

Universal Proficiency

The New Frontier in Education:



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Reframing The Dialogue

The Mission of Public Education

- ☀ **The creation of content and achievement standards by the states and NCLB represent a paradigm shift in the mission of public schools from Universal Access to Universal Proficiency.**
- ☀ **That shift actually took about 40 years.**

Some Milestones in the Journey to Universal Proficiency

1837

Creation of Massachusetts Board of Education
selection of Horace Mann as Secretary--
Goal of universal education through elementary grades.

1918 - 1954

Compulsory Attendance
All states had enacted statutes compelling children of certain ages to attend school.

1954

Brown Decision
Goal of equal educational opportunity and access for African American Students.

1965

Elementary and Secondary Education Act, ESEA
Goal of equal access and treatment for poor students and minority students.

1966

Migrant Education
Goal of providing equal access and service for the children of Migratory Farm workers and fishermen.

Some Milestones in the Journey to Universal Proficiency

1967	1974	1982	1987	2002
Title IX of ESEA Goal of equal treatment for girls.	Education for All Handicapped Act Goal of equal access and treatment for students with disabilities.	Plyer v Doe Goal of access to public schools for the children of illegal immigrants.	McKinney Homeless Act Goal assuring access to public schools for homeless children.	No Child Left Behind Goal of Universal Proficiency.

40 Years of Effort by School People to Achieve Universal Proficiency in a System Designed to Achieve Universal Access

“All children can learn”

☀ 1960's Teaching reforms

- IPI

☀ 1970's Curriculum reforms

- Mastery learning

☀ 1970's & 1980's

Organizational reforms

- Effective Schools
- OBE

☀ 1990's School wide reforms

- Success For All

☀ 1970-2000 Systemic reforms

- School finance litigation
- School-based health care
- Coordinated or blended services

States Started Moving Toward Universal Proficiency In the 1970's

- ✿ **Minimum Competency Tests** -- 38 states enacted minimum competency tests in the 1970's.
- ✿ **High School Exit Tests** -- 24 states have or will have enacted high school exit exams (CEP, August 2002).
- ✿ **Grade Promotion Tests** -- 7 states use test scores for promotion to certain grades (Heubert & Hauser ed. NRC, 1998).
- ✿ **1989 National Goals for Education** -- A meeting of governors in Charlottesville established six national goals for education.
- ✿ **State Content and Performance Standards** -- All 50 states established achievement and performance standards, in part on their own and in part to get Goals 2000 funding.
 - But not opportunity to learn standards.

Where We Have Been

A System Designed to Achieve Universal Access

- ☀ Funding based on attendance, ADA/ADM.
- ☀ A school calendar based on the need of some students to help on the farm.
- ☀ Teacher contracts based on the agrarian school year.
- ☀ Evaluation of student performance based on teacher judgments without transparency for parents and the community.

Where We Are Going

Mandating Universal Proficiency

Subpart 1 — Basic Program Requirements

SEC. 1111. STATE PLANS.

(1) CHALLENGING ACADEMIC STANDARDS-

(b) ACADEMIC STANDARDS, ACADEMIC ASSESSMENTS, AND ACCOUNTABILITY-

A) IN GENERAL- Each State plan shall demonstrate that the State has adopted challenging academic **content standards** and challenging student academic **achievement standards** that will be used by the State, its local educational agencies, and its schools to carry out this part,

(B) SAME STANDARDS- The academic standards required by subparagraph (A) shall be the same academic standards that the State applies to all schools and children in the State.

(C) SUBJECTS- The State shall have such academic standards for all public elementary school and secondary school children, including children served under this part, in subjects determined by the State, but including at least mathematics, reading or language arts, and (beginning in the 2005-2006 school year) science, which shall include the same knowledge, skills, and levels of achievement expected of all children.

Where We Are Going

Mandating Universal Proficiency

- D) CHALLENGING ACADEMIC STANDARDS- Standards under this paragraph shall include —
- (i) challenging academic content standards in academic subjects that —
 - (I) specify what children are expected to know and be able to do;
 - (II) contain coherent and rigorous content; and
 - (III) encourage the teaching of advanced skills; and
 - (ii) challenging student academic achievement standards that —
 - (I) are aligned with the State's academic content standards;
 - (II) describe two levels of high achievement (**proficient and advanced**) that determine how well children are mastering the material in the State academic content standards; and
 - (III) describe a third level of achievement (**basic**) to provide complete information about the progress of the lower-achieving children toward mastering the proficient and advanced levels of achievement.
 - (F) TIMELINE- Each State shall establish a timeline for adequate yearly progress. The timeline shall ensure that not later than 12 years after the end of the 2001-2002 school year, **all students** in each group described in subparagraph (C) (v) **will meet or exceed the State's proficient level of academic achievement** on the State assessments under paragraph (3).

Reframing The Mission of Public Education

- ☀ According to Paul Houston “We have to accomplish two things to achieve universal proficiency.
 - Get schools ready for kids, and
 - Get kids ready for school.”

Reframing The Mission—Political Issues Broad Social Policy Change Is Needed Versus Schools Can Do It Alone

- ✱ Some see this as making excuses.
- ✱ Some see schools as a weak treatment relative to social and economic forces.
- ✱ Some see this area as social engineering and not the business of government.
- ✱ Some see this as changing the forces that make capitalism such a successful economic system.

Broad Social Policy Change Is Needed

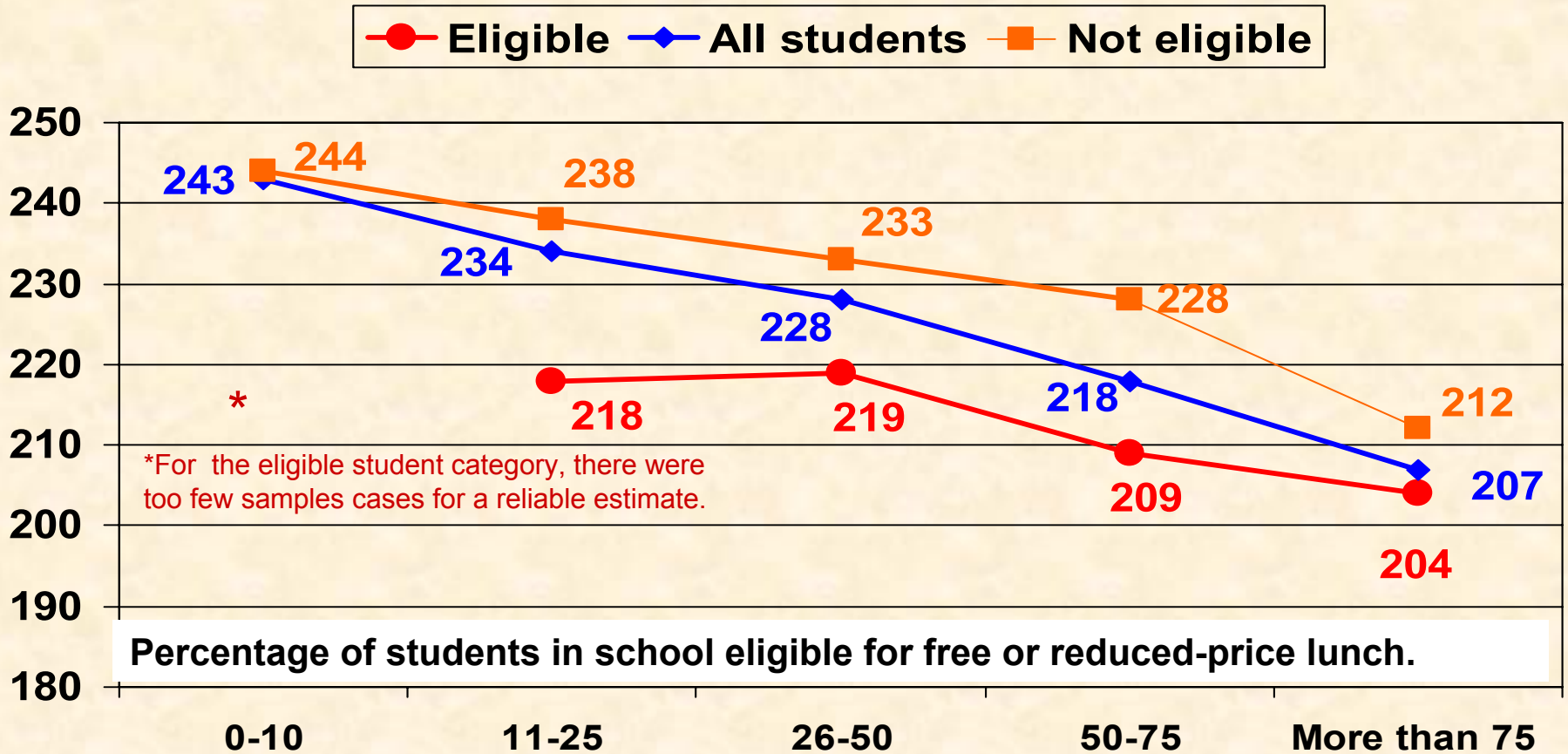
versus

Schools Can Do It Alone

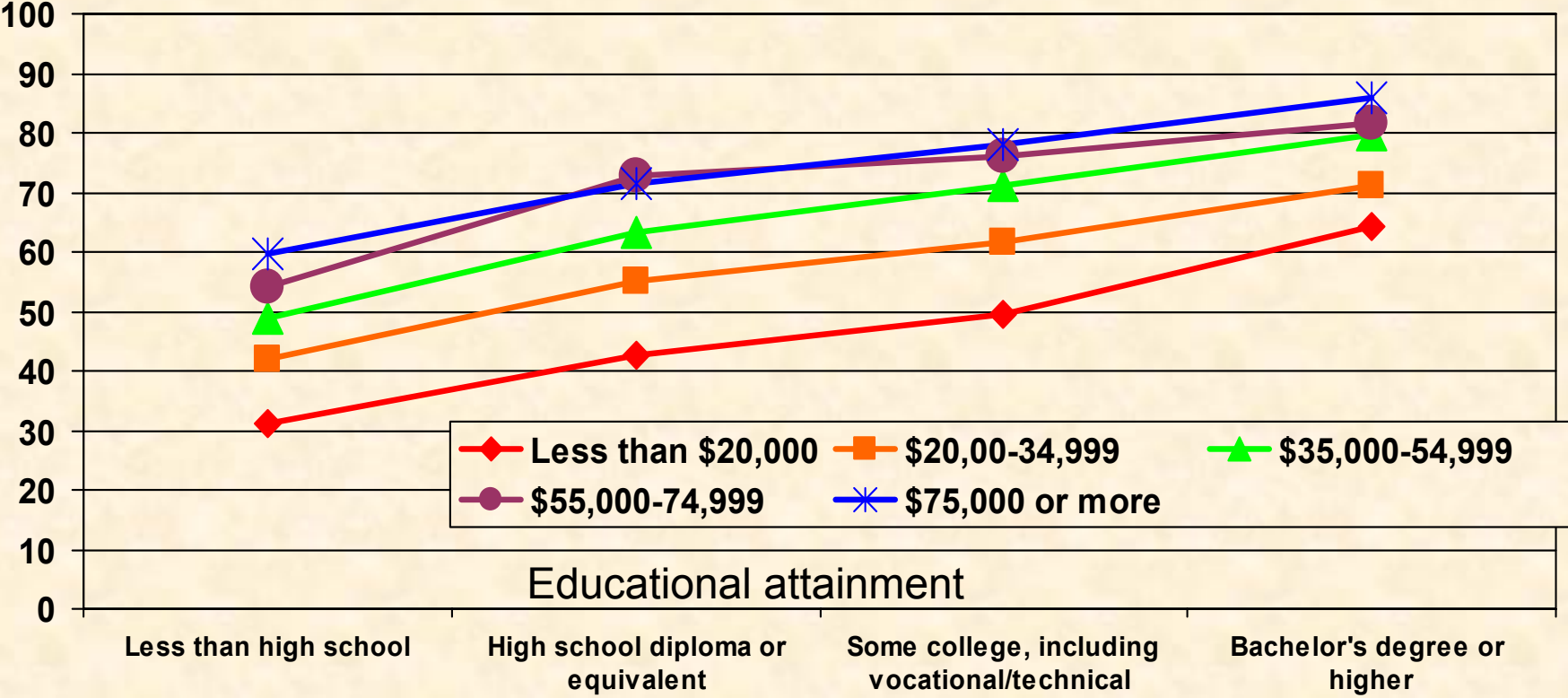
- ✿ Richard Rothstein said at the 2002 AASA NCE that a good children's health plan for vision and tooth care and adequate housing for all might make a greater difference in achievement than educational interventions.
- ✿ Richard Elmore at the 2002 AASA NCE said that schools through good practice mitigate socio-economic effects on achievement.
- ✿ Which statement is closer to being correct?

Poverty and Achievement:

Average scale score of public school students in 4th grade mathematics, by the percentage of student in the school eligible for free or reduced-price lunch and whether the student was eligible for free or reduced-price lunch: 2000.



EDUCATION AND HEALTH: Percentage of the population age 25 and above who reported being in excellent or very good health, by educational attainment and family income: 1997



NOTE: Includes those who responded excellent or very good on a scale of excellent, very good, good, fair, and poor.

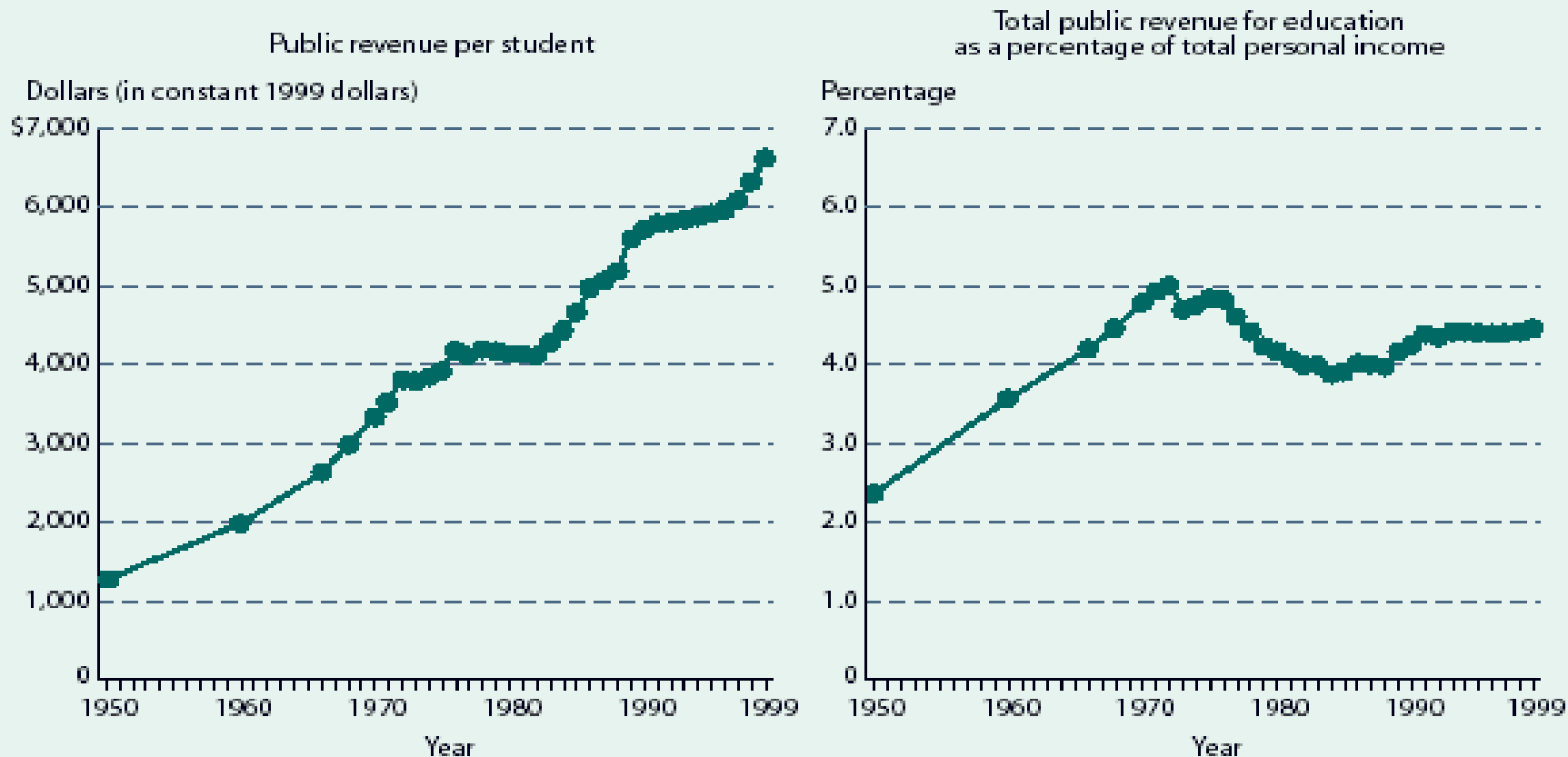
Universal Proficiency Will Cost More Versus Money Doesn't Make A Difference

- ✿ Nearly every school administrator leans toward “the more money is needed” argument.
- ✿ Eric Hanusheck published at least one study that found money doesn't make a difference in student achievement and thereby provided the arguments for many pundits and legislators who do not want to spend more.

Questions Without Answers

- ☀ What kind of finance system will support Universal Proficiency?
- ☀ If we get paid on results how will family and community factors be accounted for?
- ☀ What does this do to the latest wave of finance litigation based on adequacy?
- ☀ Will this cause more emphasis on state funds? How about federal funds?

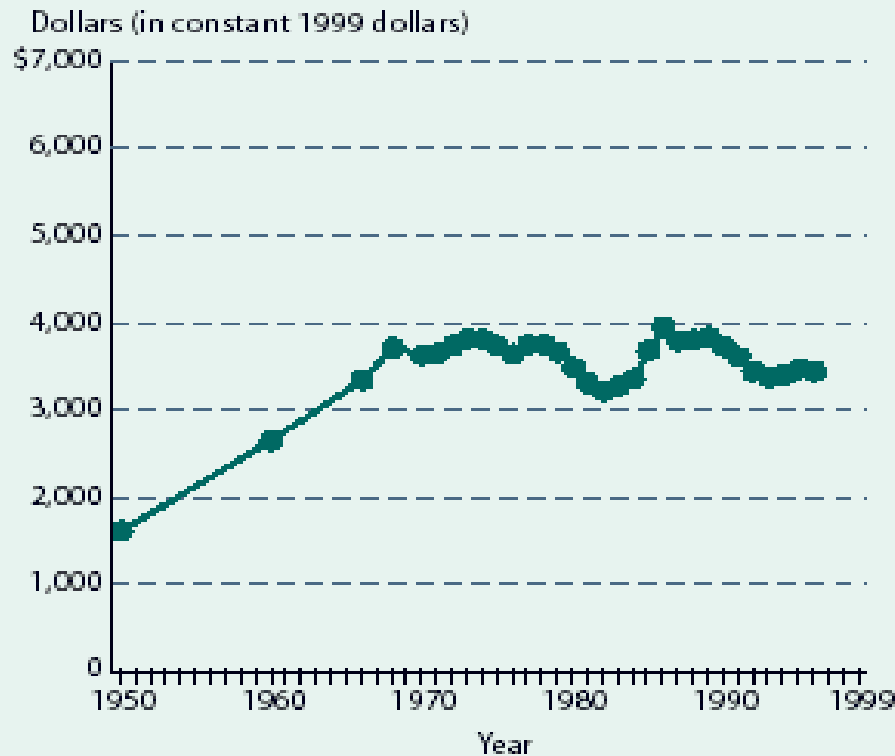
PUBLIC FINANCIAL SUPPORT: Indicators of public effort to fund elementary and secondary education: Selected years 1950–99



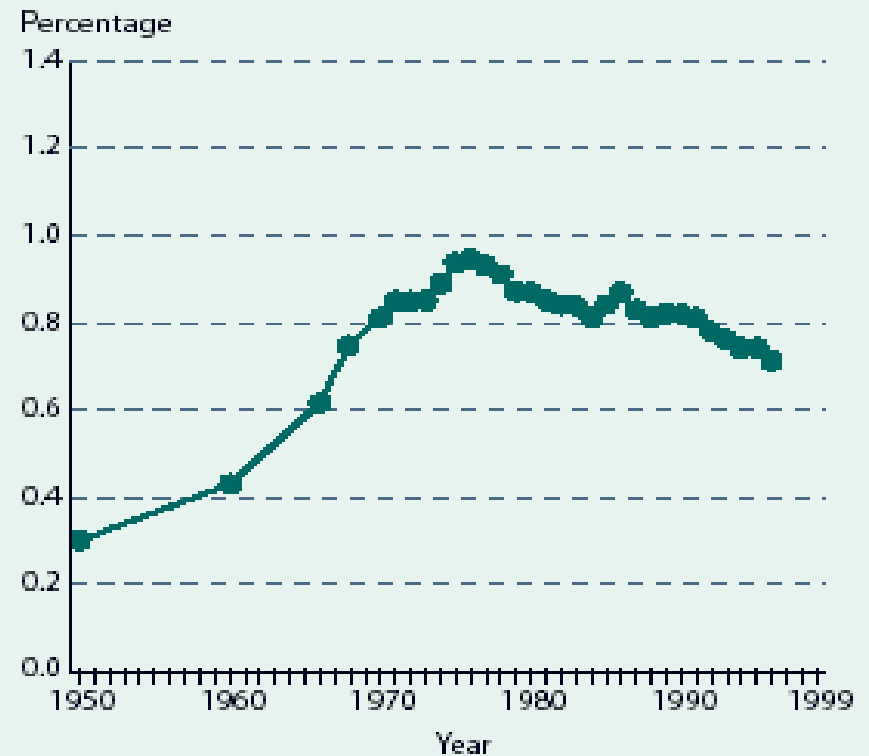
NOTE: Public funds for postsecondary education may be used at many types of institutions, both publicly and privately controlled. Enrollment in both publicly and privately controlled institutions is included. All values for total public revenue for education at both the elementary and secondary and postsecondary levels are in 1999 constant dollars.

PUBLIC FINANCIAL SUPPORT: Indicators of public effort to fund postsecondary education: Selected years 1950–99

Public revenue per student

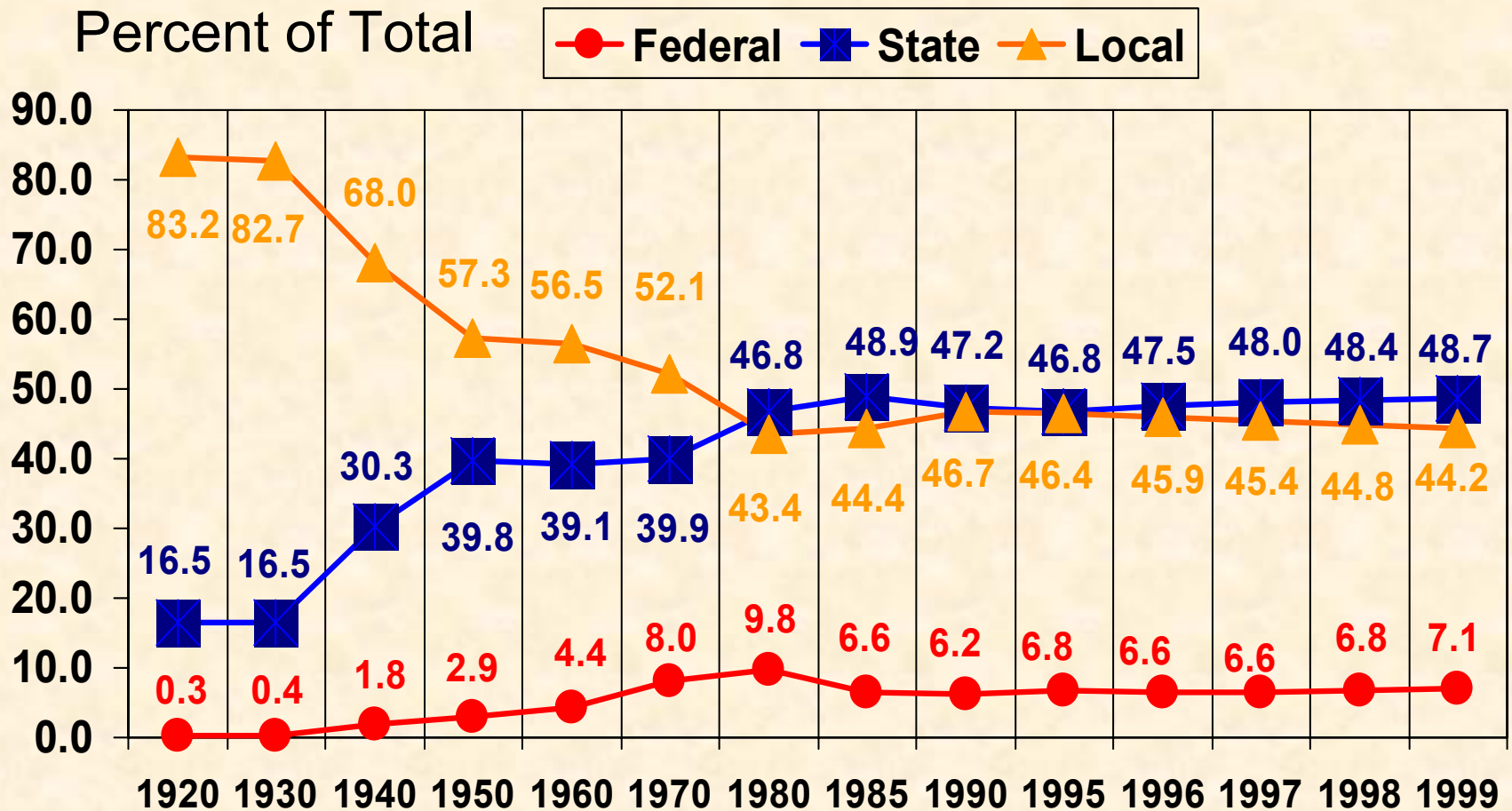


Total public revenue for education as a percentage of total personal income



NOTE: Public funds for postsecondary education may be used at many types of institutions, both publicly and privately controlled. Enrollment in both publicly and privately controlled institutions is included. All values for total public revenue for education at both the elementary and secondary and postsecondary levels are in 1999 constant dollars.

School Expenditures by Source of Funds

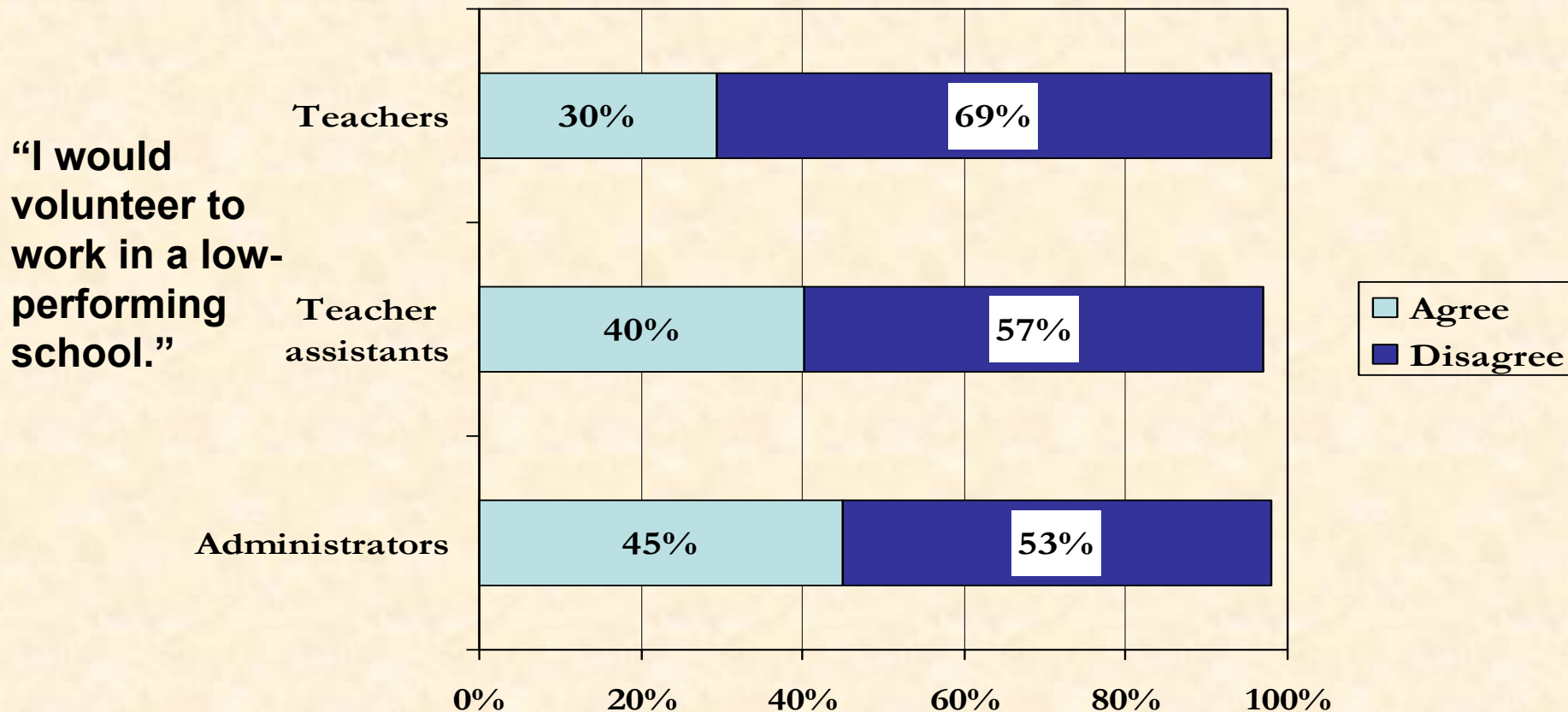


What Works?

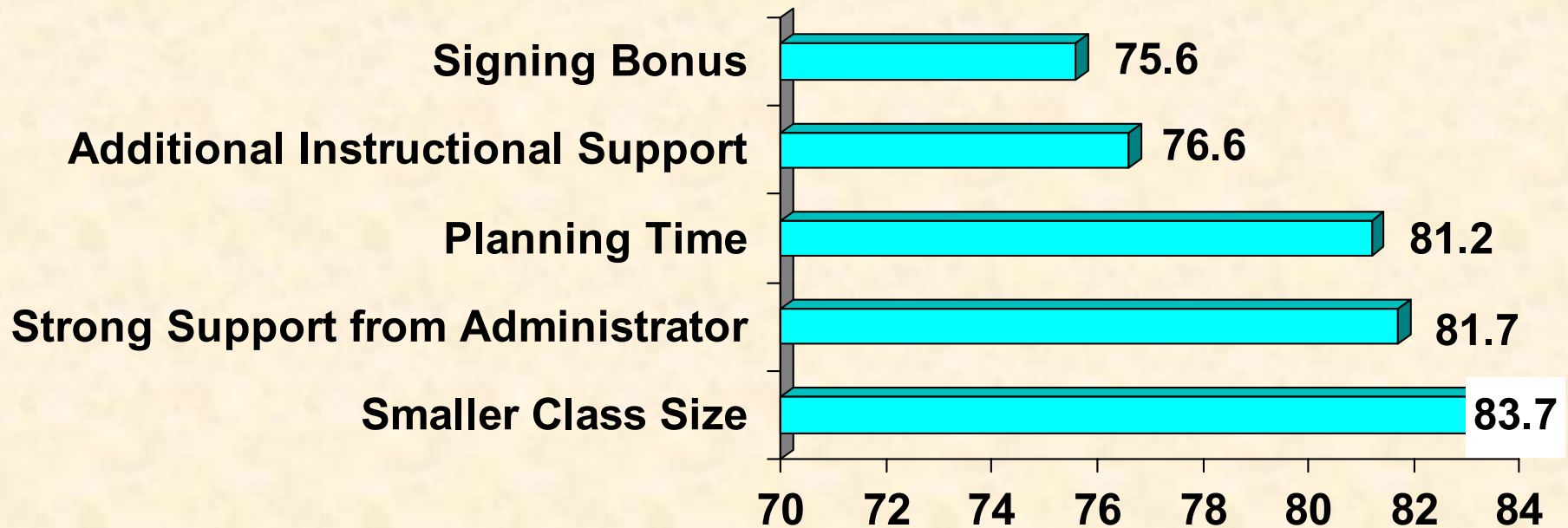
- ☀ There is a vigorous discussion about which steps schools can take to achieve universal proficiency.
 - High Qualified Teachers—NCLB
 - Scientifically Based Interventions, Materials and Staff Development—NCLB
 - Greater Accountability—NCLB
 - Punishments for failure--NCLB

Principals, like teachers, tend to avoid low-performing schools

Percentage of North Carolina educators polled in March 2000



These incentives would attract me to work in a low-performing school: Teachers



Some Other Hard Questions

- ✿ What is “proficiency”?
- ✿ Does the public understand what policy makers mean by proficiency?
- ✿ Can all students reach higher standards than we now think possible?
- ✿ Do parents think that all children can learn to high standards?
- ✿ Will there ever be a better tool for measuring proficiency than standardized tests?

Correlates of low achievement. How can they be addressed?

- ✿ Uncertified teachers are more likely to teach low-income students.
- ✿ Many school districts use curriculum materials that have clear deficiencies in quality. An AASA study of 26 whole-school interventions found only 3 that had independent evidence of effectiveness.
- ✿ Professional development is a known problem with regard to purpose and effectiveness.
- ✿ Attendance policy and boundaries tend to cluster students by the cost of housing and race.

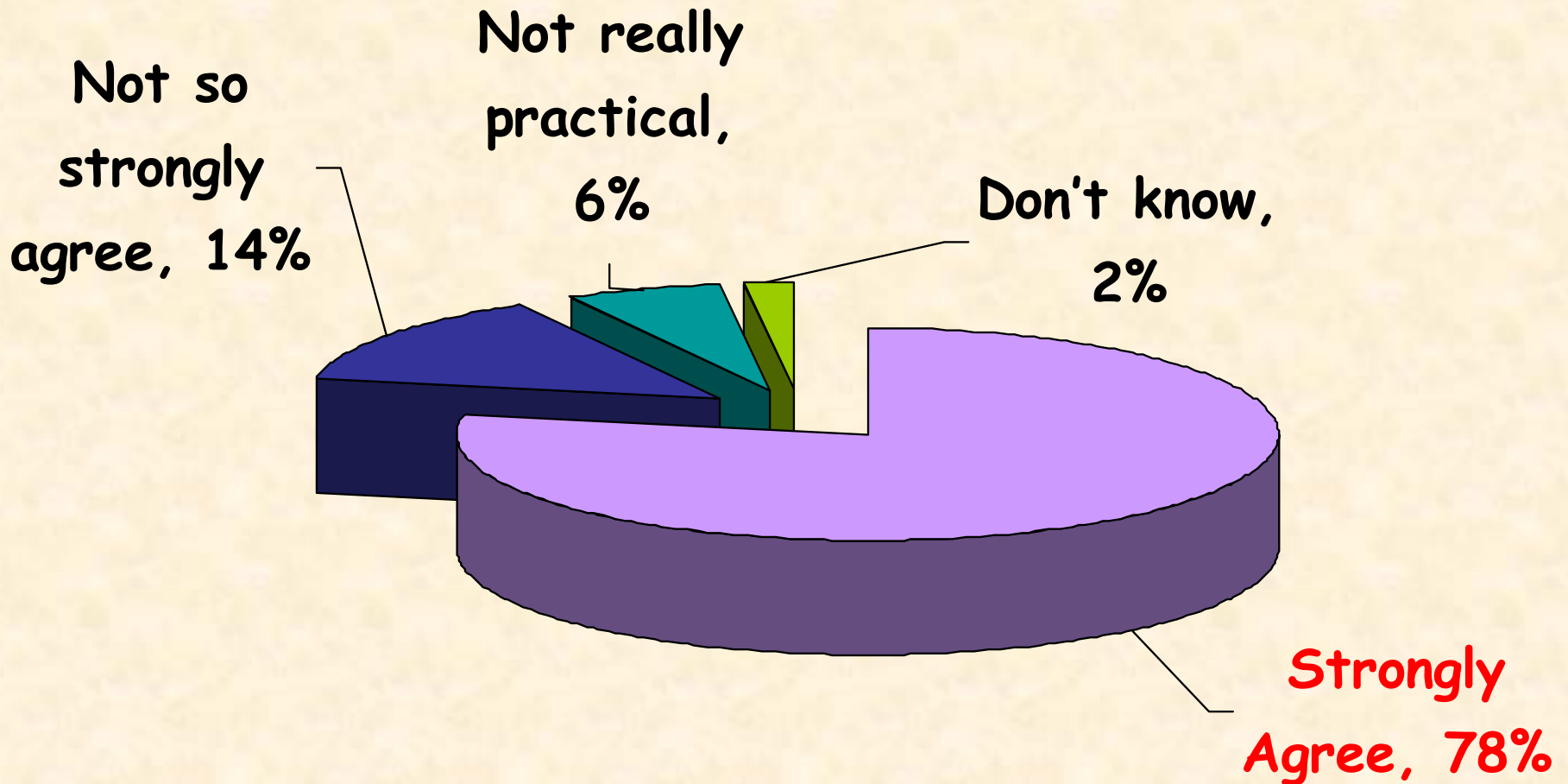
Is universal proficiency possible? Public Opinion?

New national legislation requires that a public school guarantee that every student in that school pass the state proficiency test by the end of the school year 2013-14. How likely do you think it is that this goal could be achieved in the public schools in your community?

	National Totals %	No Children In School %	Public School Parents %
Very and somewhat likely	80%	81%	77%
Very likely	31%	30%	36%
Somewhat likely	49%	51%	41%
Not very likely	12%	11%	15%
Not at all likely	6%	5%	6%
Don't know	2%	3%	2%

Does the public think that it will create schools that deliver universal proficiency?

Do you agree that all communities should have quality public schools, or is that not really practical?



Why isn't proficiency universal?

In your opinion, is the achievement gap between white and black and Hispanic students mostly related to the quality of schooling received or mostly related to other factors?

	National Totals		No Children in School		Public School Parents	
	02	01	02	01	02	01
Related to the quality of schooling received	29%	21%	31%	20%	22%	22%
Related to other factors	66%	73%	64%	72%	75%	74%
Don't know	5%	6%	5%	8%	3%	4%

Do parents think that all children can learn to high standards?

Early AASA focus group results

- ✘ Parents see parental involvement as the top, or at least one of the top, factors in the success of children in learning.
- ✘ At the same time, many parents saw the limits of some parents to help their own children – whether it was because a parent had multiple jobs, substance abuse issues, or did not have the educational level of their own from which to help their child with homework.

NCLB Issues Getting Most Consideration in SEAs and LEAs

Timelines

- ✱ Getting test results back from states before school starts.
- ✱ Identifying schools that failed to hit AYP targets.
- ✱ Sending choice notifications to parents before school starts.
- ✱ Allocating teachers and other resources to schools involved in choice.
- ✱ Developing and implementing improvement plans in time to make judgments on the plan based on the next testing cycle.
- ✱ Identifying supplemental services especially in rural areas in a timely way.

NCLB Issues Getting Most Consideration in SEAs and LEAs Keeping Score Fairly and Accurately

- ✱ States searching for a way to Mitigate the high probability of universal failure.
 - What “n” to use for disaggregation.
 - Not requiring success in all cells.
 - Back loading AYP targets.
 - Using confidence intervals to account for standard error in sample size & tests.
 - Not disaggregating for LEP.
 - Using rolling two or three year averages.

Keeping Score --The Score Board

To be resolved in each state: (Smallest n = 30 or 20 or ?)

	English	Math	2nd factor	Science 06-7	95%
All Students					
Black					
Hispanic					
Native American					
Asian					
White					
LEP					
Poverty					
IEP					

NCLB Issues Getting Most Consideration in SEAs and LEAs

Complying with Requirements for “Highly Qualified” Teachers and Paraprofessionals

- Special education resource room teachers teach many subjects.
- Teachers in rural secondary schools teach many subjects.
- ESL teachers where transitional bilingual education is not used.
- Special education aides.

NCLB Issues Getting Most Consideration in SEAs and LEAs

Implementing School Choice

- Schools and districts that lack capacity.
- Effect on desegregation plans.
- Rural districts lack apparent options.
- Massive failure districts may not be able to place all students who desire to move.
- Special education resources may not match parent choices.

Reauthorizing IDEA: Current Thinking

General Agreement To Modestly Change:

- **The Complaint Process**
- **Alternative Dispute Resolution**
- **Attorney's Fees**
- **Evaluation**

Discussion of Change, But Resolution Unclear:

- **Definition of Learning Disabilities**

Probable Changes To Align IDEA with NCLB:

- **“Highly Qualified” Teacher Definition**
- **“Highly Qualified” Paraprofessional Definition**
- **Student Assessment**

Reauthorizing IDEA: Current Thinking

Issues Too Hot To Handle:

- **Mandatory vs. Discretionary Funding**
- **Vouchers**
- **Discipline**

Medicaid Reimbursement

Paying for NCLB and IDEA: Status of FY 2003 Appropriations

- ☀ Full funding for IDEA in 2003-04 = \$18.5 Billion.
- ☀ Current Funding for IDEA = \$7.339 Billion.
- ☀ Full funding for Title I in 2003-04 = \$27.2 Billion.
- ☀ Current funding for Title I = \$10.35 Billion.
- ☀ Conference agreement:
 - Title I up \$1.4 billion
 - IDEA up \$1.4 billion
 - REAP up \$6 million

IDEA Funding 1991-2003

FY	IDEA Authorization	Actual IDEA Spending
1991	\$6,980,000,000	\$1,845,000,000
1992	\$9,370,000,000	\$1,976,000,000
1993	\$9,370,000,000	\$2,050,000,000
1994	\$10,400,000,000	\$2,150,000,000
1995	\$11,700,000,000	\$2,320,000,000
1996	\$12,083,000,000	\$2,320,000,000
1997	\$13,815,610,000	\$3,110,000,000
1998	\$14,639,123,000	\$3,800,000,000
1999	\$15,354,920,000	\$4,310,000,000
2000	\$15,711,160,000	\$4,989,000,000
2001	\$17,348,443,200	\$6,340,000,000
2002	\$18,015,984,000	\$7,528,533,000
2003	\$18,693,611,600	\$8,258,533,000

Table 3. ESEA Title I, Part A Appropriations, FY 1996-2002

FY	\$ in thousands		Targeted grants	Educational finance incentive grants	Education incentive grant formula
	Basic grants	Concentration grants			
FY 1996 Appropriation	6,046,266a	684,082	0	0	6,730,348
FY 1997 Appropriation	6,273,212a	1,022,020	0	0	7,295,232
FY 1998 Appropriation	6,273,212a	1,102,020	0	0	7,375,232
FY 1999 Appropriation	6,574,000	1,158,397	0	0	7,732,397
FY 2000 Appropriation	6,783,000	1,158,397	0	0	7,941,397b
FY 2001 Appropriation (PAL. 106-554)	7,237,721	1,364,000	0	0	8,601,721
FY 2002 Appropriation	7,172,900	1,365,000	1,018,500	793,500	0

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