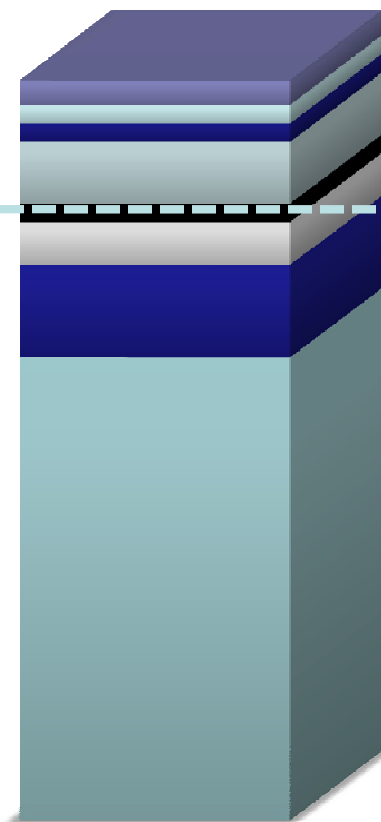
Historic, One-time Investment

- Over \$100 billion education investment
- Historic opportunity to stimulate economy and improve education
- Success depends on leadership, judgment, coordination, and communication

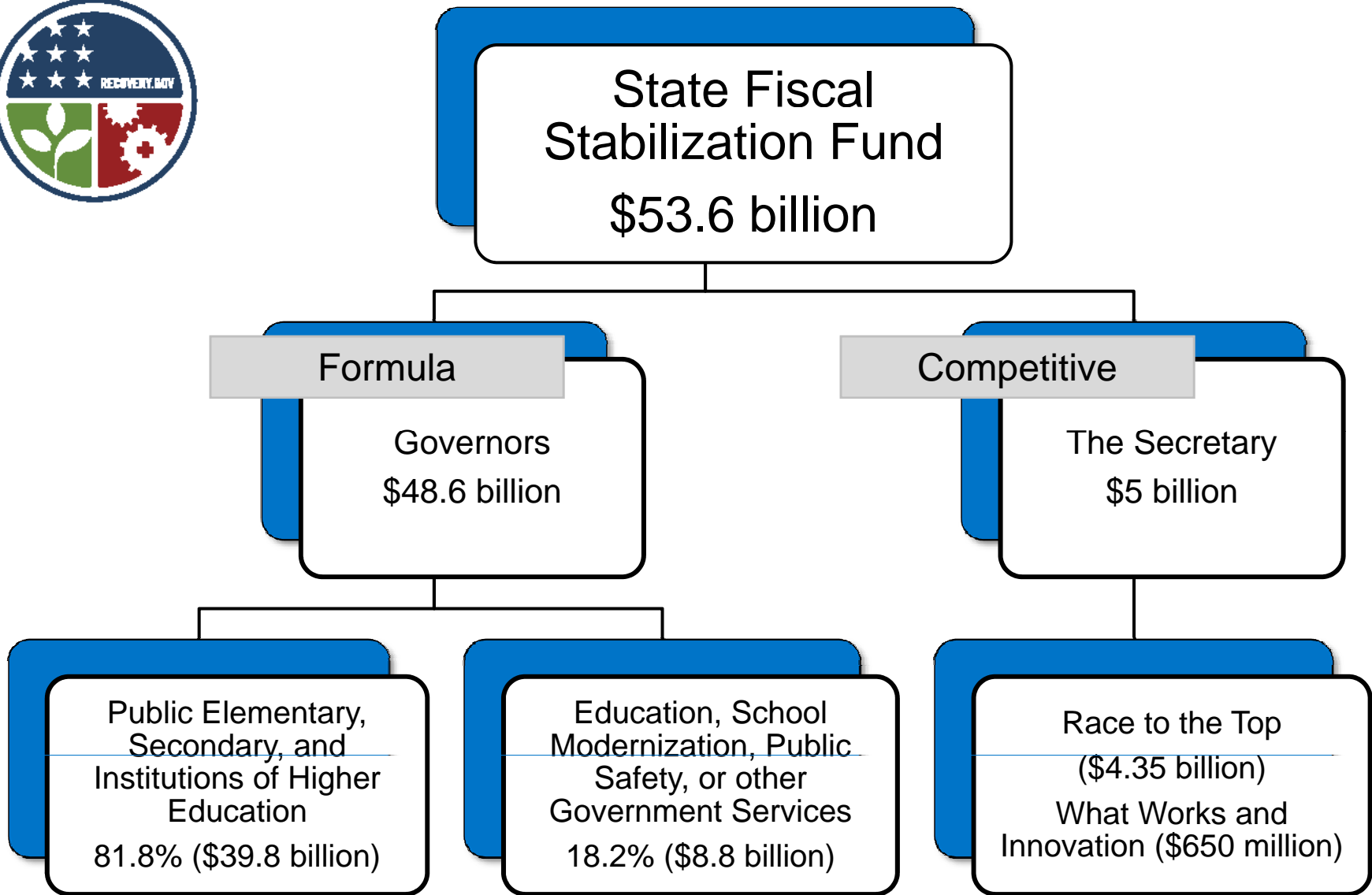


Significant Impact on High Needs Schools' Budgets

Additional funds available through ARRA over 2 years



- ARRA School Improvement Grants
- ARRA IDEA
- ARRA Title 1
- ARRA Stabilization**
- IDEA FY 09
- ESEA FY 09
- Additional State Aid
- Basic State & Local Funding Formula



State Fiscal Stabilization Fund (SFSF): Purposes

- Help stabilize state and local government budgets in order to minimize and avoid reductions in education and other essential public services.
- Help ensure that LEAs and publicly funded Institutions of Higher Education (IHEs) have the resources to avert cuts and retain teachers and professors.
- Support school modernization, renovation and repair (M/R/R), public safety, and other government services.

State Fiscal Stabilization Fund (SFSF): Purposes and Use

- 81.8 percent of a state's allocation year must be used to restore support to education in FY 2009, FY 2010 and FY 2011 to the greater of FY 2008 or FY 2009. These funds must go towards filling shortfalls in elementary, secondary, and higher education, and as applicable, early childhood education programs.



Short-term Investments that Produce Lasting Results; Avoid “The Cliff”

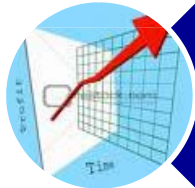
- Maximize short-term investments with lasting results for:
 - students
 - teacher, school, and district capacity for improvement
- Minimize unsustainable ongoing commitments
- Integrate coherent improvement strategies that are aligned with the core reform goals



Guiding Principles



Spend Quickly to Save and Create Jobs



Ensure Transparency and Accountability



Thoughtfully Invest One-time Funds



Advance Effective Reforms



Advance Core Reforms: States Must Provide These Assurances

College- and career-ready standards and high quality, valid, and reliable assessments for all students, including ELLs and students with disabilities

Pre-K to higher education data systems that meet the principles in the America COMPETES Act

Teacher effectiveness and equitable distribution of effective teachers

Intensive support and effective interventions for lowest-performing schools



*WHAT DOES THIS ALL MEAN?
WHAT DO THEY WANT FROM US?*

**Meetings at the White House with
Secretary Duncan**

**Insights from Los Angeles
and San Diego . . .**

At the heart of the economic stimulus package is a tough choice for educators:

- Should states and local school districts use the \$100 billion increase in federal aid to backfill massive budget cuts, save jobs and stimulate the economy?
- Or should they advance reforms to improve student achievement and close the achievement gaps?



The key point for boards to consider is that ARRA calls on schools to do both.

“ If all we do is use the stimulus money to invest in the status quo, we’re not going to get to where we need to go. We’re not going to get close. ”

~ Education Secretary Arne Duncan

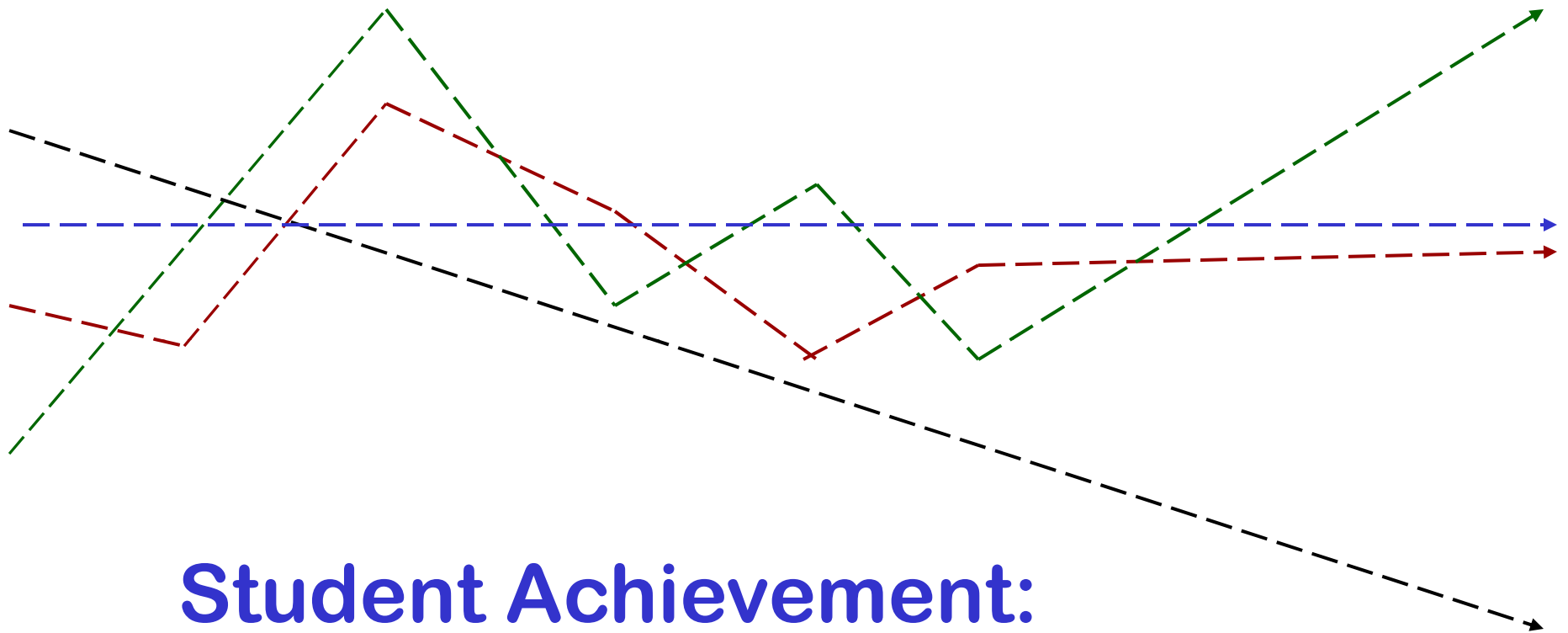


Where will you spend the funds and how?



Reflect and Answer

- Name 3 things that affect student achievement in your district.
- Which of these is the most important **AND** within your control **AND** connected to your district budget?



**Student Achievement:
What are the variables?**

Academic Achievement = [student] x [(family) (school climate) (peer group) (society) (media) (rigor of curriculum) (instructional practices) (school size) (class size) (school safety) (mobility) (birth weight) (lead poisoning) (hunger/nutrition) (wellness) (access to health care) (early childhood experiences) (pre-school) (child care) (early language development) (racism) (social identity) (TV viewing time) (attendance) (parent availability/participation/involvement) (home-school connection) (teacher preparation) (access to educational tools) (community norms) (community safety) (social capital) (poverty) (summer set back) (teacher expectations) (political will) (co-curricular activities) (access to educational opportunities: classes, prep courses, books, etc.) (student sense of connectedness) (student self-expectation/aspirations/academic initiative) (disability) (hope). . . .]

Academic Achievement = [student] x [(family) (peer group) (school climate/culture) (society) (media) (rigor of curriculum) (instructional practices) (school size) (class size) (school safety) (mobility) (birth weight) (lead poisoning) (hunger/nutrition) (wellness) (access to health care) (early childhood experiences) (pre-school) (child care) (early language development) (racism) (social identity) (TV viewing time) (attendance) (parent availability/participation/involvement) (home-school connection) (teacher preparation) (access to educational tools) (community norms) (community safety) (social capital) (poverty) (summer set back) (teacher expectations) (political will) (co-curricular activities) (access to educational opportunities: classes, prep courses, books, etc.) (student sense of connectedness) (student self-expectation/aspirations/academic initiative) (disability) (hope)]

*A clear understanding of a problem
prefigures its lines of solution*

~ Margaret Mead

The Achievement Gap = "It"

How does your district define "it"?

How will you know if you're closing or eliminating "it"?

How will we know when the gap has been eliminated?

The achievement gap will be eliminated when the academic performance levels of student subgroups do not measurably correlate with race, socioeconomic status or cultural circumstances.



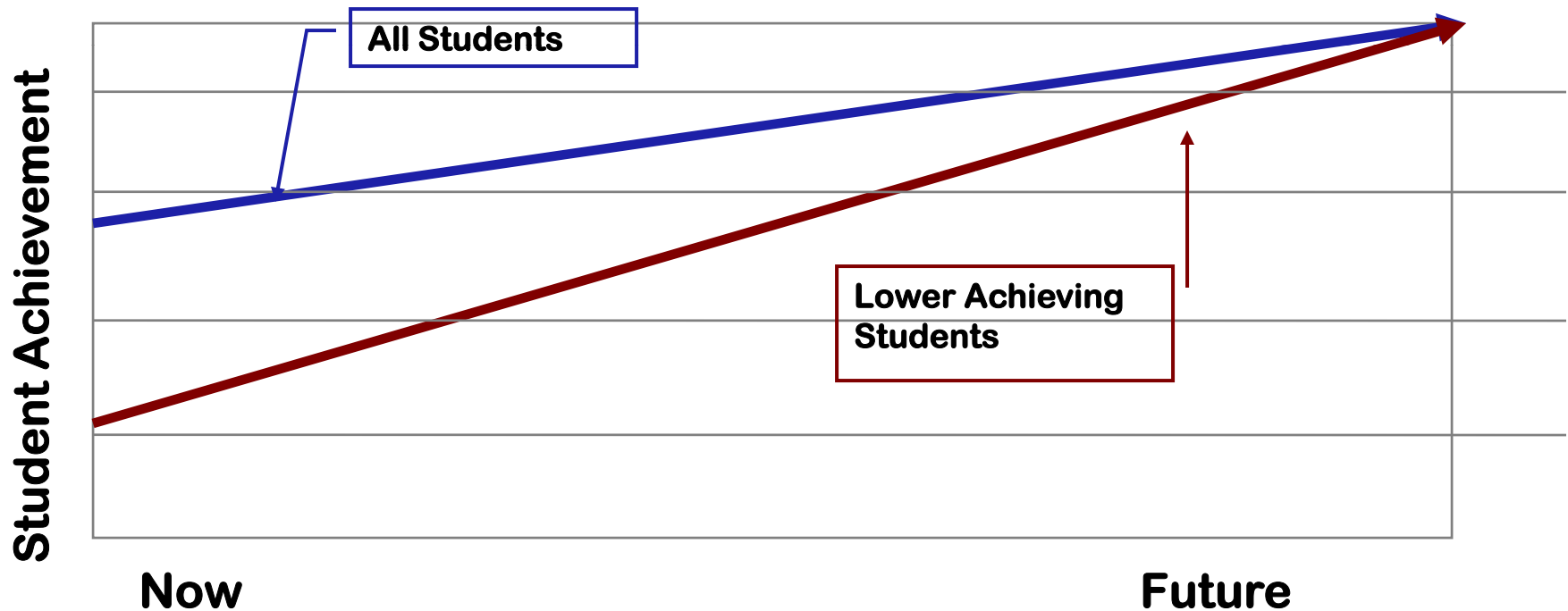
Closing the Achievement Gap

In order to eliminate the gap, we must improve the achievement of all students . . .

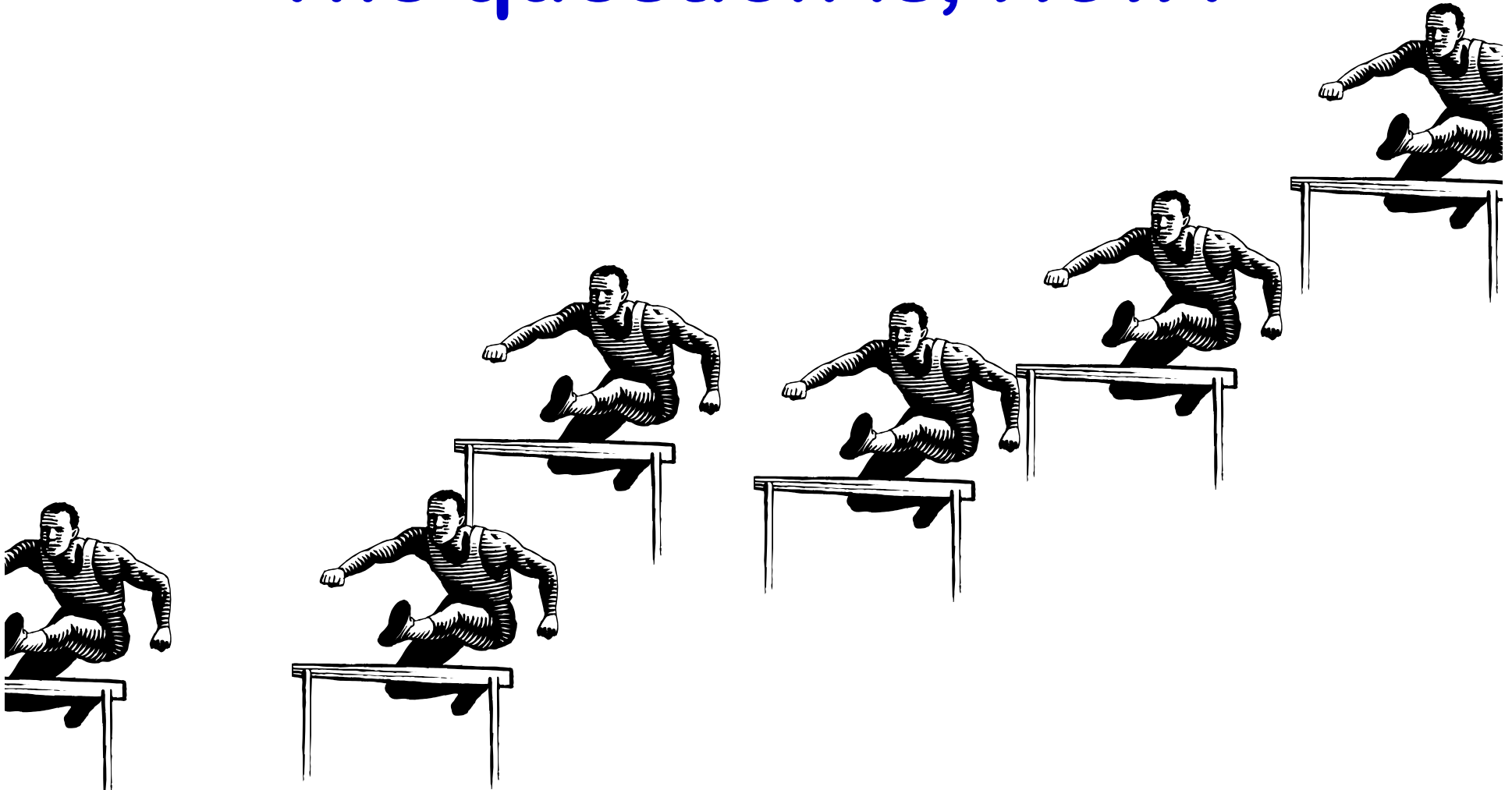


Closing the Achievement Gap

... and accelerate the achievement of our lower - achieving students.



The question is, *How?*



The first wave of education funding in the economic recovery package is expected to do more than prevent teacher layoffs and fill budget gaps.

In order to receive the funds, states must commit to reforms.

Because the USDOE is not releasing all of the recovery funds at once, ***how states use the money to drive these reforms could affect the resources they receive in the next wave of funding.***





Book:

The Money Myth: School Resources, Outcomes, and Equity

~ W. Norton Grubb (U.C. Berkeley)

Commentary: Finding a Silver Lining for Schools in Recessionary Times

<http://www.edweek.org/ew/collections/schools-stimulus/index.html>

➤ Funding and resources are not the same things.

The Money Myth

- Deeply rooted structural conditions undermine effective use of funding in schools
 - Political
 - Organizational
 - Pedagogical
 - Historical
 - Legal
- **These conditions are worse in urban and low-income districts.**

The Money Myth

- Urban districts suffer from multiple problems that make it more likely that they will waste resources and fail to translate the **funding** they do have into **effective resources**.

The Money Myth

- Sharper political disagreements.
- Lack of consensus and civic capacity about supporting public schools.
- Reforms stop while basic governance issues are resolved (ex: battles over mayoral control, transition to new board and/or superintendent).
- Political disagreements often take racial forms:
 - Racial and ethnic groups compete for resources and attention.
 - Less of an issue in more homogeneous suburban and rural areas.

The Money Myth

- Greater numbers of advocacy groups contend for influence.
- Resource starved communities in low-income central cities are more likely to view schools as sources of employment.
 - This perspective undermines the commitment of learning as the sole purpose of schooling (vs employment of adults).

The Money Myth

- Union conflicts seem to be especially bitter, perhaps because bread-and-butter unionism focused on salaries and employment conditions predominates over professional unionism, which is focused more on professional issues like instruction.
- Symbolic politics is likely to be especially acute
 - Depth of problems and conflicts make real solutions difficult and symbolism attractive.

The Money Myth

- Instability and turn-over of
 - School boards
 - Superintendents
 - District administrators, principals
 - Policies
 - Teachers
 - Students
- make institutional changes difficult.

The Money Myth

- Lack of agreement about theories of action.
- Pedagogical issues about teaching low-income students.
- Large numbers and concentrations of immigrant students, special education students, poor children – require more resources.
- More teachers lack experience and credentials.

The Money Myth

- The problem in urban and low-income districts is not only that funding and other resources are inadequate to the educational and non-educational needs of their students, but also the structural conditions may make them unable to do as much with the resources they have.
- The reform of structural conditions may be necessary before money can be spent effectively.



IT'S HOPELESS!!!!

**Reaction from Los Angeles
and San Diego . . .**

The Money Myth: True or False?

- Inadequate outcomes can be explained by inadequate revenues. (F)
- Any educational problem requires increased spending. (F)
- Few people are going to look for improving schools in a period of declining revenues. (F)
- The link between spending per pupil and outcomes has always been weak. (T)

Want to change the status quo?

- Since increased revenues are unlikely, this period provides an opportunity to rethink the relationship of money to effective school resources.
- This is an opportunity to develop new approaches.

Want to change the status quo?

- School improvement requires getting a large number of practices right.
- Direct our attention way from funding issues to the crucial questions of what resources are most effective in enhancing schooling outcomes.

The Money Myth: \$\$ vs Resources

Simple Resources

Compound Resources

Complex Resources

Abstract Resources

The Money Myth: \$\$ vs Resources

- **Simple Resources**: Conventional expenditures per pupil. Examples:
 - Smaller classes, better credentialed teachers, specific curriculum, more computers, etc.
 - Reforms run into trouble when the simple resource by itself, is inadequate to enhance learning.
 - Simple resources may be ***necessary, but not sufficient*** (NBNS).

The Money Myth: \$\$ vs Resources

- **Compound Resources**: What you need when simple resources are NBNS.

Examples:

- Smaller classes *plus* well-educated teachers *plus* professional development focused on improving teaching *plus* adequate facilities *plus* . . .
- Lessons from California's class size reduction program.

The Money Myth: \$\$ vs Resources

- **Complex Resources:** Difficult to introduce and cannot be readily bought like simple resources. Examples:
 - Strong leadership
 - Shift to more effective pedagogies
 - Improving quality of instruction through observation and feedback

The Money Myth: \$\$ vs Resources

- **Abstract Resources:** Hard to detect and measure and their relationship to funding is uncertain; they require some funding but money is not the key resource. Examples:
 - Stability
 - Curricular coherence
 - Relationship between teacher and students
 - School climate

The Money Myth: \$\$ vs Resources

Abstract Resources – Some are non-school based. Examples:

- Students
 - Connectedness to schooling, motivation
 - Readiness
 - Families, communities
 - Norms
 - Capacity, resources
- Variation across families and across the elements of family background that affect schooling outcomes is much greater than the variation in school resources.

The Money Myth: \$\$ vs Resources

When you allocate funds, consider whether this will provide simple, compound, complex or abstract resources and *if those resources will advance the ARRA reforms and enhance student learning.*

Remember



Advance Core Reforms: States Must Provide These Assurances

College- and career-ready standards and high quality, valid, and reliable assessments for all students, including ELLs and students with disabilities

Pre-K to higher education data systems that meet the principles in the America COMPETES Act

Teacher effectiveness and equitable distribution of effective teachers

Intensive support and effective interventions for lowest-performing schools

Reflect and Answer

- What will you need to know before you spend these funds?
- If you had to decide today, on what and where would you spend these funds?
- How will these funds advance the 4 ARRA reforms?
- How will you know?

CSBA Budget Advisory



The first in an occasional series of advisories on ARRA

April 2009

The American Recovery and Reinvestment Act (ARRA) of 2009 Overview and Implications for California Schools

<http://www.csba.org/EducationIssues/EducationIssues/FederalEducationIssues2.aspx>

CSBA Budget Advisory



April 2009

- While these assurances must be made by states, there are significant implications for local schools.
- Most of these reforms will need to be developed locally.
- Consequently, districts must examine how to use these ARRA funds to accelerate student achievement and close achievement gaps.
- The following are some considerations for districts as they begin to examine how to augment their educational program with ARRA funds.

CSBA Budget Advisory



April 2009

- **Data** - States that apply for the ARRA funds must show that they will establish or improve their statewide P-16 education longitudinal data systems by:
 - Improving the rigor and quality of content knowledge requirements and assessments;
 - Ensuring that students are prepared to succeed in postsecondary endeavors; and
 - Enabling states to provide valid and reliable information to inform education policy and practice.

CSBA Budget Advisory



April 2009

- While the state will be examining state data systems, ARRA resources provide a great opportunity for districts to invest in their own data systems.
- These locally-developed systems can delve much more deeply into the elements of teaching and learning that will never be captured in a state system, such as the inclusion of district-level formative assessment data, attendance/tardiness, staff attendance, transcript information, AP exam scores, etc., that can help inform instruction and policy at the school and district level.
- An effective data system can provide real time data to teachers, parents, and students.

CSBA Budget Advisory



April 2009

- **Teacher and principal quality**
 - ARRA provides an opportunity for districts to examine and implement ways to ensure that the best teachers and principals are at the schools and classes within schools that need them most.
 - This is also an excellent time to examine what types of staff development are most effective and how the district/county office can sustain an effective professional development program after the ARRA resources have expired.

CSBA Budget Advisory



April 2009

- **Lowest performing schools** - While the state will examine its leverage to provide support to low performing schools, districts/county offices can also use the ARRA dollars to provide intensive intervention for its lowest performing schools. Districts/county offices might consider using the funds to scale up strategies that are working around the country, including:
 - providing opportunities during the school day for teachers to collaborate and work as a team.
 - expanding instructional time to ensure students have access to not only a rigorous core curriculum but also the arts, sports, debate teams and other extracurricular opportunities.

CSBA Budget Advisory



April 2009

- **Transparency** - ARRA specifically requires states to develop rigorous reporting requirements beyond what is typically required by other federal programs.
- With all of the attention given to how “bail out” money for AIG, banks and the auto industry were spent, schools should anticipate the same level of scrutiny for how these ARRA dollars are utilized.

CSBA Budget Advisory



April 2009

- **Transparency** - Districts will need to develop a clear theory of action for how these one-time investments are intended to improve student achievement, and account for how the money is spent and the outcomes achieved.
- The long-term impact of this transparency is critical. The public is not likely to support additional investments in education in the future if it does not feel confident that school districts were good stewards of these additional resources.

CSBA Budget Advisory



April 2009

These additional resources and the conditions required by the ARRA provide districts and school boards with an opportunity to change practices that still exist as a result of historical practice, but are now in the way of accelerating student achievement.

Resources

United States Department of Education (ARRA law, USDOE guidelines, etc)

www.ed.gov/policy/gen/leg/recovery/implementation.html

FAQs, Hot Topics, etc

www.ed.gov and www.recovery.gov

California Department of Education

www.cde.ca.gov/fg/aa/ar/

National School Boards Association

www.nsba.org/MainMenu/Advocacy/FederalLaws/FederalFunding/Stimulus.aspx

Education Week

<http://www.edweek.org/ew/collections/schools-stimulus/index.html>

Resources

Preliminary information about each State's IDEA allocation:

<http://www.ed.gov/about/overview/budget/Statetables/recovery.html>

Preliminary estimates of Title I, Part A recovery allocations to each State and LEA are available at:

<http://www.ed.gov/about/overview/budget/news.html#ARRA>

SFSF Questions: State.fiscal.fund@ed.gov

IDEA Questions: IDEArecoverycomments@ed.gov

Title I Questions: oese@ed.gov

Inspector General Questions: rich.rasa@ed.gov

Independent Living and Vocational Rehabilitation Questions:

RSARecoverActComments@ed.gov

Questions?

Contact:

Jo Ann Yee

(916) 669-3306

Jyee@csba.org

