



STRATEGIC SCHOOL FUNDING FOR RESULTS (SSFR)

A Presentation prepared for the Association for Education Finance and Policy
Thursday, March 14, 2013

Session Chair: Jay G. Chambers, AIR, SSFR Principal Investigator

Presenters: Matt Hill, Chief Strategy Office, Los Angeles Unified School Districts

Mahala Archer, Technical Assistance Consultant, AIR and former

SSFR Project Manager, Twin Rivers Unified)

Jesse Levin, AIR, SSFR Research Director

Nicholas Mills, AIR, SSFR Task Leader

This project is currently being funded by the Institute of Education Sciences (IES) and the William and Flora Hewlett Foundation.

ORIGINS OF THE PROJECT

- Background of Weighted Student Funding (WSF):
 - Descriptive evaluation in SF & Oakland
 - WSF in San Francisco Unified
 - Results Based Budgeting (RBB) in Oakland
 - WSF and RBB were both forms of Per Pupil Budgeting
- What we learned:
 - WSF more than a revenue distribution system
- How SSFR project evolved:
 - Desire to work with real LEAs

WHO'S INVOLVED IN SSFR?

Two Partners

Two Districts



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SSFR MISSION AND VISION

Mission Statement for the SSFR Project: an IES development project

- SSFR was designed to:
 - promotes increased equity and transparency,
 - provide schools more control over their fiscal and human resources, and
 - link decision making autonomy for school leaders to accountability for student outcomes.

Purpose:

AEFP: Mar. 14, 2013

 to implement and evaluate the impact of a comprehensive approach to reform of local school finance and governance in LEAs.

Vision Statement – Longer term goal: to create a...

- viable, scalable model of intra-district resource allocation that is...
 - supported by technology and participatory decision making processes and
 - is designed to foster greater opportunities for innovation and efficiency at both the school site and central office.

Theory of Action

SSFR "will make the district budget more transparent, align resources for greater impact and equity, and give schools the ability to target resources to meet their school's specific needs, bringing funding and decision-making closer to schools and classrooms. "

(LAUSD weekly update, March 14-18, 2011, Ramon Cortines, Supt)

(1) Equity:

- (a) Allocate revenues based on student need
- (b) Facilitate equitable access to effective teachers and leaders

Student Outcomes

(3) Transparency:

- (a) Simplify allocation models
- (b) Engage stakeholders in decision making

(2) Culture of Innovation/Efficiency:

- (a) Link site autonomy to accountability
- (b) Align resources with goals
- (c) Create a service economy

The Suite of Tools

1. District Budget and Outcome Management Tool (DBOM)

Analysis and Reporting Tool





- 3. Planning, Budgeting, and Allocation of Resources Tool (PBAR)
- Site-Based Strategic Planning Tool
- Alignment of Resources To Goals



2. Targeted Revenue Model (TRM)

Distributes Funds Equitably to Schools

Mahala Archer, Technical Assistance Consultant

(Formerly SSFR Project Manager in Twin Rivers Unified School District)

American Institutes for Research

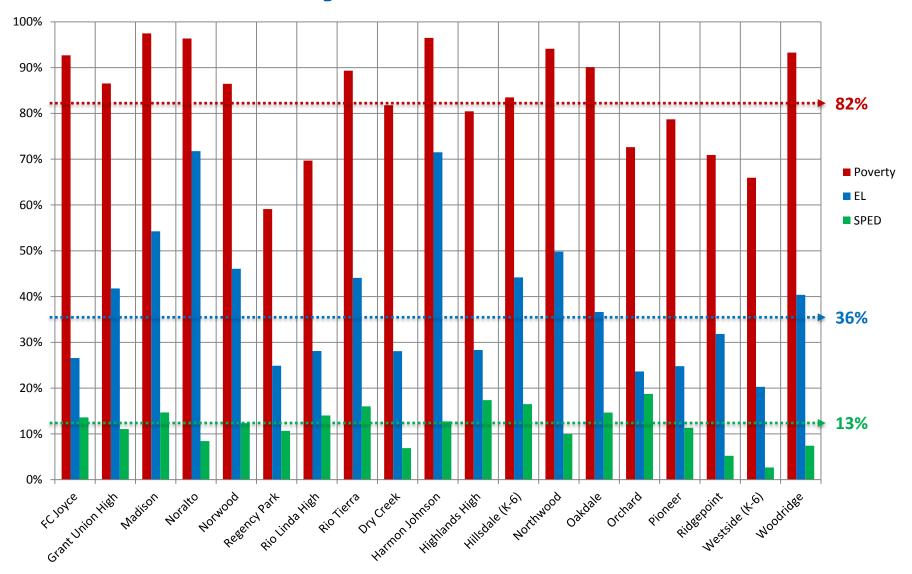
Community Priorities

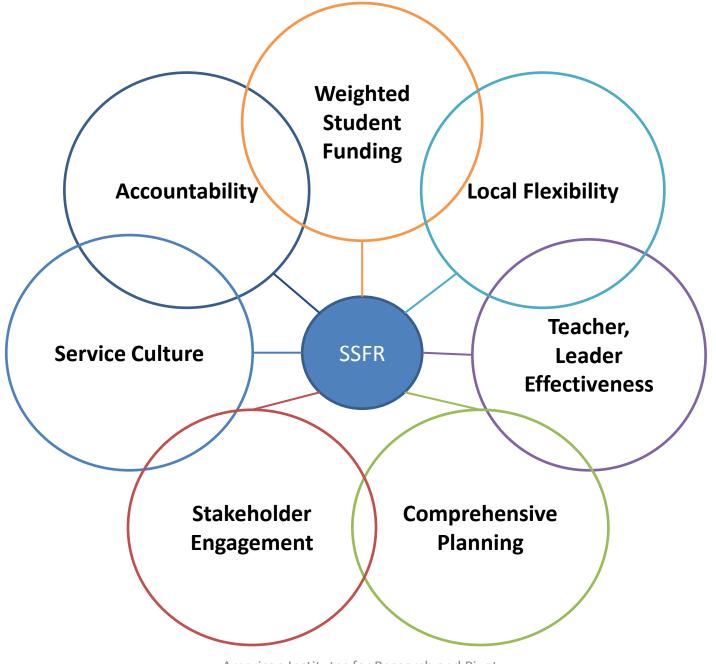
SSFR Objectives

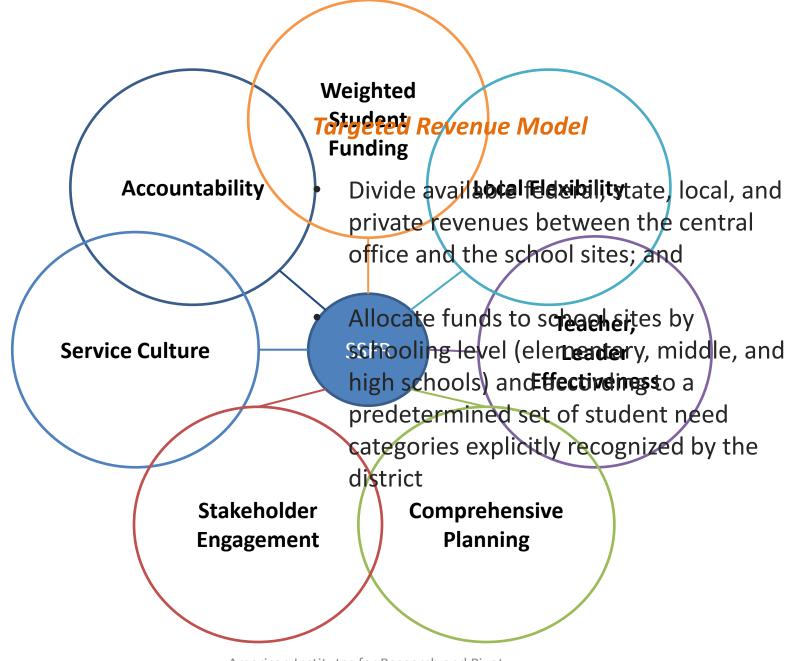
- Improving student achievement and accountability
- Focus on serving the needs of communities and families
- More opportunities for the engagement of parents and communities in collective decision making
- Increased focus on issues of equity

- Foster innovation and efficiency through school autonomy linked to accountability
- Improve equity through the allocation of resources based on student need
- Increase transparency
 through authentic stakeholder
 engagement in planning
 decisions

Diversity of Cohort I &II Sites







Targeted Factors

Student Characteristics

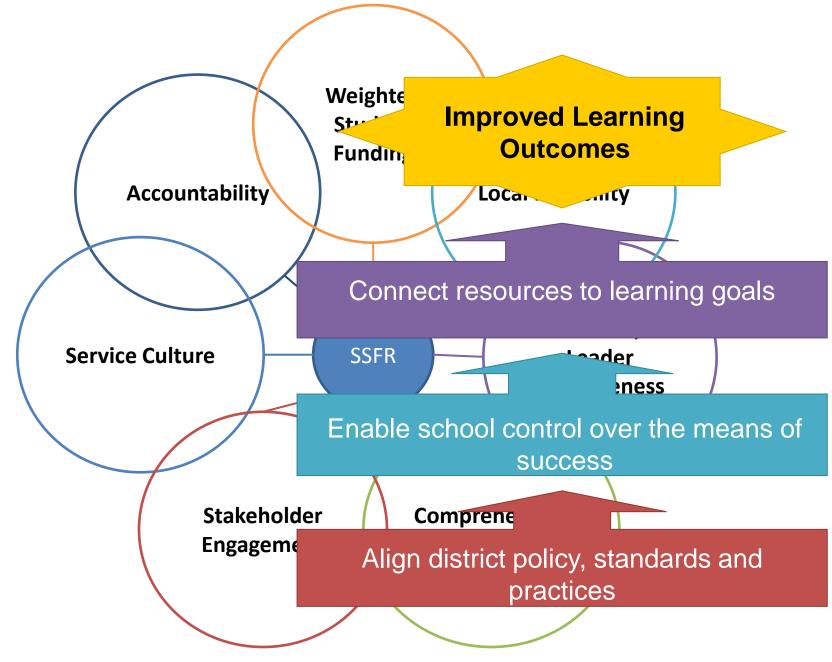
- All Students
- Poverty (FRLP)
- English Learner (CELDT Level 1,2,3)
- English Learner (CELDT Level 4,5)
- Gifted Education
- Struggling Students
- Special Education

School Characteristics

Schooling Level (Elementary, Middle, High)

TRUSD Resources used in the TRM

Funding Source	Student-Need Group							
NCLB: Title I	• Students Eligible for Free or Reduced Price Meals (FRPM)							
Economic Impact Aid (SCE)	Trice inicals (Fill IVI)							
Economic Impact Aid (LEP)	•English Language Learners							
Title III								
Gifted and Talented Education	•Gifted and Talented							
Targeted Instructional Improvement Block Grant (TIIBG)	Elementary (K-5)Middle (6-8)							
School and Library Improvement Block Grant (SLIBG)	•Middle (6-8) •High (9-12)							
Unrestricted General Fund	•All Students							

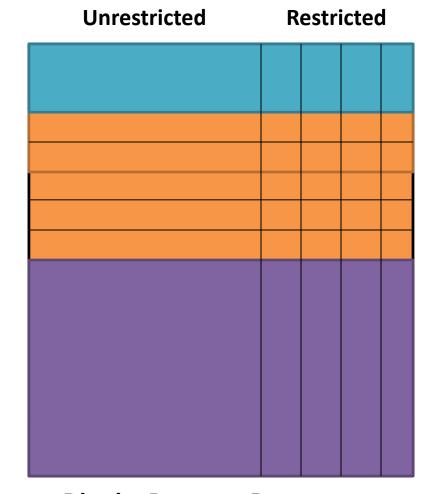


Increasing Local Flexibility

Centrally Managed/Central Costs

Centrally Managed/Site Services

Site Managed/Site Services



District Revenue Resources

Decision-making Over Funds

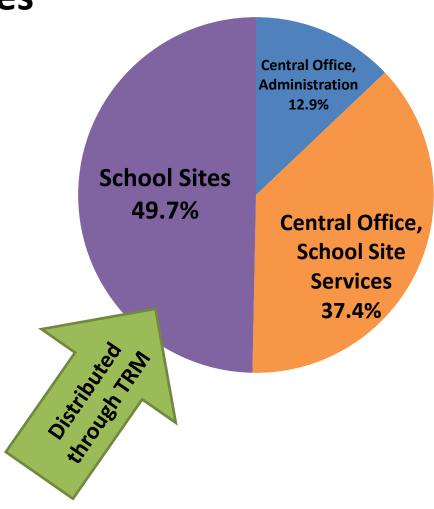
Example: Available EIA-LEP dollars were divided between the Central Office and School Sites

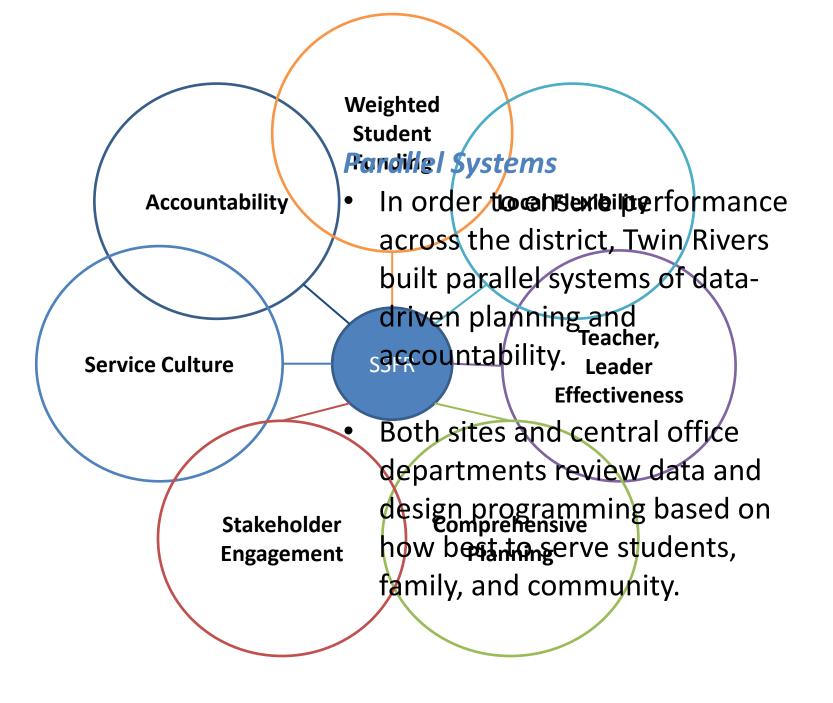
Central Office

- \$ 536,754 (12.9%) was allocated for administration.
- \$ 1,555,015 (37.4%) was allocated for services provided by the central office to school sites.

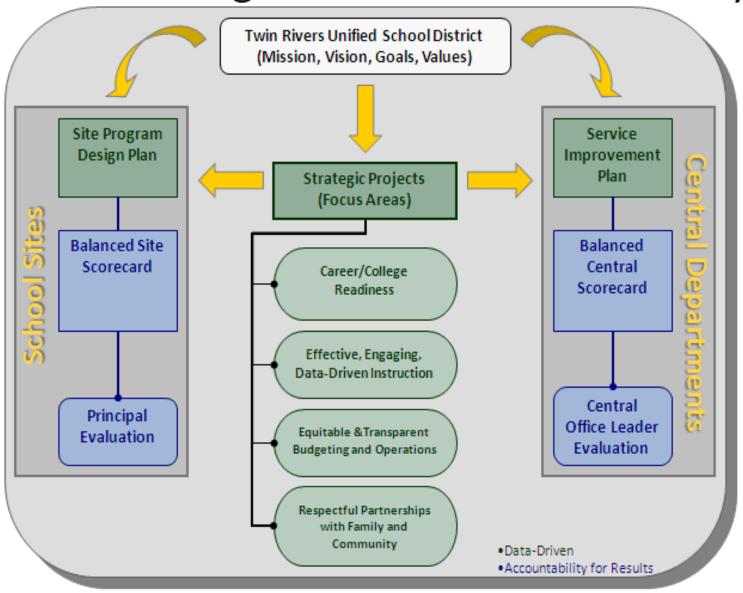
School Sites

• \$2,065,047 (49.7%) was allocated directly to school sites.



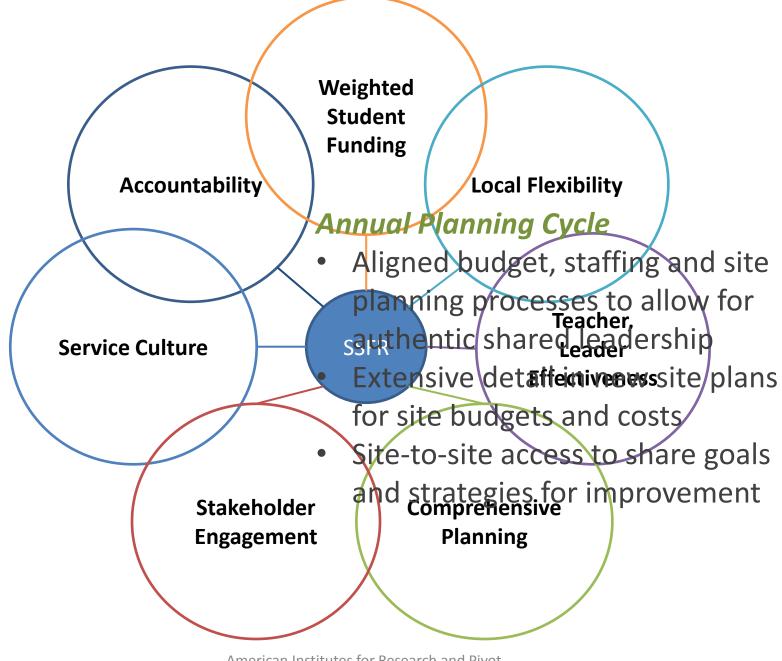


TRUSD Strategic Plan and Accountability



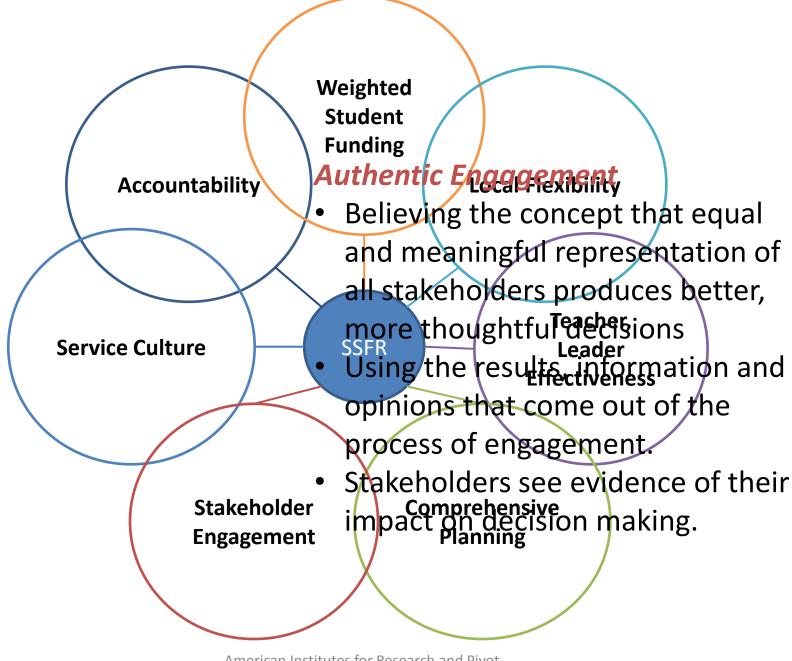
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Planning Cycle





School Learning Community Leadership Teams

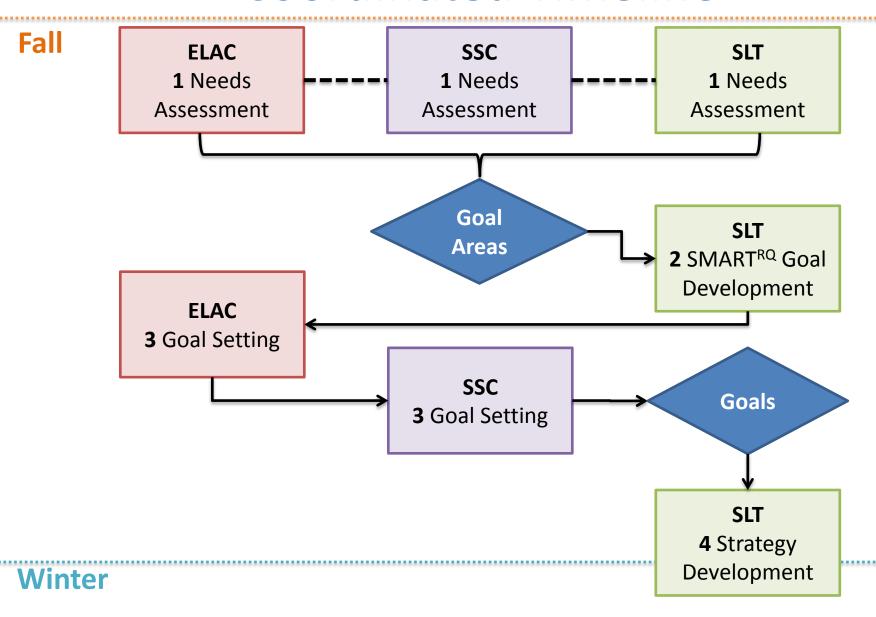
School Leadership Teams *before* ...

School Leadership Teams *now*...



 Leadership decisions at the school are made by a coordinated collaboration between leadership teams made up of school stakeholders

Coordinated Timeline



SSFR Challenges and Lessons...

Culture Changes

- Compliance to accountability
- Central to Site management
- Authentic Engagement

Consistent Executive Sponsorship

- Superintendent
- Board Members

Identify key stakeholders

Current Financial Crisis

Matt Hill, Chief Strategy Officer

Los Angeles Unified School District

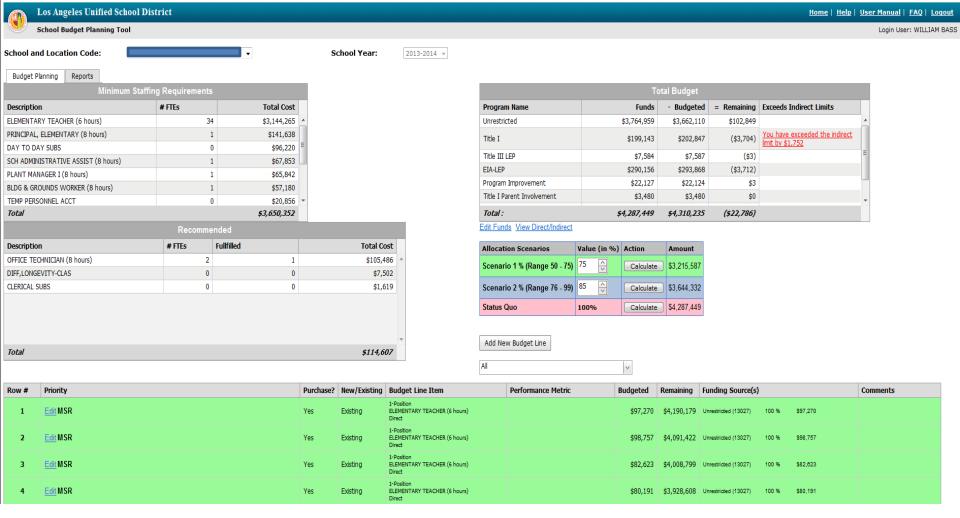
Budgeting for Student Achievement has evolved over time in LA

- 1993-1999 LEARN focused on flexibility and schoollevel empowerment, demand for change came from local community and business
- 2008 Belmont Pilot Schools
- 2009 Per Pupil Funding
- 2010 Transparent Budgeting
- 2011 Budgeting for Student Achievement
- 2012 New collective bargaining agreement
- 2013 Governor's Local Control Funding Formula

Accomplishments

- Over 100 schools are piloting the per pupil model
- Improved overall district budgeting process based on pilot
 - Transparency:
 - 95% of funding directly support schools
 - Budget dashboards
 - Flexibility
 - All schools have increased flexibility over positions or dollars
 - Accountability & Support
 - Budget planning tool
 - Training modules
 - Equity
 - Strategic investments despite difficult financial environment

Budgeting for Student Achievement Budget Planning Tool



Home Overview Resources Events Partners FAQ Contact

Strategic Initiatives

Using Data to Drive Standards-Based Instruction

Supporting All Employees

Creating and Supporting Quality Schools

Trainings

With input and feedback of school leaders, LAUSD is developing a set of training modules that will support school leaders and stakeholders in the school planning and budget development process. These self-paced, web-based learning modules allows school leaders to assess their own level of skill in and understanding of each activity. Click here to see the vision for this training support.

Your input is important. If you'd like to participate on the training review team or would like to send feedback on these modules, please complete this form: Feedback form



Leadership Skills Training Support and Resources

Recognizing the needs of our employees, parents and community members to engage each other in meaningful, respectful, and authentic discussions on how best to meet the academic needs of our children, we have collaborated with the Personnel Commission's Workforce Management Classified Training team to compile the Leadership Skills Training Support and Resources below to support all of our stakeholders. These trainings have been developed and organized around topics we believe are universal, and fundamental, to leading an open, transparent, and engaging process. Click on a topic below for more information and a link to training and resources.

Meeting Management

Should we have a meeting on this? How are we going to get through all of this? What should be on the agenda for this meeting? What tips do you have for dealing with a disruptive member? If you've ever asked yourself any of these questions, take a look at the link below to our Meeting Management page! You'll find the answers to these questions, as well as training, job aides and sample documents to help you effectively manage your meetings and participants for results. http://classifiedtraining.lausd.net/employee_resources/jit/meeting_management

Communication Skills

Conflict Management

Small Group/Team Management

Challenges & Lessons Learned

- Pilot vs. Big Bang
- Much easier to invest new resources vs. reallocating resources - don't create winners & losers.
- Schools must hear the virtues of the model from their peers; identify champions early and support them and their work
- Central Office buy-in, support and advocacy is critical

Jesse Levin, SSFR Research Director Nicholas Mills, SSFR Task Leader

American Institutes for Research

Motivation and Research Question

Purpose of Analysis

- Provide baseline account of spending equity across schools prior to implementation of BSA (LAUSD) and SSFR (TRUSD).
- Evaluate changes in equity associated with implementation.

Key Research Question

— Have schools that receive dollars via the allocation mechanisms developed under BSA and SSFR experienced significant increases in equity compared to their peers that are provided resources according to traditional staffing models?

Methodology

Difference-in-Differences Model for LAUSD

$$PPExp_{st} = \sum_{s=1}^{S} \mu_s + \sum_{q=1}^{Q} \beta_q X_{qst} + \sum_{t=2}^{6} \gamma_t + \delta_1 ENR_{st} + \delta_2 ENR_{st}^2 + \sum_{t=p}^{6} \epsilon_t TREAT_{st} + \sum_{t=p}^{6} \theta_t TREAT_{st} * FRL_{st} + \epsilon_{st}$$

- PPExp_{st} is per-pupil expenditure for school s at time t;
- $-\mu_s$ is an indicator variable for school s;
- X_{qst} is a matrix of q student background characteristics (percent FRL and EL) for school s at time t;
- γ_t is an indicator variable for year t (ranging from 2 to 6);
- ENR_{st} denotes student enrollment for school s at time t;
- $TREAT_{st}$ is an indicator for school s receiving treatment year t (ranging from p to 6, where p is the first year of treatment for each schooling level);
- $TREAT_{st} * FRL_{st}$ is an interaction variable for school s at time t (ranging from p to 6, where p is the first year of treatment for each schooling level) between $TREAT_{st}$ and percent free/reduced price lunch;
- ε_{st} is an error term assumed to be correlated across school-specific observations over time.
- Model run separately by schooling level (elementary, middle and high).
- Experimenting with alternative specifications.
- Model for TRUSD is similar, but could not be run separately by schooling level.

Data

LAUSD

- Fiscal data from central district office
- Demographics from California Department of Education
- 2006-07 through 2011-12 (3 pre/3 post for elementary and middle schools, 2 pre/4 post for high schools)

TRUSD

- Fiscal data from central district office
- Demographics from California Department of Education
- 2008-09 through 2011-12 (2 pre/2 post for all schools)

Main (Preliminary) Results for LAUSD I

 Level Differences in Spending/Poverty Relationship Between BSA and Traditionally-Funded Schools

Results suggest that in some cases BSA schools have experienced decreases in the *level* of the spending/poverty relationship that are significantly *larger* than traditionally-funded schools in years of BSA implementation.

- For elementary schools, the <u>negative</u> BSA/Traditional school difference in general level of spending by poverty is *always* statistically significant.
- For high schools, the <u>negative</u> BSA/Traditional school difference in general level of spending by poverty is *sometimes* statistically significant.
- Slope Differences in Spending/Poverty Relationship Between BSA and Traditionally Funded Schools

Results suggest that in some cases BSA schools have experienced increases in the *slope* of the spending/poverty relationship that are significantly *larger* than traditionally-funded schools in years of BSA implementation.

- For elementary schools, the <u>positive</u> BSA/Traditional school difference in spending/poverty slope is *often* statistically significant.
- For high schools, the <u>positive</u> BSA/Traditional school difference in spending/poverty slope is *sometimes* statistically significant.

Main (Preliminary) Results for LAUSD II

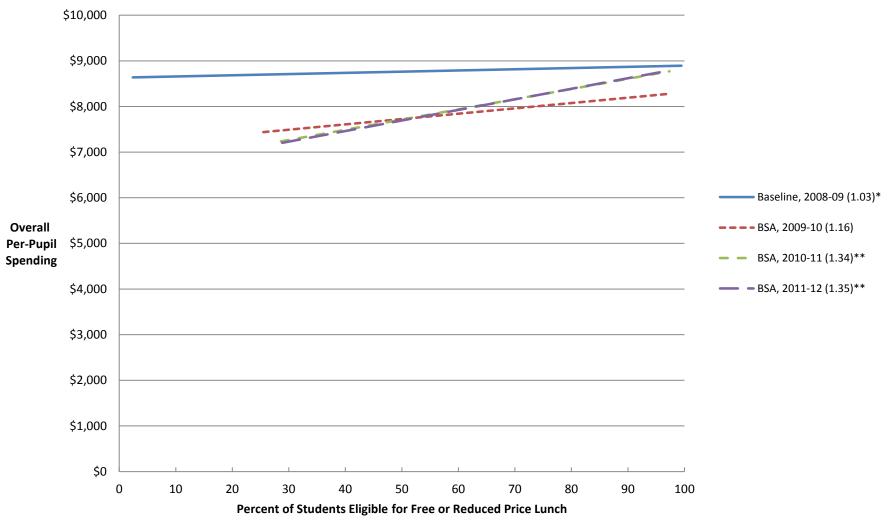
- Observed changes in intercepts and slopes have resulted in increases in implicit student poverty weights among BSA schools over time.
 - For elementary schools, the implicit poverty weight increased from 1.03 in the baseline year to 1.35 in the most recent year of BSA implementation (change is significant at the 5%-level).
 - For high schools, the implicit poverty weight increased from 0.98 in the baseline year to 4.82 in the most recent year of BSA implementation (change is significant at the 5%-level).
- Observed changes in intercepts (↓) and slopes (↑) imply that higher poverty elementary BSA schools have been better insulated from cuts in spending that have occurred over the BSA implementation period.

Sign/Significance of Estimated Level and Slope Treatment (BSA) Effects on the Relationship Between Percent Free or Reduce Price Lunch (FRL) and Overall Per-Pupil Spending in LAUSD Elementary, Middle and High Schools

Schooling Level	Effect	2008-09	2009-10	2010-11	2011-12
Elementary	Level		1	1	
	Slope		n.s.	+	+
Middle	Level		n.s.	n.s.	n.s.
	Slope		n.s.	n.s.	n.s.
High	Level	_	n.s.	n.s.	_
	Slope	n.s.	n.s.	n.s.	+

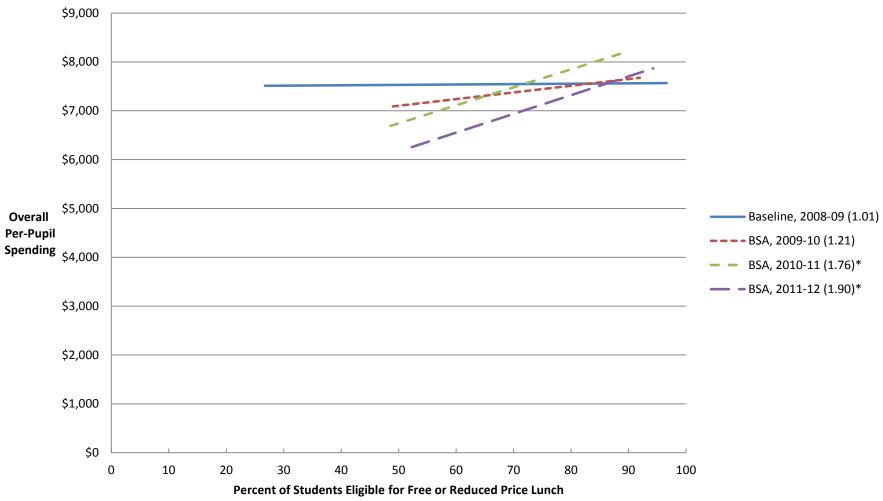
Notes: "+" and "-" denote positive and negative level and slope treatment effects that are significant at the 5%-level.

Predicted Overall Per-Pupil Spending Across Percent Free or Reduced Price Lunch (FRL) for BSA Elementary Schools in LAUSD (2008-09 to 2011-12)



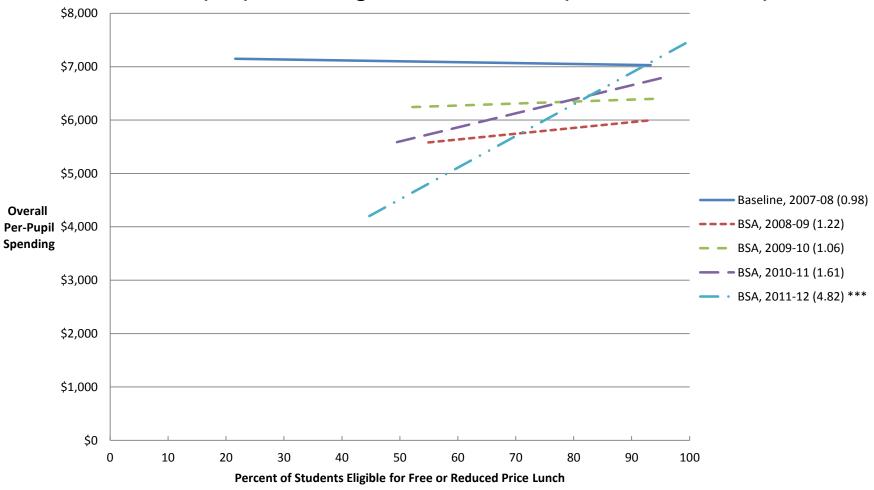
Notes: Predictions hold enrollment and percent ELL at year-specific sample averages. Significance of baseline FRL slope estimate corresponds to test of null hypothesis that estimate is equal to 0. Significance of year-specific FRL slope estimates correspond to tests of null hypotheses that differences from baseline FRL slope estimate is 0. ***, ** and * denote statistical significance at the 1%, 5 % and 10% levels, respectively.

Predicted Overall Per-Pupil Spending Across Percent Free or Reduced Price Lunch (FRL) for BSA Middle Schools in LAUSD (2008-09 to 2011-12)



Notes: Predictions hold enrollment and percent ELL at year-specific sample averages. Significance of baseline FRL slope estimate corresponds to test of null hypothesis that estimate is equal to 0. Significance of year-specific FRL slope estimates correspond to tests of null hypotheses that differences from baseline FRL slope estimate is 0. ***, ** and * denote statistical significance at the 1%, 5 % and 10% levels, respectively. Student poverty weights are shown in parentheses (weights calculated as [(profile constant + slope * 100) /profile constant]).

Predicted Overall Per-Pupil Spending Across Percent Free or Reduced Price Lunch (FRL) for BSA High Schools in LAUSD (2007-08 to 2011-12)



Notes: Predictions hold enrollment and percent ELL at year-specific sample averages. Significance of baseline FRL slope estimate corresponds to test of null hypothesis that estimate is equal to 0. Significance of year-specific FRL slope estimates correspond to tests of null hypotheses that differences from baseline FRL slope estimate is 0. ***, ** and * denote statistical significance at the 1%, 5 % and 10% levels, respectively. Student poverty weights are shown in parentheses (weights calculated as [(profile constant + slope * 100) /profile constant]).

Summary of LAUSD Results II

- There is some evidence suggesting that BSA schools experienced improvements in spending equity after implementation.
 - Significant positive differences in slope of spending/poverty relationship between BSA and Traditionally-Funded schools.
 - Elementary Schools FRL slope estimate for BSA schools is significantly different from the baseline at the 5%-level in two of the three implementation years.
 - Middle Schools No significant differences in FRL slope estimate between BSA schools and baseline.
 - High Schools FRL slope estimate for BSA schools is significantly different from the baseline at the 5%-level in one of the four implementation years.
- Final Thought Equity Improvements in the Context of Fiscal Crisis and Recovery
 - The study period includes years of significant budget cuts. While BSA seems to improved equity in some cases (e.g., elementary schools) and helped higher poverty schools better "weather the storm", will these improvements be sustained over time once fiscal conditions improve? That is, was BSA implemented at an opportune time to springboard a new era of enhanced equity?

Next Steps

- Experiment with Alternative Model Specifications
- Decompose Overall Spending Variations
 - Spending from unrestricted revenues
 - Spending from restricted revenues
- Extend Analysis to Distal Outcomes (Student Achievement)
 - California Academic Performance Index (API)

Estimated Difference-in-Differences Regression Models						
Ma vi a la la	• •	is Overall Per-Pupil Spending	Î			
Variable	Elementary	Middle	High			
2006-07	-49.6 (39.6)	-575 *** (161)	-271 *** (72.6)			
2007-08	297 *** (32.3)	-46.1 (89.1)				
2008-09			-91.8 (91.9)			
2009-10	-573 *** (28.3)	-261 *** (64.4)	-445 *** (113)			
2010-11	-748 *** (40.4)	-295 ** (126)	-207 (164)			
2011-12	-597 *** (44.9)	-586 *** (165)	-279 (178)			
Enrollment	-9.25 *** (1.05)	-5.35 *** (.944)	-2.72 *** (.563)			
Enrollment Sq.	.0031 *** (.0006)	.0009 *** (.0002)	.0003 ** (.0001)			
Percent FRL	2.63 * (1.44)	.791 (7.99)	-1.65 (6.5)			
Percent ELL	9.93 ** (3.94)	26 (22.4)	14.7 (15.6)			
BSA - 2009			-2106 *** (496)			
BSA - 2010	-920 ** (414)	-813 (988)	-690 (1077)			
BSA - 2011	-1291 ** (638)	-2304 * (1205)	-2694 * (1530)			
BSA - 2012	-1501 ** (616)	-2655 * (1533)	-5353 *** (1307)			
BSAxFRL - 2009			12.5 (8.64)			
BSAxFRL - 2010	9.08 (9.76)	12.9 (12.9)	5.4 (16.1)			
BSAxFRL - 2011	19.8 ** (8.62)	36.2 * (19.8)	28 (20.9)			
BSAxFRL - 2012	20.6 ** (8.7)	37.6 * (22)	61 *** (15.5)			
Constant	12828 *** (445)	13247 *** (1343)	11365 *** (816)			
Adjusted R-Sq.	0.8591	0.8215	0.8370			
Number of Observations	2715	481	442			

Jay Chambers,

SSFR Principal Investigator

American Institutes for Research

2012-13 Perspectives and Attitudes

Analysis of Interviews and Surveys

Analysis of Perspectives and Attitudes

2012-13 Interviews:

- 25 central office staff in Twin Rivers Unified School District (TRUSD) and Los Angeles Unified School District (LAUSD) combined
- 13 principal interviews, 8 with principals from TRUSD and 4 with principals from LAUSD
- 10 end-of-project central office interviews in TRUSD

2012 Surveys:

TRUSD

- Principals (n=38; Cohort 1: 11; Cohort 2: 9; Cohort 3: 15)
- Teachers (n=291; FTE and partial-time teachers: 101; non-teacher: 190)
- School Site Councils (n=225; Cohort 1: 41; Cohort 2: 59; Cohort 3: 49; Unknown: 76)

LAUSD

- Principals (n=745; Non-pilot: 629; BSA pilot: 116; Non-pilot BSA: ?)
- Teachers (n=13,957; Pilot: 1,498; Non-pilot: 12,459; BSA: ?; Non-BSA: ?)
- School Site Councils (n=132; Pilot: 28; Non-pilot: 64; unknown: 40)

Invest for Student Success (ISS) Team

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The Next Generation of SSFR:

Invest for

STUDENT SUCCESS (ISS):

■ ISS is a Core Reform Strategy that re-conceptualizes WSF as an integrated collection of policies, procedures, and tools that can be applied to reorganizing the school finance and governance structures in a school district for the purpose of improving student learning.

☐ Goals of ISS:

- > To improve student outcomes
- > To increase equitable access to educational resources
- > To create a culture of innovation, accountability, and efficiency

■ ISS includes:

- ☐ The next generation of electronic tools
- ☐ Enhanced policies, procedures, and training programs