

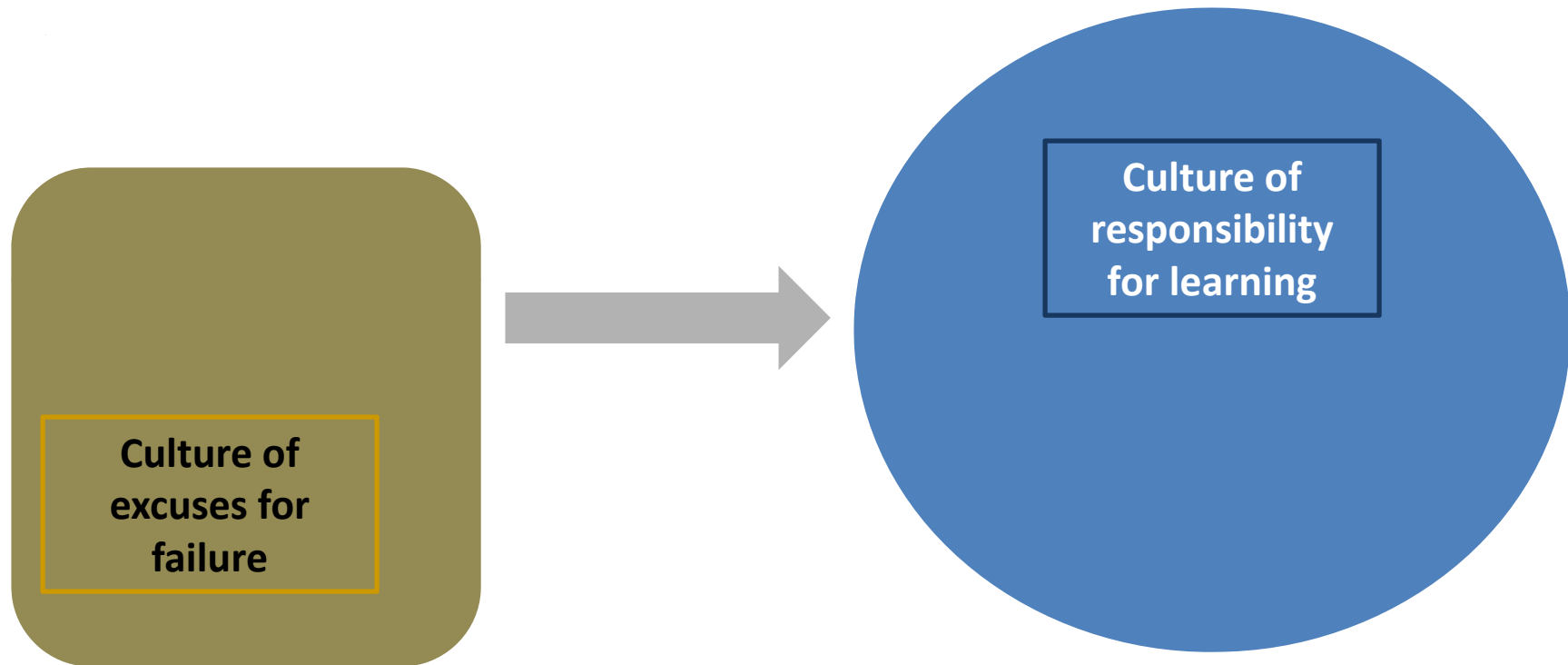
Scaling Up – Building a System of Successful Schools in NYC

**James S. Liebman
Simon H. Rifkind Professor
Columbia Law School
jliebman@law.columbia.edu**

**Measuring and Creating Excellence in Schools
Columbia Business School Nonprofit Leadership Forum
May 6, 2010
Columbia University Faculty House**

Please get the author's permission before citing or distributing

Transforming Schools

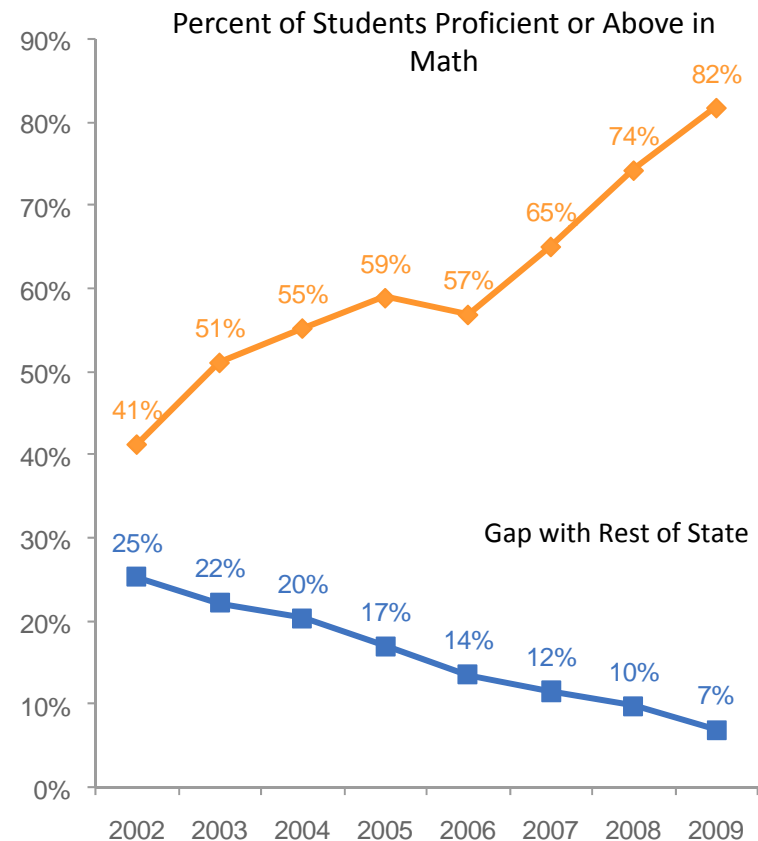
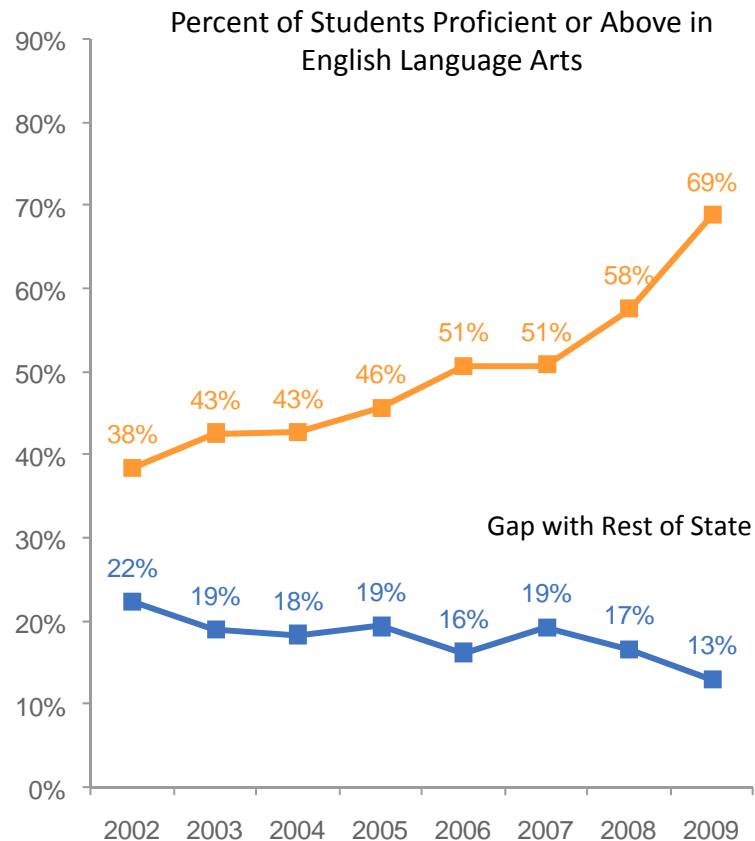


Goals and Strategies for Emulating Charters at Scale

	BEFORE	AFTER	HOW
SCHOOL	<ul style="list-style-type: none"> • Governed centrally by bureaucratic rules • Captured locally by adult interests • Focused on inputs • Led by deflectors of scrutiny • Organized to hide or excuse failure 	<ul style="list-style-type: none"> • Governed by strategic local decisions • Disposed to put children first • Focused on outcomes • Led by <i>instructional</i> leaders • Organized to expose, diagnose, cure failure 	Slides 8-12
CENTER	<ul style="list-style-type: none"> • Organized as a hierarchy • Accountable to higher ups • Staffed by single-skill experts, workers • Compartmentalized by divisions, jobs • Focused on inputs • Designed to impart knowledge, top-down • Acculturated to rules 	<ul style="list-style-type: none"> • Led by strong leader and a senior cabinet • Accountable for outcomes, service to schools • Staffed by generalist problem-solvers, mngrs • Team-based, cross-functional • Focused on outcomes • Organized to learn from errors, feedback, R&D and distribute local knowledge horizontally • Acculturated to completed, successful projects 	Slide 13
INTER-MEDIATE STRUCTURES	<ul style="list-style-type: none"> • Invested with authority • Expected to 'superintend,' command • Assigned geographically • Accountable to higher-ups for enforcement of rules and distribution of inputs • Beholden to politicians, interest groups 	<ul style="list-style-type: none"> • Earn authority by being 'authoritative' • Expected to facilitate • Assigned by skills and demand • Accountable to schools for service, to center for outcomes • Put children first 	Slide 14
POLITICS	<ul style="list-style-type: none"> • Organized around fixed interests, values • Practiced episodically at point of decision • Focused on zero-sum division of inputs • Occurs via voice and choice (vote) 	<ul style="list-style-type: none"> • Goals revised by experience of what's possible • Extends to implementation as well as design • Focused on outputs - race to top, as each success sets floor for next round • Occurs via daily problem-solving, choice (feet) 	The next frontier

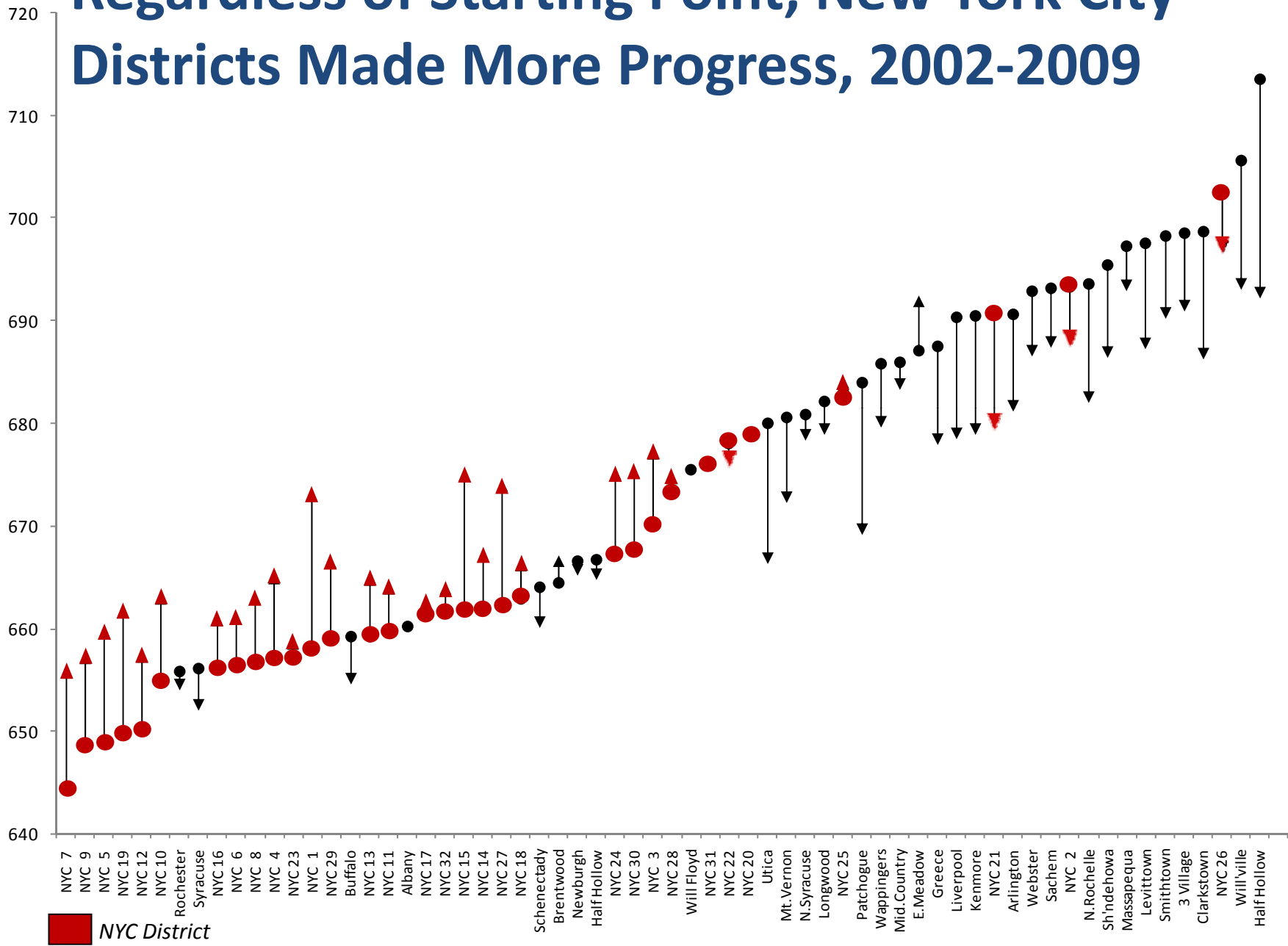
More NYC Students Meeting or Exceeding State Standards; NYC Is Closing the Gap with Rest of State

NYC is 73% Black/Hispanic, 84% low income; Rest of State is 23% Black/Hispanic, 31% low income



Note: Results reflect State tests in grades 4 and 8 from 2002-2005 and grades 3-8 from 2006-09. State tests were rescaled in 2005/06 as well as expanded to include all grades 3-8. State testing policy changed in 2006/07 to include more ELL students in the English Language Arts test.

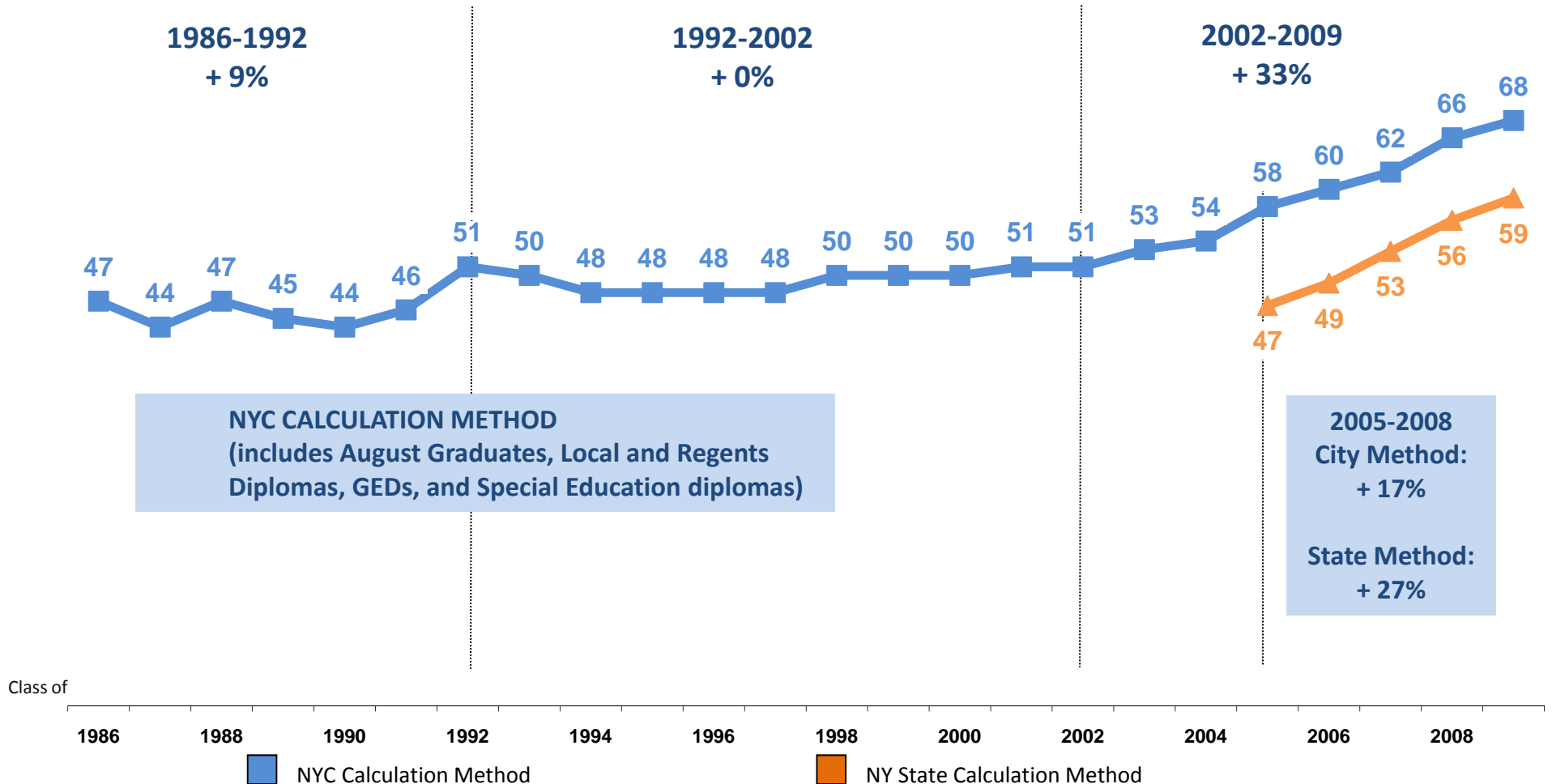
Regardless of Starting Point, New York City Districts Made More Progress, 2002-2009



Note: Results reflect combined average results of State ELA and math tests in grades 4 and 8 from 2002-2005 and grades 3-8 from 2006-09. The State rescaled the tests in 2005/06, leading to reductions in average scale scores that year. Chancellor's District schools are included in analysis by assigning schools to districts in 2002 and 2003 based on 2004 school district locations. NYC districts are plotted in red.

After Remaining Nearly Flat for 16 Years, the NYC Graduation Rate Has Increased by 33% Since 2002

Percent of Students in a Cohort Graduating from High School in 4 Years

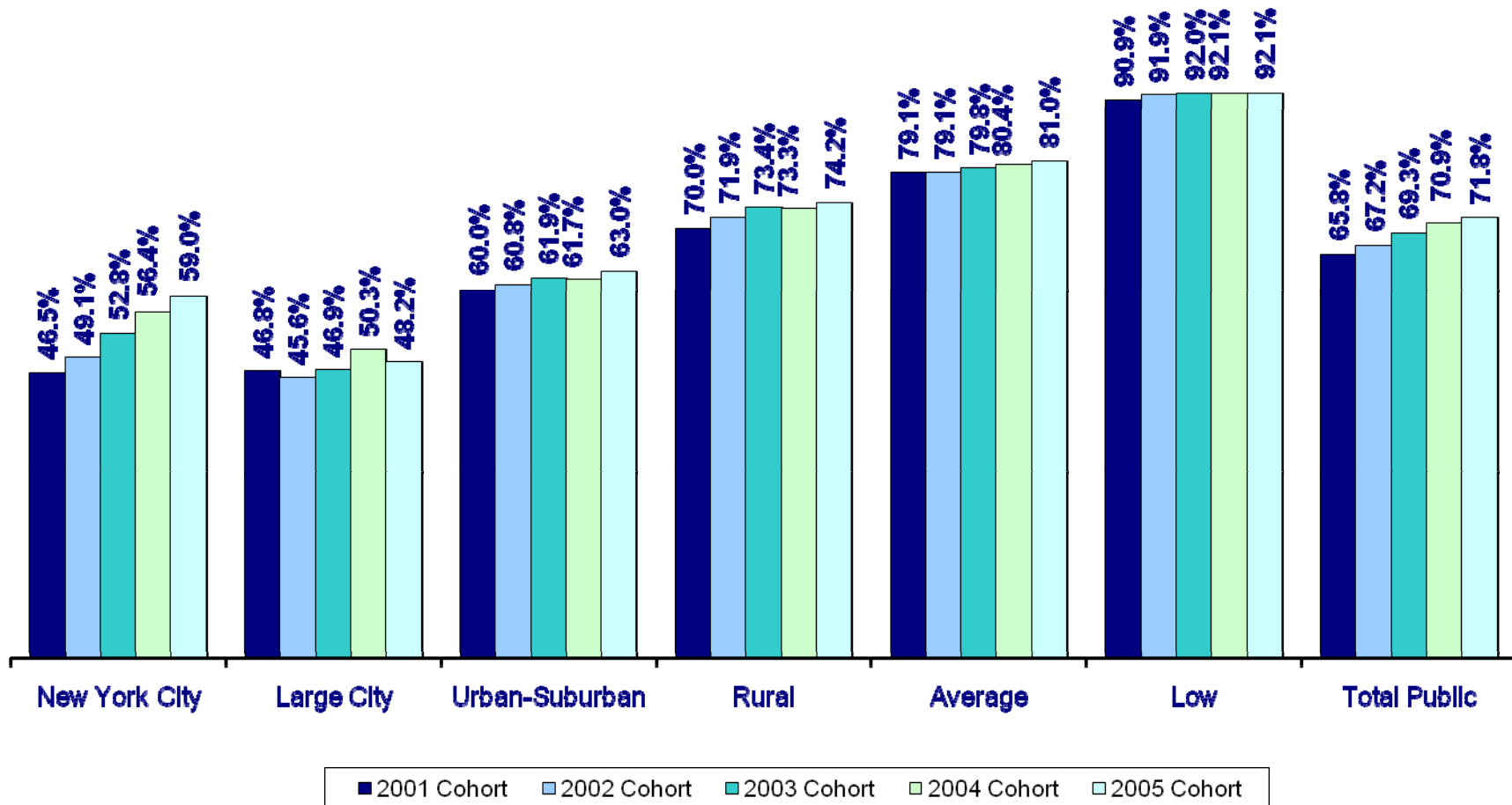


Notes: NYC traditional calculation includes Local and Regents Diplomas, GEDs, Special Education diplomas, and August graduates. It does not include disabled students in self-contained classrooms or District 75 students. The NYS calculation, used since 2005, includes Local and Regents Diplomas and all disabled students. It does not include GEDs and Special Education diplomas.

Changes in State Graduation Rate – New York City Compared to Elsewhere in New York State, 2005-2009

Percentage of Students Graduating with Regents or Local Diploma
After 4 Years

Results Through June 2009, All Students



NYC's Children First Reforms – Strategies for Changing Schools

- **Leadership**: Principals are the key school-based decision makers. They need to be able to make informed decisions and take smart risks, and they should have the confidence to empower teachers to share their instructional leadership. Hiring, training, evaluation and compensation should focus on these skills and dispositions.
- **Empowerment and Achievement Resources**: Principals must have (1) the freedom to decide, (2) control their staffs and budgets, (3) per-capita funding weighted by the challenges their students present, and (4) the data, tools, training and technology they need to make informed decisions and diagnose failure and cure it.
- **Accountability**: Empowerment and accountability are mutually reinforcing principles. Empowered principals have the authority and achievement resources they need to make key decisions. In return, they agree to be accountable for their students' learning outcomes and progress.

Accountability and Achievement Resources

WHAT	EVALUATE	ENFORCE CONSEQUENCES	ENABLE
HOW	<p>Progress Reports Schools graded A-F each year based on student outcomes</p> <p>Quality Reviews Schools evaluated based on quality of strategies for improved outcomes</p> <p>School Surveys Schools' learning environments rated each spring by parents, teachers and secondary students</p> <p>Federal and State Evaluation Schools' adequate yearly progress measured using NCLB criteria</p>	<p>Rewards Successful teachers, schools and principals rewarded with monetary bonuses</p> <p>Consequences When schools fail, leadership is changed within two years; school is closed or restructured within four years</p> <p>Aligned Mechanisms Annual principal performance reviews, central and network-level performance management criteria and other forms of recognition aligned to outcomes on Progress Reports, Quality Reviews, School Surveys</p>	<p>Periodic Assessments Progress tracked and diagnosed 3-5 times a year</p> <p>Teacher Data Reports Teacher performance (value added) assessed and improved</p> <p>Achievement Reporting & Innovation System (ARIS) Educationally relevant data provided to educators, parents</p> <p>Children First Intensive Hands-on data expertise developed on Inquiry Teams</p> <p>Knowledge Sharing Knowledge transfer promoted through support structures, tools and collaboration</p>

Design School Accountability Measures to Motivate Progress – Performance Management > Accountability

Motivate educators to move kids in the right direction and aim for measurement perfection. If necessary, the former trumps the latter.

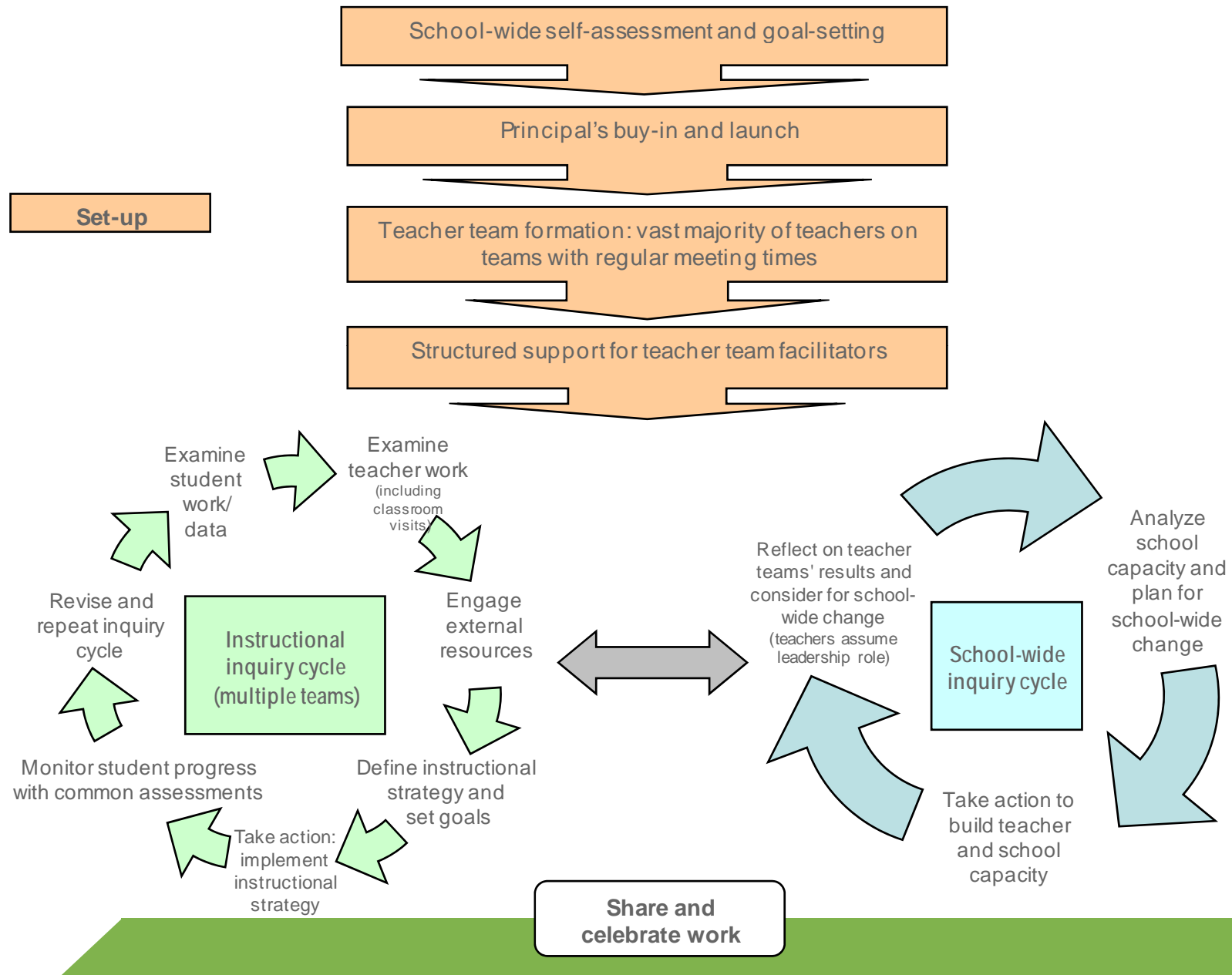
- Ensure that educators can verify and re-create metrics, so they know how they're being assessed and can use the data diagnostically: no regressions
- Evaluate schools based on the gains all their students make, with particular focus on the lowest-performing students
- Measure performance by success criteria (criterion-referenced), not zero-sum “curve” (norm-referenced), so schools know their targets and the cut-offs for each grade, and all can get an ‘A’ if they all make significant progress
- To demonstrate that measures are realistic, use past performance of “peer schools” (schools serving similar student populations) and all schools citywide to set success criteria
- Generate outcomes not correlated with socioeconomic status, special populations or demographic characteristics: e.g., measure progress as well as static proficiency; give extra weight for gains by challenging populations

Enable: ARIS 'My Students' 3-8 English Language Arts View

The screenshot displays the ARIS 'My Students' interface for 3-8 ELA. The interface includes a navigation menu on the left with sections for 'My Schools', 'Classes & Groups', 'Views', and 'Filters'. The main content area shows a table of student data with columns for Absences, NY State Test scores, Acuity Predictives, Acuity ITAs, and Performance Series. Annotations highlight specific data points and interface elements.

Name	Gr.	Absences	NY State Test	Acuity Predictives	Acuity ITAs (2008-09)	Performance Series
		Prior Year YTD	'07 Prof. Rtg. 1.0 2.0 3.0 4.0 4.5	'08 Prof. Rtg. '07-'08 Progress	Jun '08 % Correct (form) Nov '08 Pred. % Correct (form)	% Correct (Version) #1-Nov #2-Apr #3-May Reading Gr. Lvl. PI Lang. Arts PI
Allison, Sandy	5	3 1	2.79	3.05 +0.26	63% (M) 2 40% (M)	57% (G)
Austin, Joey	5	14 15	3.31	3.11 -0.20	77% (M) 3 52% (M)	48% (G)
Burns, Deanna	5	21 9	3.31	2.63 -0.68	57% (M) 2 44% (M)	38% (G)
Butler, Ora	5	1 0	1.96	1.96 0.00	23% (M) 2 24% (M)	29%
Floyd, Geneva	5	11 10	2.06	1.96 -0.10	37% (M) 2 36% (M)	
Goodwin, Hattie	5	13 10	2.91	2.89 -0.02	33% (M) 2 44% (M)	38% (G)
Hodge, Rogelio	5	4 2	2.18	1.93 -0.25	53% (M)	38% (G)
Hoffman, Jeremiah	5	- 1		N/A	2 48% (M)	52% (G)
Hogan, Samuel	5	4 4	1.99	2.34 +0.35	53% (M) 3 48% (M)	52% (G)
Hudson, Hattie	5	19 11	3.03	2.89 -0.14	53% (M) 3 56% (M)	48% (G)
Hughes, Faith	5	9 2	3.03	2.89 -0.14	30% (M) 2 40% (M)	38% (G)
Jacobs, Levi	5	10 8	2.65	2.24 -0.41	63% (M) 3 52% (M)	43% (G)
Jennings, Joyce	5	- 1		N/A	3 68% (M)	52% (G)
Lane, Martha	5	6 1	2.06	2.53 +0.47	47% (M) 2 36% (M)	29% (G)
Logan, Patrick	5	32 22	2.79	2.03 -0.76		
Lowe, Marian	5	20 11	2.65	2.89 +0.24	47% (M) 3 56% (M)	71% (G)
Mann, Marina	5	12 6	2.53	2.82 +0.29	57% (M) 2 40% (M)	67% (G)
Marshall, Ernesto	5	18 7	2.34	N/A	57% (M) 2 44% (M)	48% (G)
Nichols, Jimmy	5	12 5	3.03	2.53 -0.50	57% (M) 2 40% (M)	38% (G)

Enable: Inquiry Teams



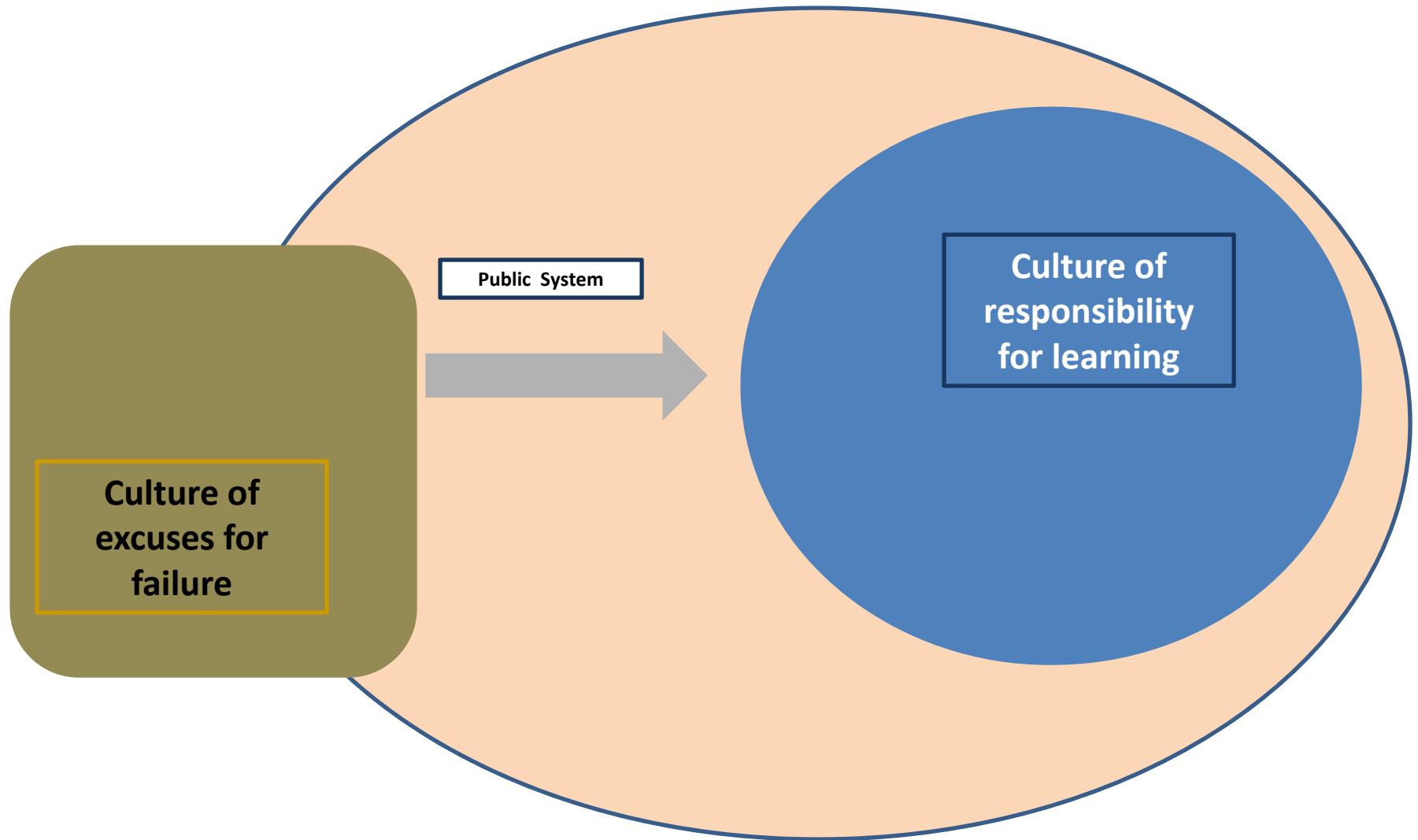
Strategies for Changing Central

- **Changing structures**
 - Assure strong leadership and coordination (“you’re only as good as your chief of staff”)
 - Create new groups from scratch, hiring from inside and outside
 - Absorb old groups into new, focusing on leadership, balance, integration
 - Don’t overestimate capacity for self-transformation
 - Get new, allied groups to co-create and co-implement, holding each other accountable
 - Reorganize frequently – first to transform, then to consolidate and sustain
 - Use budget cuts and reductions in force as an opportunity
- **Changing staff**
 - Assemble core of professionals acculturated to the “new”
 - Prioritize “generalist” problem-solving skills over domain expertise
 - Give new professionals context for understanding change and resistance
 - Promote quickly based on “ambition accomplished”
 - Use “flexible survivors” to implement but not necessarily lead
- **Changing processes – institutional learning**
 - Prioritize facilitation, service and support for schools and educators
 - Focus less on program design and more on designing deployment to reveal flaws quickly
 - Create multiple occasions to reaffirm goals, share plans, solve problems
- **Changing performance management**
 - Survey key consumers as measure of service and support
 - Periodically review and revise outcome goals set by all groups
 - Measure success by ability to persuade educators and schools to take steps you don’t want to order them to take
- **Changing expectations, expecting change**
 - Prepare staff and public to see change as improvement, not instability or admission of failure

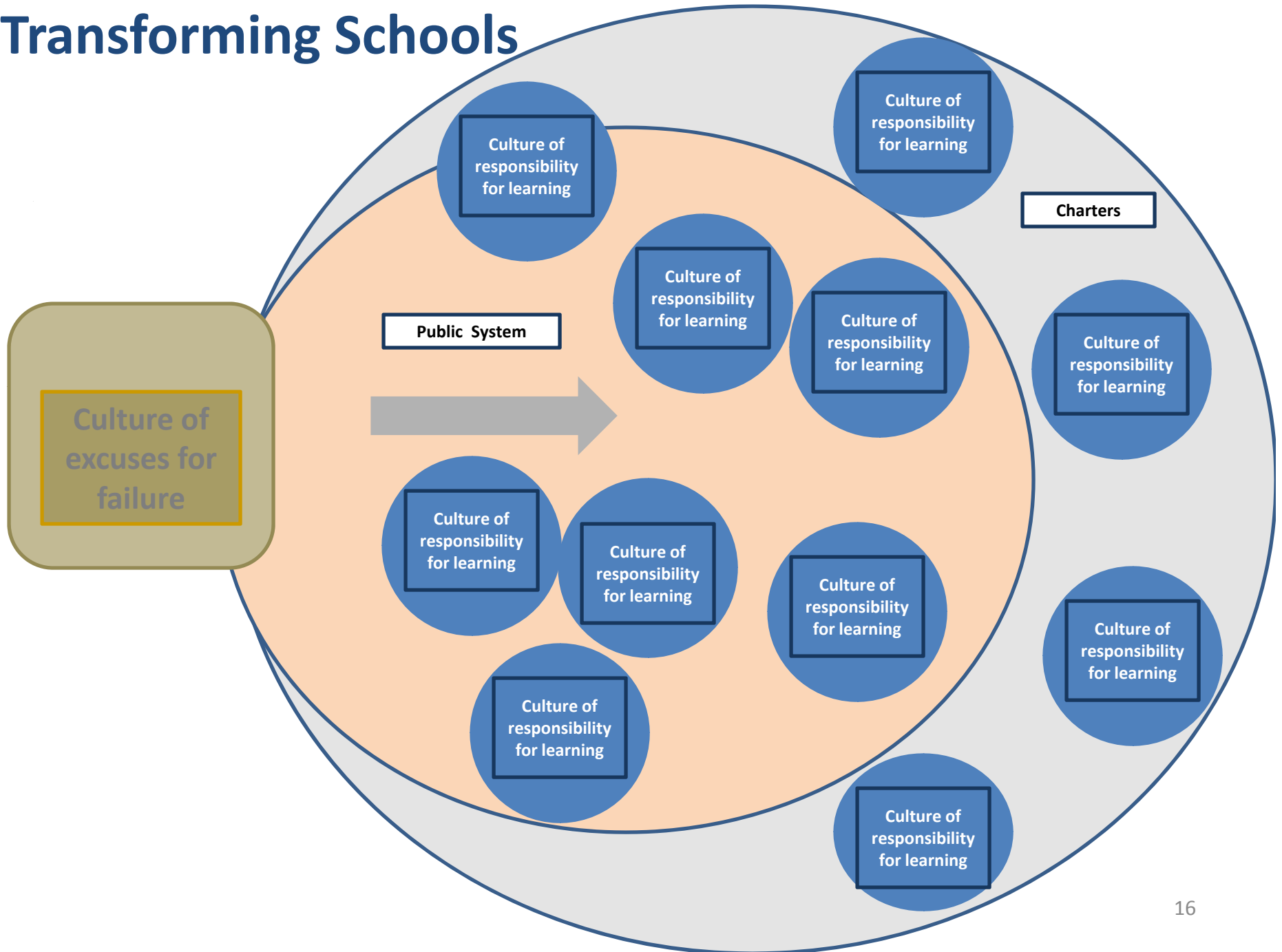
Strategies for Changing Intermediate Structures

- Get control over structures → thin them out → get them closer to schools and give schools substantial control over them
 - NYC: 10 Regions (geographic) → 10 internal/external School Support Organizations (by school choice) with schools organized into networks of ~25 schools → 70-plus Networks
- Devolve entire cost of intermediate structure to schools and empower them to:
 - Choose affiliated schools (non-geographic)
 - Select network based on services and price and retain savings
 - Select network leader
 - Rate network teams every few months via surveys
- Establish joint accountability for network staff
 - Accountable to schools for service and facilitation (enforced via selection, surveys)
 - Accountable to central for comparative outcomes on Progress Reports and Quality Reviews (enforced via compensation and retention)
- Use network staff as key intermediaries in new “social contract” with schools
 - Network staff facilitate educators’ use of new accountability and support tools →
 - Educators agree to implement tools conscientiously →
 - Educators invited to complain vociferously to network staff about shortcomings →
 - Network staff promotes changes to central staff and back to schools – ‘this is my Windows 7’ →
 - Network staff serves as ongoing user focus group and design-support team

Transforming Schools

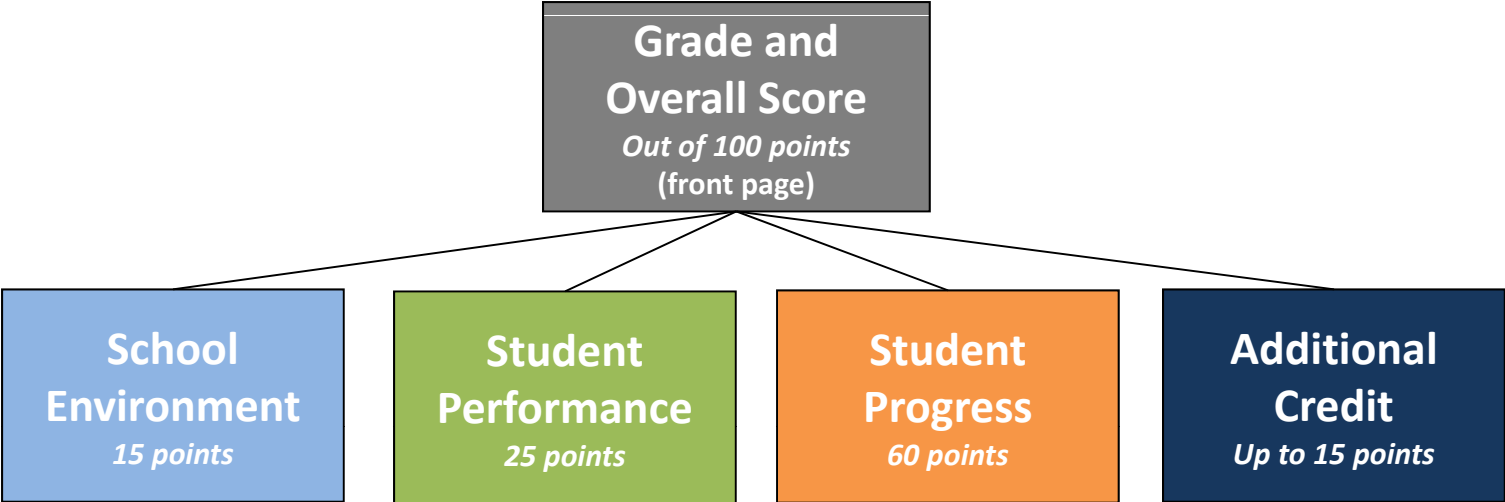


Transforming Schools



Back-up Slides

Evaluate: Progress Report Measures



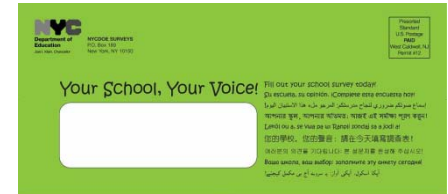
Elementary, Middle, and K-8 Schools

- Learning Environment Survey results
 - Attendance
- Student scores in ELA and Math (median proficiency and % Level 3/4)
- Student progress on ELA and Math test scores (using growth percentiles)
- Exemplary progress on test scores with high need students

High Schools

- Learning Environment Survey results
 - Attendance
- Graduation rates (4-year and 6-year)
- Credit accumulation
 - Regents completion and pass rates
- Exemplary progress in credit gains for high need students

Evaluate: School Survey



- Parent, teacher, and student surveys rate the learning environment at each school.
- Survey results contribute 10 points to the Progress Report
- Over 800,000 members of school communities took part in last year's survey

Response Group	Surveys Completed			Response Rate		
	2007	2008	2009	2007	2008	2009
Parents	216,914	347,829	381,543	26%	40%	45%
Teachers	31,592	48,002	57,822	44%	61%	73%
MS/HS Students	338,201	410,708	410,299	65%	78%	80%
Total	586,707	806,539	849,664	41%	55%	59%

Evaluate: Quality Review

- An on-site review of how effectively schools use data to improve student achievement.
The Quality Review:
 - Provides schools with feedback on what is working well and areas in need of improvement
 - Informs school goals and plans for aligning resources to meet student needs
- A narrative report on every school is published on each school's Web site

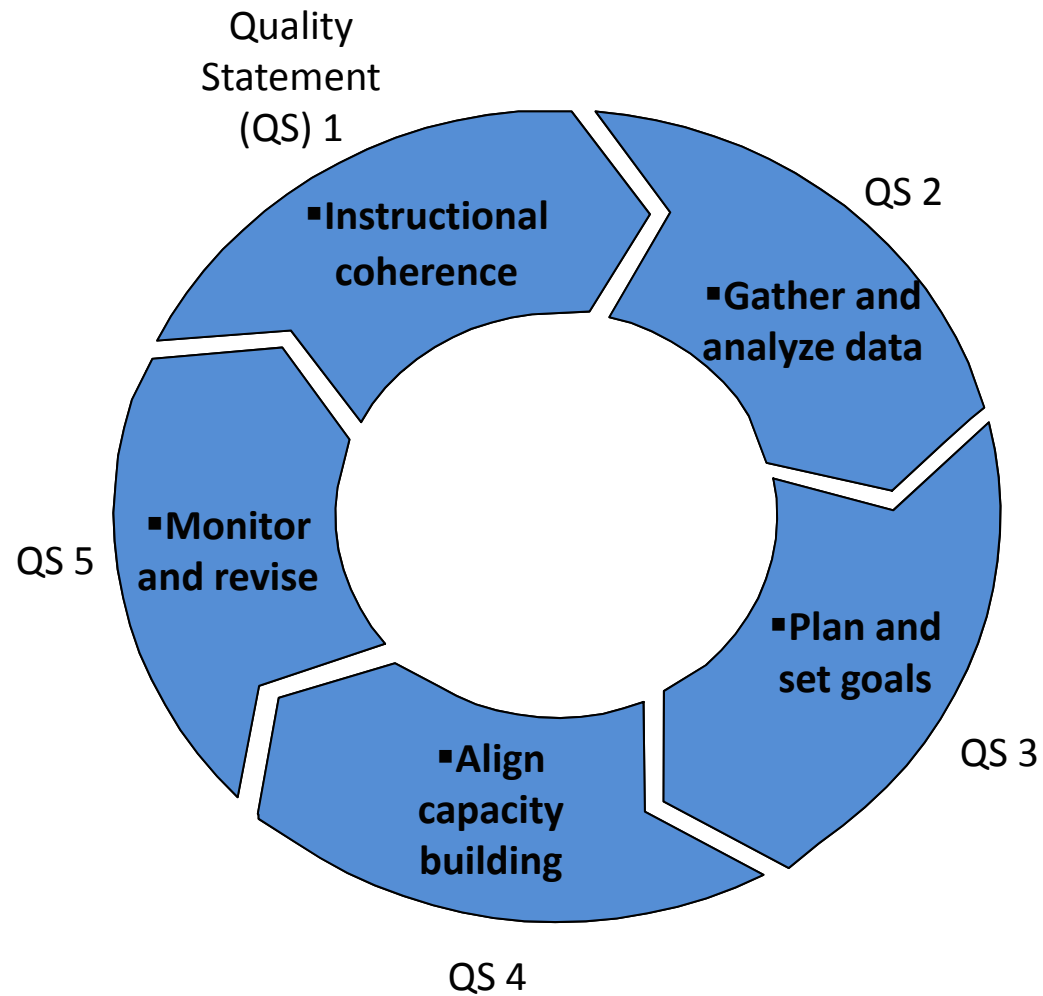
Possible scores:

- Well-Developed
- Proficient
- Underdeveloped with Proficient Features
- Underdeveloped

Key events of the Quality Review:

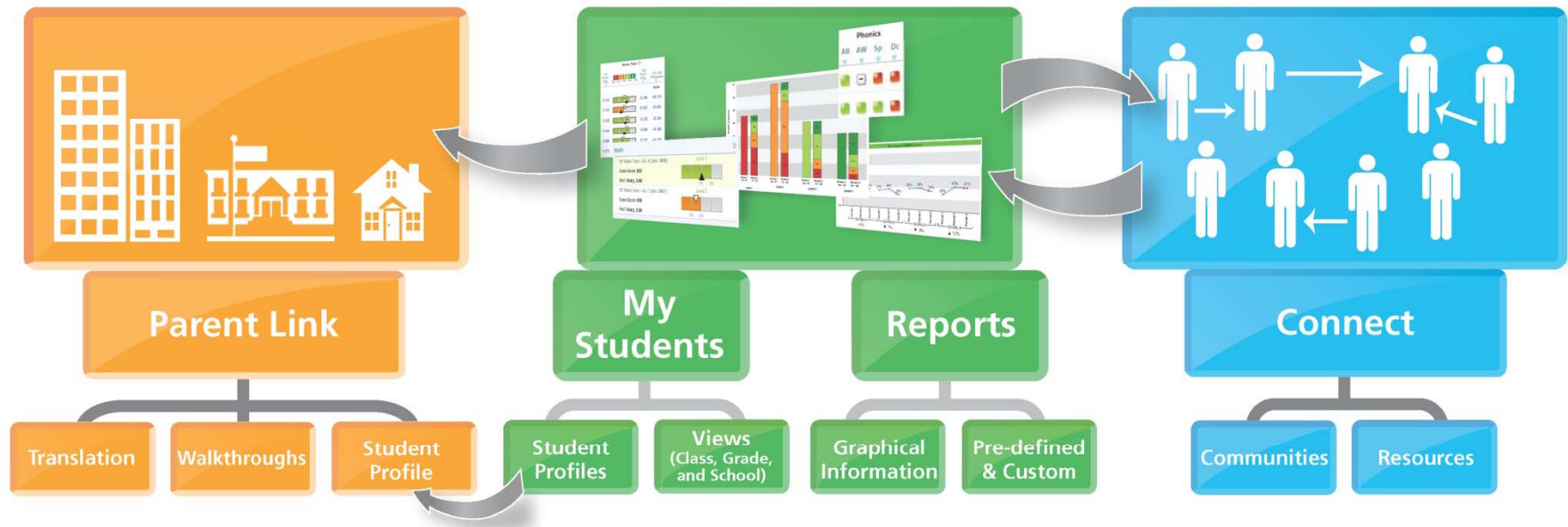
- Case study
- Class visits
- Conversations with multiple constituencies
- Observation of collaborative activity

Evaluate: Quality Review



Enable: Data and Knowledge Resources

Achievement Reporting and Innovation System



ARIS Parent Link: Customized Parent Walkthroughs

What is this assessment?



How does this assessment help you teach my child?



How did my child do on this assessment?



How can I help my child succeed?

