

School District Turnarounds:

Lessons from California and Implications for Michigan

Katharine O. Strunk, Ph.D.

Clifford E. Erickson Distinguished Professor of Education Policy Faculty Co-Director, EPIC

College of Education | Michigan State University

WHAT ARE SCHOOL AND DISTRICT TURNAROUNDS?

Long-standing reform model, re-entered discourse under Duncan administration

Turnaround reforms expect the most consistently low-performing schools and districts to enact changes that produce achievement gains in a very short period of time and sustain gains in longer term

Turnaround reforms vary widely:

- Incremental change
- Transformation
- Reconstitution
- Re-start
- Closure



DO TURNAROUND REFORMS WORK?

Some rigorous research suggests that turnaround reforms *can* work, under the right conditions.

Efficacy of reconstitution and re-start models of turnaround in California (Dee, 2012; Strunk et al.; 2016a,b)

Incremental and transformation turnarounds can also improve student outcomes

(Strunk, McEachin & Westover, 2012; Zimmer, Henry & Ko, 2017)

Effects may fade-out over time, especially without continued supports (Strunk et al., 2016b)

Other research suggests that turnaround reforms do not improve and may harm student achievement

(Dragoset et al., 2017; Heissel & Ladd, 2017)



WHAT MAKES SOME TURNAROUND REFORMS MORE SUCCESSFUL THAN OTHERS?

Turnaround model

Staffing

Planning

Capacity building

Autonomy

Implementation

Sustained Support



WHAT MAKES SOME TURNAROUND REFORMS MORE SUCCESSFUL THAN OTHERS?

Who is involved in and who is responsible for oversight & implementation?

What **policies** are implemented to enable reform?

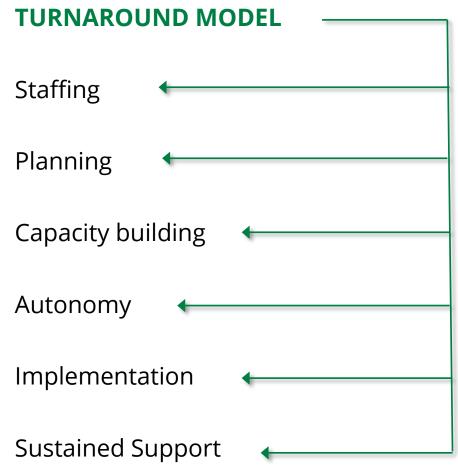
What **systems** are put into place to enable reform?

What **supports** are put into place to help build capacity for reform?

What is needed to **sustain** reform?

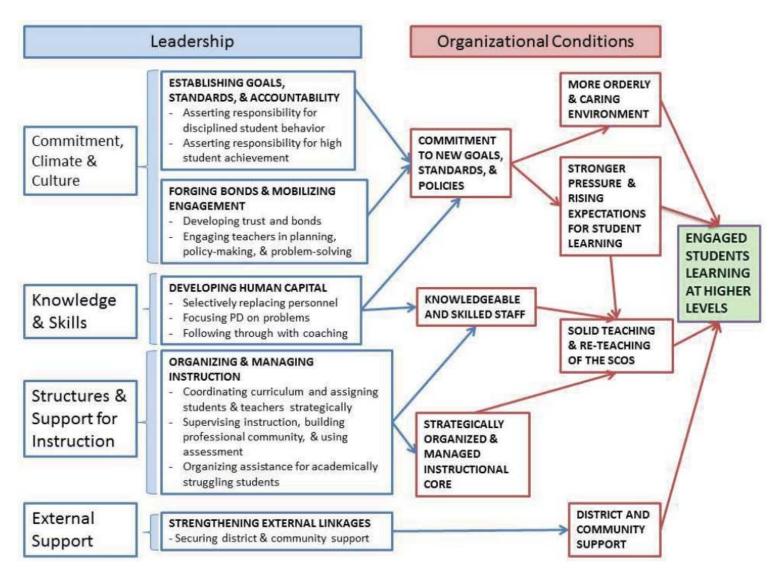


THE TURNAROUND MODEL OFTEN DICTATES OTHER ELEMENTS OF THE REFORM





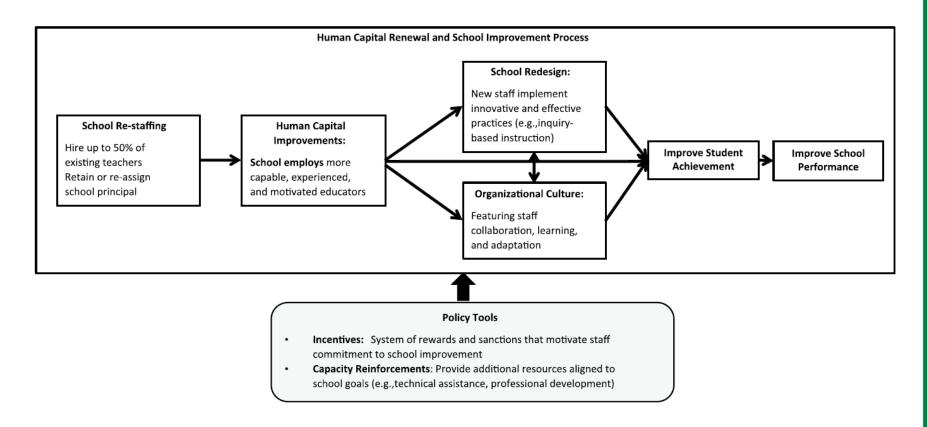
THEORY OF ACTION: GENERAL TURNAROUND





Source: Thompson, Brown, Townsend et al., 2010 North Carolina

THEORY OF ACTION: RECONSTITUTION



Source: Strunk, Marsh, Hashim et al., 2016b Los Angeles



THE KIND OF TURNAROUND MODEL MATTERS

Models must align with context and problems

In California's SIG reforms, SIG turnarounds (**reconstitution**) led to achievement gains in math and ELA. (Dee, 2011)

In Los Angeles, both **reconstitution** and **re-start** models of turnaround drove turnaround improvements in ELA student achievement. (Strunk et al., 2016a, b)

Incremental turnaround reforms improved math achievement and diminished achievement gaps in California. (Strunk et al., 2014a, b)

Mixed results for effectiveness of more general turnaround (**transformation**) model in North Carolina. (Heissel & Ladd, 2017; Thompson, Brown, Townsend et al., 2010)

In Tennessee, **transformation** turnaround models (which included re-staffing) improved student achievement, whereas **re-starts** did not. (Zimmer, Henry & Ko, 2017)



Turnaround model

Staffing

Who

Planning

Policies

Capacity building

Systems

Autonomy

Supports

Implementation

Sustaining reform

Sustained Support



Turnaround model

Staffing

Planning

Capacity building

Autonomy

Implementation

Sustained Support

California's District
Assistance and Intervention
Teams (DAITs)

LAUSD's Public School Choice Initiative (PSCI)



Turnaround model

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Sustained Support,

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California Department of Education (CDE) required the lowest-performing CA districts to contract with DAITs to help them **build district capacity**; **provided substantial funding** for TA

DAITs are state-approved **external assistance providers; teams with expertise in**: leadership, academic subject areas, ELLs, students with disabilities, and building district capacity

- Conduct comprehensive needs assessments of districts
- Assess why district was failing to increase student achievement
- Develop recommendations for improvement
- Spend two years supporting implementation of targeted reforms to improve student outcomes

State mandate & funding

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Local context drives reform areas and strategies

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POLICIES & SYSTEMS: LOCALLY DRIVEN, CONTEXT-SPECIFIC, INFORMED BY DAIT EXPERTS

Most DAITs performed deep needs assessments to diagnose specific concerns

- 83% of district administrators reported that DAITs collaborated with the district to perform a comprehensive needs assessment
- 91% of district administrators reported that DAITs:
 - Effectively diagnosed district needs and priorities
 - Supported the revision of the LEA plan

DAIT activities and implementation varied widely by district; targeted services and activities to specific needs and contexts



SUPPORTS: DAITS SUPPORTED DISTRICT IMPLEMENTATION AND BUILT DISTRICT CAPACITY

%age Districts reporting that the DAIT either "somewhat or "to a great extent"...

Assisted in assessing district culture	58.3%
Provided support in the revision of the budgets	63.2%
Convened and coordinated all external TA providers in the district	64.1%
Assisted in developing positive, trusting working relationships	73.7%
Communicated w/ stakeholders about DAIT recommendations	76.9%
Communicated w/ school board about DAIT recommendations	84.6%
Communicated w/ district cabinet about DAIT recommendations	92.3%
Provided specific support for the implementation of the LEA plan in the identified high priority areas	81.1%
Supported the alignment of the SPSA with the LEA plan	74.4%



SUPPORTS: DAITS SUPPORTED DISTRICT IMPLEMENTATION AND BUILT DISTRICT CAPACITY

%age Districts reporting that the DAIT provided support in these areas...

General professional development	61.50%
Assessments and use of data	28.20%
Monitored implementation of recommendations	25.60%
Presented to/assisted in prep for presentation to school board	23.10%
Collected data	23.10%
Curriculum/instruction Math (includes PD)	17.90%
Curriculum/instruction EL/ELD (includes PD)	17.90%
"Hands on" assistance in developing policy/program	15.40%
Curriculum/instruction ELA (includes PD)	12.80%
Governance (school board, DLT, policies)	12.80%
Teacher collaboration	12.80%
Fiscal	10.30%
Curriculum/instruction SWD (includes PD)	2.60%
HR (Policies, practice)	2.60%

DAITS INCREASED STUDENT ACHIEVEMENT AND DIMINISHED ACHIEVEMENT GAPS

Students in districts with DAITs saw improvements in math achievement; not in ELA.

Math and ELA achievement gaps in DAIT districts diminished over the course of the reform:

- Low income and non-low income students
- Hispanic and white students
- Black and white students



SPECIFIC DAIT ACTIVITIES WERE ASSOCIATED WITH ACHIEVEMENT GROWTH

Increases in Math achievement growth associated with DAIT assistance in:

- Using data to inform instruction
- Setting high expectations for all students and staff
- Creating a culture of strong within-district accountability

Increases in ELA achievement growth associated with DAIT assistance in:

- Shifting attention to improving instruction in ELA
- Setting high expectations for all students and staff



Turnaround model

Staffing

Planning

Capacity building

Autonomy

Implementation

Sustained Support

California's District
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THE PUBLIC SCHOOL CHOICE INITIATIVE

Two part reform:

- The Los Angeles Unified School District implemented school level turnaround reform to improve outcomes in its lowestperforming "focus" schools
- LAUSD open a set of new "relief" schools to address school overcrowding

Three cohorts of reform (C1, C2, C3) each identified in three consecutive years



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THE PSCI THEORY OF CHANGE

PSC Portfolio Environment Established by District & Partners

Identification of PSC schools

Facilitation of Stakeholder Involvement

Provision of Support & Oversight

- planning
- application
- review
- selectionimplementation

Accountability & Monitoring

Diffusion Activities

- Identification & Codification of best practices
- Dissemination

PSC School Application Process

Applicant Team Formation (external vs. internal)

Selection of School Type (focus vs. relief)

Development of Plan

Selection of School Model (charter, Network Partner, ESBMM, Pilot, traditional)

Review Process

- Engagement with community
- -Interviews

Rigorous HIGH QUALITY PSCI screening of **SCHOOLS** plans **Positive Outcomes for** - Strong leadership & Staff governance **Competition for** - Rigorous curriculum selection & instruction **Positive** - Supportive school climate **Outcomes Autonomy to** for - Effective use of data respond to local **Students** & assessments contexts & needs - High-quality PD - Strong community **Positive** involvement **Outcomes for** - Performance **Parents & Oversight &** management **Community** accountability - Sound financial practices - Innovative & diverse Capacity schools & practices building **Increased** pressure & **NON-PSC SCHOOLS** contribution - Adoption of best practices from parents & - Pressure to improve school quality & outcomes community - "Relief" effects on feeders schools

THE PSCI THEORY OF CHANGE

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Rigorous screening of plans **Competition for** selection **Autonomy to** respond to local contexts & needs **Oversight &** accountability Capacity building **Increased** pressure & contribution from parents &

HIGH QUALITY PSCI SCHOOLS

- Strong leadership & governance
- Rigorous curriculum & instruction
- Supportive school climate
- Effective use of data & assessments
- High-quality PD
- Strong community involvement
- Performance management
- Sound financial practices
- Innovative & diverse schools & practices

Positive Outcomes for

Students

Positive Outcomes for Parents & Community

Positive

Outcomes for

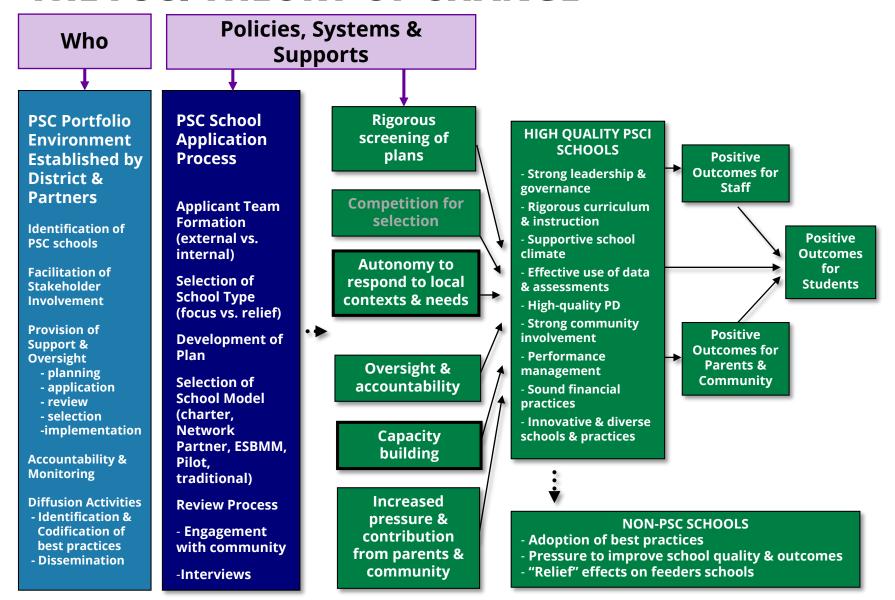
Staff

NON-PSC SCHOOLS

- Adoption of best practices
- Pressure to improve school quality & outcomes
- "Relief" effects on feeders schools

community

THE PSCI THEORY OF CHANGE



STUDENTS IN PSCI FOCUS SCHOOLS EXPERIENCED SIGNIFICANT GAINS IN ELA IN COHORT 2 ONLY

Student ELA achievement in PSCI focus schools

- Stayed the same in Cohort 1
- Increased substantially in Cohort 2
- Decreased substantially in Cohort 3

Student math achievement in PSCI focus schools

- Stayed the same in Cohort 1
- Stayed the same in Cohort 2
- Decreased substantially in Cohort 3



WHY MIGHT WE SEE THESE VARIED RESULTS?

POLICIES

- Reconstitution/Re-start intensive reforms
- Staffing autonomy

SYSTEMS & PROCESSES

- Plan writing with intensive assistance
- Summer paid time for school team planning

SUSTAINED SUPPORT (?)



WHY MIGHT WE SEE THESE VARIED RESULTS?

TURNAROUND MODEL

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COHORT 2.0 TURNAROUND MODELS WERE ALL RECONSTRUCTION (N=3) OR RESTART (N=2)

"We were able to reconstitute the whole school... We were given a clean slate and we were also given additional funds through LAUSD for PDs [professional development] two weeks before. We were also given the flexibility on how we want to create our schedule for the day... do the periodic assessments... There was a lot of curriculum freedom along with the staffing. We were able to hire every single person we wanted to hire. We weren't restricted to those people that we wanted to hire from this list...it made a huge difference." - C2 principal

"[Reconstitution was] a good thing for our school, that we could get different people in, that we can really get a staff here who's committed to the school, who wants to be at this school, and whoever was going to be here will have to go through a process of being here... So, it really got us a chance [to get rid of] people who weren't really on board with certain thing...Some people did not apply to want to come back." *- C2 principal*



WHY MIGHT WE SEE THESE VARIED RESULTS?

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STAFFING CHANGES ENABLED ORGANIZATIONAL CHANGE

"The principal] did [his] best to hire very new, a very young staff with the intention of having a "student first, let's change things" mentality. There is very little of the old guard left and very few teachers at my level of seniority even hired in, which I think is the best thing in my educational practice, because right now in the other meeting that's my team and two of them are brand new teachers. I threw away all my old lesson plans and we were really reinventing and starting from scratch. I had the advantage of experience, but I am no longer relying on, 'oh, I think that lesson is going to go well, I have done that before.' I am not relying on that crutch. I am really experimenting with new practice. And they have the enthusiasm that first year teachers bring to the table, I miss it, so it is fantastic." - *C2 teacher*





STAFFING CHANGES LED TO IMPROVED TEACHER MORALE AND CULTURE

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"The idea that my team is meeting right now to plan next week's lesson together so that it all fits together, it's a big part of [the school's improvement] plan...When the principal was hiring me, [he] says, "Well this is the plan that we've got, and I understand it's very similar to the sort of thing you are interested in." I was like...[this is my] dream school."

- C2 teacher

"We have a whole bunch of new people ... [before reconstitution] our turnover rate was low—nobody left. So it was like now you got a whole new group of people, whole new personality set, whole new value system. The whole dynamic was changed." - C2 principal





WHY MIGHT WE SEE THESE VARIED RESULTS?

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PLANNING

Capacity building

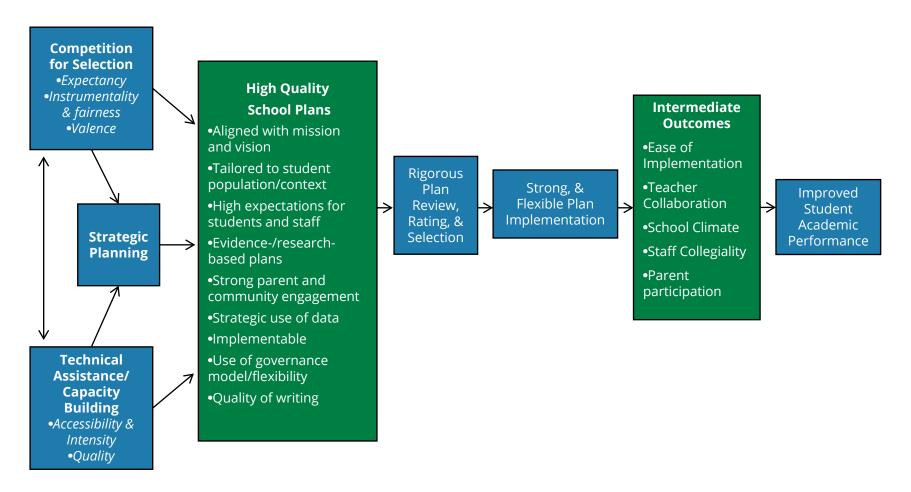
Autonomy

Implementation

Sustained Support



PLANNING PLAYED A CENTRAL ROLE IN PSCI



District, Community, School Context:

Capacity; Commitment; Motivation; Time; Politics; Other Policies & Competing Interventions



PLAN QUALITY IS ASSOCIATED WITH INTERMEDIATE OUTCOMES

Plan quality is associated with (self-reported):

- Ease of plan implementation
- Teacher collaboration
- School Climate



"There are some things built in to the plan that make that happen. The idea that my team is meeting right now to plan next week's lesson together so that it all fits together—it's a big part of the plan." **- teacher**





PLAN QUALITY HELPS TO EXPLAIN DIFFERENCES ACROSS COHORTS

Plans increased in quality between Cohorts 1 and 2; decreased for Cohort 3

Why?

- Increased understanding of high quality plans
- LAUSD clarified and communicated expectations for Cohort 2
- More time to write plans as teams (2.5 months for Cohort 1;
 5.5 months for Cohort 2)
- Enhanced technical assistance for plan-writing



WHY MIGHT WE SEE THESE VARIED RESULTS?

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CAPACITY BUILDING ACTIVITIES MAY HAVE BEEN ASSOCIATED WITH DIFFERENCES IN COHORT OUTCOMES

Little technical assistance (TA) was provided to C1 teams in either plan writing or implementation, but increased TA to Cohort 2 and diminished for Cohort 3

Plan writing: Respondents reported that enhanced TA during plan writing helped improve Cohort 2 plans, but reduced TA (and offered at inconvenient times) diminished Cohort 3 applicants' abilities to produce higher quality plans.

Planning: LAUSD provided two weeks paid PD to Cohort 2 school teams in the summer before school began. Time was used to collaborate and solidify plans and curriculum.



CAPACITY BUILDING ACTIVITIES MAY HAVE BEEN ASSOCIATED WITH DIFFERENCES IN COHORT OUTCOMES



"... during the two weeks of summer, we spent a lot of time on the four cornerstone pieces of the plan, so they [teaching staff] were familiar with it."

"I think that our staff is very familiar with the vision and mission. We spent a lot of time talking about it at the two weeks at the beginning of our opening year [and that] really helped us do that."

- C2 respondent





WHY MIGHT WE SEE THESE VARIED RESULTS?

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FIDELITY OF PLAN IMPLEMENTATION CAN HELP SCHOOLS EXECUTE CHANGES IN PRACTICE

Greater proportions of Cohort 2 principals reported highest levels of plan implementation fidelity relative to Cohorts 1 and 3 schools.

In particular, reported high levels of plan implementation fidelity in:

- Curriculum and instruction
- Use of assessment and school data
- Professional development
- School culture and climate
- School leadership and staffing

Cohort 2 schools reported fewer hindrances in implementing plans relative to Cohorts 1 and 3



IMPLEMENTATION (AND CHANGES TO IMPLEMENTATION) CAN AFFECT OUTCOMES

Uncertainty as to the details of the reform confused Cohort 3 applicant teams



"This last time around ... there is a lot of changes like half-way through in terms of... like the union negotiations and who can be included and who cannot. It's a point where you think you are applying for something or you are doing the assignment, and then half-way through it's kind of like well you might not even be able to apply. ... I mean, there was confusion I think for anywhere between 30 to 60 days in terms of: Do we qualify? Can we apply? What does that look like? What does the new timeline look like?"

- C2 teacher





WHY MIGHT WE SEE THESE VARIED RESULTS?

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SYSTEMS & PROCESSES

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LACK OF SUSTAINED SUPPORT



SHORT-TERM STAFFING GAINS DIMINISHED OVER TIME

The good news:

- In LAUSD, reconstituted turnaround schools saw high rates of turnover in year of reconstitution (as expected).
- In particular, lower-quality teachers (measured by VAMs and evaluation scores) were more likely to leave reconstituted schools in the year of reform.

The less good news:

- However, teachers in reconstituted schools are more likely to exit the district than are teachers in similar schools; trends remain persistent in out-years.
- Lower-quality teachers were more likely to stay in reconstituted schools in the out-years.



RECONSTITUTED SCHOOLS FACED STAFFING CHALLENGES

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Limited supply of high quality teachers available in the hiring pool:

"I believe that mix of teachers didn't change quality much. I believe that even though they shook the bag up, you still pulled out some of the same quality of teachers; maybe not the same ones. You might end up with fewer of them, but ultimately you kind of get the teachers that represent the district." - C2 teacher

Lack of sustained hiring autonomy (e.g., "must-hire" & RIF policies) caused hiring difficulties:

"We are really, really doing all that we can to hire really qualified staff, and it is the most difficult thing to do ... because sometimes you have to go through those pools, which is a very, very difficult thing to do. To get out from underneath the poor hiring practices or poor teachers that have been retained and put into the pool has been extremely difficult." - C2 principal



RECONSTITUTED SCHOOLS FACED STAFFING CHALLENGES



Decreased staff morale and aspirations:

"It's been a frustrating year. The first semester, the staff morale was bottomed out. I think the second semester the admin figured out that the staff was not happy with them, so they just quit pushing anything."



Decreased teacher collaboration:

"It's been challenging to build that sense of collaboration that I've known."

- C2 teacher



IN SUM: ALL OF THESE ELEMENTS MUST BE CONSIDERED IN TURNAROUND REFORMS

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IMPLICATIONS FOR MIGHIGAN?



MICHIGAN EDUCATION POLICY CONTEXT

MI schools have experienced declining NAEP scores; ranked last in NAEP growth 2003-2015

In 2009 MI passed a law allowing state to intervene and force school closure for repeated low performance

In February 2016 MDE announced "Top 10 in 10" initiative (TTIT) to improve MI public schools

- Focused on teacher quality, access to effective schools, parental participation in decision-making, racial/income disparities
- Use of evidence included as an emphasis



TOP 10 IN 10 STRATEGIC GOALS

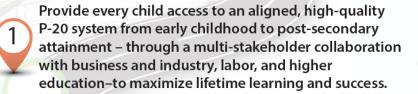
To realize Michigan becoming a Top 10 education state within the next 10 years, the existing structure and system of education must be challenged and reshaped. Michigan must establish an educational system that grants indelible rights for all stakeholders to succeed — a system focused more on what is best for children and their learning.

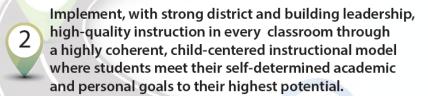
This is a framework of the strategic goals necessary to move Michigan forward.

自10n10第

putting Michigan on the map as a premier education state

STRATEGIC GOALS









Reduce the impact of high-risk factors, including poverty, and provide equitable resources to meet the needs of all students to ensure that they have access to quality educational opportunities.



Ensure that parents/guardians are engaged and supported partners in their child's education.



Create a strong alignment and partnership with job providers, community colleges, and higher education to assure a prepared and quality future workforce, and informed and responsible citizens.



Further develop an innovative and cohesive state education agency that supports an aligned, coherent education system at all levels (state, ISD, district, and school).



THE PARTNERSHIP DISTRICT MODEL: BACKGROUND

In March 2017 first cohort of 38 schools in 9 districts announced for closure due to persistent low performance, predominantly located in most disadvantaged areas.

Community discontent with school closures; concern that closures exacerbate inequities in opportunity and outcomes.

This led MDE to implement the Partnership District model in lieu of closure.



THE PARTNERSHIP DISTRICT MODEL: BACKGROUND

Partnership District intervention includes:

- Generation of "Partnership Agreement": school reform plan that includes 18-month and 36-month goals for improvement
- Goals in the areas of academic achievement, whole-child outcomes, social-emotional outcomes
- Partnership Districts required to show evidence of gains towards goals or face accountability sanctions – possibly closure
- Multiple partners required to provide support to achieve goals, including community partners, business, foundations, IHEs
- After a district enters Partnership, it can opt to include additional schools. These schools will then receive school-specific goals and next-level consequences.



THE PARTNERSHIP DISTRICT MODEL: BACKGROUND

Round 1: 9 districts designated Partnership Districts, with 35 Partnership Schools slated for turnaround intervention in March 2017

Round 2: 12 districts and 41 new Partnership Schools identified in November 2017:

- 7 new districts with 12 new schools
- 5 Round 1 districts with 29 new Round 2 schools

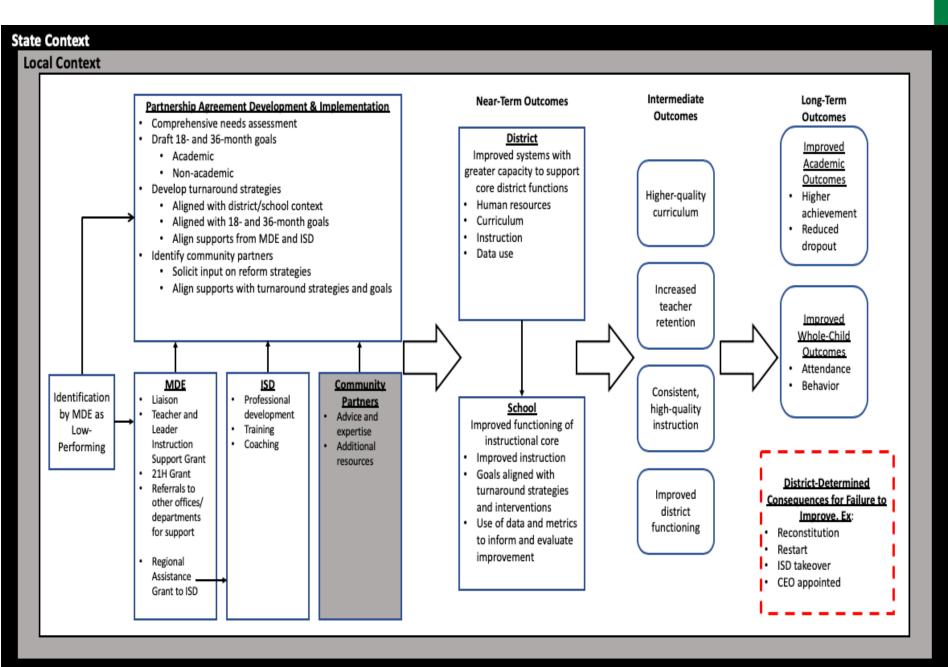
Round 3: 22 districts and 46 new Partnership Schools were identified in Spring 2018

- 20 new districts with 31 new schools
- 2 Round 1 and 2 districts have 15 new Round 3 schools

Total in Rounds 1-3 that are Partnership as of April 2019:

- 33 Partnership Districts
- 115 Partnership Schools

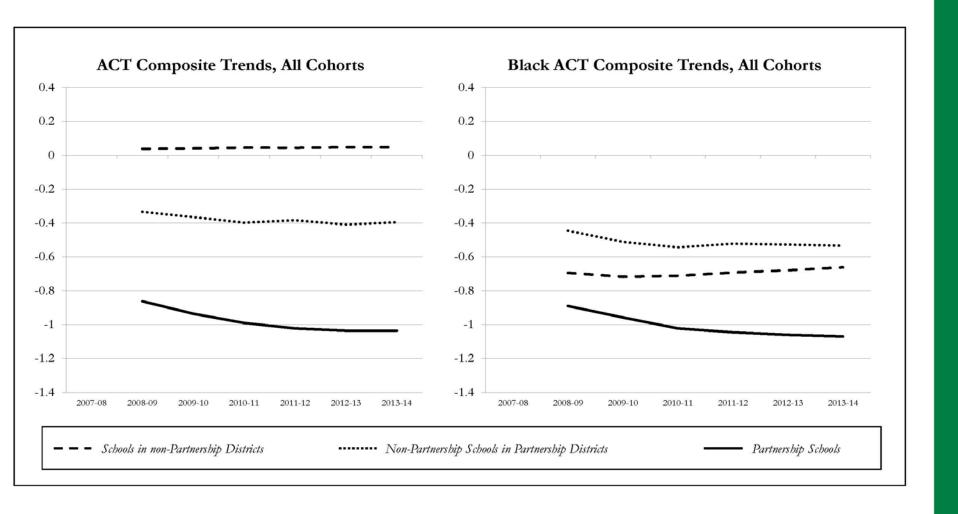
PARTNERSHIP MODEL DRAFT THEORY OF ACTION



STUDENTS IN PARTNERSHIP SCHOOLS AND DISTRICTS ARE MORE LIKELY TO BE TRADITIONALLY DISADVANTAGED

	Not in a Partnership District	In a Partnership District	In a Partnership District, Not in a Partnership School	In a Partnership School
Race				
American Indian/Alaska Native	0.72%	0.30%	0.38%	0.20%
Asian	3.39%	1.68%	2.61%	0.87%
Black	14.16%	62.32%	43.73%	82.52%
Hispanic	6.98%	13.84%	11.68%	7.71%
Native Hawaiian/Islander	0.09%	0.10%	0.12%	0.13%
White	70.90%	17.68%	34.69%	6.48%
More than one race	3.76%	4.07%	6.75%	2.08%
Sex				
Female	48.01%	47.92%	48.01%	47.64%
Male	51.99%	52.07%	51.96%	52.36%
Economically Disadvantaged	47.59%	80.04%	71.88%	86.19%
Special Education	15.91%	18.84%	17.90%	18.18%
English Language Learner	6.24%	10.75%	7.77%	6.49%
Total	1,552,967	190,376	116,178	74,198

PARTNERSHIP SCHOOLS SERVE THE LOWEST-PERFORMING STUDENTS



THE PARTNERSHIP MODEL: SET UP FOR SUCCESS?

Turnaround model – *more support than accountability*

Staffing – does not require massive re-staffing

Planning – incorporates planning as central component

Capacity building – works to build district capacity; system-wide change

Autonomy – no additional (or reduced) autonomy

Implementation – locally driven and context-specific

Sustained Support?



THE PARTNERSHIP MODEL: SET UP FOR SUCCESS?

Who is involved in and who is responsible for oversight & implementation?

Multiple partners in implementation, with local and state oversight

What policies & supports are implemented to enable reform?

Some funding sources; MDE liasons; planning & support

What systems are put into place to enable reform?

Continuous improvement and monitoring

What is needed to sustain reform?



POTENTIAL STRENGTHS OF THE PARTNERSHIP DISTRICT TURNAROUND STRATEGY

General turnaround model, somewhat similar to DAIT

Intended to be locally-driven and context-specific

Requires planning and goal-setting

Asks for evidence and data-driven decision-making

Necessitates buy-in from boards and local partners

Works to build districts' and communities' capacity

Sustained state support and aid with implementation



POTENTIAL CHALLENGES WITH THE PARTNERSHIP DISTRICT TURNAROUND STRATEGY

Staffing challenges plague many partnership districts

Must override historical challenges

Assumes local capacity

To date, state has not provided substantial funding for reforms

Changes to reform occurring between and during cohort interventions



THE PARTNERSHIP DISTRICT REFORM IS ONE OF MDE'S TOP PRIORITIES



This is my legacy... This either

works or I need to be thrown out.

 - Late State Superintendent Brian Whiston (Detroit News 10/01/2017)







Education Policy Innovation Collaborative

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201 Erickson Hall, 620 Farm Lane, East Lansing, MI 48824 | (517) 884-0377 | EPICedpolicy@msu.edu