

The Case for Human Capital Reform: From State-Level Mandates to Local Flexibility Necessary to Close Achievement and Opportunity Gaps

October 27, 2010

Presentation to the
Santa Clara County School Board Association

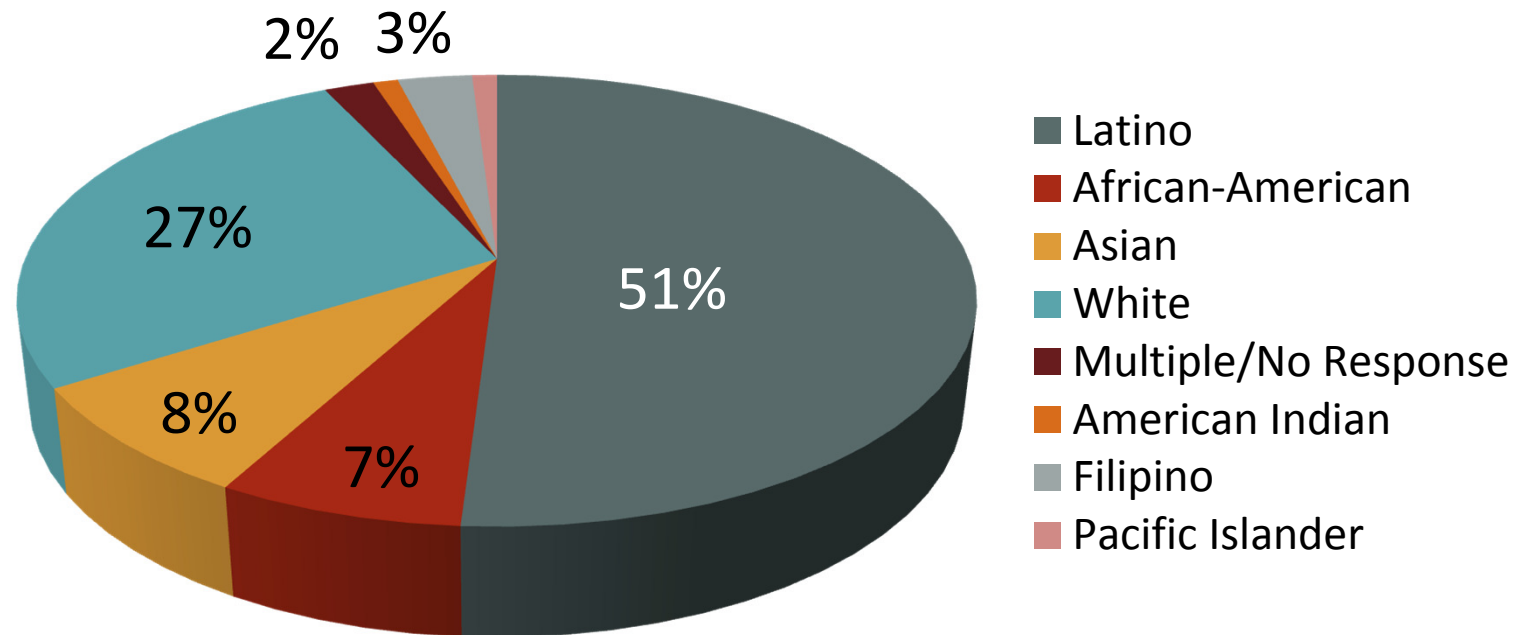
Dr. Arun Ramanathan, Education Trust—West



The Education Trust

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K-12 Enrollment in California, 2009-10



- 6.25 million students served*
- 54% Economically disadvantaged

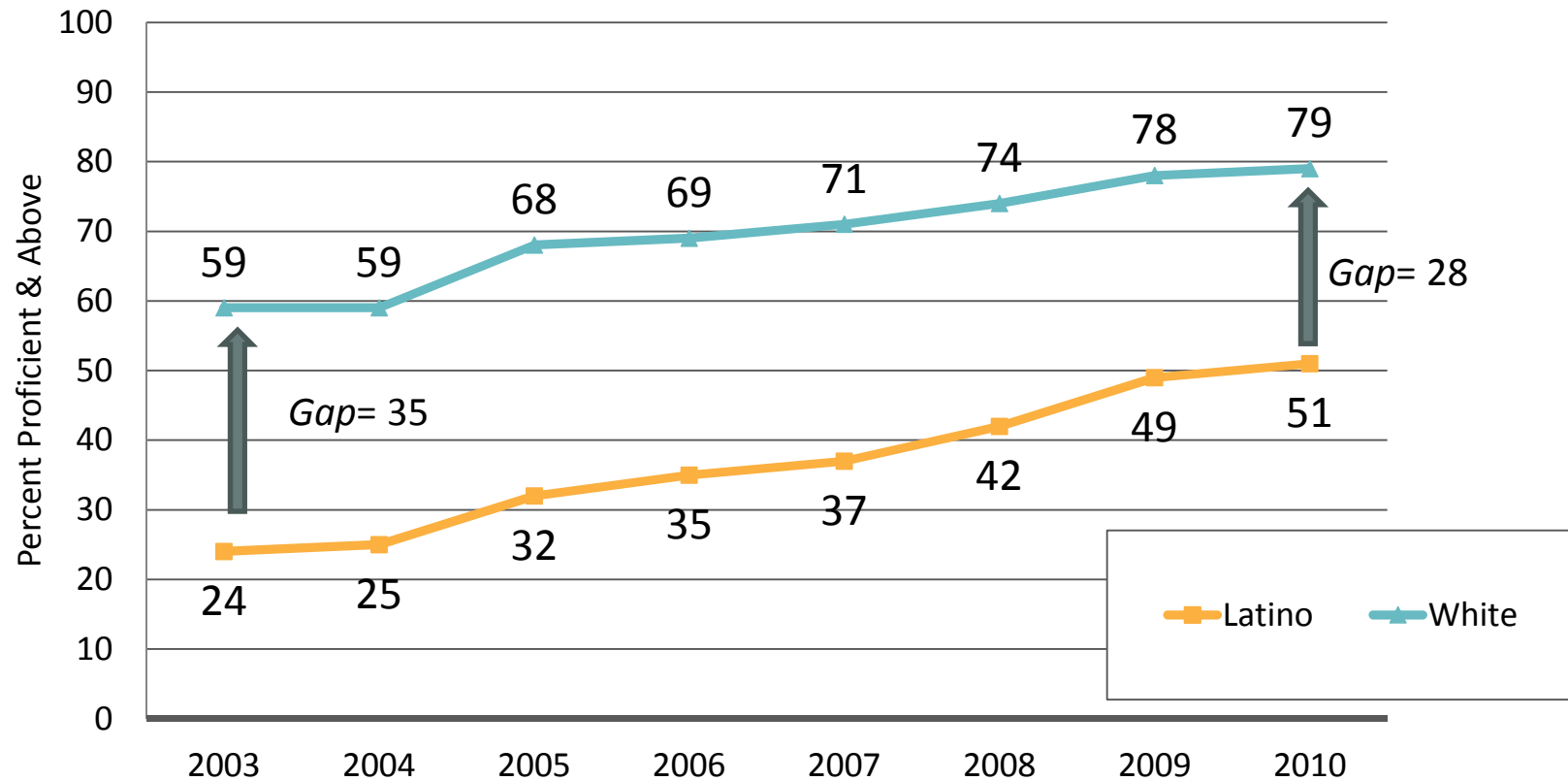
- 1.3 million English learners* - More English learners than the entire student populations of 39 states



K-12 EDUCATION PIPELINE

How well does our K-12 college and career pipeline work for students of color in California?

CST 4th Grade English-Language Arts, Latino-White Achievement Gap



Achievement Gaps Through the Grades

Latino and White Students, 2010

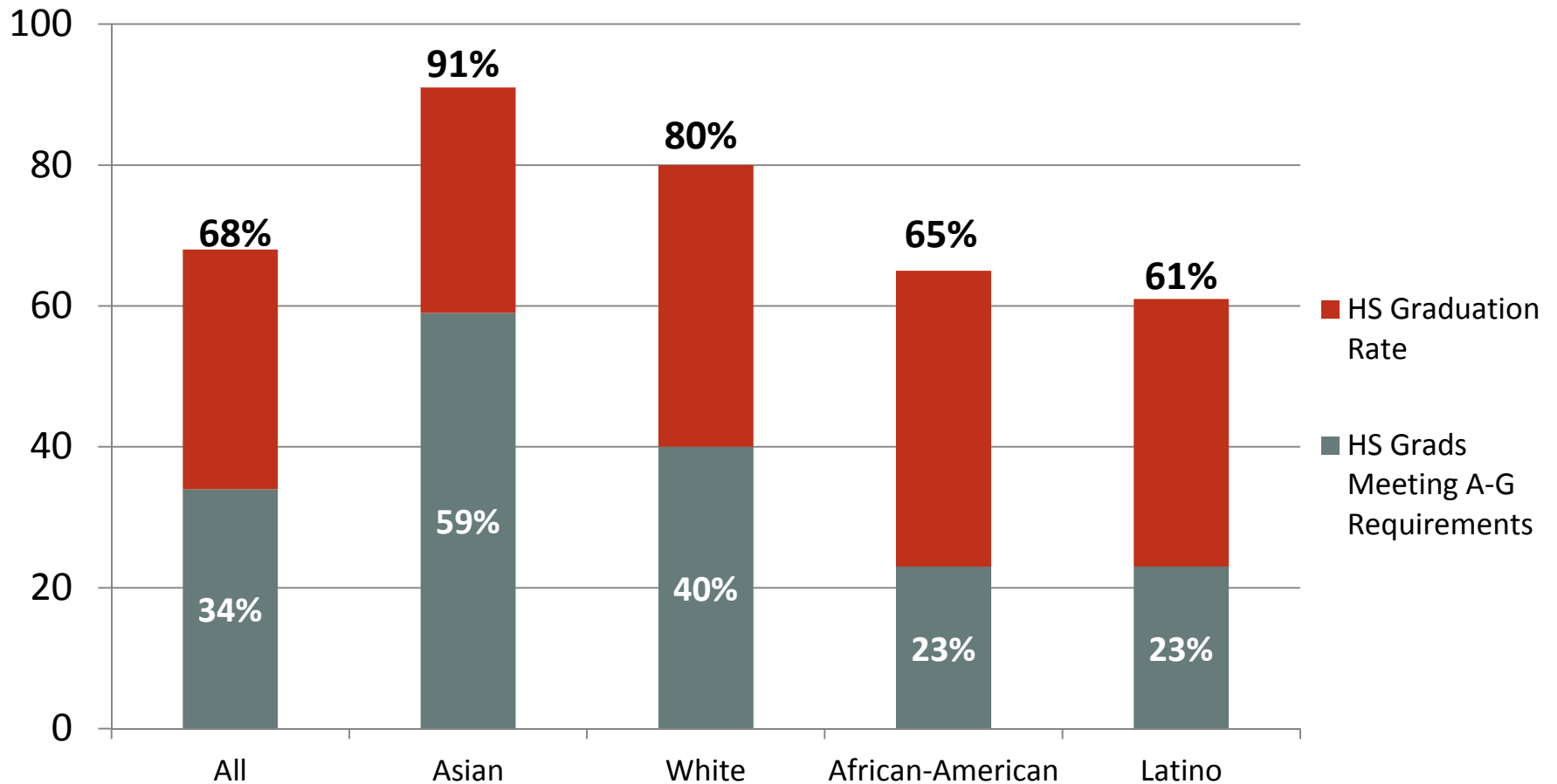
	Grade	Latino Students Scoring Proficient + Advanced	White Students Scoring Proficient + Advanced	Gap Between Latino and White Students (Percentage Points)
English-Language Arts	2	42%	68%	26
	4	51%	79%	28
	8	40%	71%	31
	11	30%	58%	28
Math	2	53%	76%	23
	4	61%	79%	18
	Algebra I EOC	21%	42%	21
	Algebra II EOC	20%	37%	17



COLLEGE READINESS

What do we know about how well
California's African-American and Latino
high school students are prepared for
higher education?

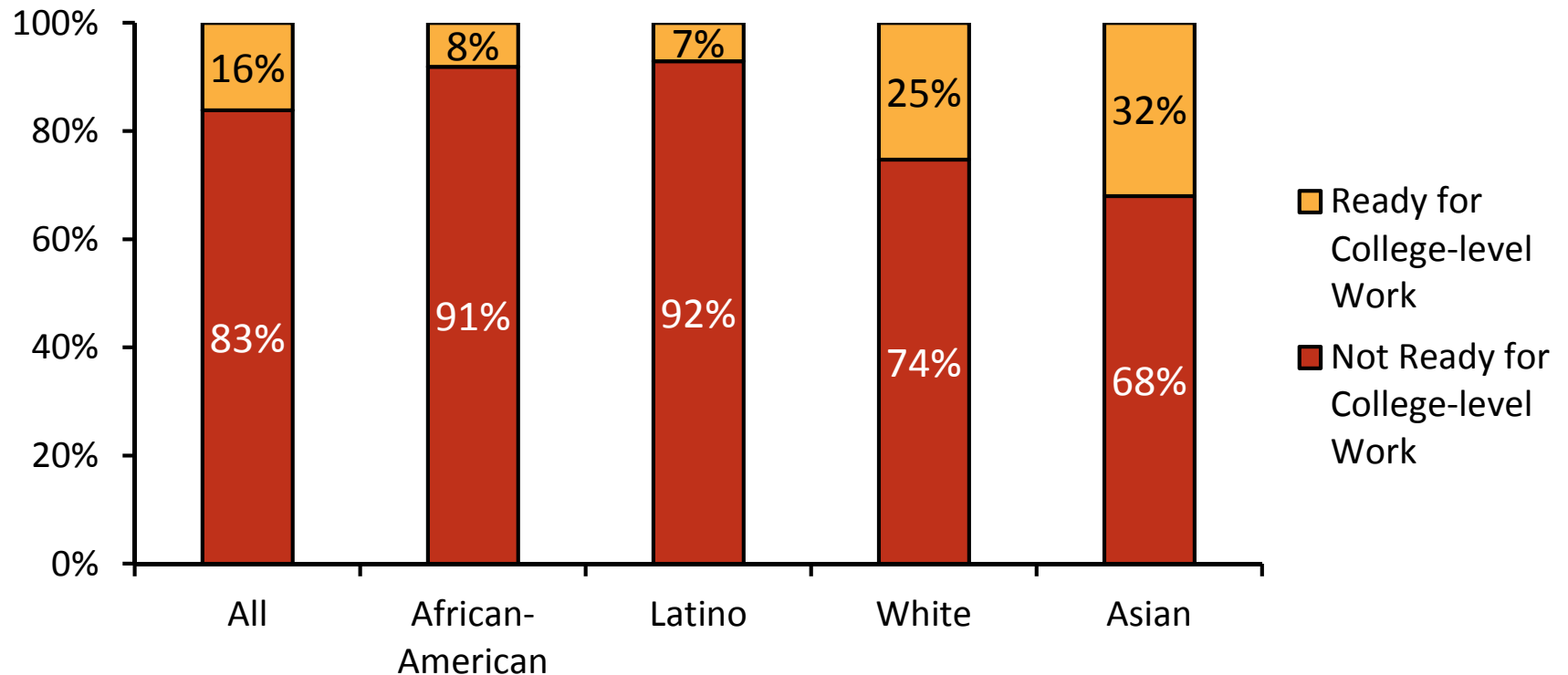
High School Graduates and A-G Graduation Rates by Race/Ethnicity, 2007-08



Source: California Department of Education, 2009; Graduation rates calculated using Averaged Freshman Graduation Rate (AFGR; Raising the Roof data tool)

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California Early Assessment Program (EAP) English Results by Ethnicity, 2009



Note: Overall, 82% of California 11th graders participated in the 2009 EAP.

Source: California State University, Early Assessment Program data, 2009



COLLEGE ACCESS AND SUCCESS

African-American and Latino Access and
Success Rates in Higher Education

Eye of the Needle: African-American Students

- In 2008, **17%** of African-American public high school graduates in CA enrolled in a UC or CSU as first-time freshmen.
- African-American students represent a scant **3%** of UC undergraduate enrollment and **6%** of CSU undergraduate enrollment, despite the fact that African Americans represent **8%** of the California population between the ages of 18 and 24.
- College admission is no guarantee of success. Six-year graduation rates for African-American first-time freshman are low, ranging from **29-33%** percent in the CSU system and **70-73%** in the UC system (depending on the source).

Eye of the Needle

Latino Students

- In 2008, **14%** of Latino public high school graduates in CA enrolled in a UC or CSU as first-time freshmen.
 - The more than 43,000 Latino dropouts significantly outnumbered the 32,000 who were eligible to apply to a UC/CSU.
- Latino students represent only **16%** of UC undergraduate enrollment and **25%** of CSU undergraduate enrollment, despite the fact that Latinos represent **45%** percent of the California population between the ages of 18 and 24.
- College admission is no guarantee of success. Six-year graduation rates for Latino first-time freshman range from **41%** in the CSU system to in the **72%** in the UC system.



RECOMMENDATIONS FOR CHANGE

Where do we go from here?

Not Rocket Science

- ❑ Learn from success and hold districts accountable for failure.
- ❑ School Stability: Protect high-poverty students and schools from staffing and instructional instability.
- ❑ Academic Rigor: Guarantee access to college and career-ready coursework and provide students with the additional supports necessary for success.
- ❑ Target resources equitably, with responsible timelines for improvement and evaluation with real accountability.
- ❑ Quality Teachers: Identify and assign the most effective teachers to the highest need students and remove ineffective teachers.

Top and Bottom Performers:

Overall CST Proficiency Rates for **African-American** 4th Graders, 2010

		District	% of African-American Students Scoring Proficient & Advanced
English-Language Arts	Top-Performing Districts	Corona-Norco Unified (<i>Riverside County</i>)	67%
		Riverside Unified (<i>Riverside County</i>)	63%
		Vista Unified (<i>San Diego County</i>)	60%
	Lowest Performing Districts	Hayward Unified (<i>Alameda County</i>)	37%
		San Francisco Unified (<i>San Francisco County</i>)	36%
		Stockton Unified (<i>San Joaquin County</i>)	35%
Math	Top-Performing Districts	Corona-Norco Unified (<i>Riverside County</i>)	72%
		Vista Unified (<i>San Diego County</i>)	65%
		Long Beach Unified (<i>Los Angeles County</i>)	64%
	Lowest Performing Districts	Stockton Unified (<i>San Joaquin County</i>)	39%
		Lodi Unified (<i>San Joaquin County</i>)	37%
		Hayward Unified (<i>Alameda County</i>) San Francisco Unified (<i>San Francisco County</i>)	31%

Note: Districts only included analysis if 2008-09 enrollment was ≥ 5 percent Latino and if free or reduced-price lunch rates ≥ 40 percent.

Top and Bottom Performers:

Gains in African-American 4th Grade CST Performance, 2003-10

		District	Change in Proficiency Rate Among African-American Students (% Point Increase)
English-Language Arts	Top-Gaining Districts	Fontana Unified (<i>San Bernardino County</i>)	+36
		Compton Unified (<i>Los Angeles County</i>)	+35
		Riverside Unified (<i>Riverside County</i>)	+33
	Lowest Gaining Districts	Hemet Unified (<i>Riverside County</i>)	+15
		Elk Grove Unified (<i>Sacramento County</i>)	+14
		Hayward Unified (<i>Alameda County</i>)	+12
Math	Top-Gaining Districts	Compton Unified (<i>Los Angeles County</i>) Palm Springs Unified (<i>Riverside County</i>)	+40
		Fresno Unified (<i>Fresno County</i>) Long Beach Unified (<i>Los Angeles County</i>) Oakland Unified (<i>Alameda County</i>)	+34
		Sacramento City Unified (<i>Sacramento County</i>)	+31
		Pomona Unified (<i>Los Angeles County</i>)	+7
	Lowest Gaining Districts	Elk Grove Unified (<i>Sacramento County</i>)	+6
		Hayward Unified (<i>Alameda County</i>)	+4

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- Learn from success and hold districts accountable for failure.
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Not Rocket Science

- ☑ Learn from success and hold districts accountable for failure.
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Reform or Close the Dropout Factories

- Current accountability model rewards low performance with additional dollars and increased flexibility.
 - This year, 188 schools were targeted by the state for turnaround. Many received federal School Improvement Grants (SIG) of up to \$6 million over three years.
 - 70% of these schools were on previous lists of low-achieving schools and received, collectively, \$265 million in state turnaround grants over the previous 6 years.
- Schools that improve from low to moderate levels lose dollars and flexibility even though their student populations do not change.

Use School Improvement Funding Wisely

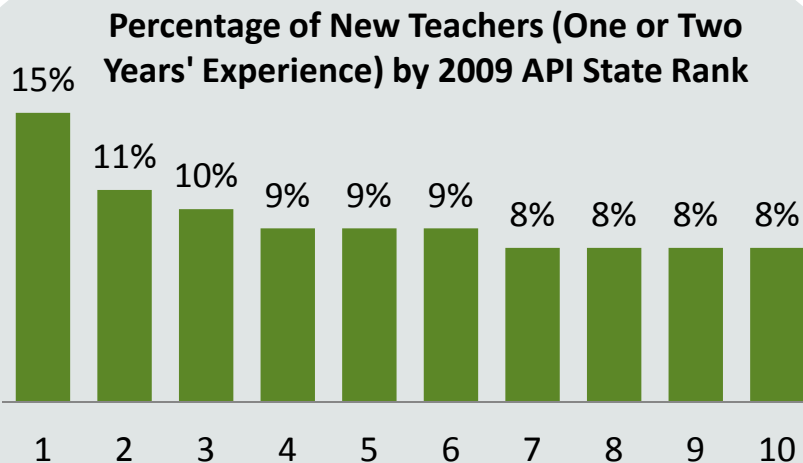
- Fund research to evaluate the use of dollars.
- Benchmark against similar schools.
- Provide realistic timelines for improvement.
- Provide increased regulatory and funding flexibility.
- Maintain consistent funding and flexibility to support long-term improvement for our highest need students and communities.
- Provide real accountability for failure.

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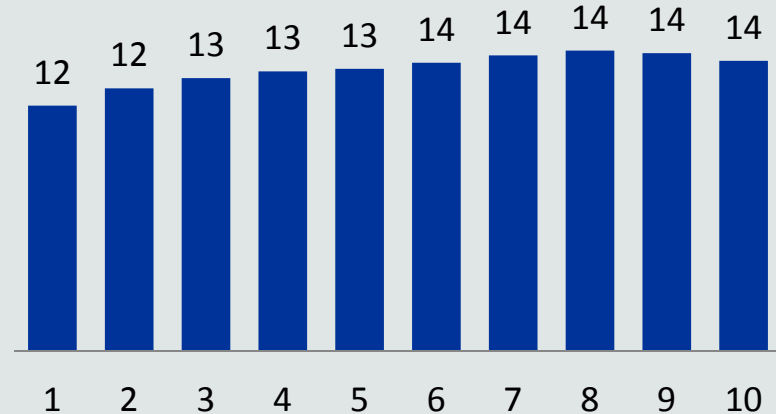
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Teacher quality is about *effectiveness*, not just experience

- Yet many in California are still focused on equalizing years of experience.
- Data reveal, however, that average years of experience are similar across schools.



Average Years of Teacher Experience by 2009 API State Rank



But we *do* see more first-year teachers in the lowest-achieving schools.

Students assigned to three highly effective teachers in a row would have scored as much as 50 percentile points higher than students with comparable beginning scores but who were assigned to a series of three highly ineffective teachers.

- University of Tennessee Value-Added Research and Assessment Center

Students whose teachers were in the top 10% in effectiveness ranked 17 percentile points higher in English and 25 points higher in math than students whose teachers ranked in the bottom 10%.

- Los Angeles Times Value-Added Investigation, 2010

Teacher effectiveness should underlie the evaluation process

- ✓ **Good evaluations that include student data.** These decisions should be made actively rather than passively, and the time horizon for these decisions should be extended.
- ✓ **Evaluations should inform critical human resource decisions:**
 - ✓ **Assignment and Transfer:** Identify most effective teachers and place them in our highest need schools.
 - ✓ **Teacher retention:** Recognize, differentially compensate, develop, and retain our best teachers and those in shortage areas such as math and science.
 - ✓ **Reductions-in-Force:** Use effectiveness rather than seniority to make critical staffing decisions.

But teacher evaluation systems are wrought with weaknesses and design flaws

Current teacher evaluation systems are:

- Infrequent**
- Unfocused**
- Undifferentiated**
- Unhelpful**
- Inconsequential**

Infrequent

Problem: **Most teachers are not evaluated every year.**

State Law: For more senior teachers, evaluation is only required *at least* every five years.

Research: Meanwhile, research from other states identifies the *end* of a teacher's career as one of two periods when teachers are least effective (along with the beginning).

Solution: **School districts should administer evaluations for all certificated staff annually.**

Unfocused

Problem: **Evaluations are not based on any measure of student academic progress.**

State Law: The Stull Act allows school districts to opt-out of using student progress on the California Standards Test to evaluate and assess teacher performance.

Solution: **School districts should have evaluation systems in place to assess teacher and principal effectiveness at raising student achievement.**

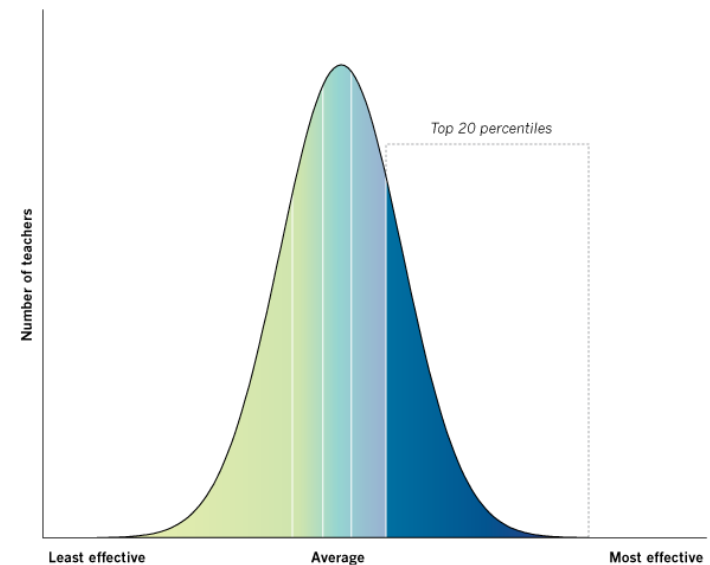
Multiple Measures: Use multiple approaches to measuring effectiveness (such as value-added) based primarily on student performance data from CSTs, benchmark, formative, or other types of assessments.

Undifferentiated

Problem: Satisfactory/unsatisfactory categories do not capture range of teacher quality.

Research: Teachers can earn satisfactory ratings without showing evidence that they have sufficiently advanced student learning. Over 99% of LAUSD teachers are rated “Meets Standards.”

Solution: Evaluations should provide ratings that meaningfully differentiate among teacher effectiveness using multiple categories.



Source: National Council on Teacher Quality, Teacher-Quality Checklist for School Districts

Unhelpful

Problem: **Evaluations don't give useful feedback.**

Research: Teachers surveyed by The New Teacher Project report that evaluations don't give them useful feedback on their performance and how to improve their student's achievement. "Drive-By" 15-minute observations by principals are common and insufficient.

Solution: **Information on teacher effectiveness should be used to inform classroom instruction.**

Share data: School districts should provide teachers with longitudinal data on the academic growth of their own students compared with other students in the same grade and subject.

Inconsequential

***Problem:* Results of evaluations are rarely used to make employment decisions.**

State Law: California Education Code requires districts to make employment decisions based exclusively on years of service, regardless of how well newer teachers do their jobs.

***Solution:* School districts must have the flexibility to assign, reassign, layoff and transfer teachers and administrators based on effectiveness (as measured by their evaluations) and student needs, without regard to years of service.**

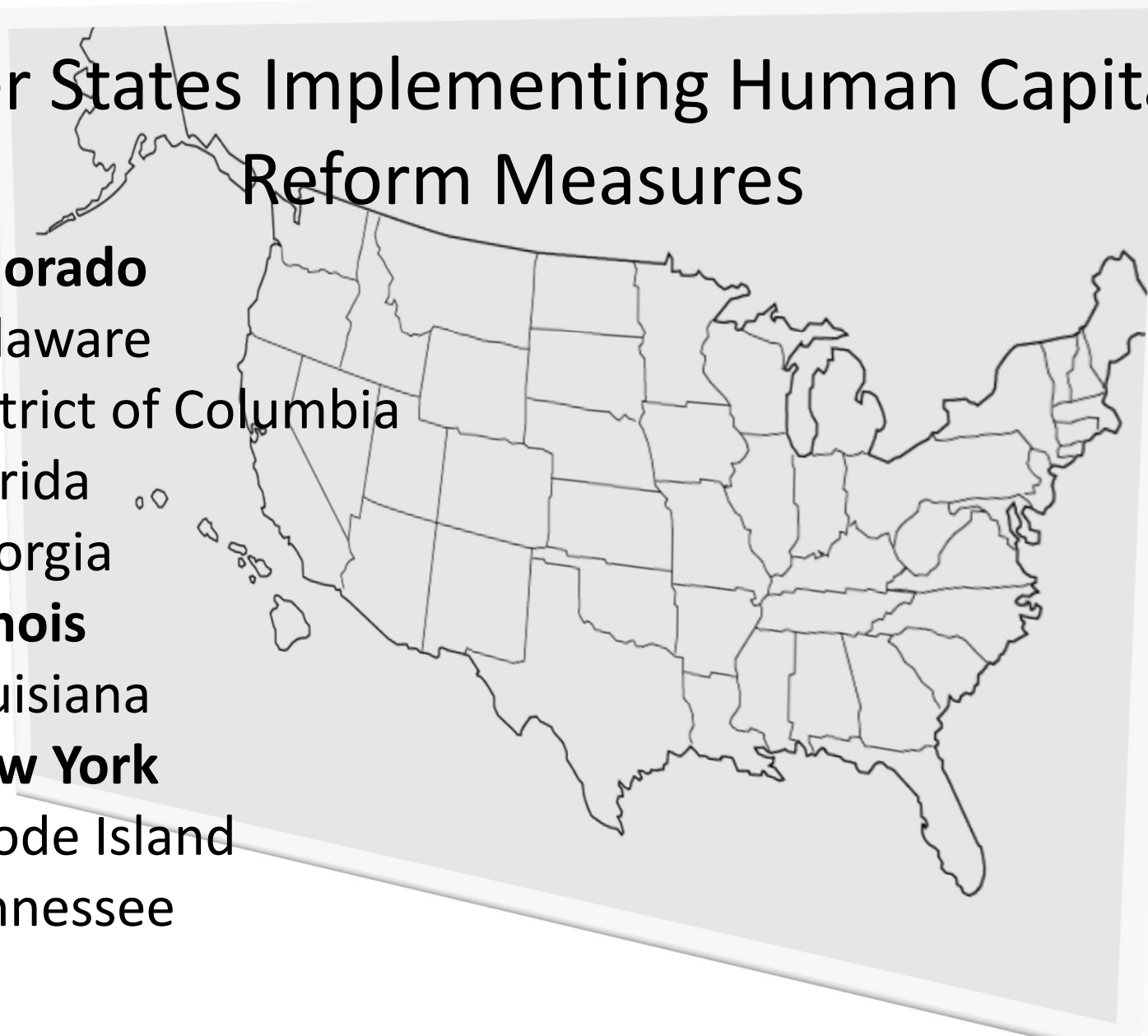
Assignment: Identify most effective teachers and place them in our highest-need schools.

Teachers deserve a high-quality evaluation that will help them improve their practice and raise their students' achievement. Local school districts deserve the right to make personnel decisions based on teacher performance. This will enable them to protect their best teachers at a time when great teachers are more important than ever.

- The Education Trust—West

Other States Implementing Human Capital Reform Measures

- **Colorado**
- Delaware
- District of Columbia
- Florida
- Georgia
- **Illinois**
- Louisiana
- **New York**
- Rhode Island
- Tennessee



Colorado

Colorado signed the Great Teachers and Leaders Bill in May 2010, which requires annual evaluations based significantly on student academic growth.

Evaluation Instrument

- Annual evaluations, with at least 50% based on student academic growth, using multiple measures of student performance. At least three ratings: highly effective, effective, and ineffective.
- Principals also will be evaluated on the number and percentage of teachers in the school rated highly effective, effective, and ineffective.

Use of Evaluations

- New teachers earn tenure after three positive evaluations. Non-probationary teachers who receive two consecutive “ineffective” evaluations return to probation.
- LEAs participating in RTTT have made a commitment in the MOU to use evaluations to remove ineffective teachers after they have had ample opportunity to improve.

Implementation of Evaluation Systems

- State Council for Educator Effectiveness make recommendations to State Board by March 1, 2011. In the 2011-12 school year, the Colorado Department of Education will assist districts with the development of evaluation systems.
- Begin implementation of new system in 2012-13 with full implementation in 2013-14.

Illinois

On January 18, 2010, the Illinois Performance Evaluation Reform Act of 2010 was signed into law requiring every school district to incorporate student performance as a significant factor in teacher and principal evaluations.

Evaluation Instrument

- Non-contracted teachers are evaluated annually. Contract teachers are evaluated every two years, unless they are rated as need improvement or unsatisfactory.
- Evaluation rates educators as excellent, proficient, needs improvement, or unsatisfactory. Student growth will be a significant factor, and the State Board will create a model evaluation system in which student growth accounts for 50%. Teachers are also evaluated based on observations, attendance, planning, instruction, etc.

Use of Evaluation

- Contract teachers who are rated unsatisfactory are fail to complete a remediation plan successfully are subject to dismissal. Starting in the 2012-13 school year, all principals will be evaluated annually.

Implementation of Evaluation Systems

- SBE will determine measures of student growth, definition of significant factor, and minimum requirements for instruments and procedures. Full implementation of teacher evaluations are scheduled for 2016. LEAs participating in RTTT will implement in 2012-13 (and “Super LEAs” in 2011-12). For principals, implementation will take place in 2012.

New York

On May 28, 2010, New York's governor signed a law that introduces an enhanced, annual educator evaluation system and method of rating the performance of teachers and administrators.

Evaluation Instrument

- Annual educator evaluation system will be based 40% on student achievement and 60% on locally-developed measures, such as classroom observations. Educators will be rated highly effective, effective, developing, or ineffective.
- Once the Board of Regents approves a value-added growth model, student achievement will be calculated as follows: (1) 25% of the educator's total evaluation will be based on the State-mandated student achievement data, and (2) 15% will be based on locally-developed measures, in accordance with state regulation and collective bargaining.

Use of Evaluation

- Annual evaluations will be a significant factor for employment decisions. Developing or ineffective teachers will receive improvement plans, and educators are eligible for removal for two consecutive ratings of ineffective. Additionally, evaluations will inform professional development, including coaching and professional induction.

Implementation of Evaluation Systems

- Implementation in 2011-12 for English language arts and math teachers in tested grades and their principals, and in 2012-13, for all educators.

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Upcoming Developments

- Updated Common Core State Standards
 - Curriculum
 - Standardized Tests
 - Professional Development
- Reauthorization of the Elementary and Secondary Education Act (ESEA) / NCLB

Questions?

For more information,
visit www.edtrustwest.org



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