

Realigning Resources for District Success

Duval County Public Schools
Final Report to Board of Education
September 20, 2011

DCPS partnered with ERS to identify opportunities to do *more with less*

Raise the bar & close the gap

- Common core, FCAT 2.0 increase challenge for all
- Student achievement levels not rising at pace with strategic goals

Decreasing revenue & increasing constraint

- \$90 M budget gap and tightening rules on class size in FY11-12
- Continued shortfalls expected

Civic capacity as strength

- Fordham report named Jacksonville one of top cities in the nation for school reform*

Project Goal: Identify opportunities to improve alignment of resources with goals & strategic resource principles



“Rethinking the status quo, by definition, can be unsettling. But . . . the alternative is to simply end up doing less with less.”

—Arne Duncan, U.S. Secretary of Education**

*Hess, Frederick, Stafford Palmieri, and Janie Scull. “America’s Best and Worst Cities for School Reform: Attracting Entrepreneurs and Change Agents.” The Thomas B. Fordham Institute. August, 2010.

**The New Normal: Doing More with Less. Secretary Duncan’s remarks at the American Enterprise Institute, Nov 17, 2010.

Agenda

Project Background

Context for Resource Use in DCPS

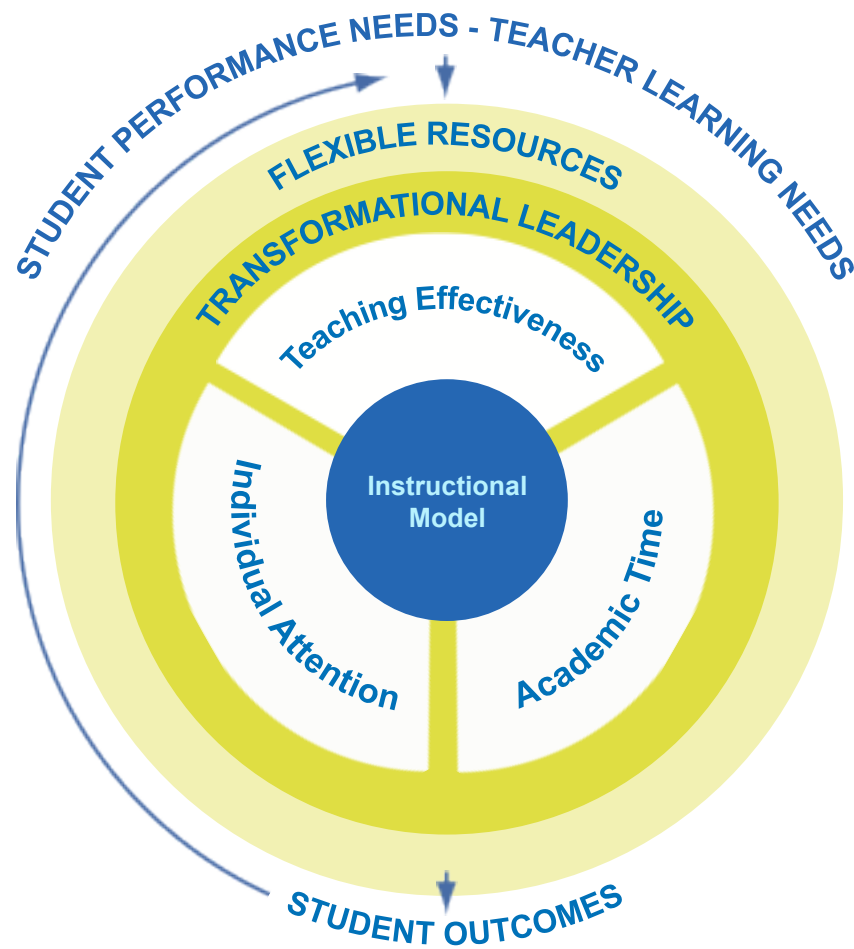
Recommendations

Summary of Resource Implications

Who We Are

- **Non-profit consulting firm, head-quartered in Boston**
- **Work with leaders of public school systems to rethink the use of district and school-level resources**
- **Analyze district data to generate insight around resource strategies**
- **Work is grounded in over a decade of experience, working with leading school districts across the country**

ERS has found that strategic schools organize resources around three guiding principles...



TEACHING EFFECTIVENESS

Build teaching effectiveness through teams that maximize combined expertise and have time and support for effective collaboration

INDIVIDUAL ATTENTION

Create targeted individual attention for students and foster personal relationships between students and teachers

ACADEMIC TIME

Organize and use time strategically, maximizing time on core academics, and linking learning to needs

And that districts use seven transformational resource strategies support high performing schools at scale...

FUNDING

equitable, transparent, and flexible

TEACHER COMPENSATION & JOB STRUCTURE

recognizes, rewards, and builds contribution

SCHOOL DESIGN

schedules and staffing match needs

INSTRUCTIONAL SUPPORT

strategically aligned

LEADERSHIP

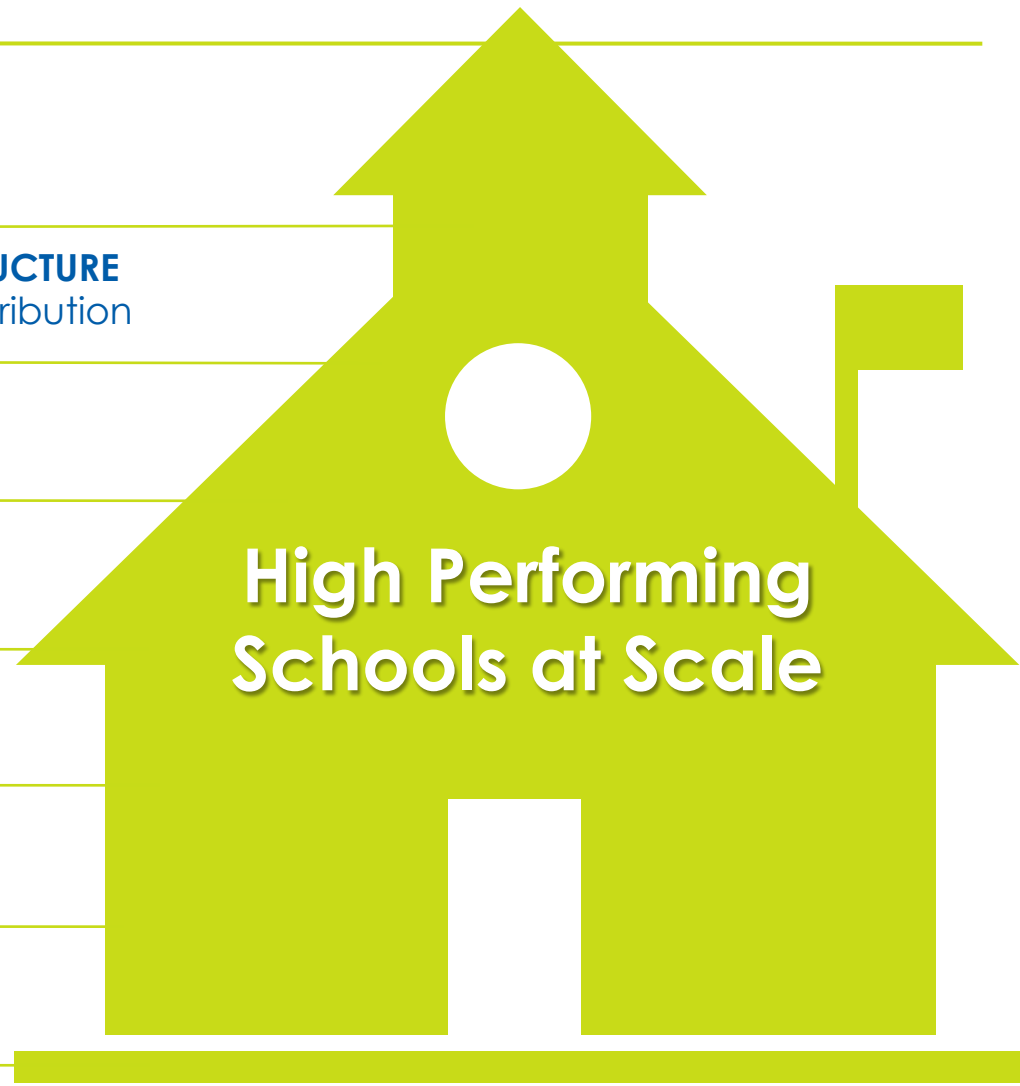
supported and rewarded

CENTRAL OFFICE SERVICES

accountable, efficient

PARTNERS & TECHNOLOGY

leveraged



Analysis of SY0910 resource use heavily quantitative, supplemented with qualitative data

Quantitative Analysis

- Data from across the system*, compared to national benchmarks and best practice

Interviews

- Top-level staff across most of the district's Central Office departments

Spotlight School Visits

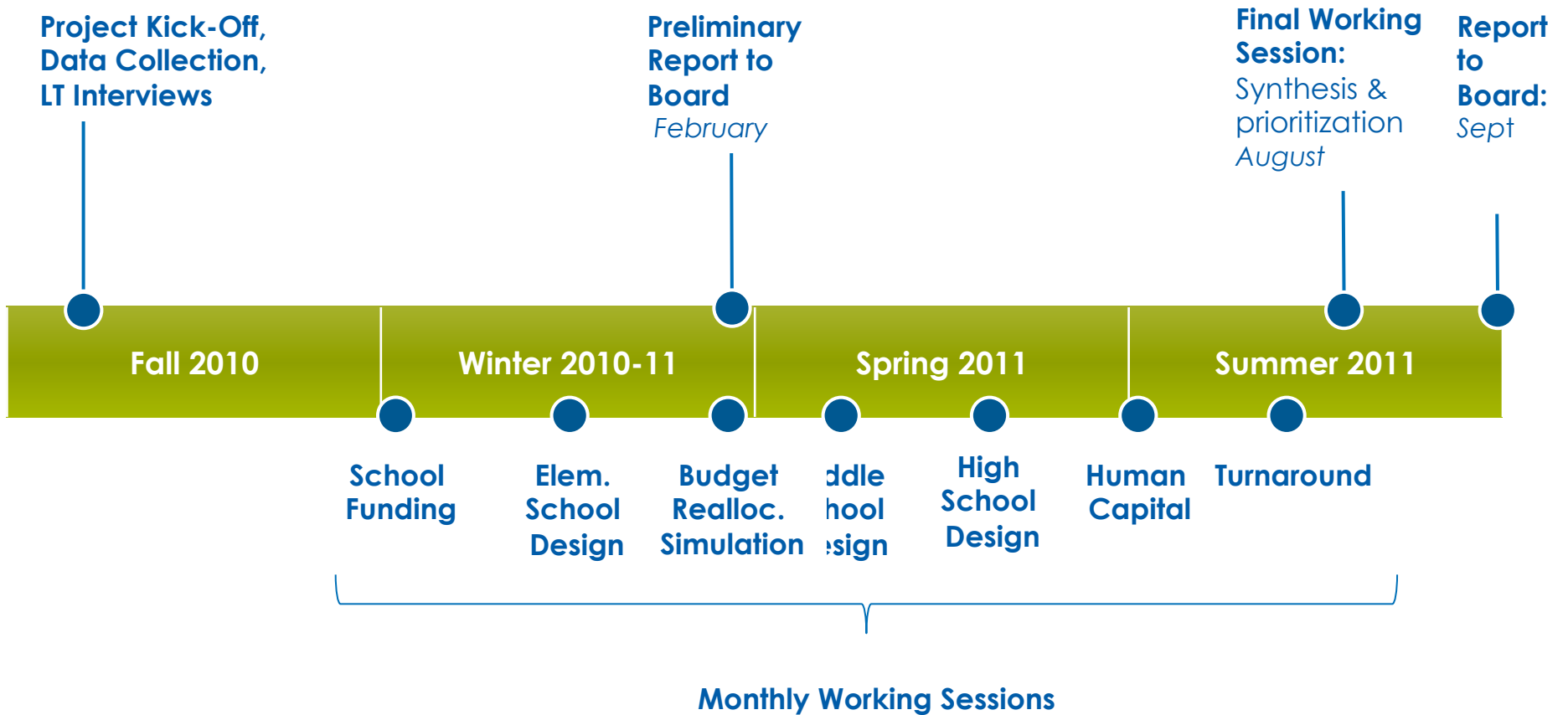
- Half-day visits to 18 schools to get school-level perspectives on resource use

Focus Groups

- Major district internal stakeholders in the fall and external stakeholders in the summer

PNote: Data sources included DCPS FY0910 expenditures, payroll, human resources, course schedule, enrollment, and performance data

Major findings presented over series of working sessions and report-outs



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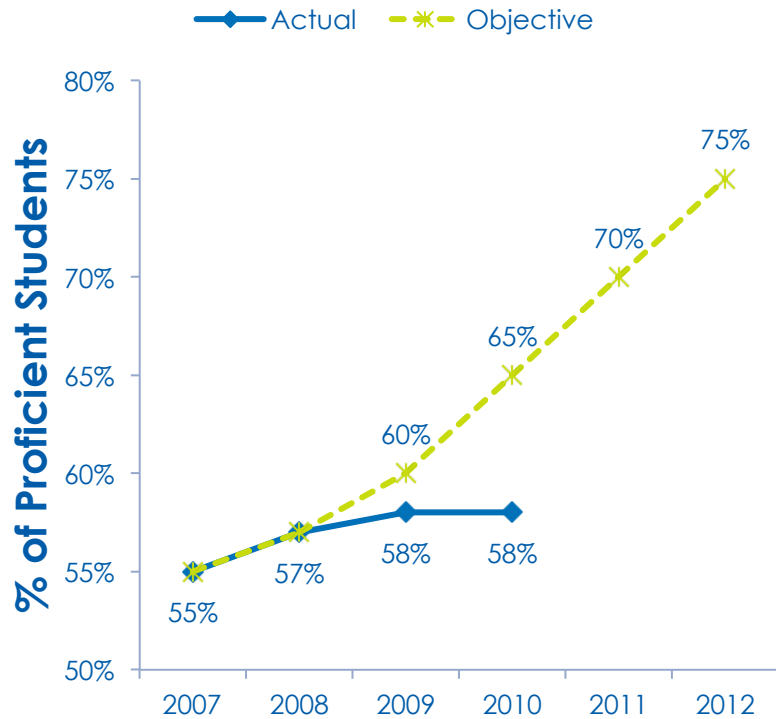
Context for Resource Use in DCPS

Recommendations

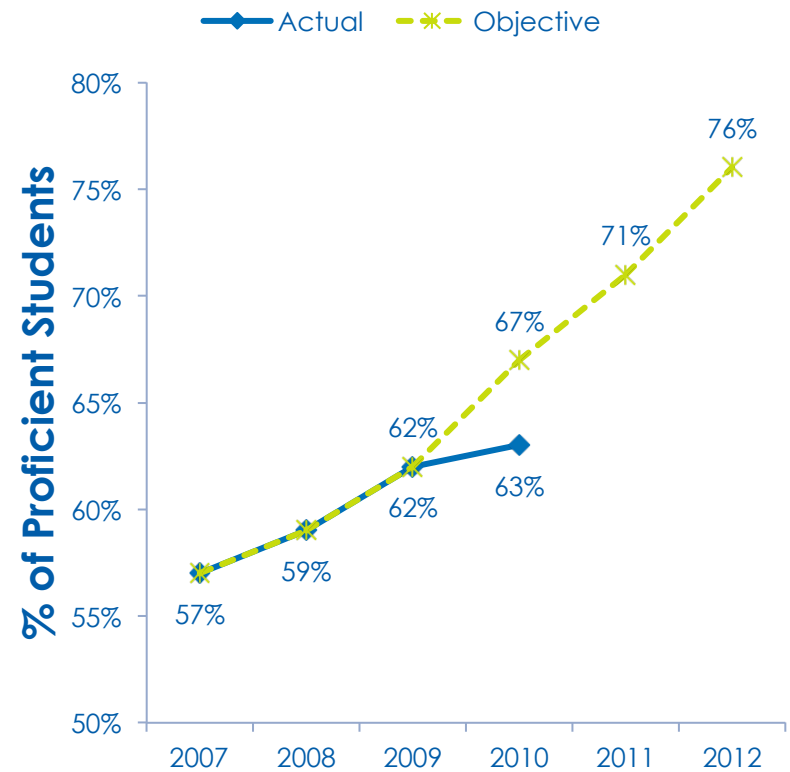
Summary of Resource Implications

District-wide, academic progress has not kept up with district improvement goals

DCPS Reading Proficiency Goals 2009 - 2012



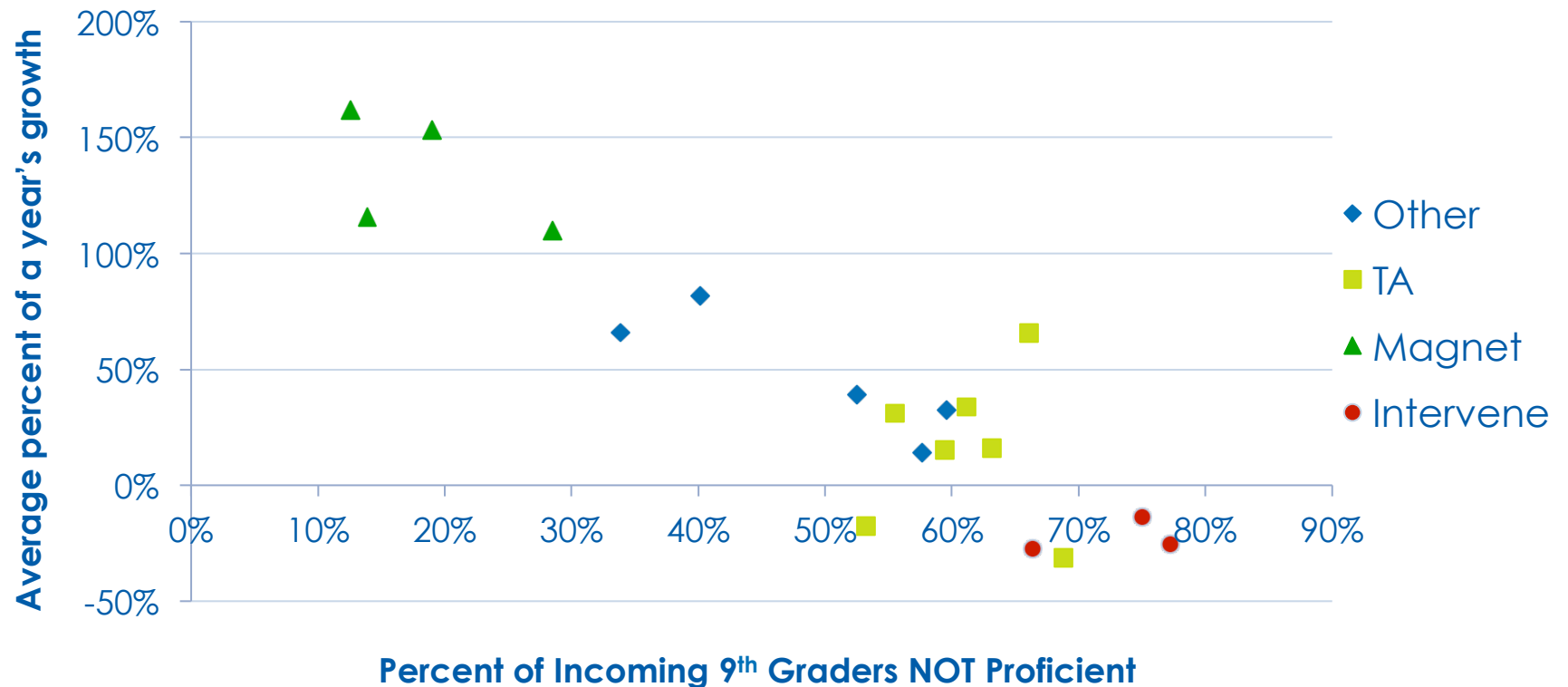
DCPS Math Proficiency Goals 2009 - 2012



Source: DCPS District Strategic Plan version 2.0 from DCPS website:
http://www.duvalschools.org/static/aboutdcps/superintendent/downloads/Strategic_Plan_Version_2_Final.pdf

Low performers are not closing the gap, growing least in high needs schools

Average Non-Proficient Student Growth (9th-10th Grade) vs. Incoming Student Proficiency

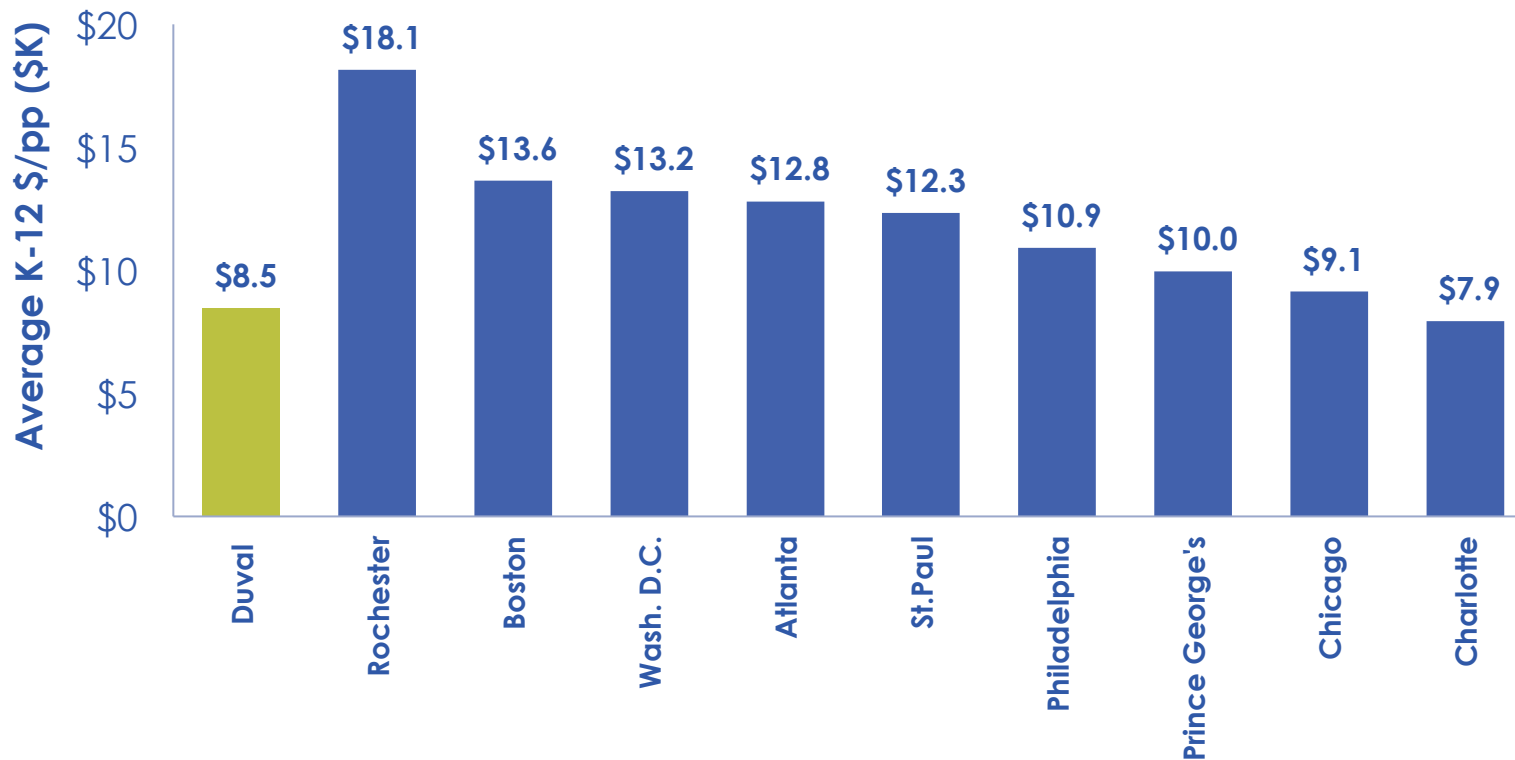


Source: ERS analysis of DCPS 0809-0910 FCAT data for SY0910 9th and 10th graders

Note: % of a year's growth measured in developmental scale score points based on FL DOE target for one year's growth

At 8.5K per pupil, DCPS K-12 operating spending lower than most ERS partner districts

Cross District Comparison of Average K-12 Operating \$/per pupil (fully allocated)*

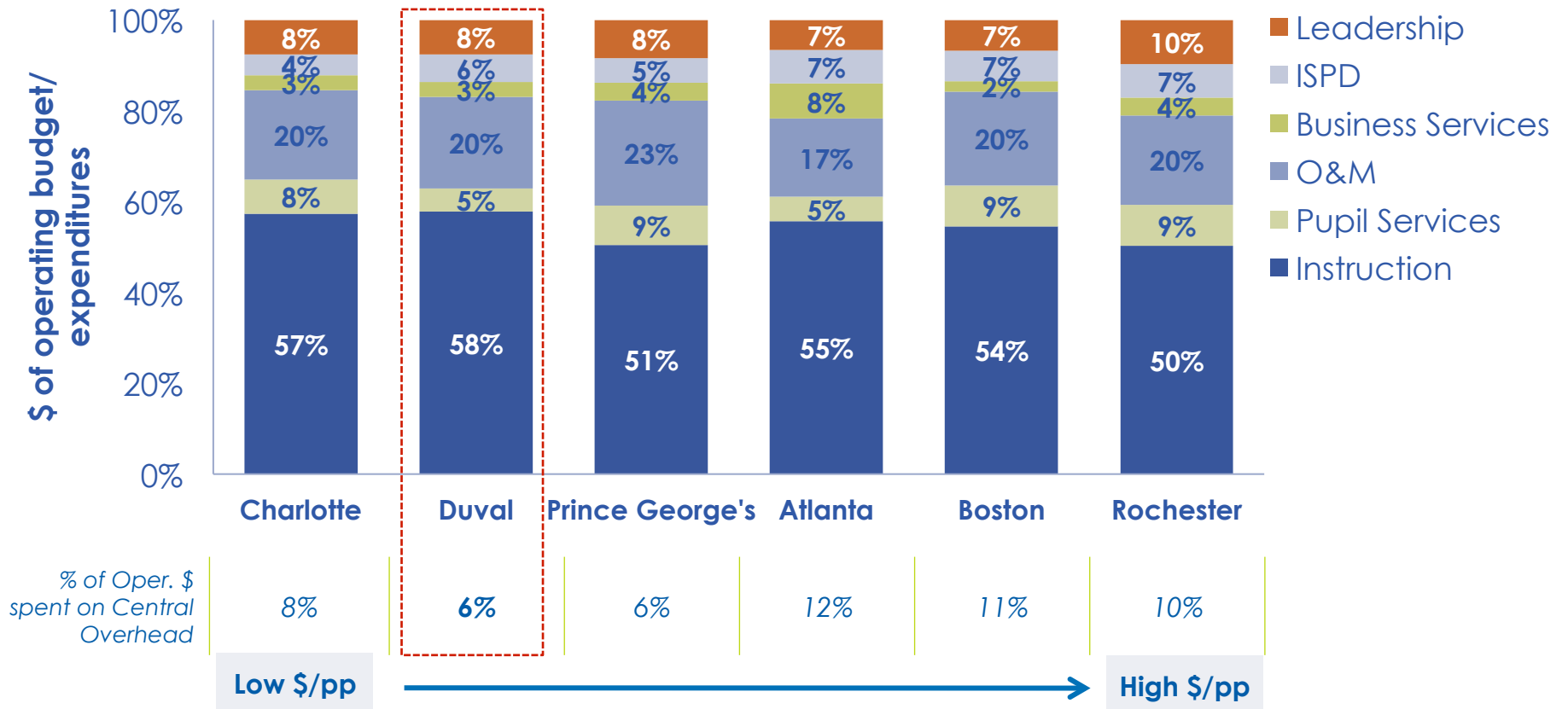


State class size legislation means limited resources are less flexible

*Dollars adjusted to Cost of Living in Duval County and 2009-10 year; Source: ERS analysis of DCPS FY0910 Expenditures, Survey 2 enrollment Data

DCPS has prioritized resources to many strategic areas, spending less on central and more on instruction

Cross District Comparison of Operating Expenses by Type



WHAT THIS MEANS: DCPS must restructure existing investments, target resources to highest need areas, and leverage partners

Source: ERS analysis of DCPS 0910 Expenditure data

Agenda

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Context for Resource Use in DCPS

Recommendations

Summary of Resource Implications

Executive Summary of Recommendations

- 1. MEASURING TEACHER EFFECTIVENESS:** Launch leadership development effort to support implementation of new evaluation system, which will then inform hiring, assignment, professional development, career growth and compensation
- 2. STRENGTHENING TEACHING TEAMS:** Build highly effective teaching teams that collaborate regularly with expert support by bringing together pieces of DCPS's current >\$100 million investment in instructional support
- 3. TARGETING TIME AND ATTENTION:** Improve individualization of instruction by scheduling students more flexibly and aligning interventions
- 4. LEVERAGING TURNAROUND :** Restructure and increase investment in turnaround schools to attract and develop top talent and better support students' readiness to learn
- 5. MATCHING FUNDING TO NEED:** Free up resources invested in smaller school size to increase funding based on prioritized need

Fully maximizing resources in each area will require reducing costs, restructuring the way resources are used, making new investments, and accessing private/community funding

Agenda

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Context for Resource Use in DCPS

Recommendations

- **Measuring Teaching Effectiveness**
- **Strengthening Teaching Teams**
- **Targeting Time and Attention**
- **Leveraging Turnaround**
- **Matching Funding to Need**

Summary of Resource Implications

New teacher evaluation is key improvement, though effective implementation is still “TBD”

ERS principles for defining & measuring teaching effectiveness	DCPS Old	DCPS New
District has clear practice standards defining good teaching that reflect current research on practices that improve student learning.		
Measures teaching effectiveness by both adherence to practice standards and value added student outcomes.		
Principals and other evaluators have easy access to teaching effectiveness data as well as contextual factors.		TBD
All teachers are evaluated at least annually , and teachers without tenure and struggling teachers are evaluated multiple times per year.		
Teacher evaluations include multiple performance categories that facilitate human capital decisions.		
The teacher evaluation process structured to ensure accuracy, consistency.		TBD
Evaluators are supported & accountable for timely, accurate, and rigorous evaluations , and for using evaluations to support practice improvement.		TBD

*Future work related to ensuring evaluation is **accurate, rigorous, accessible, and used well** is essential to impact of new tool and will require ongoing investment in implementation.*

Most essential investments relate to effective support and monitoring for principals/evaluators

Recent New Teacher Project report named five key areas of investment:*

- Tools & systems
- Training
- Communications
- Monitoring
- Sustainability

Example: Additional time commitment may warrant smaller management ratios, reduction of other responsibilities, etc.

Estimated Evaluator time required under 09-10 and 10-11 teacher evaluation systems*

	Old DCPS	New DCPS
Estimated evaluator time/teacher	1.5 hrs	4.2 hrs
Avg. # teachers/evaluator	18	18
Estimated minimum evaluator time	27 hrs	76 hrs



Strategic Practice: TNP Report "Smart Spending for Better Teacher Evaluations"

*Source: The New Teacher Project, "Smart Spending for Better Teacher Evaluation Systems" June 2011

**Note: min. evaluator time is estimate based on requirements in evaluation manual, but should be revised as expectation of evaluator role is clarified.

New system can be used to improve talent in multiple ways



The Need

- **No visibility** into which hiring sources provide the most effective teachers
- UNF provides a third of new hires

- Per teacher PD investment is significant, but **PD individualization not data-driven**
- **Limited alignment** across PD providers

- Greater share of teacher **compensation above base pay driven by experience** than other districts
- Current DCPS **workforce is less experienced** than others studied

The Opportunity

- **Transparency** into effectiveness **across hiring sources**
- **Provide feedback** to sources
- **Evolve hiring strategy**

- Use effectiveness data to better **match development opportunities to teacher needs**

- Effectiveness data can **inform reallocation of compensation** over time to invest in effectiveness & contribution
- Reallocation supports **effective teams and retention** of best teachers

Source: ERS analysis of DCPS HR, expenditure, and payroll data; ERS district benchmark database

Measuring Teacher Effectiveness – Summary of Opportunities & Resource Implications

Opportunity	Detail	Resource Implications
Invest in successful implementation of teacher effectiveness measure	<ul style="list-style-type: none"> • Identify resources required for FY12-13 and ongoing through study of Hillsborough, others 	Invest & Restructure
Use effectiveness information to evolve human capital system	<ul style="list-style-type: none"> • Explore reorganization of teacher pipeline sources over time 	Restructure
	<ul style="list-style-type: none"> • Reallocate existing professional development resources to improve alignment with teacher need, district priorities 	Restructure
	<ul style="list-style-type: none"> • Reallocate current compensation resources to invest in effectiveness and contribution 	Restructure



Strategic Practices: Hillsborough Co. FL;
Achievement First Charter Network

Agenda

Project Background

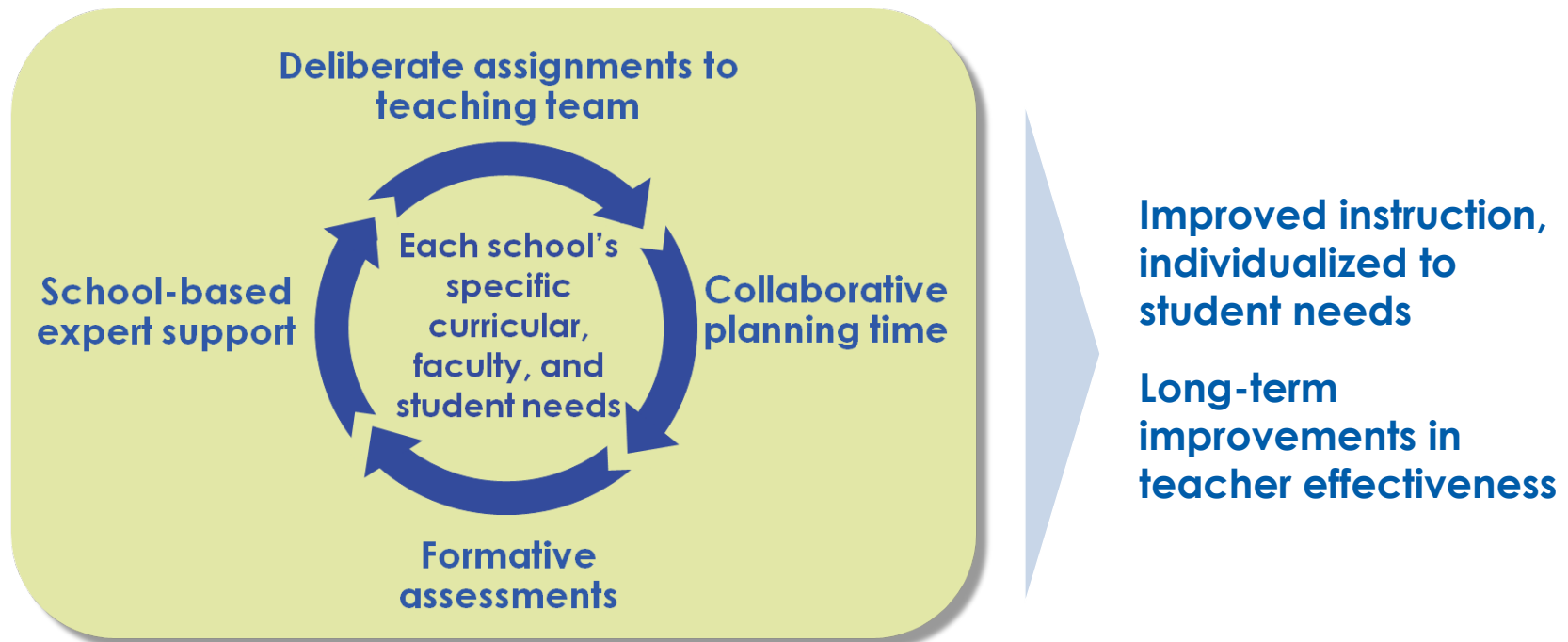
Context for Resource Use in DCPS

Recommendations

- Measuring Teaching Effectiveness
- **Strengthening Teaching Teams**
- Targeting Time and Attention
- Leveraging Turnaround
- Matching Funding to Need

Summary of Resource Implications

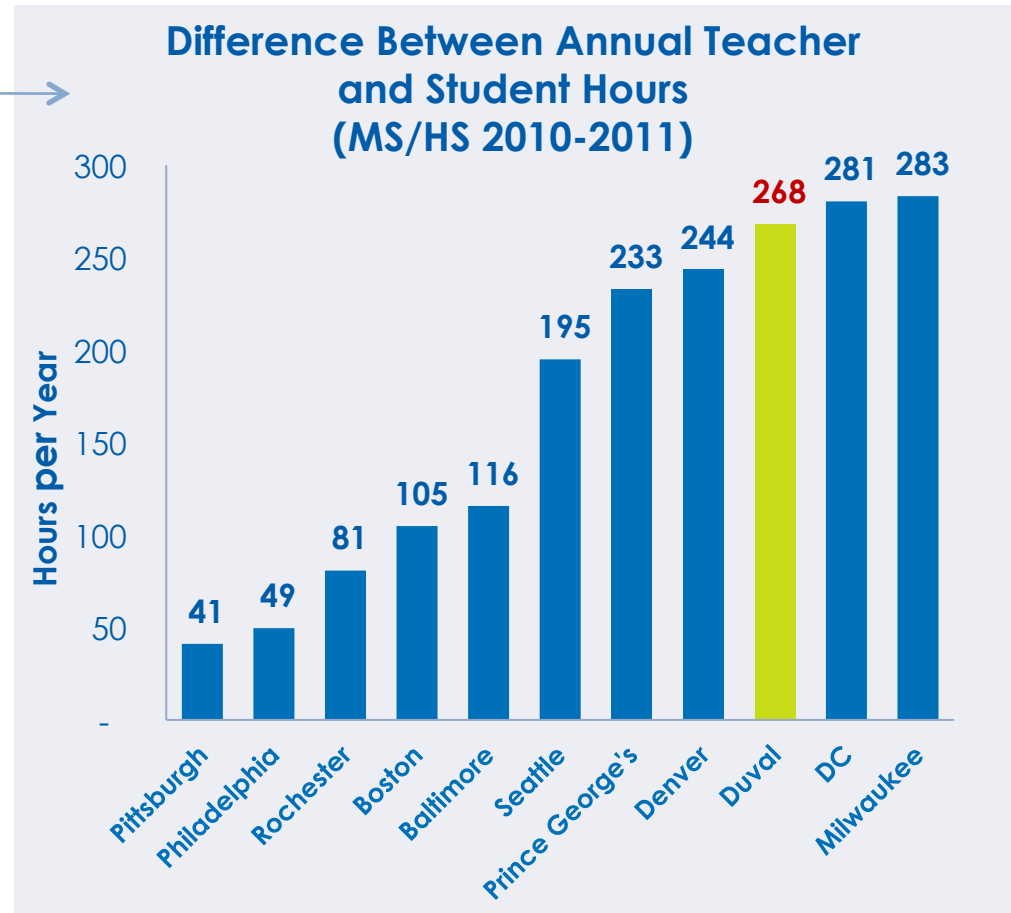
Improving teaching effectiveness requires four elements of school-based support that promote effective collaboration



With transition to common core & increasing use of data, effective team collaboration is growing even more essential

DCPS is investing in key structures to support teaching effectiveness through collaboration

- **Teacher planning time:** ~\$73M for MS/HS teacher planning time, with one of the largest differences between student and teacher hours of any ERS partner district
- **Experts prioritized to turnaround schools:** \$17M investment in coaches
- **Formative assessments:** Benchmark assessment system



Source: T3 database; ERS benchmark database; Note: Duval teacher hours include 7.33 hours per day for 180 days and 7 hours per day for in-service days

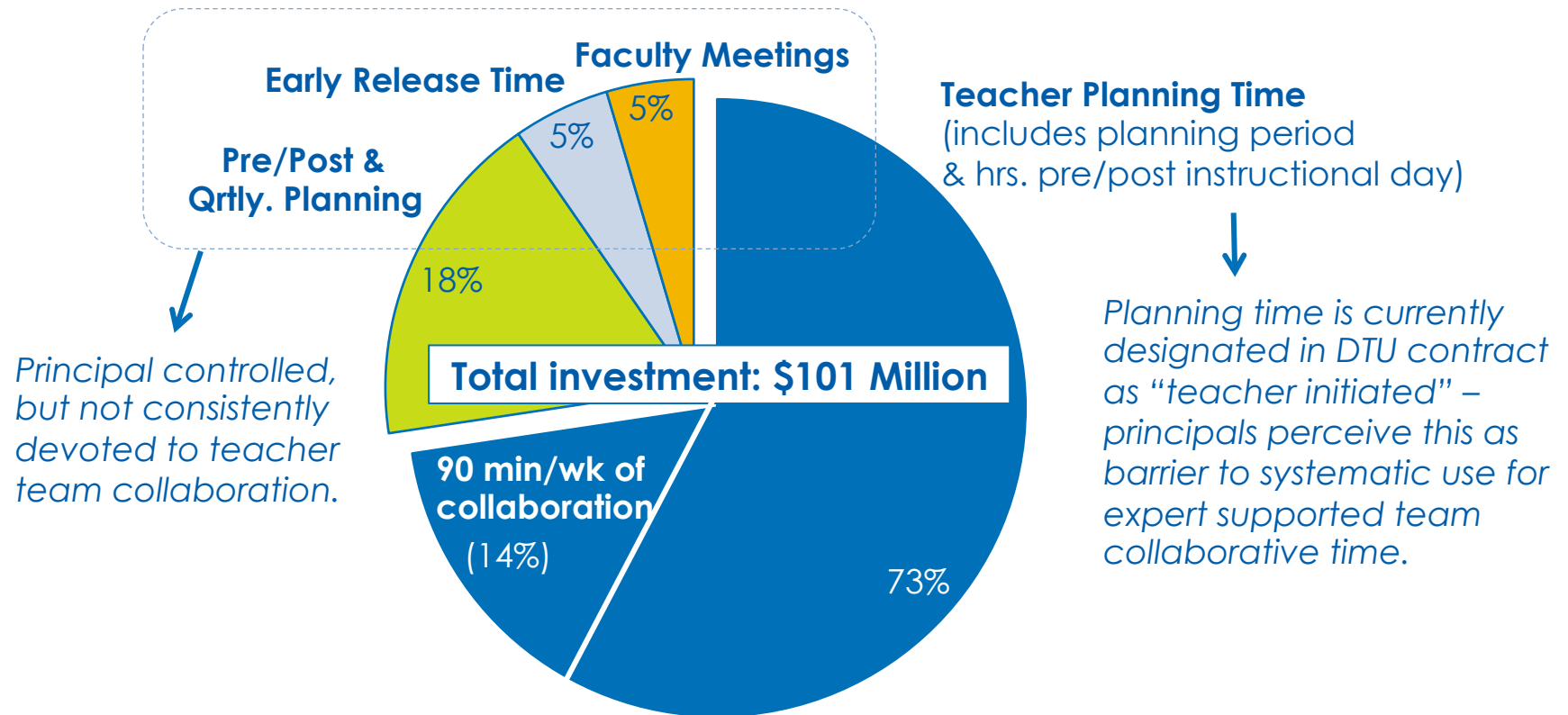
But, like many districts, existing investments not organized to fully support effective collaboration

- Fully Implemented
- Partially Implemented
- Not Implemented

	Duval	District A	District B	District C	District D	District E	District F
Deliberate assignment to teaching team	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Collaborative planning time used in all schools	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
Formative assessments examined continuously across system	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>
School-based expert instructional support	<input type="radio"/>	<input checked="" type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input checked="" type="radio"/>	<input checked="" type="radio"/>

Teacher time outside the student day is not consistently used for collaboration

Total Investment in School-based Teacher Development Time



Investment in school-based development time is 2.6x all other teacher PD combined

Strengthening Teaching Teams – Summary of Opportunities & Resource Implications

Opportunity	Detail	Resource Implications
Increase leader capacity & improve incentives around effective teaming	• Better support principals w/access to data, training & support	Restructure
	• Revise principal accountability	Restructure
Ensure time is protected for effective collaboration	• Clarify/revise contract language to protect time for collaboration	Restructure
	• Develop protocols for effective collaboration	Restructure
	• Train principals and experts to lead collaboration & monitor/support	Restructure
Ensure all schools have experts to support collaboration	• Revisit coach job description , selection and accountability to emphasize role in collaboration	Restructure
	• Define teacher leader role and invest in pay for additional responsibility (\$6-8 M per year w/ salary increase of \$8-10K per teacher leader & 5 teacher leaders/school)	Long-term, restructure; short-term, invest



Strategic Practices: Devonshire ES, Charlotte, NC;
OSI Turnaround Schools, Chicago, IL

Agenda

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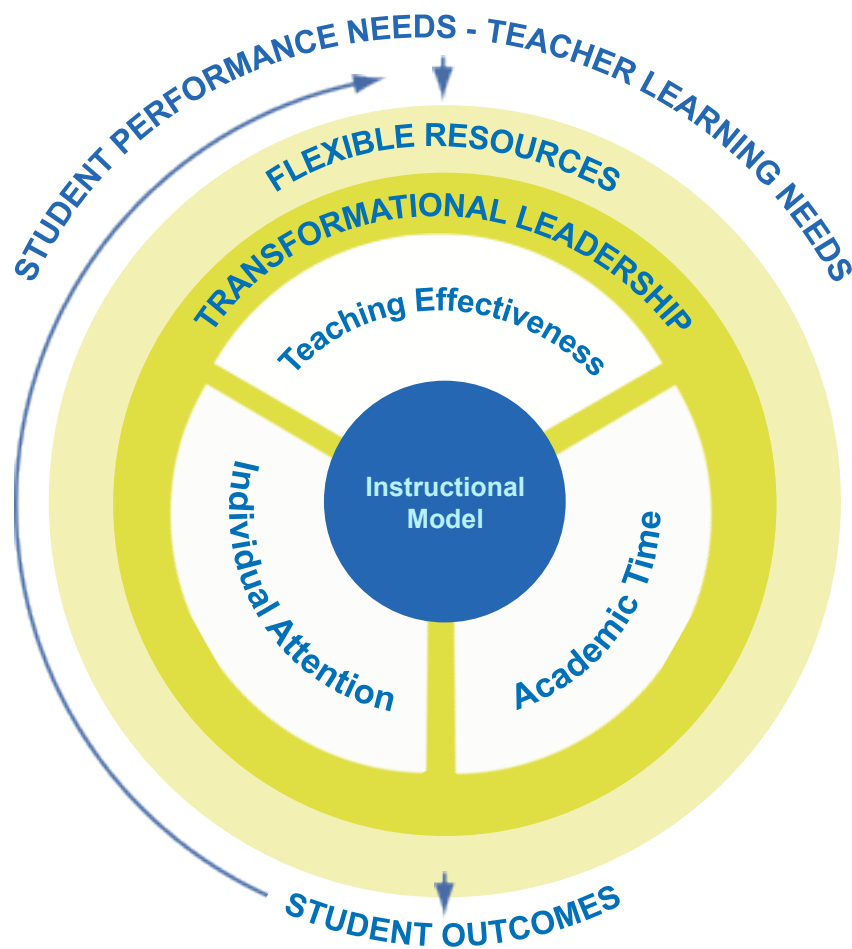
Context for Resource Use in DCPS

Recommendations

- **Measuring Teaching Effectiveness**
- **Strengthening Teaching Teams**
- **Targeting Time and Attention**
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Summary of Resource Implications

Two remaining school design principles ensure *people* and *time* are organized to match student need



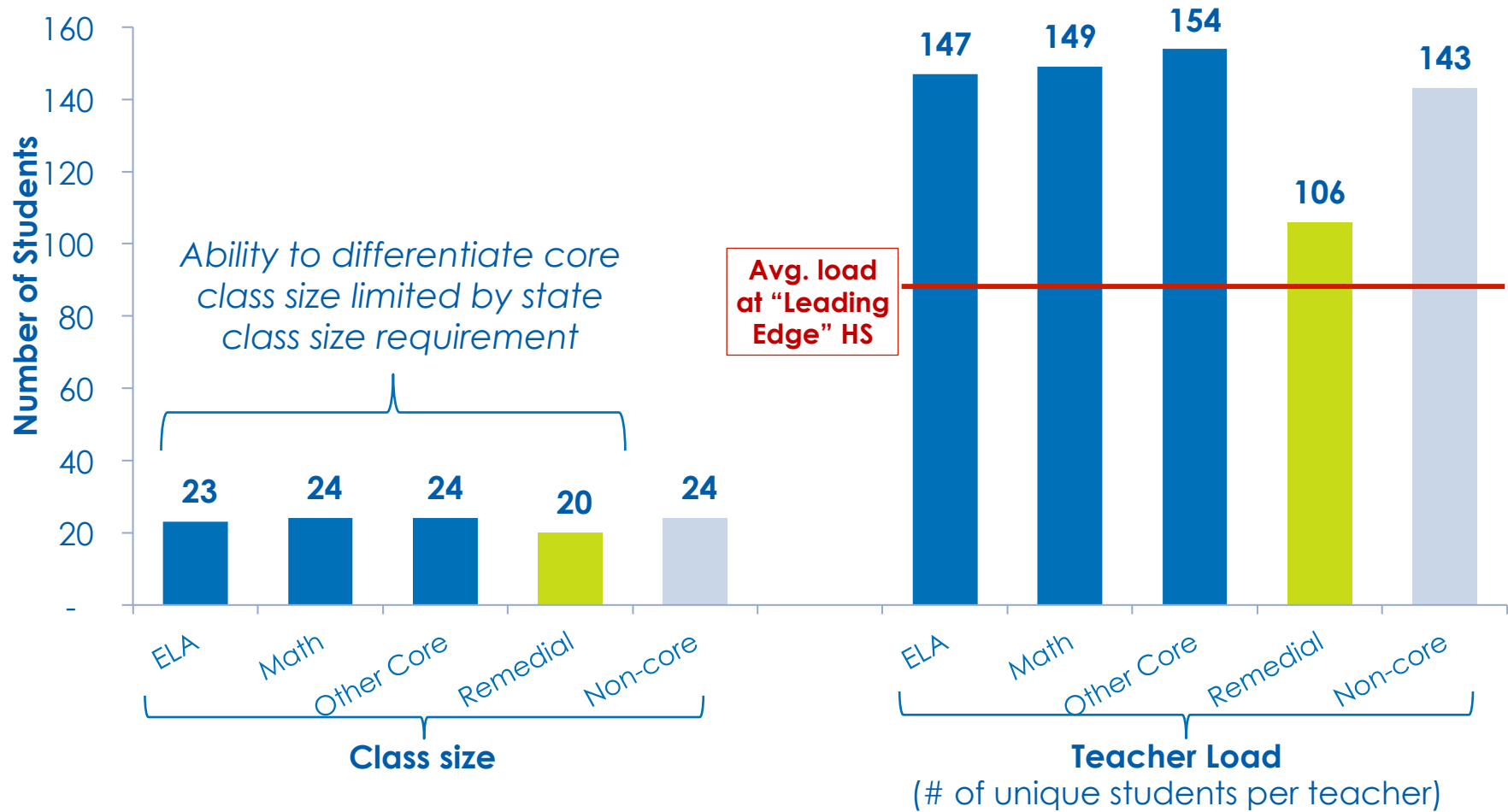
Teaching effectiveness: Build teaching effectiveness through teams that maximize combined expertise and have time and support for effective collaboration

Individual Attention: Create targeted individual attention for students and foster personal relationships between students and teachers

Academic Time: Organize and use time strategically, maximizing time on core academics, and linking learning to needs

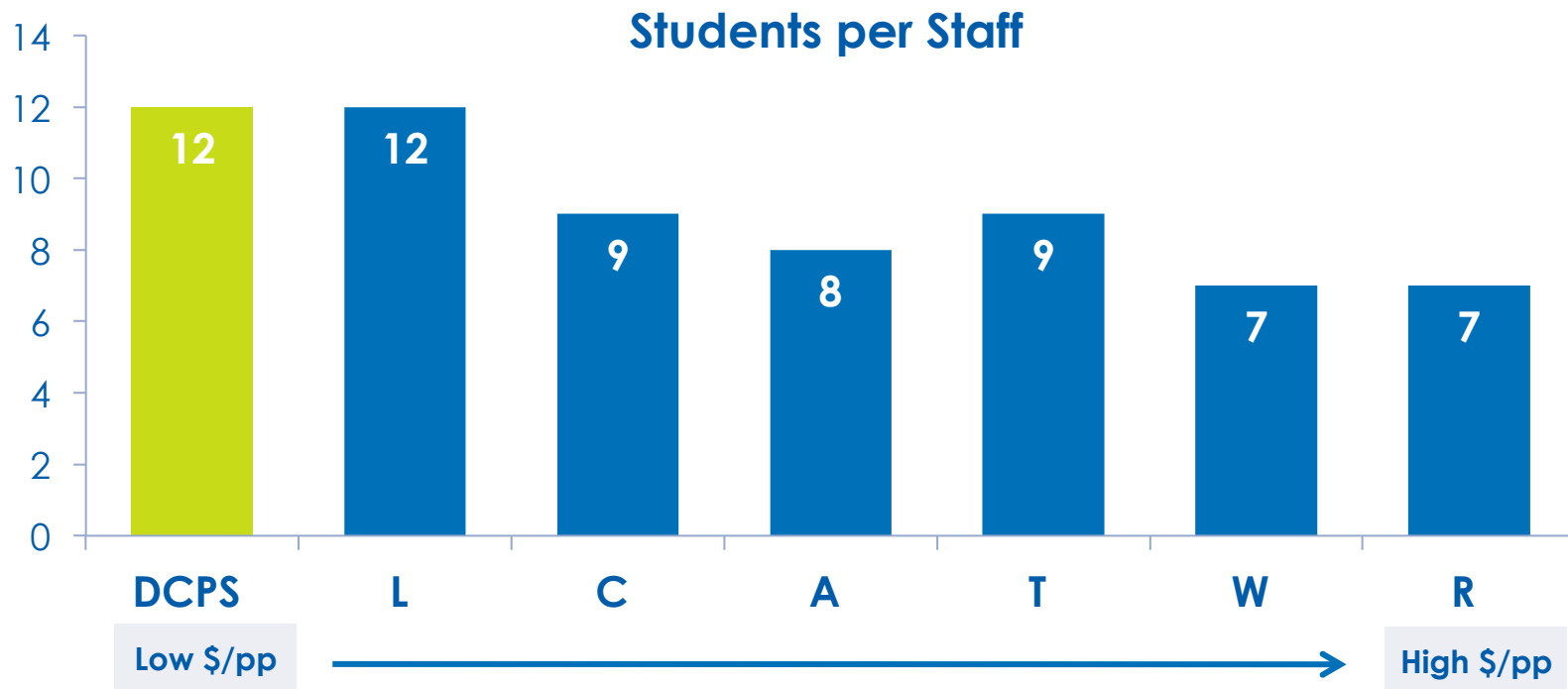
Class size & teacher load not well differentiated to prioritize resources to high-need areas

Avg. HS Gen Ed Core Class Size & Teacher Load By Subject



Source: ERS analysis of DCPS 09-10 Course Schedule data
Education Resource Strategies

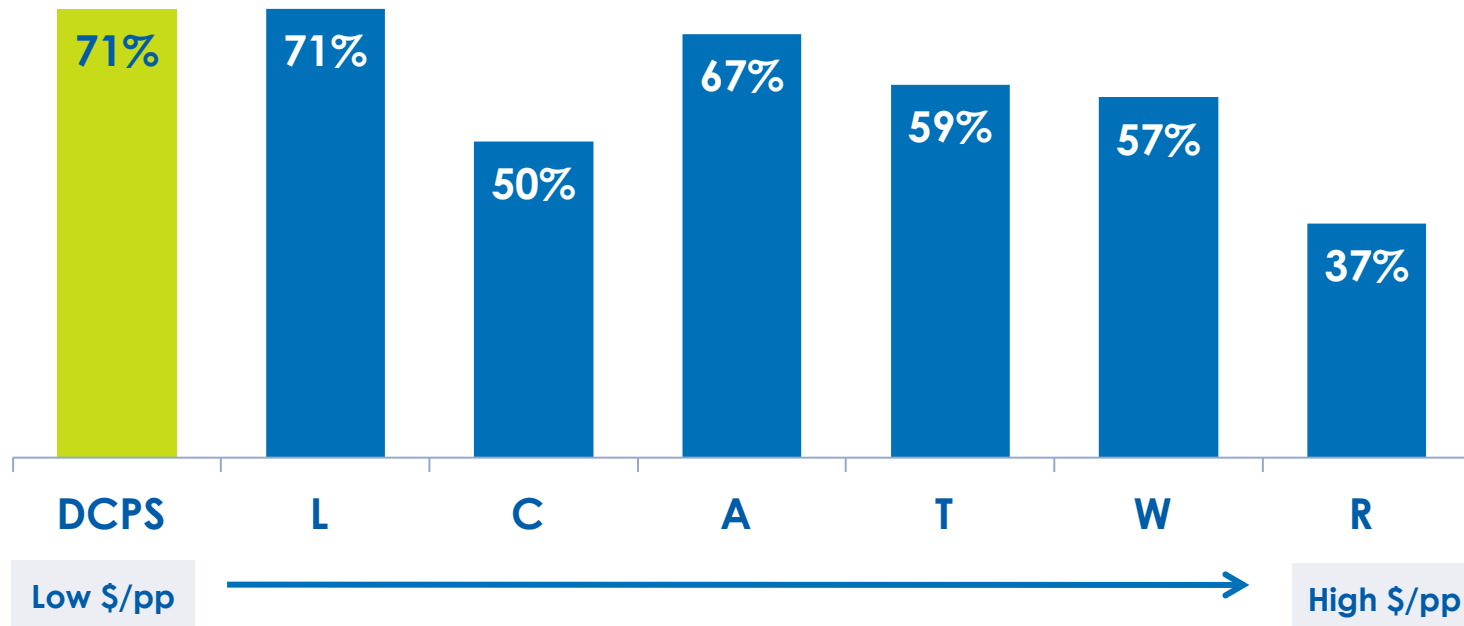
Some opportunity to reallocate non-instructional resources to increase individual attention



DCPS secondary schools have comparatively **high numbers of front office staff**. A typical HS of 2000 in Charlotte, for example, has six front office staff, compared to 14 at a similar high school in DCPS.

But little opportunity to better utilize teachers

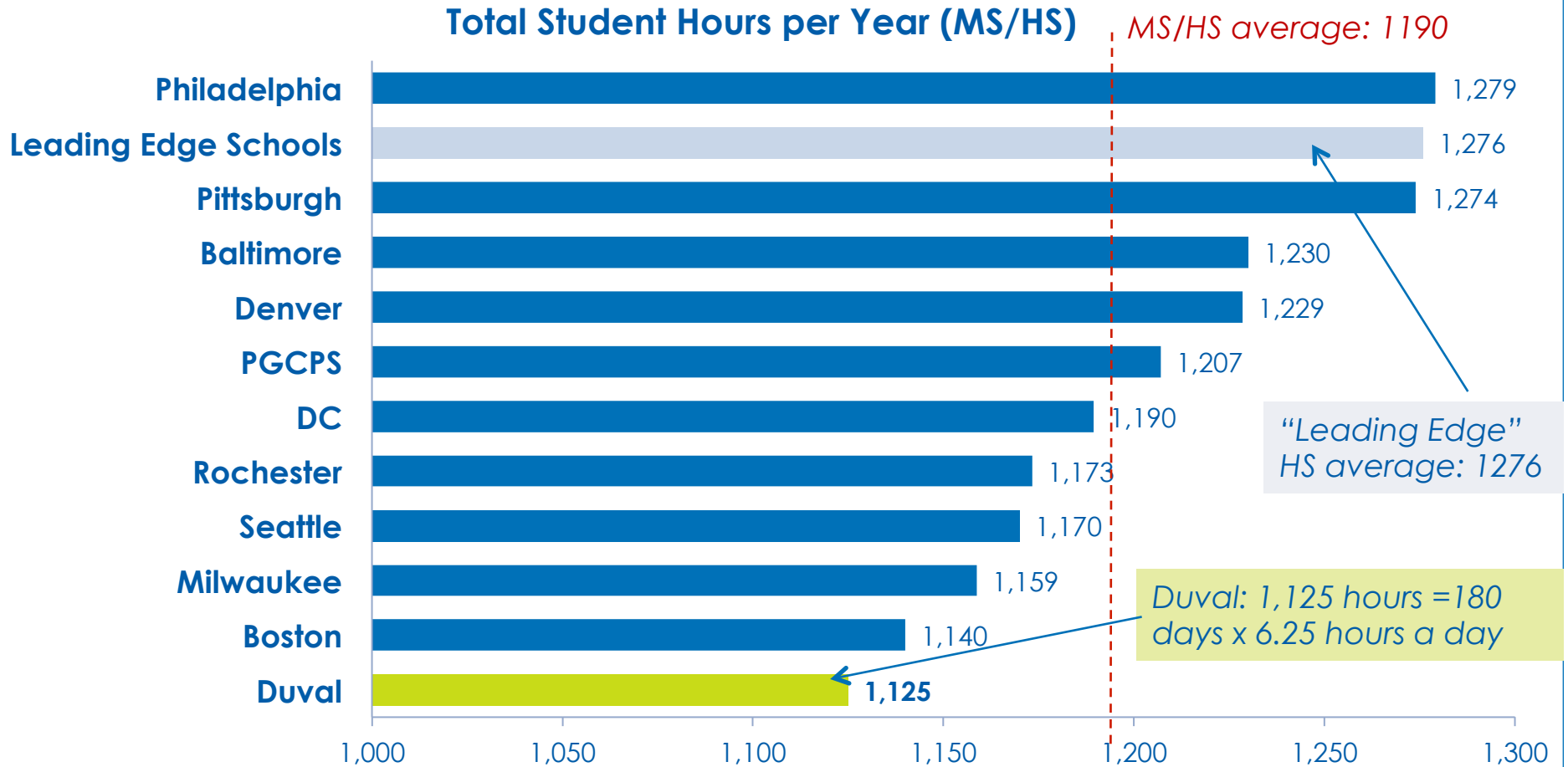
% of Instructional Staff Deployed as Primary Gen Ed Classroom Teacher During the Average Period



DCPS faces unique challenge of creatively deploying classroom teachers within and across classrooms to provide targeted individual attention

Source: ERS benchmark database; ERS analysis of DCPS 0910 expenditure, payroll, and enrollment data
Education Resource Strategies

Duval MS & HS students spend less total time in school than other ERS partner districts

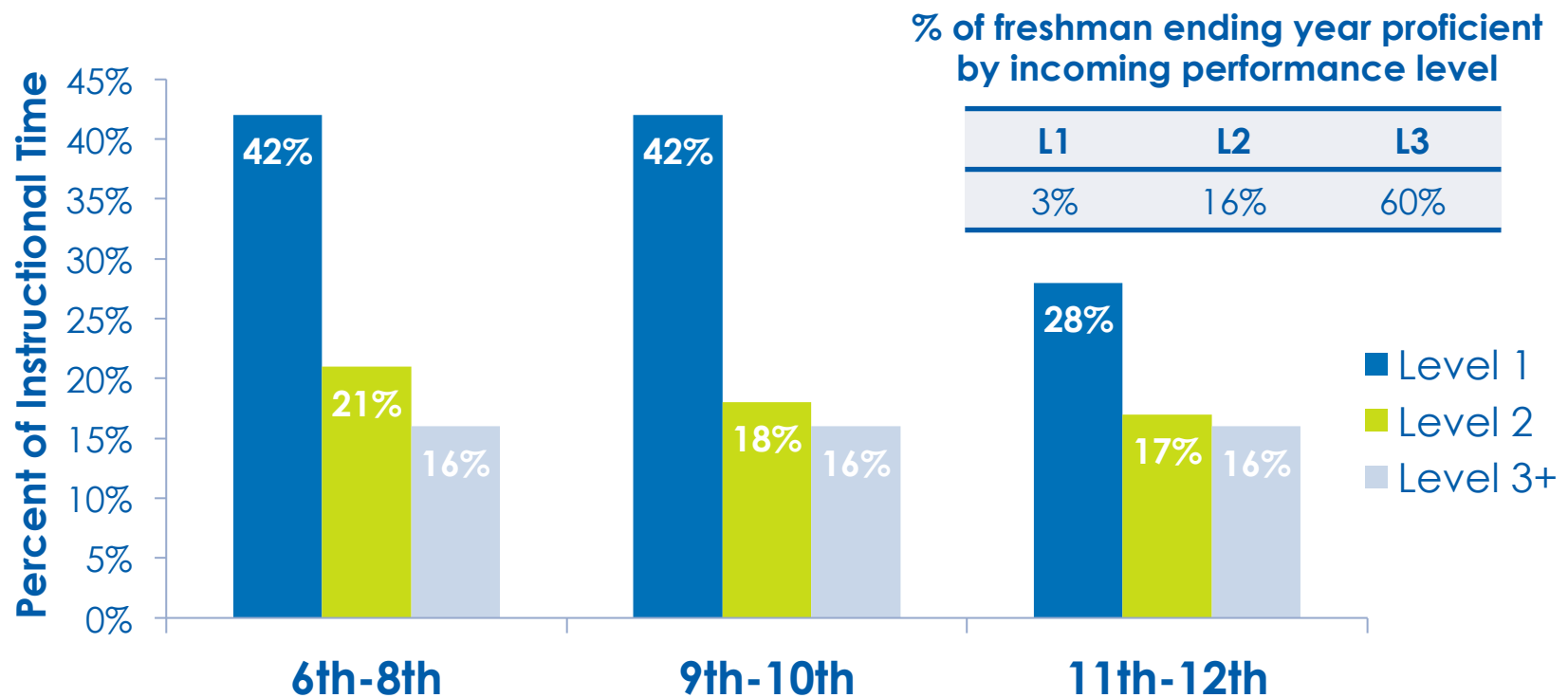


As with classroom teaching staff, Duval must strategically target limited time based on need.

Source: ERS benchmark database and TR3 Database; DCPS middle and high school hours

While L1 students receive more time, need to improve use of time and increase focus on L2 & L3

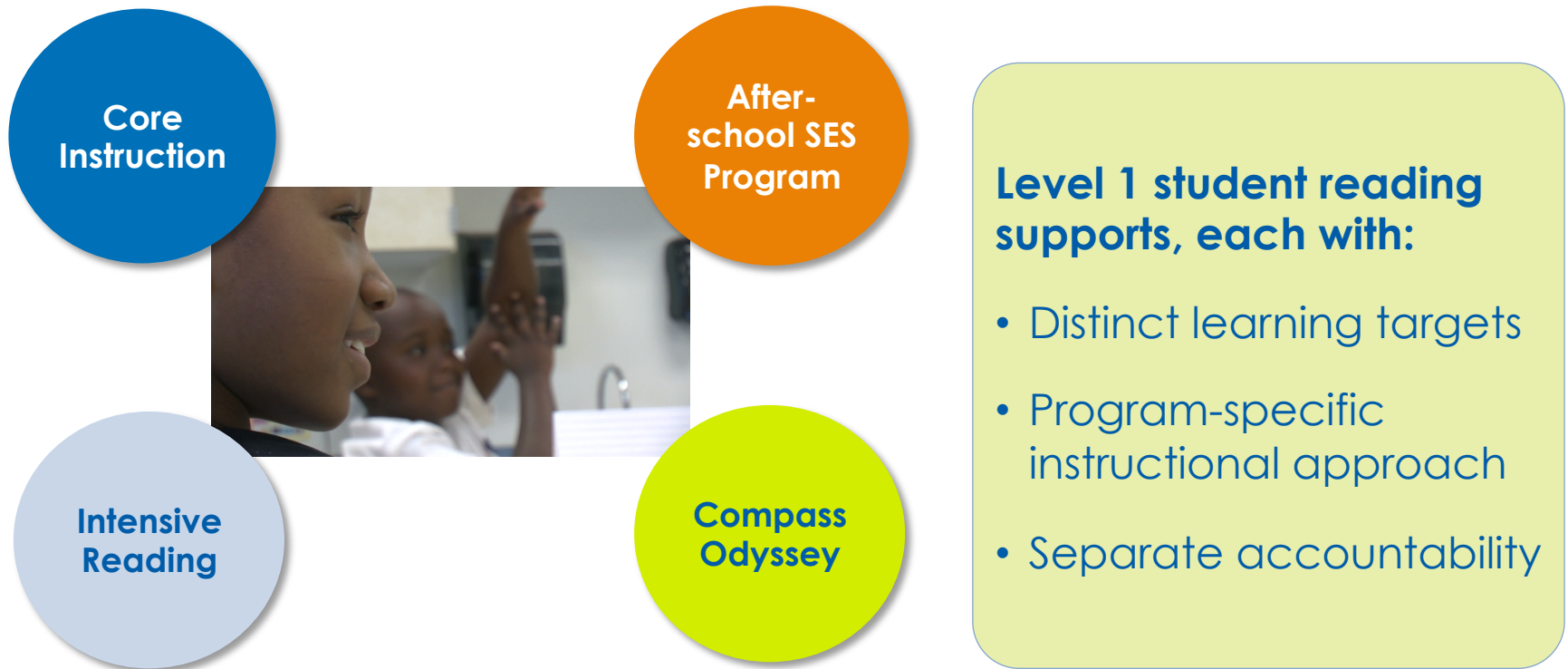
Example: SY 09-10 % of Time on ELA (MS/HS General Ed only)



Trend in math follows same pattern, with L1 students taking 2 math classes, most others taking 1.

Source: ERS analysis of DCPS 0910 course schedule & student performance data

To maximize impact of instructional time, need for better communication & coordination across players



Individualized student intervention plans can help align interventions to one set of individualized learning goals to which all programs are accountable.

Source: *ERS school visits and student focus groups, Dec 2010-Jan 2011 and August 2011*

Targeting Time and Attention – Summary of Opportunities & Resource Implications

Opportunity	Detail	Resource Implications
Increase targeted individual attention	<ul style="list-style-type: none"> In high-need areas, group students flexibly and reduce group sizes and teacher loads 	Restructure & Invest
	Free up resources through: <ul style="list-style-type: none"> Restructuring front office roles (reducing 25% FTE saves \$3.8 M) Increased ES resource and SS non-core class size (↑ SS by 2 & ↓ ES resource staffing by 75% saves \$9.6 M) 	Reduce Costs
	<ul style="list-style-type: none"> Improve support for principals around individual attention strategies (scheduling & staffing templates, training, support & monitoring) 	Restructure
Improve and expand interventions, while ensuring alignment	<ul style="list-style-type: none"> Improve fidelity of implementation for existing interventions 	Restructure
	<ul style="list-style-type: none"> Expand menu of interventions 	Restructure
	<ul style="list-style-type: none"> Increase alignment across interventions 	Restructure



Strategic Practice: Ashley Park Elementary, Charlotte, NC; Cincinnati Public Schools

Source: ERS analysis of DCPS 0910 course schedule and expenditure data
 Note: "Non-core" excludes PE

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Recommendations

- **Measuring Teaching Effectiveness**
- **Strengthening Teaching Teams**
- **Targeting Time and Attention**
- **Leveraging Turnaround**
- **Matching Funding to Need**

Summary of Resource Implications

DCPS must leverage \$25M* investment in turnaround for sustainable improvement at scale

Resource Strategy Conditions for Sustainable Improvement:

- **How much:** Ensure resource levels match school and student need
- **Who:** Attract **top talent** to serve highest need students
- **What:** Prioritize resources to **foundational intervention areas**
- **How:** Ensure use of resources are **flexible to school and student need** and continuously analyze data to determine need initially and ongoing

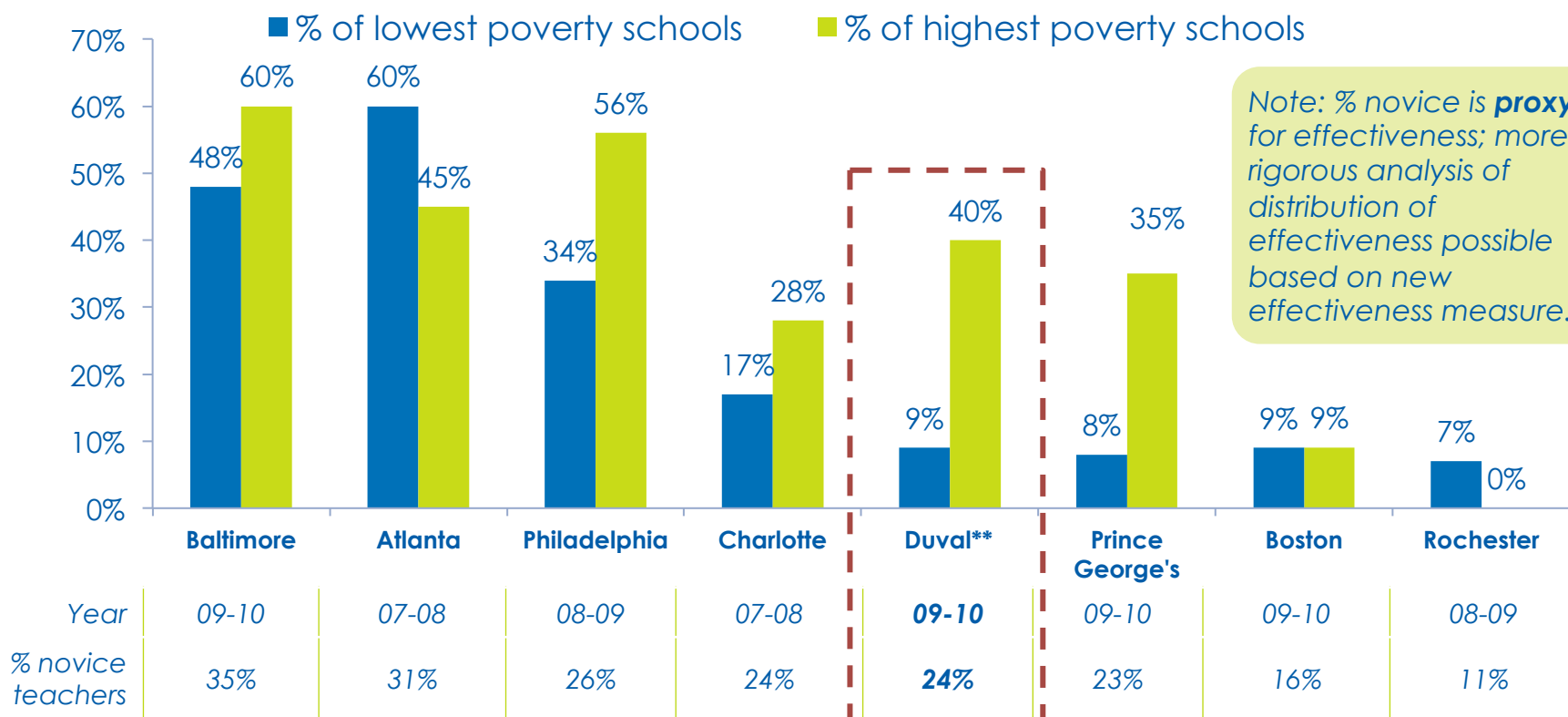
Effective turnaround strategy as powerful opportunity for district innovation

- Focal point for intensive and strategic investment, highly effective teachers and leaders
- Urgency around improvement is chance to transform traditional systems

* SY1011 investment level – includes TA and School Improvement Grant Funding

New teachers currently clustered in highest need schools, consistent with other proxy measures for effective teacher distribution

% OF SCHOOLS* WITH 30+% OF NOVICE TEACHERS (≤3 YEARS)



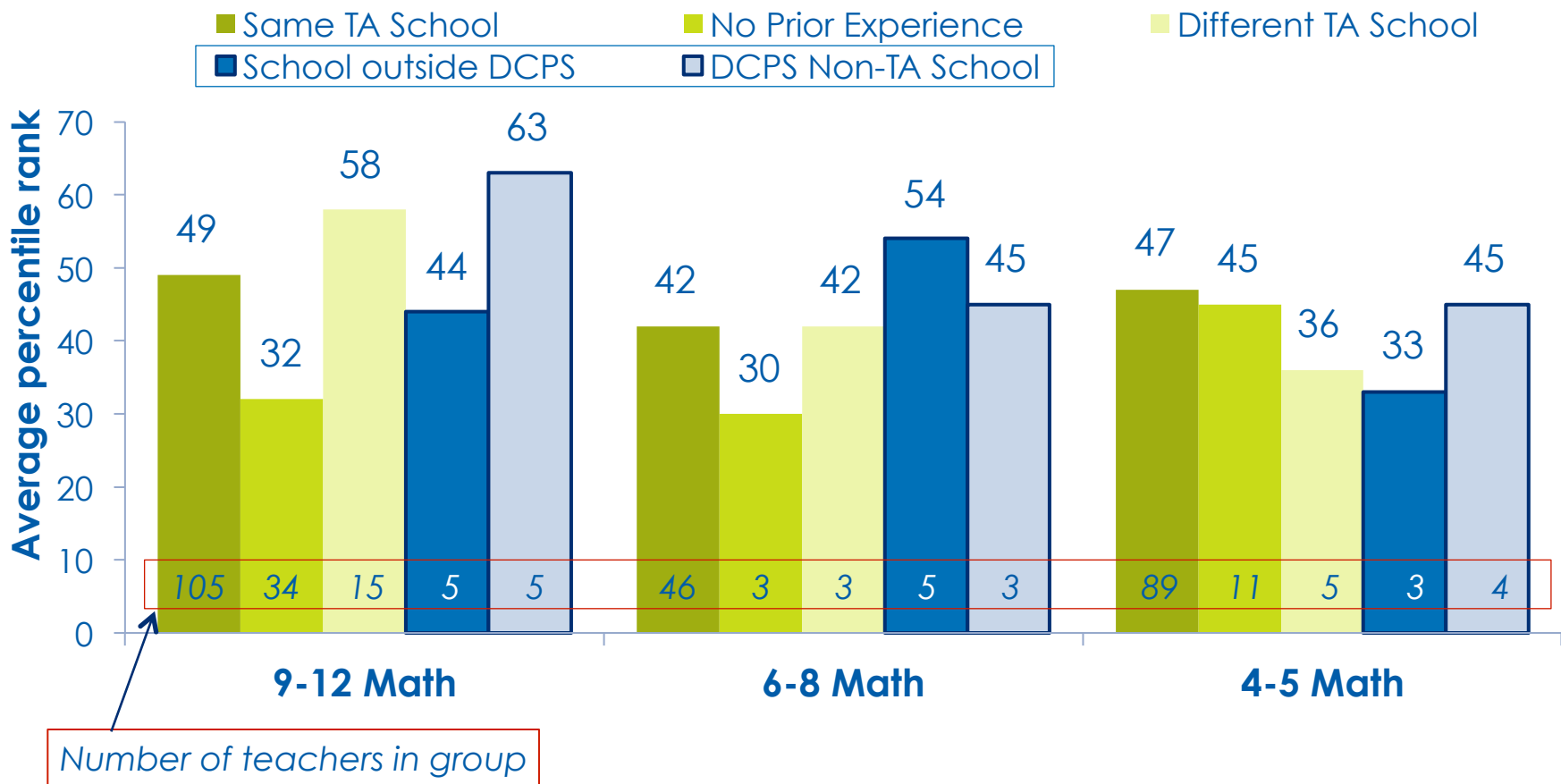
*Excludes the following school types: charters, special education, early childhood, closed schools, and other outliers, such as schools that are opening or closing; Boston includes all schools.

**DCPS's deliberate decision to assign TFA corps members to high poverty schools doesn't materially affect this distribution as they represented just 0.7% of all teachers in DCPS in SY0910.

Source: ERS analysis of DCPS human resource data; ERS district benchmark data

\$2.4 million investment in bonuses not attracting more effective teachers to turnaround schools

Average MAP Percentile for Teachers in TA Schools by Source



Note: Reading shows similar trend
 Source: DCPS 08-10 HR data, 0910 MAP data

Highly effective turnaround leaders are too few in number and not set up for success

1. Leadership bench not deep enough for sustained improvement

Performance Pattern at Schools of *Exit*

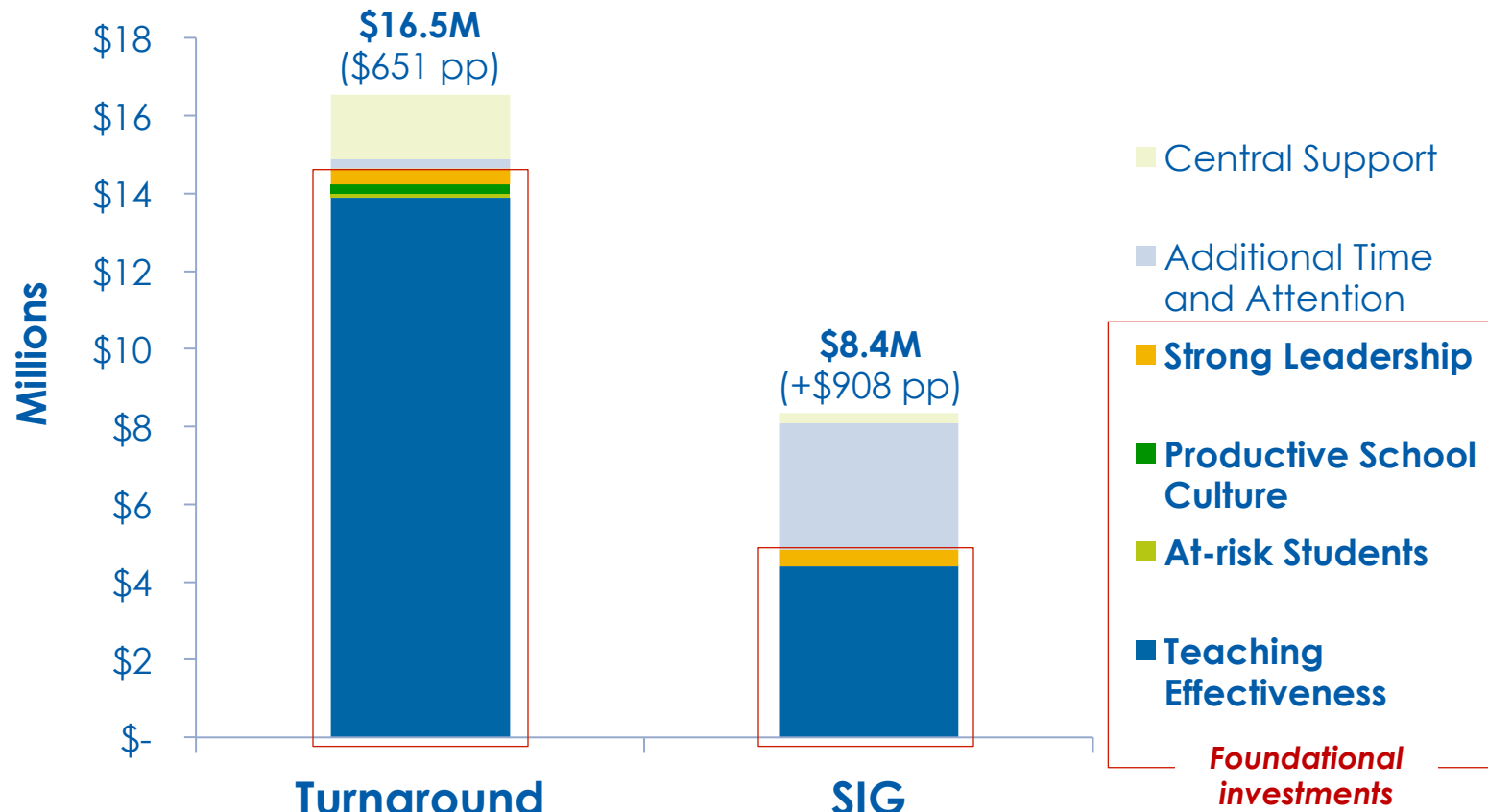
Type of Transfer	0809 school grade (pre-exit)	0910 school grade (post-exit)	YOY Diff in GPA
Principal Moved from Non-TA to TA	A-	B-	-1
Principal Moved from TA to TA	C	D-	-1.3
Total Average	B/B+	C	-1.1

2. And, leaders not positioned for success

“I was very impressed with the principal, but it seems like a really hard job. She was all over doing so many different things. With so many things going on, how can they really focus on what they need to do?” —Community participant in Principal for a Day

Source: ERS analysis of DCPS 2008-2010 HR and school performance data; August 2011 community focus groups
Note: 11 principals moved to Turnaround schools from 0809 to 0910, but only have YOY data for 9 principals included in analysis.

TA strategy investment high in teaching effectiveness, low in other foundational* areas



Strategic investment also depends on increased flexibility of resources to respond to school need and evidence of success and failure.

Source: ERS analysis of DCPS 2010-11 Turnaround and SIG funding
 *Note: ERS has found that districts invest in six strategic turnaround intervention areas, and that four are key foundations for all other investments

Leveraging Turnaround – Summary of Opportunities & Resource Implications

Opportunity	Detail	Resource Implications
Attract top talent to turnaround schools and position for success	• Broaden incentives for teachers and leaders to work in turnaround schools using team-based assignment approach	Restructure
	• Invest in leader pipeline with turnaround specific competencies	Invest
	• Increase principal supports and extend accountability timelines	Restructure
Increase investment in students' readiness to learn	• Includes investment in social-emotional and health supports, school culture	Invest
Improve tools and processes to better customize resources & strategy	• Develop early indicators of need and results & build staff capacity to analyze and act on data	Restructure
	• Improve processes to customize interventions based on data	Restructure



Strategic Practices: Strategic Staffing Initiative, Charlotte, NC; Turnaround Specialist Program, University of VA; Boston Public Schools turnaround initiative, Boston, MA

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Summary of Resource Implications

Duval allocates fewer dollars based on student need than other districts

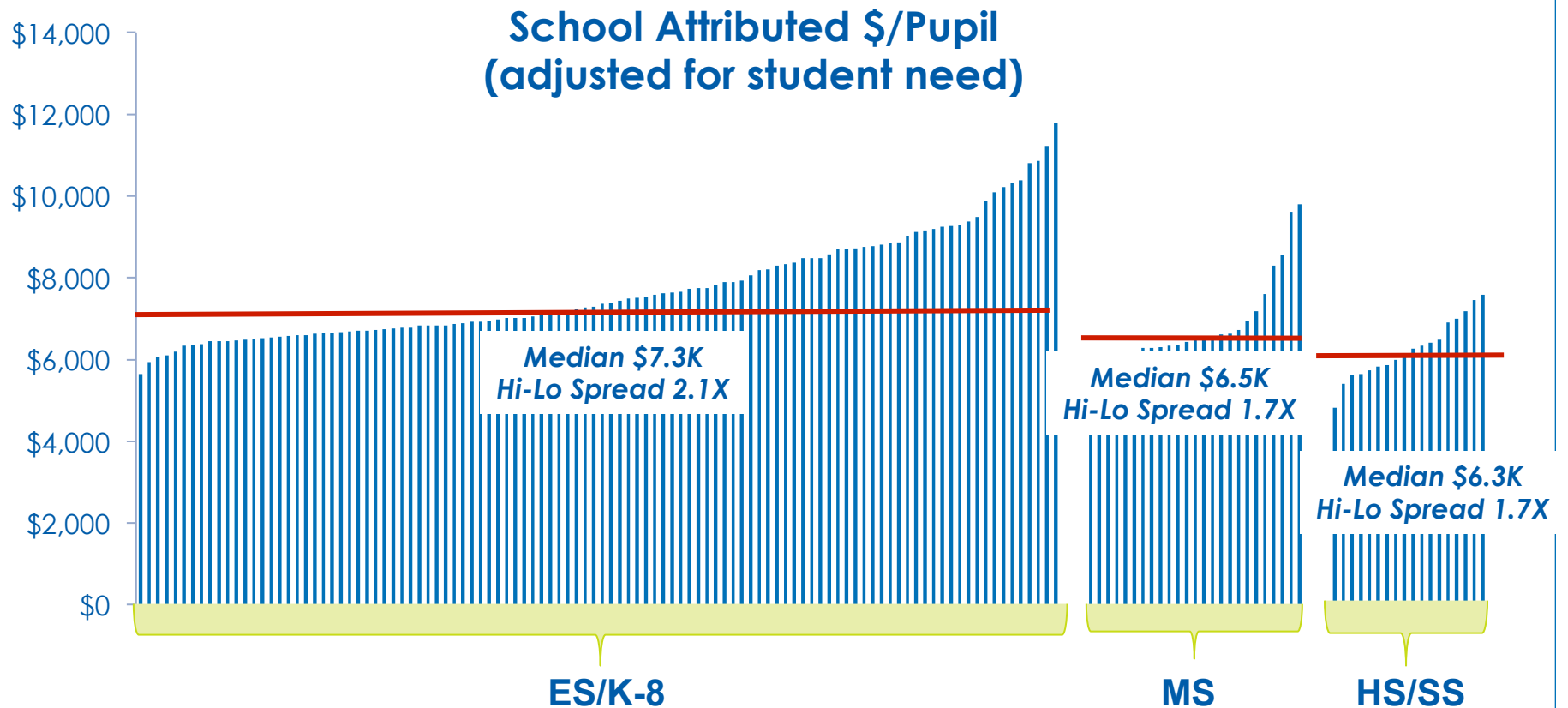
Cross District Comparison of Per Pupil Expense by Student Type (fully allocated)

District	General Education Student (\$K)	Poverty Students	English Language Learners	ESE (VE/ Inclusion Students)	ESE (Self-Contained Students)
Charlotte	\$6.6	1.2	1.3	1.8	3.0
Duval	\$6.8	1.1	1.4	1.8	3.3
Chicago	\$6.0	1.3	1.1	2.6	4.2
PGCPS	\$7.9	1.1	1.2	2.3	3.7
Philadelphia	\$8.1	1.3	1.3	2.3	3.4
St. Paul	\$7.8	1.4	1.1	2.4	4.4
Atlanta	\$10.8	1.1	1.4	2.4	3.4
Wash. D.C.	\$11.0	1.1	1.3	2.3	3.9
Boston	\$9.7	1.1	1.3	1.7	3.7
Rochester	\$14.1	1.1	1.5	2.0	2.4

Low overall funding and class size requirement impact ability to match funding to need

Source: DCPS FY0910 Expenditures, Survey 2 enrollment Data, ERS analysis. Dollars adjusted to Cost of Living in Duval County and 2009-10 year Education Resource Strategies

Additional variation exists, after controlling for differences in funding based on student type

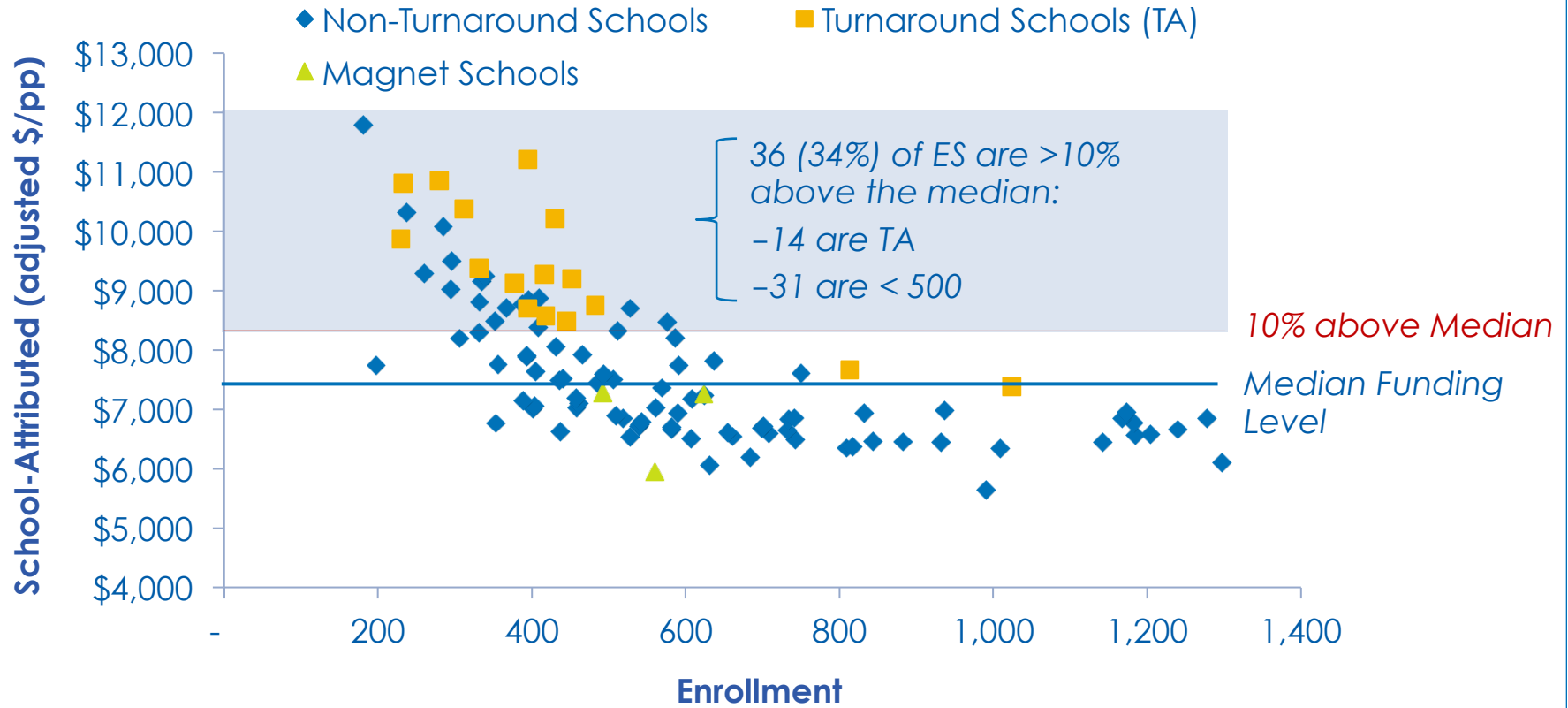


Key question: Is variation deliberate, addressing school & student need?

Source: DCPS FY0910 Expenditures and Survey 2 Enrollment; ERS analysis

For elementary schools, size and turnaround status are the biggest drivers of funding variation

**Elementary and K-8 Schools:
School Attributed Per Pupil Spending vs. Enrollment**



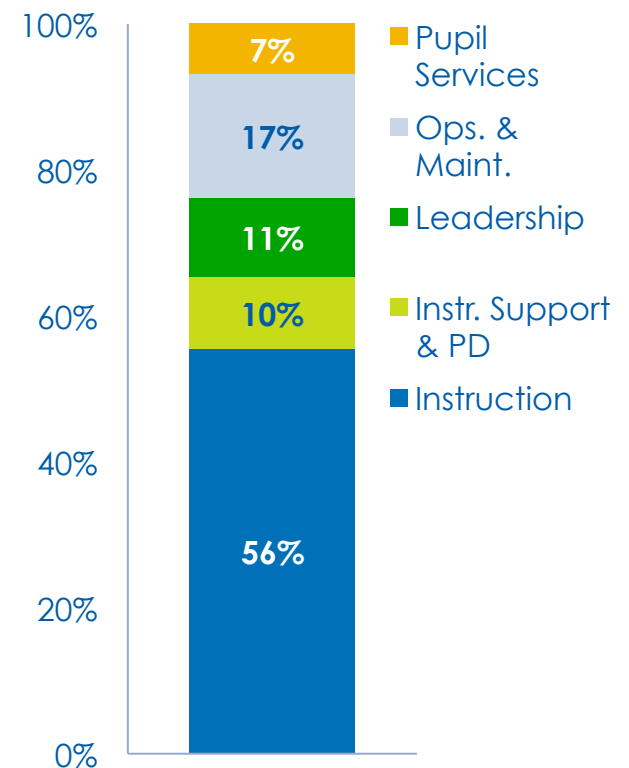
Elementary size and turnaround drivers explain most funding variation in schools >10% outside median

Source: DCPS FY0910 Expenditures, Survey 2 Data, ERS analysis
Education Resource Strategies

Separating additional spending on ES size & turnaround, Duval spends ~\$26M on size, mostly on instruction

Elementary School Per Pupil Spending by School Size				
	Turnaround		Not Turnaround	
School Size Group	Avg. \$PP		Avg. \$PP	
1000+	\$7.4K		\$6.6K	
500-999	\$7.7K		\$6.9K	
350-499	\$9.3K		\$7.7K	
<350	\$10.2K		\$9.2K	
Small School Spending Premium				
	<350	350-499	<350	350-499
Difference from \$/Pupil in 500-999 group	\$2.6K	\$1.6K	\$2.3K	\$0.8K
Total enrollment	1,386	3,808	3,395	10,469
Total size premium	\$3.6M	\$6.1M	\$7.9M	\$8.5M

Spending on Size by Functional Area

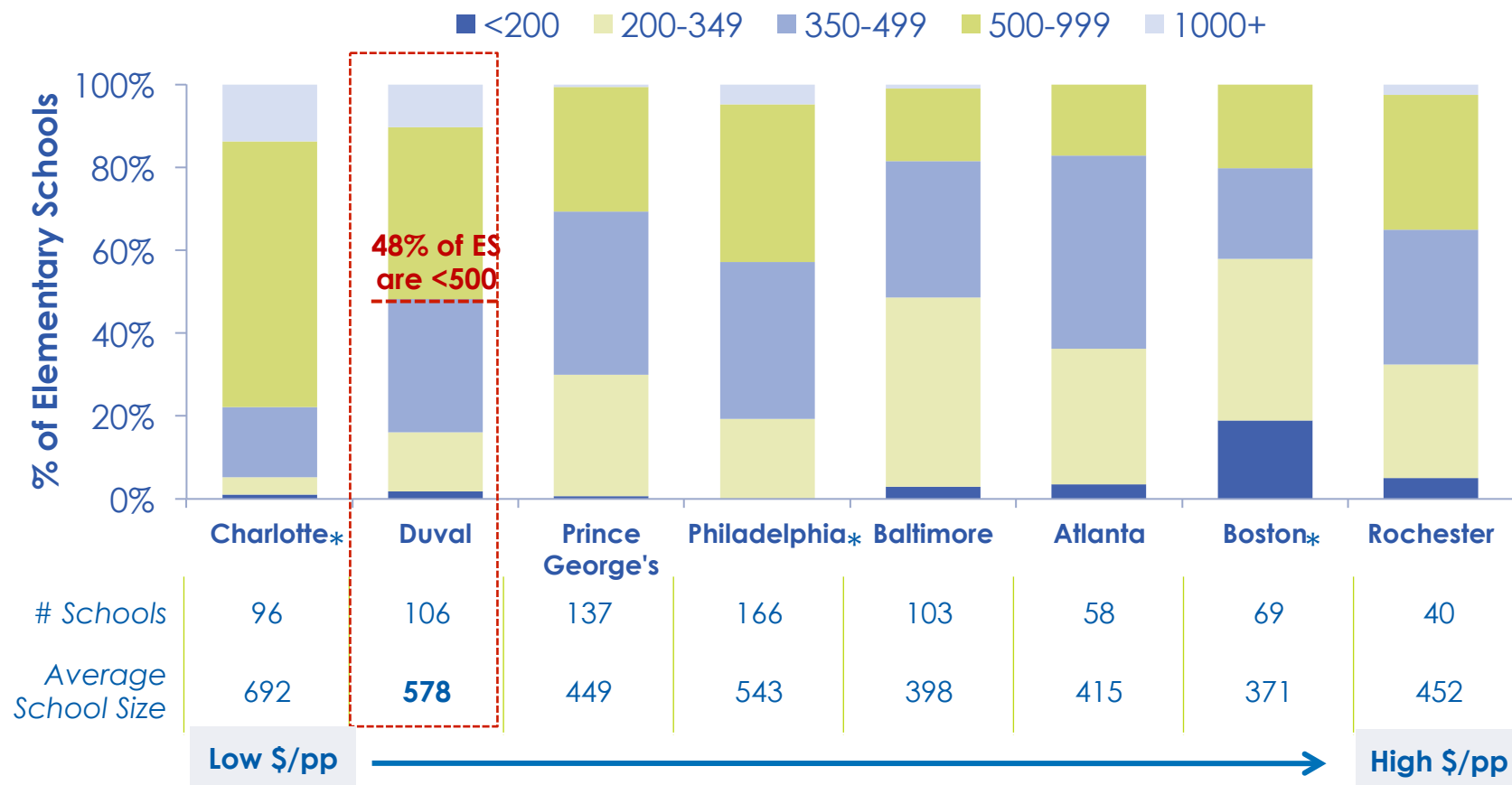


Total "size premium" = \$26.1 million

Source: DCPS 0910 expenditure & school enrollment data

Duval has significantly more small ES (<500) than Charlotte does; its ES portfolio is more comparable to the higher-funded districts ERS has studied

% OF SCHOOLS BY SIZE BUCKET – ELEMENTARY/K8



*Note: District has undertaken significant school closures since year of analysis
 Source: DCPS FY0910 Expenditures, Survey 2 Data, ERS analysis

Matching Funding to Need – Summary of Opportunities & Resource Implications

Opportunity	Detail	Resource Implications
Free up resources invested in smaller school size to increase funding based on need	<ul style="list-style-type: none">• Reduce small school premium through mixed grade classes, resource class pooling, part-time staffing, non-compliance with class size mandates (savings amounts variable)	Reduce costs
	<ul style="list-style-type: none">• School consolidation (save ~500 K per school*)	Reduce Costs

**Note: Estimate excludes any revenue generated through leasing of building space in schools that are closed.*

Agenda

Project Background

Context for Resource Use in DCPS

Recommendations

Summary of Resource Implications

Summary of Primary Resource Implications

Restructuring	Reduced Costs	Investments*
Teacher compensation	Increase SS non-core and ES resource class sizes	<i>Implementation of teacher effectiveness measure</i>
Professional development	Restructure front office roles	<i>Teacher leader pay</i>
Teacher planning time	Reduce dollars invested in school size	Smaller group sizes and teacher loads
School schedules and staffing plans		<i>Strong leaders and readiness for learning in turnaround schools</i>
Turnaround bonus funds		School funding based on student need
Central supports		

**Italics indicate opportunity for community partnership*