

An Introduction to K-12 Education Policy in Michigan

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Agenda

- National K-12 education context
- Michigan K-12 education context
- Michigan education policy context (select)
- How can we know if these policies are working?

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The national context: The kids are not alright

- 1 in 6 children in the US attend schools in districts performing over a grade level below the national average
- Substantial inequity in educational opportunity and outcomes
 - Students in the wealthiest districts perform ~ 4 grade levels above students in the poorest districts
 - 7% of the 1,000 poorest districts have test scores \geq the national average; only 2% of the 1,000 richest districts have test scores \leq the national average
 - Black and latino/a students perform 1.5 grade levels below their white peers (conditional on poverty)
 - The lowest performing districts aren't just large and urban. They are also small and rural.



The problem is ours to fix: A return to state autonomy in education policy-setting

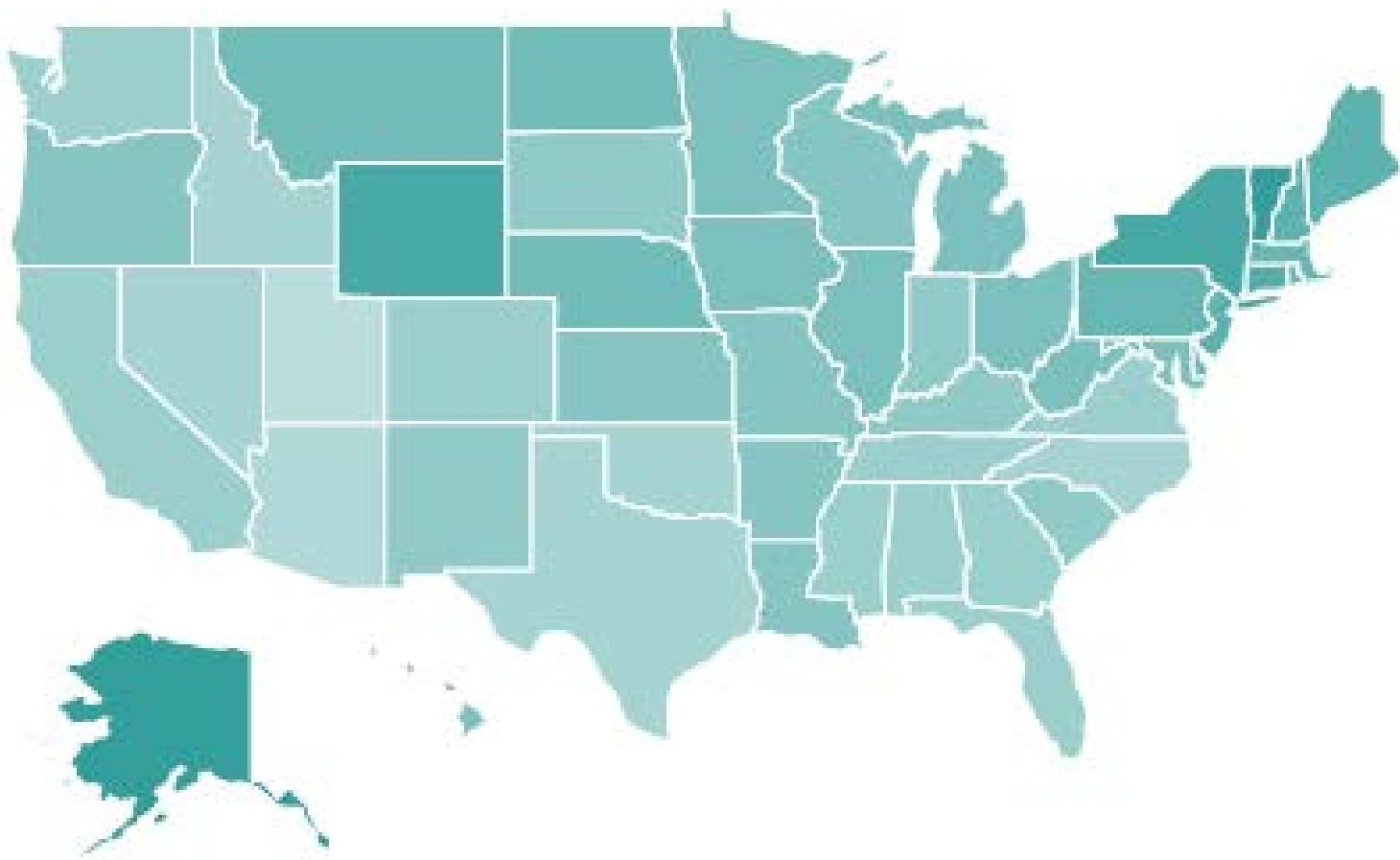
- Elementary and Secondary Education Act (ESEA) (1965)
 - Provides federal \$\$ (Title I) to districts with low-income families
 - Intended to equalize treatment of students regardless of poverty, geography; improve outcomes
- No Child Left Behind Act (NCLB) (2001)
 - Expanded role of standardized testing to measure student achievement; dictated growth and interventions for lowest-performing schools/districts
- Every Student Succeeds Act (ESSA) (2015)
 - Returns substantial federal power over education back to the states
 - Still requires standards and assessments
 - Requires identification and supports for lowest-performing 5% of schools, schools with chronic underperformance



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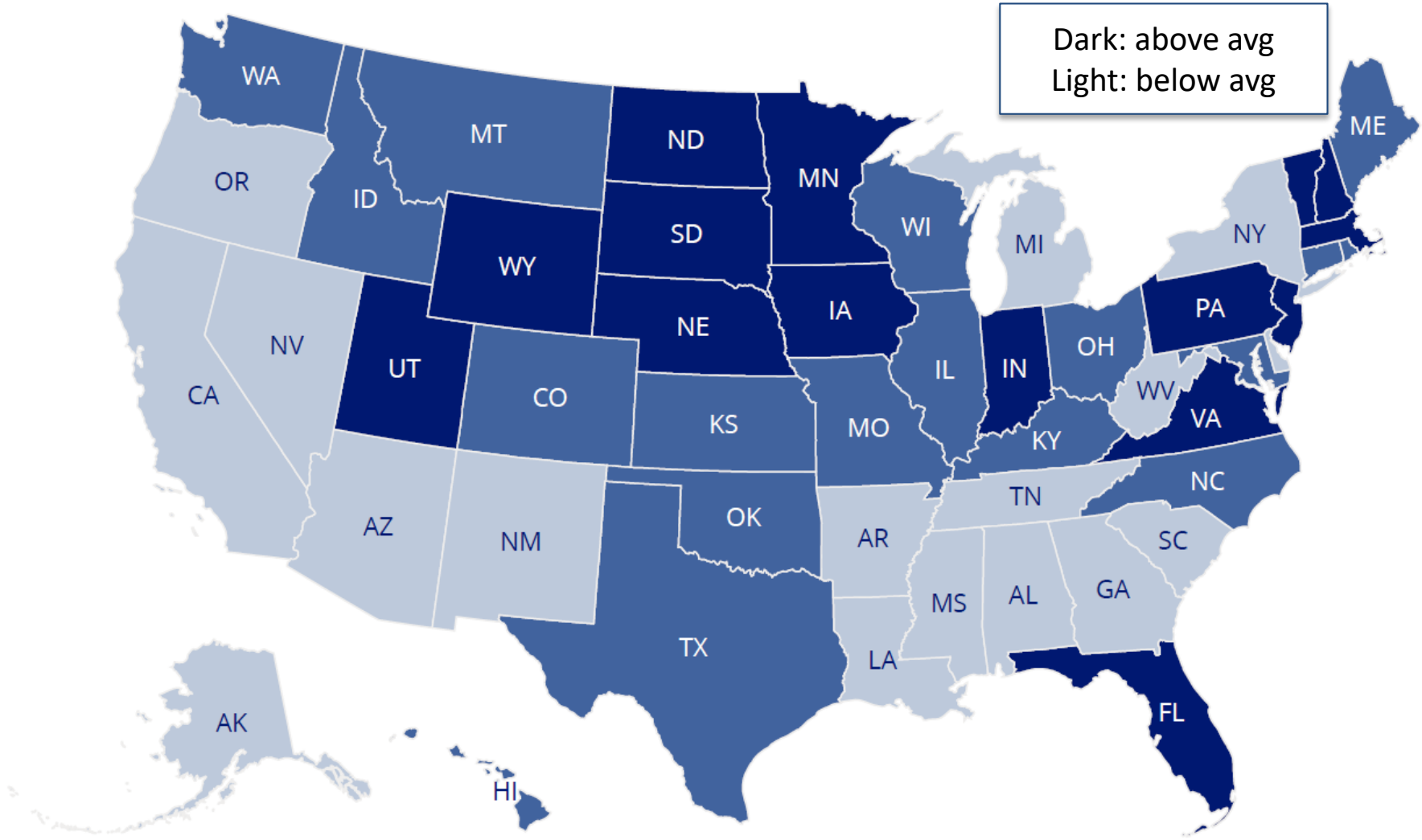
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Michigan spends \$12,765 per-pupil (adjusted), at approximately the national average



Mathematics, grade 4

Difference in average scale scores between all jurisdictions and National public, for All students [TOTAL] , 2017



Michigan performs significantly below the national average on 4th grade math NAEP scores

The Michigan K-12 Education Context

- NAEP progress results show that MI has the lowest proficiency growth since 2003 of any state; among the worst 10 states in proficiency, adjusted proficiency, adjusted scale scores
- MI's lowest-performing schools are concentrated in urban areas, serve a largely minority and poor population
- To improve outcomes, Michigan has set a goal to be a "Top 10 in 10" state



Michigan Top 10 in 10

TOP 10 IN 10 YEARS

putting Michigan on the map as a premier education state

In response to a request for suggestions on how to make Michigan a Top 10 state for education within the next 10 years, the Michigan Department of Education (MDE) and State Board of Education (SBE) received input from numerous stakeholders groups, education partners and individual citizens. This valuable information was provided via formal presentations to the SBE, written submissions, one-on-one and group meetings with the State Superintendent, and through more than 750 responses collected through a dedicated website.

GUIDING PRINCIPLES

- To be successful at becoming a Top 10 performing state in 10 years, Michigan must develop a *coherent* and *cohesive* strategy for the children, and implement that plan with continuity for multiple years. Education reform takes time; we must implement, use evidence and data to correct course, and continue with progress on key goals.
 - A “Can-Do Culture” that focuses on student-directed learning and student outcomes, and the work on instruction must take priority.
 - Data and accountability will be used to help drive resources and focus improvement activities for students and educators. Attention will be on transparency in support of key goals for the entire system to make Michigan a Top 10 state for education.
 - Poverty matters, not to be used as an excuse, but as a purpose to design a Michigan system of education that motivates and excites all children about learning, keeps them in school, and provides them with hope and knowledge for a successful future.

Michigan Top 10 in 10

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.

STRATEGIC GOALS

1

Provide every child access to an aligned, high-quality P-20 system from early childhood to post-secondary attainment – through a multi-stakeholder collaboration with business and industry, labor, and higher education – to maximize lifetime learning and success.

2

Implement, with strong district and building leadership, high-quality instruction in every classroom through a highly coherent, child-centered instructional model where students meet their self-determined academic and personal goals to their highest potential.

3

Develop, support, and sustain a high-quality, prepared, and collaborative education workforce.

4

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.

5

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

6

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.

7

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



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The MI legislature will consider many important issues concerning education policy

- Early childhood education – universal preschool
- Literacy
- School and district turnaround
- School choice
- Teacher labor markets
- School Safety
- School finance



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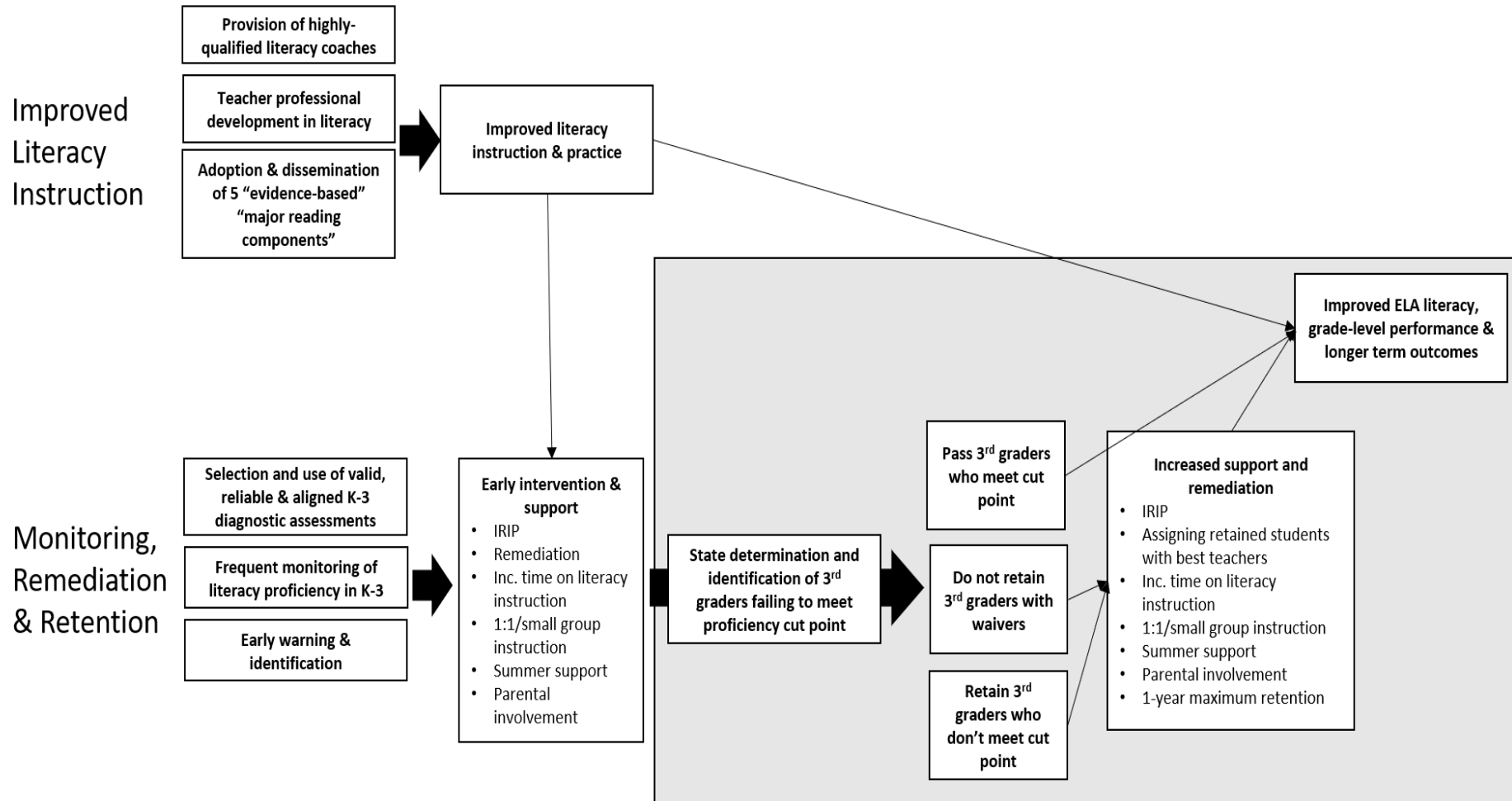


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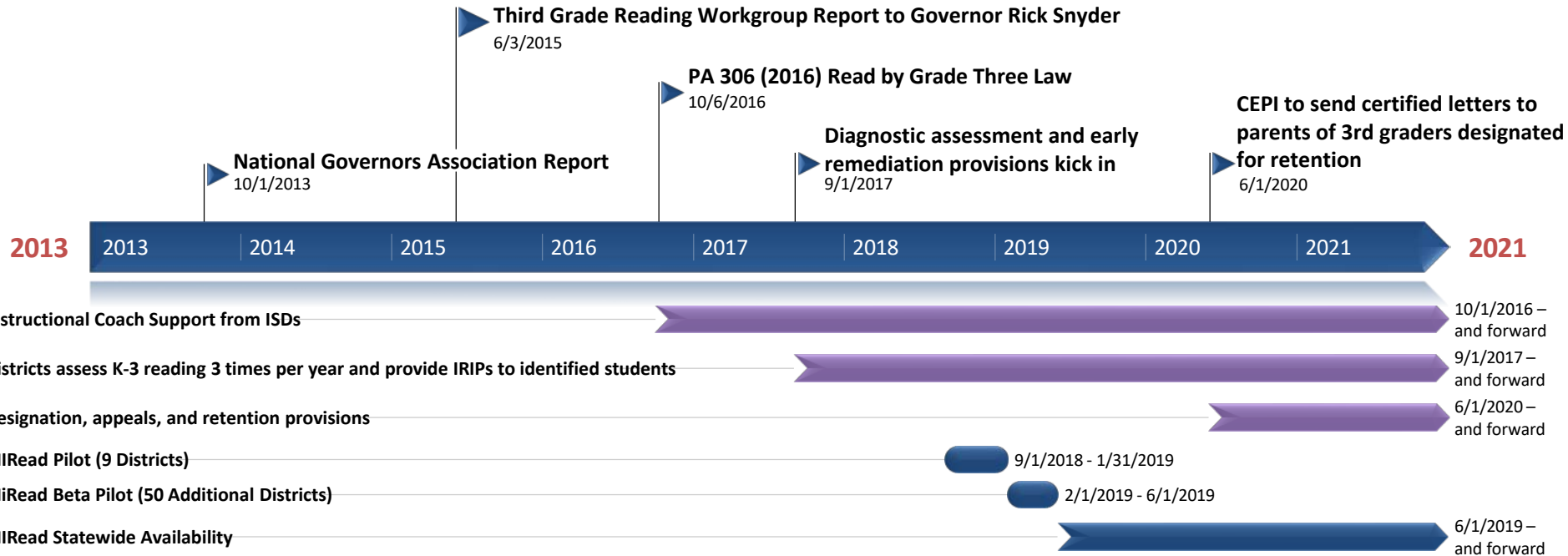
Early Literacy: Read by Grade Three Law (PA 306)



Local Context: Local district autonomy; student and staff characteristics; ISD and district resources and capacity; local market providers

Michigan Context: Literacy Focus: Development of MI P-20 literacy system; MI Action Plan for Literacy Excellence
 State government entities (MDE; state legislature; governor's office); State-wide organizations (e.g., MAISA)

Read by Grade Three Law Implementation Timeline



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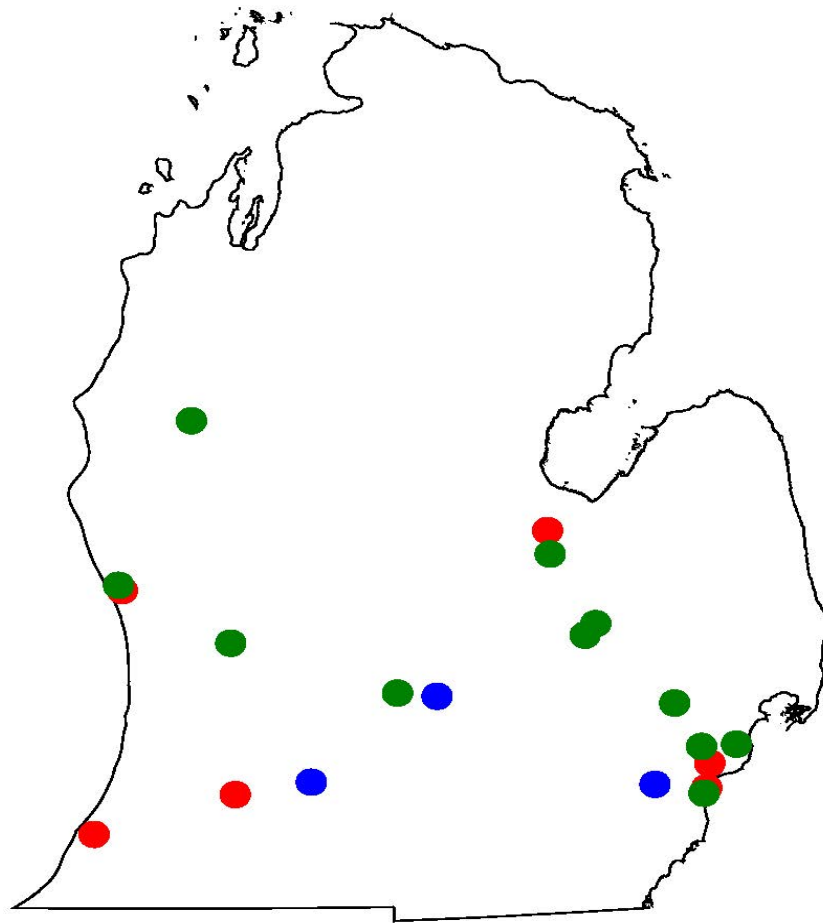
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Not all challenges facing students can be addressed through K-12 public schools

- 1 in 5 3rd grade students in MI, and > ½ of students in a subset of schools, have been subject to one or more formal investigations for child maltreatment.
- > 36,000 homeless students in MI (nation's 6th highest).
 - More likely to be black or Latino/a
 - Reside in urban and rural locations
 - Score 0.4 SD lower than state average in math and reading

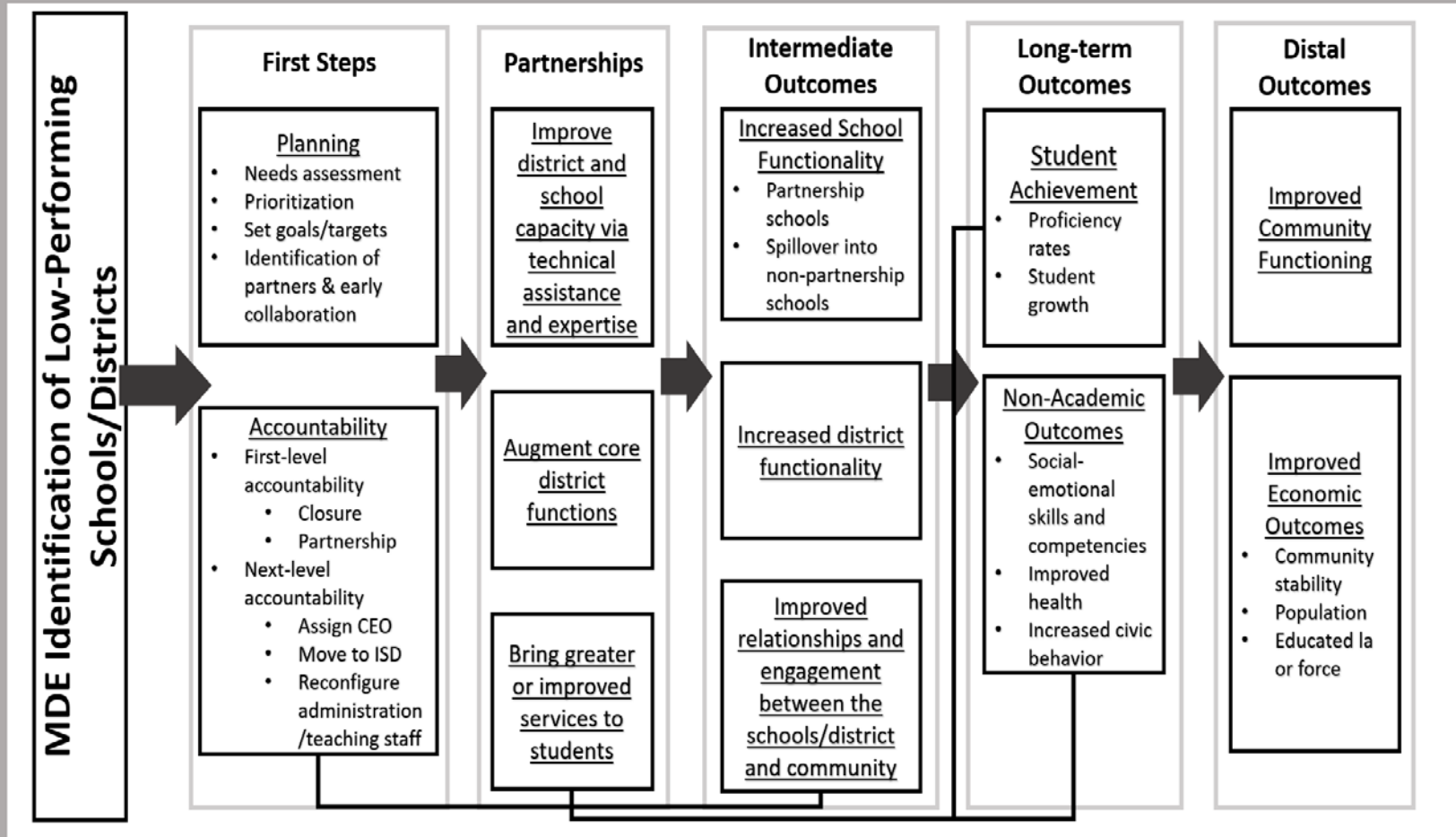
Michigan's Partnership Model of school and district turnaround



Partnership Model of School & District Turnaround

State Context

Local Context

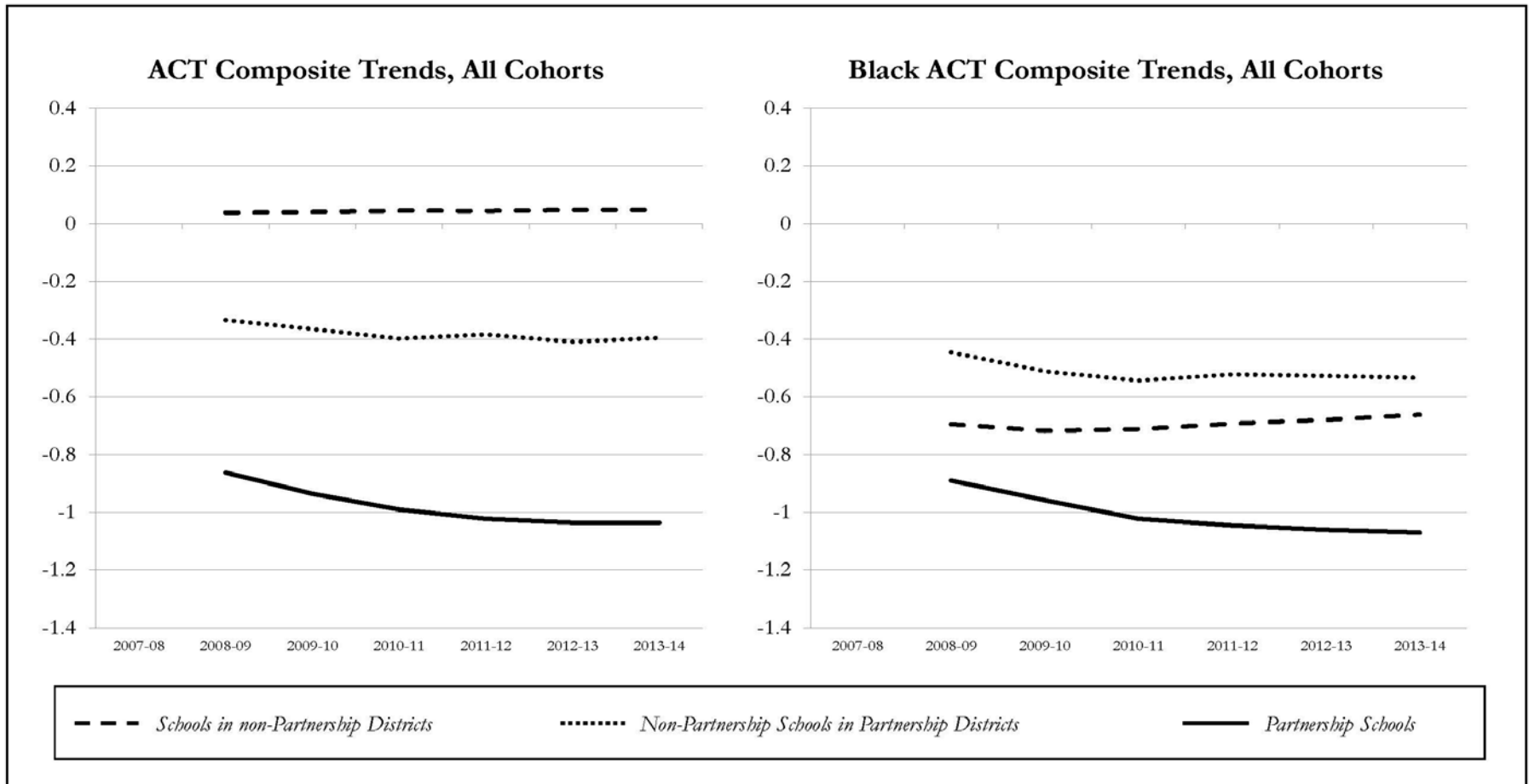


Students in Partnership Schools and Districts

	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



ACT Composite trends (2007-14) for Students in Partnership Districts



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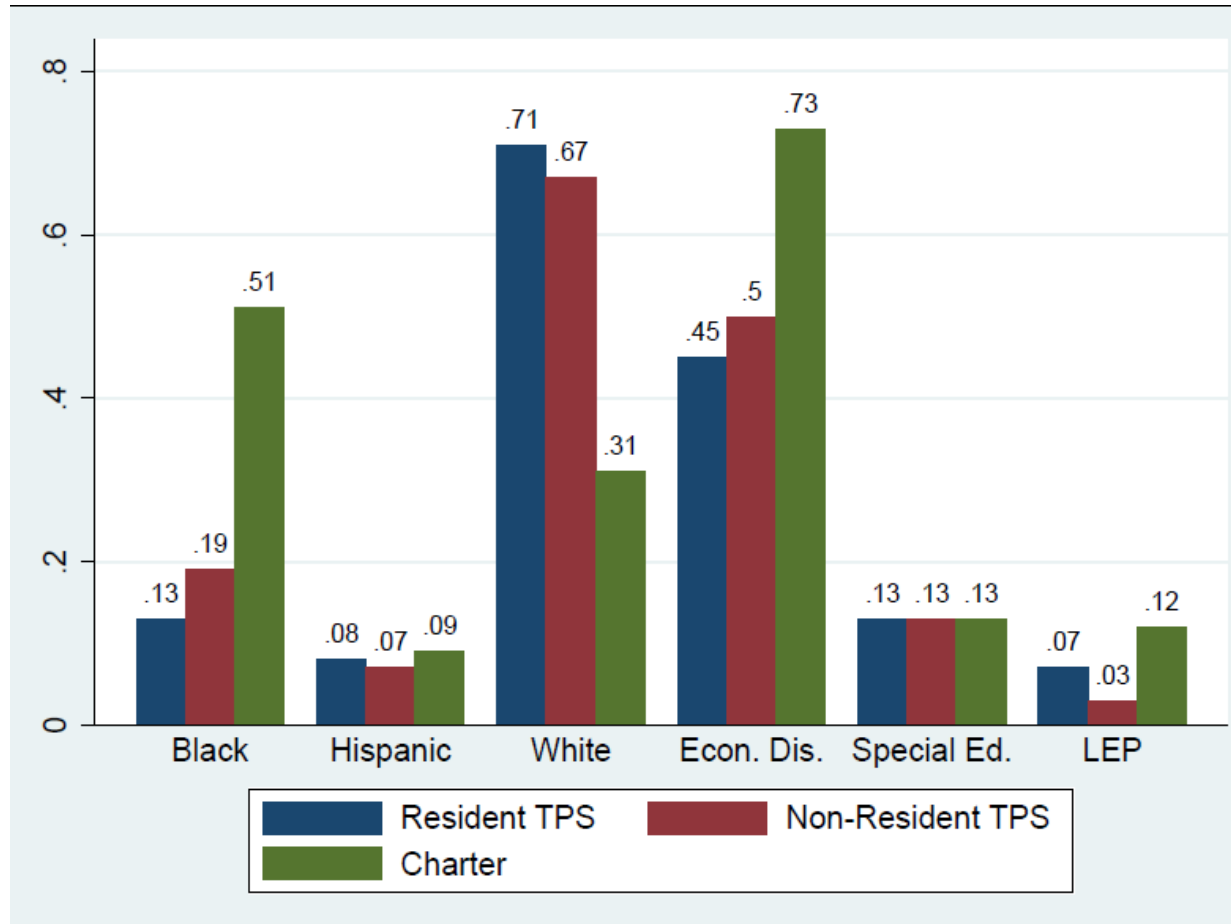


School Choice in Michigan

- Approximately $\frac{1}{4}$ of MI students attend schools to which they are not zoned
- 10% of MI's public school students attend charter schools (vs. 6% nationally)
- 13% of MI students exercised school choice via MI inter-district school choice (2016-17)

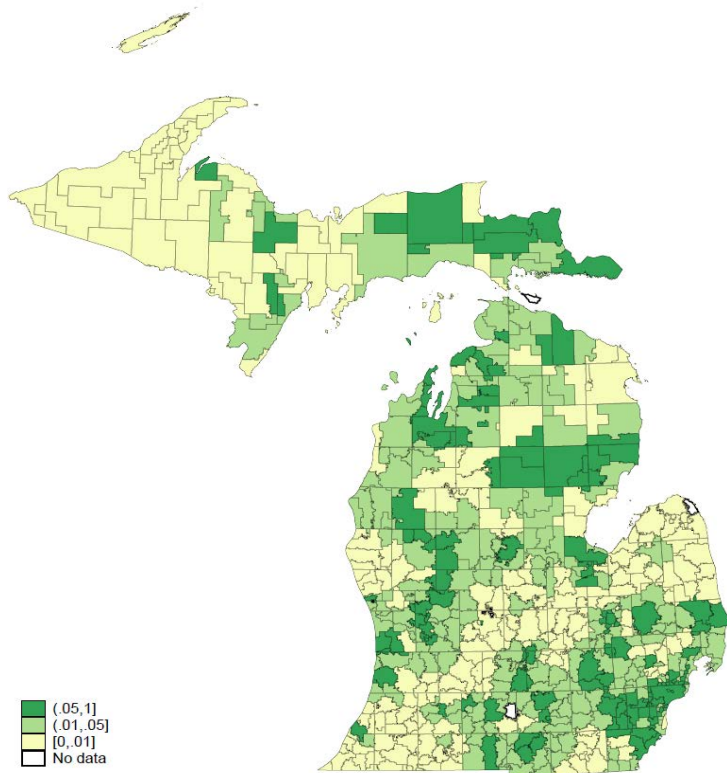


Students who do not attend their resident school are more likely to be Black, Hispanic & low-income

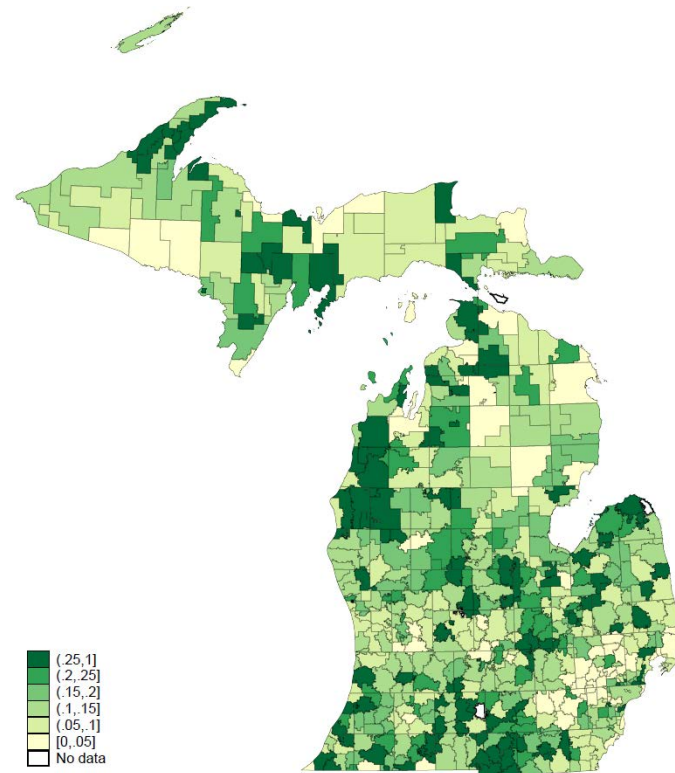


Students are exercising school choice across the state

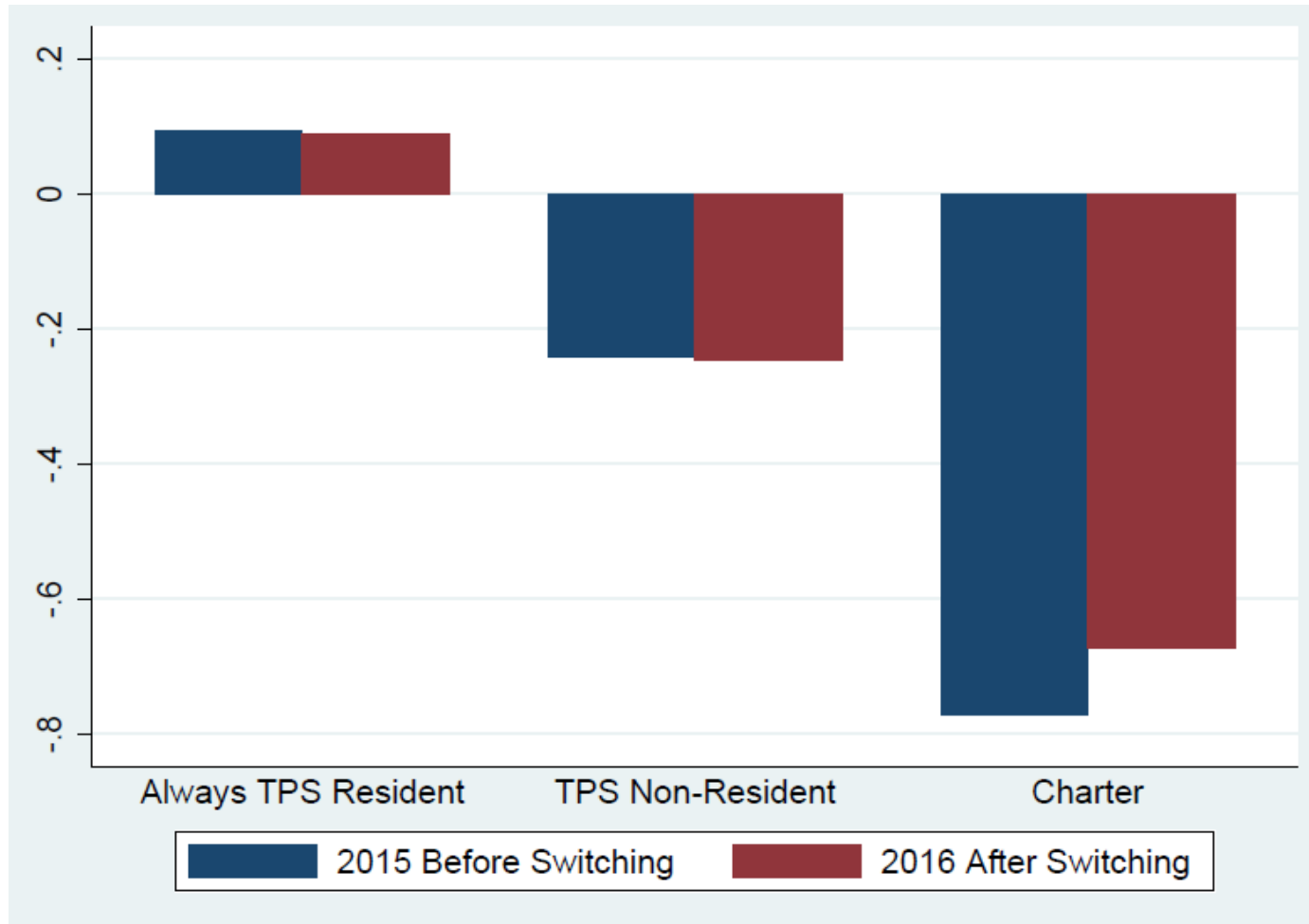
% Students attending charter schools by resident district



% Students attending a TPS outside their resident district



Students who exercise school choice are lower-performing, both before and after switching



Deep dive Detroit:

1 in 5 Detroit students leave the city for school

Grade	School Type	N	% Attending
3	Inside Detroit	7,512	81%
	Outside Detroit	1,723	19%
	TOTAL	9,235	
6	Inside Detroit	7,021	83%
	Outside Detroit	1,425	17%
	TOTAL	8,446	
9	Inside Detroit	7,664	78%
	Outside Detroit	2,156	22%
	TOTAL	9,820	
3, 6 and 9 Combined	Inside Detroit	22,197	80%
	Outside Detroit	5,304	20%
	TOTAL	27,501	

Source: EPIC calculations based on data provided by the Michigan Department of Education, the Center for Educational Performance and Information, and the U.S. Census Bureau.



Deep dive Detroit:

Students leaving Detroit attend higher quality schools

Grade	Accountability Rating		Chronic Absenteeism Rate		Student Teacher Ratio		Graduation Rate	
	Nearest School (Any)	Nearest DPSCD School	Nearest School (Any)	Nearest DPSCD School	Nearest School (Any)	Nearest DPSCD School	Nearest School (Any)	Nearest DPSCD School
3	3.86	7.87	-6.75	-16.42	-0.12	-0.38		
6	3.19	8.12	-9.16	-20.07	-0.02	-0.23		
9	5.31	7.27	-2.79	-13.84	6.32	6.87	8.96	13.81

Note: Differences in Absenteeism and Graduation Rates are percentage point differences. Differences in Accountability Rating are reported in accountability points. Points range from 0 to 100. Source: EPIC calculations based on data provided by the Michigan Department of Education, the Center for Educational Performance and Information, and the U.S. Census Bureau. Calculations include all schools attended by students in Detroit, both inside and outside the city limits.

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Important policies in re. Michigan teacher labor markets are geared to address

- Teacher supply/ shortages
- Teacher quality
 - Preparation
 - Certification
 - Evaluation
- Teacher recruitment & retention
- Teacher retirement



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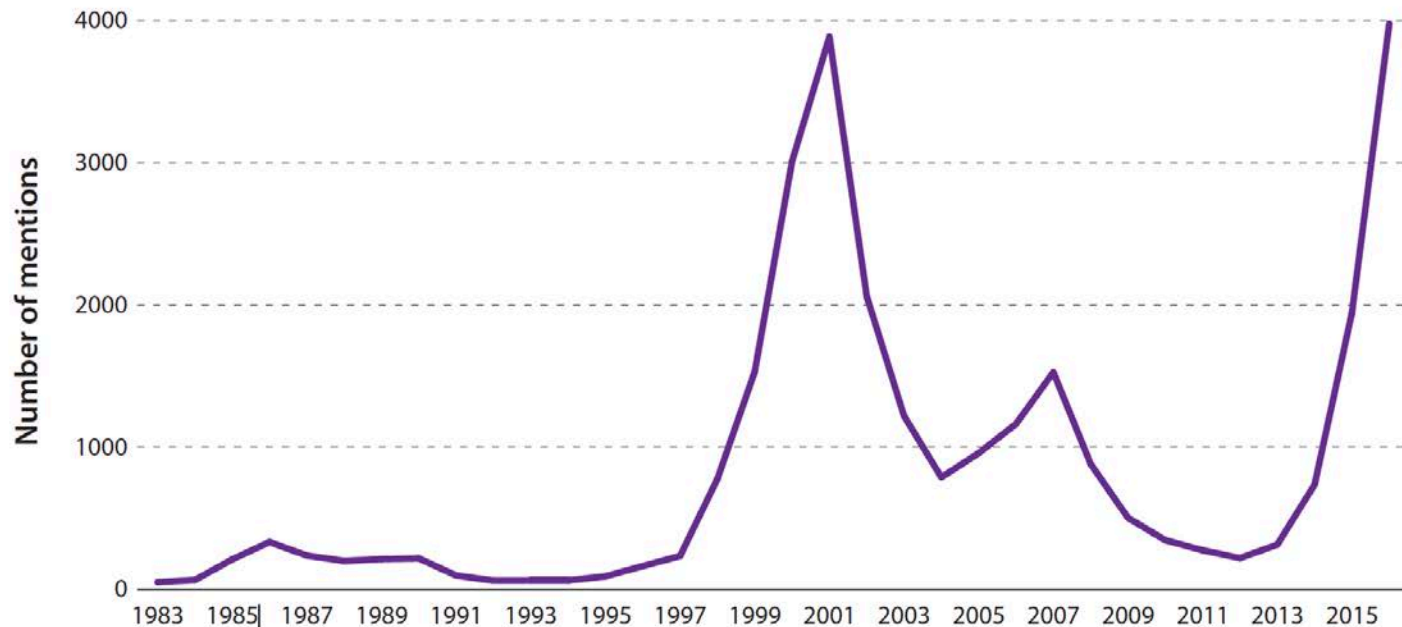
First Things First: Is There a Teacher Shortage?



First Things First: Is There a Teacher Shortage? News Coverage Says **YES!**

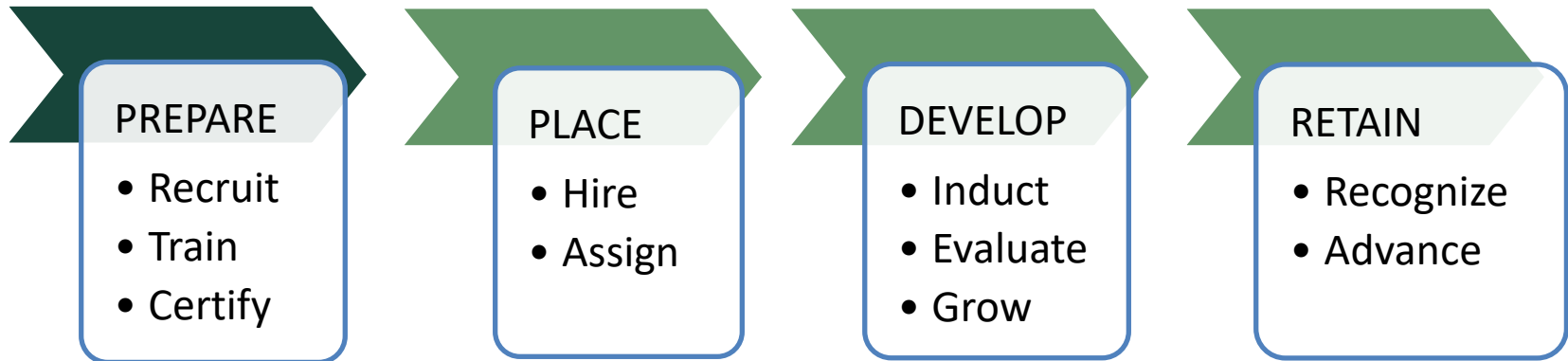
FIGURE 1.

Mentions of “Teacher Shortage” in U.S. News Coverage, 1983–2015

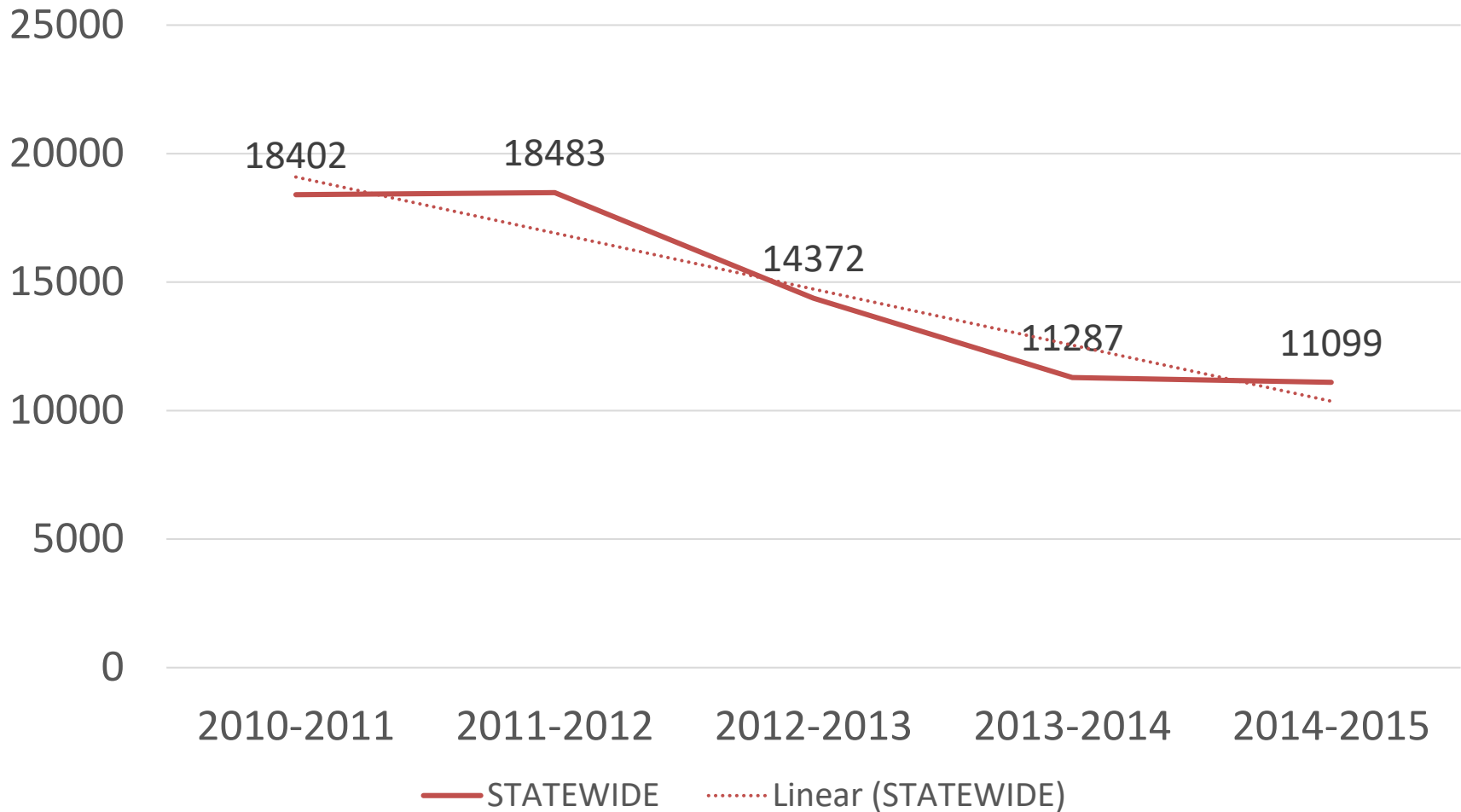


Source: Authors' calculations based on data from NewsBank.

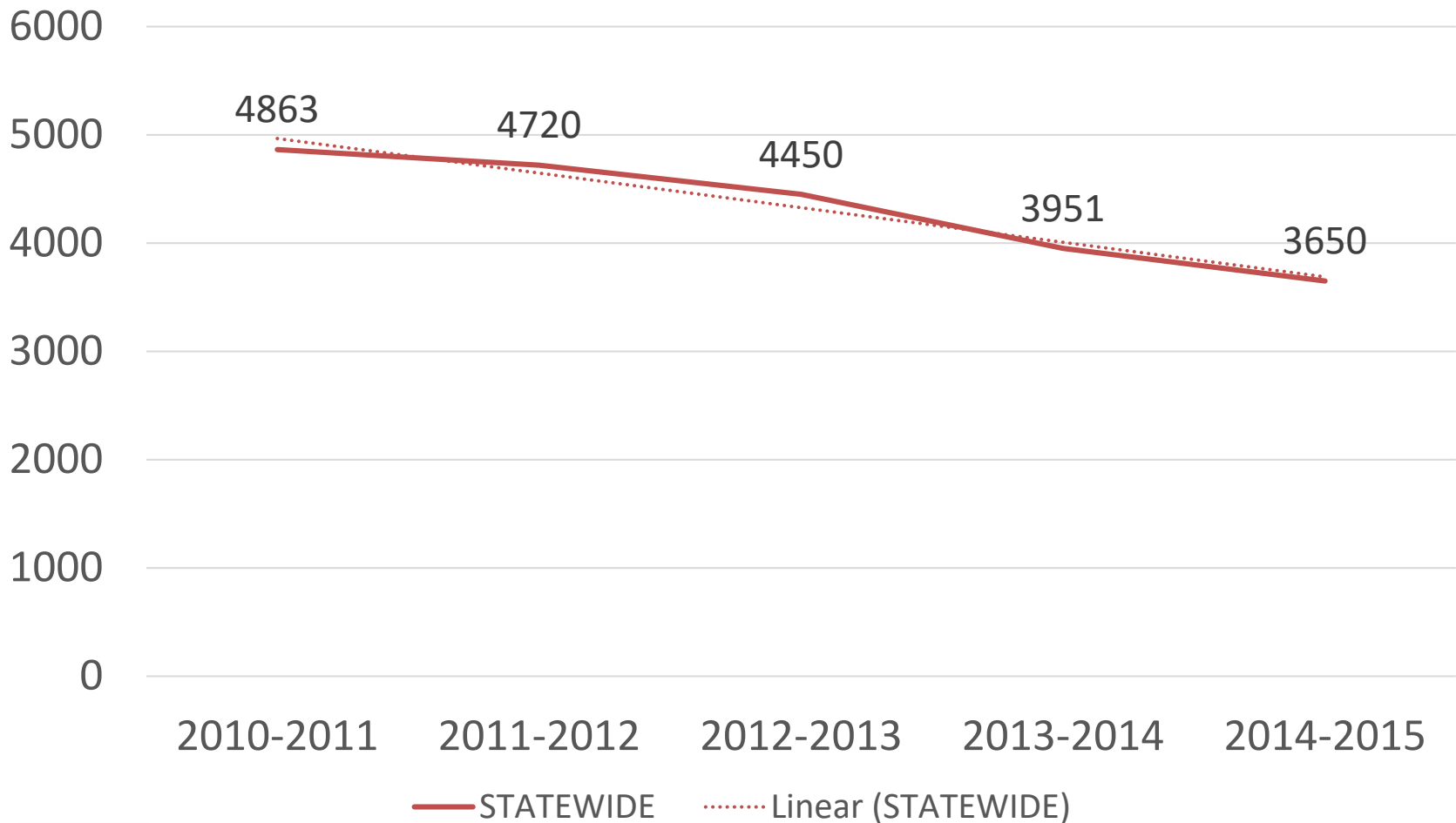
Challenges to Understanding Teacher Shortages



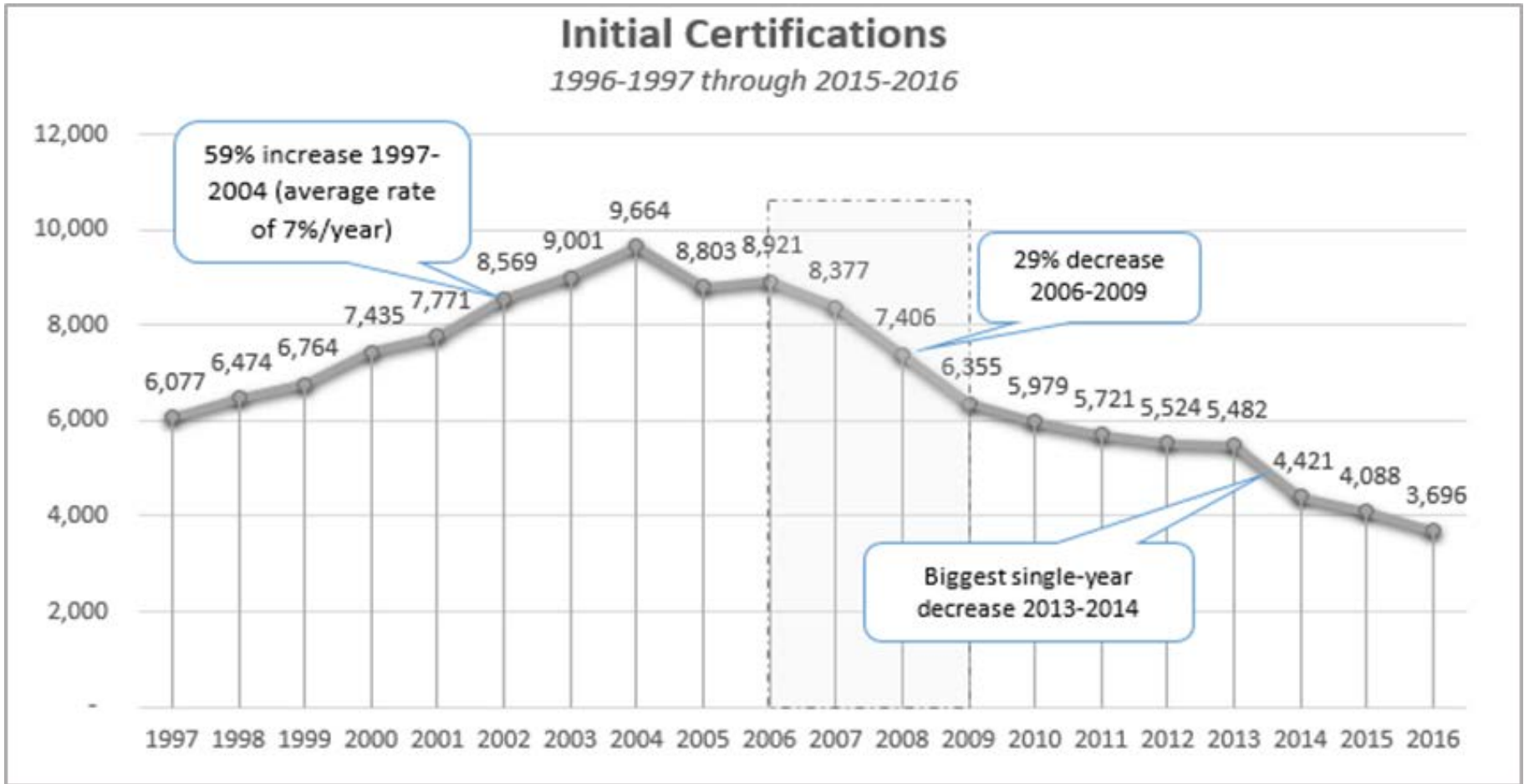
MI exhibits similar trends: Statewide Teacher Prep Enrollment



MI exhibits similar trends: Statewide Teacher Prep Completion



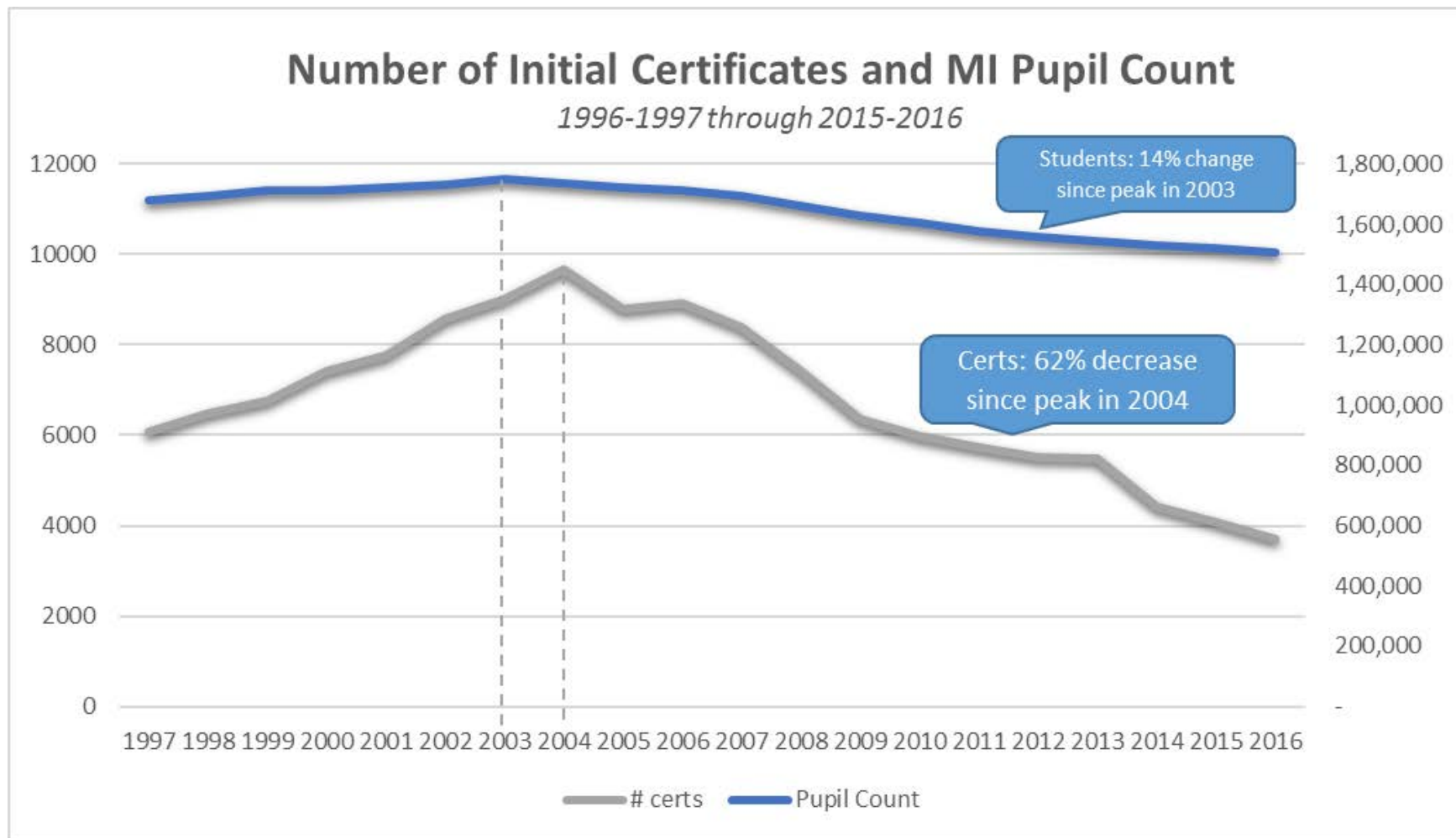
MI exhibits similar patterns: Initial certificates issued



MDE, 2017

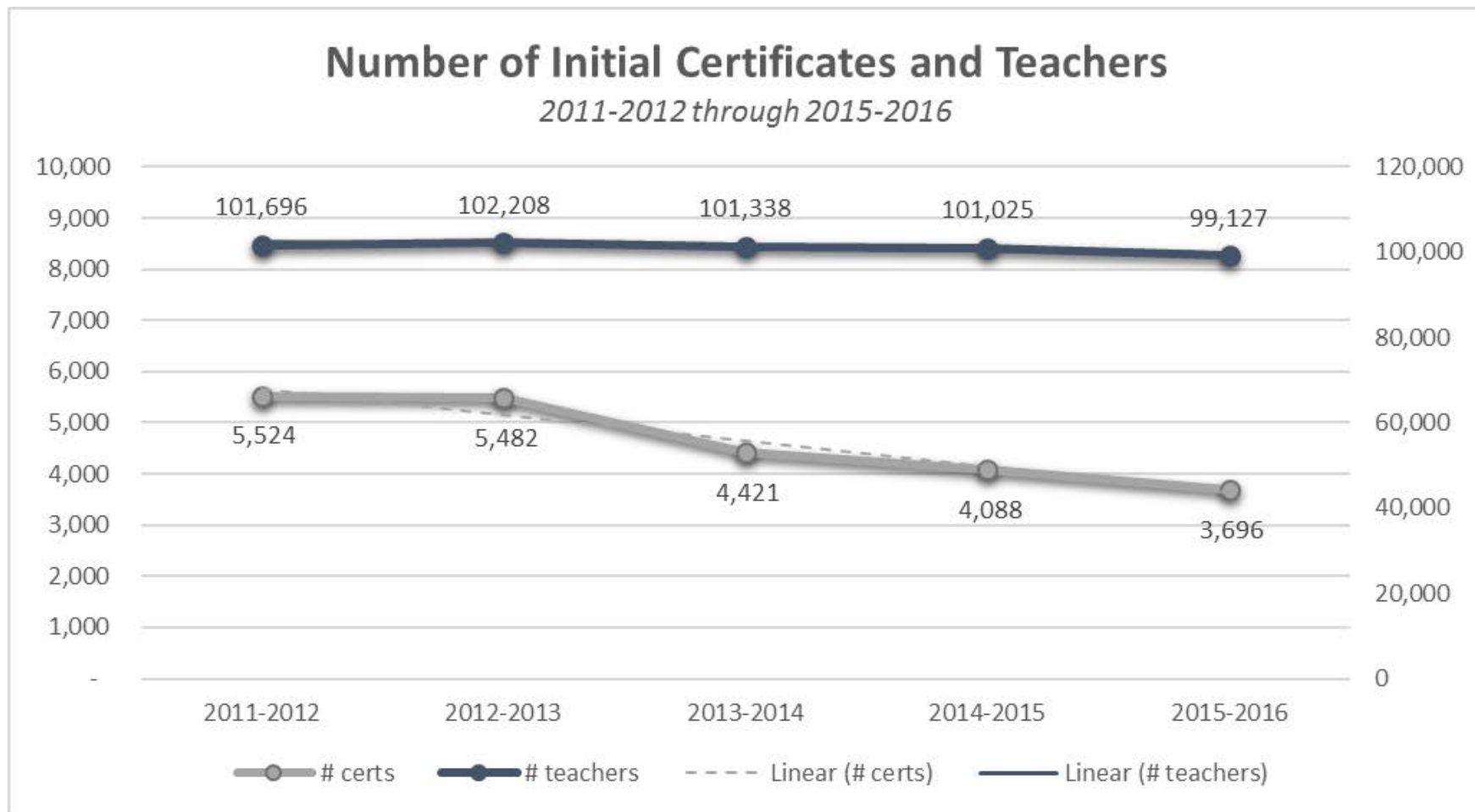


But is there really a shortage of teachers overall in MI? MI pupil count is dropping, as well



But is there really a shortage of teachers overall in MI?

Overall # of teachers remains steady

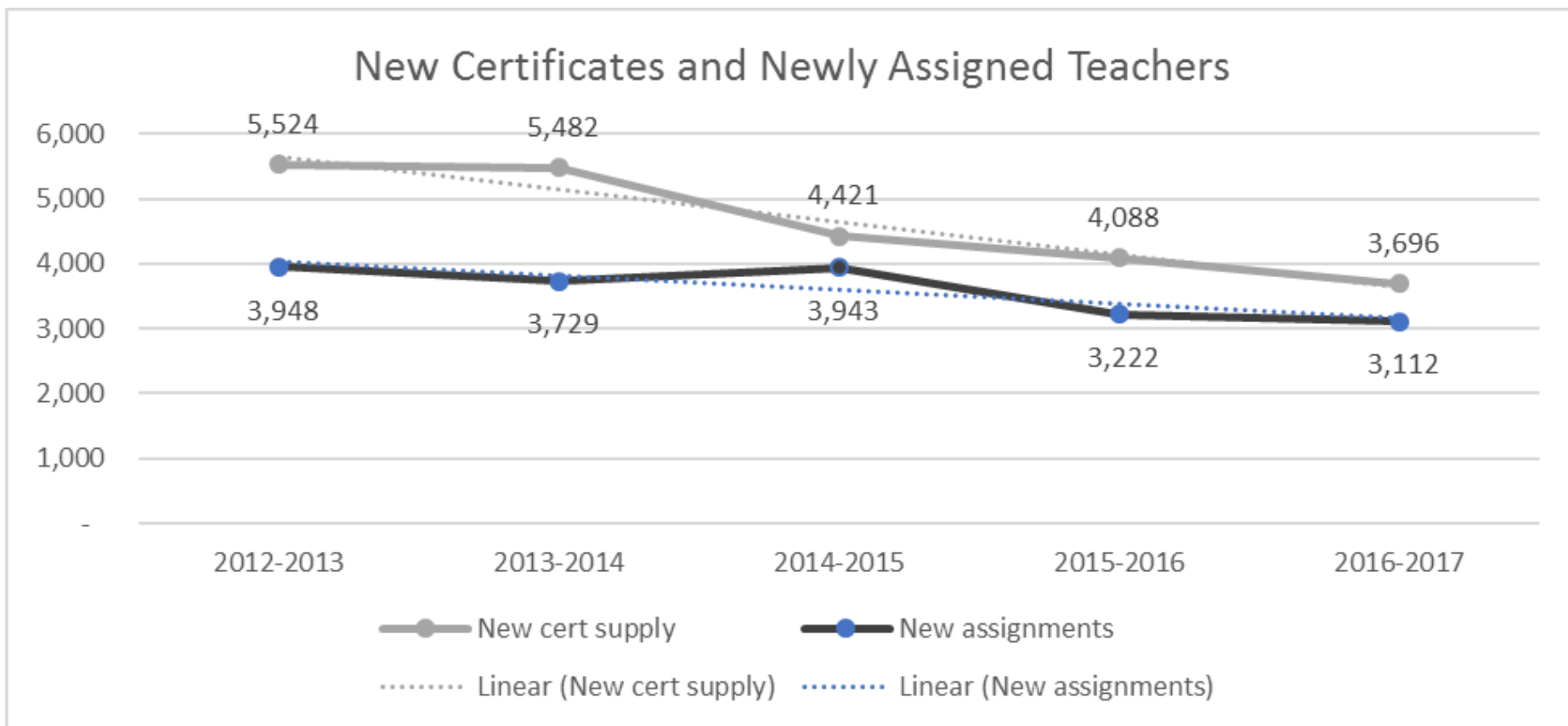


MDE, 2017



But is there really a shortage of teachers overall in MI?

We are still training more than we are hiring



MDE, 2017



We may be missing teachers where we need them the most: secondary teachers

New Endorsements by year

School Year	Elementary		Secondary	
	Total Elementary	% of Total	Total Secondary	% of Total
2011-2012	2,904	52%	2,480	44%
2012-2013	2,940	53%	2,468	44%
2013-2014	2,379	53%	1,998	45%
2014-2015	2,147	52%	1,912	46%
2015-2016	2,095	56%	1,573	42%
% Change	-28%	-	-37%	-

MDE, 2017



We may be missing teachers where we need them the most: STEM, Special Ed

New Endorsements by year

Year	All Endorsements				
	on Initial Certificates	Bilingual and ESL	CTE	Special Education	STEM
2011-2012	8,007	159	193	828	1,882
2012-2013	7,686	149	189	767	1,794
2013-2014	5,988	125	133	648	1,499
2014-2015	5,323	157	93	587	1,306
2015-2016	4,461	140	88	552	1,144
% Change	-44%	-12%	-54%	-33%	-39%



MDE, 2017

MICHIGAN STATE
UNIVERSITY

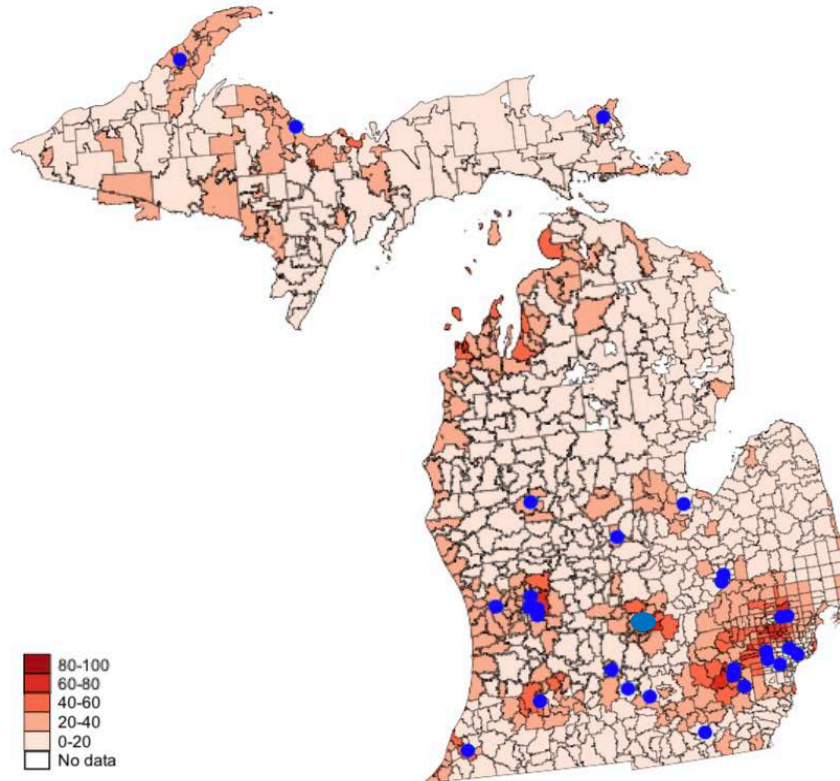
Why are there concentrated shortages?

Geography

- Teacher labor markets are local
 - Teachers teach close to home
 - Teachers teach close to where they went to college

MI's distribution of TEPs and potential supply are unevenly distributed across the state

Figure 1. 2016 Michigan college attainment rates by zip code with TEPs



Sources: College attainment rates come from the U.S. Census Bureau's 2016 American Community Survey and TEP locations are from the U.S. Department of Education's 2016 Title II reporting system.

In sum

- There is little to indicate that there is **the** or even a great teacher shortage
 - In fact the market appears quite strong by some measures
- There are however longstanding problems filling needs for some children, and some teacher subjects
- In other words: the problem is not necessarily that we don't have enough *teachers*, it's that the teachers we do have are not distributed equally across schools, locations or subjects

MI has implemented several policies to address teacher quality and supply (examples)

- Educator evaluation law (2015): established requirements for rigorous evaluations of teachers based on observations and student achievement growth
- Teacher permits options redesign: increases schools' flexibility in employing teachers where there are shortages of fully certified teachers
- Eliminated Basic Skills Exam as prerequisite for entering teacher preparation programs
- Fund allocation for literacy coaches (Read by Grade Three)
- Title 2a set aside funds prioritize teacher mentoring and induction



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Education Policy Innovation Collaborative (EPIC)

*EPIC partners with state and school district leaders to produce rigorous and objective multi-method **research with consequence** that strengthens evidence-based decision-making for practice and policy.*



Research with consequence

Research that identifies underlying problems and inequities, isolates mechanisms that drive them, and evaluates potential solutions

Informing Policy and Practice:

Focus on:

- State- and district-level policymakers
- Structures that are central to school and district operations
- Historically disadvantaged populations

Intended to:

- Inform the field about important topics
- Help policymakers
- Improve student outcomes, esp. in highest-need areas

Collaborative:

- Multi-disciplinary
- Multi-method
- Multi-perspective
- Exploratory
- Evaluative
- Iterative

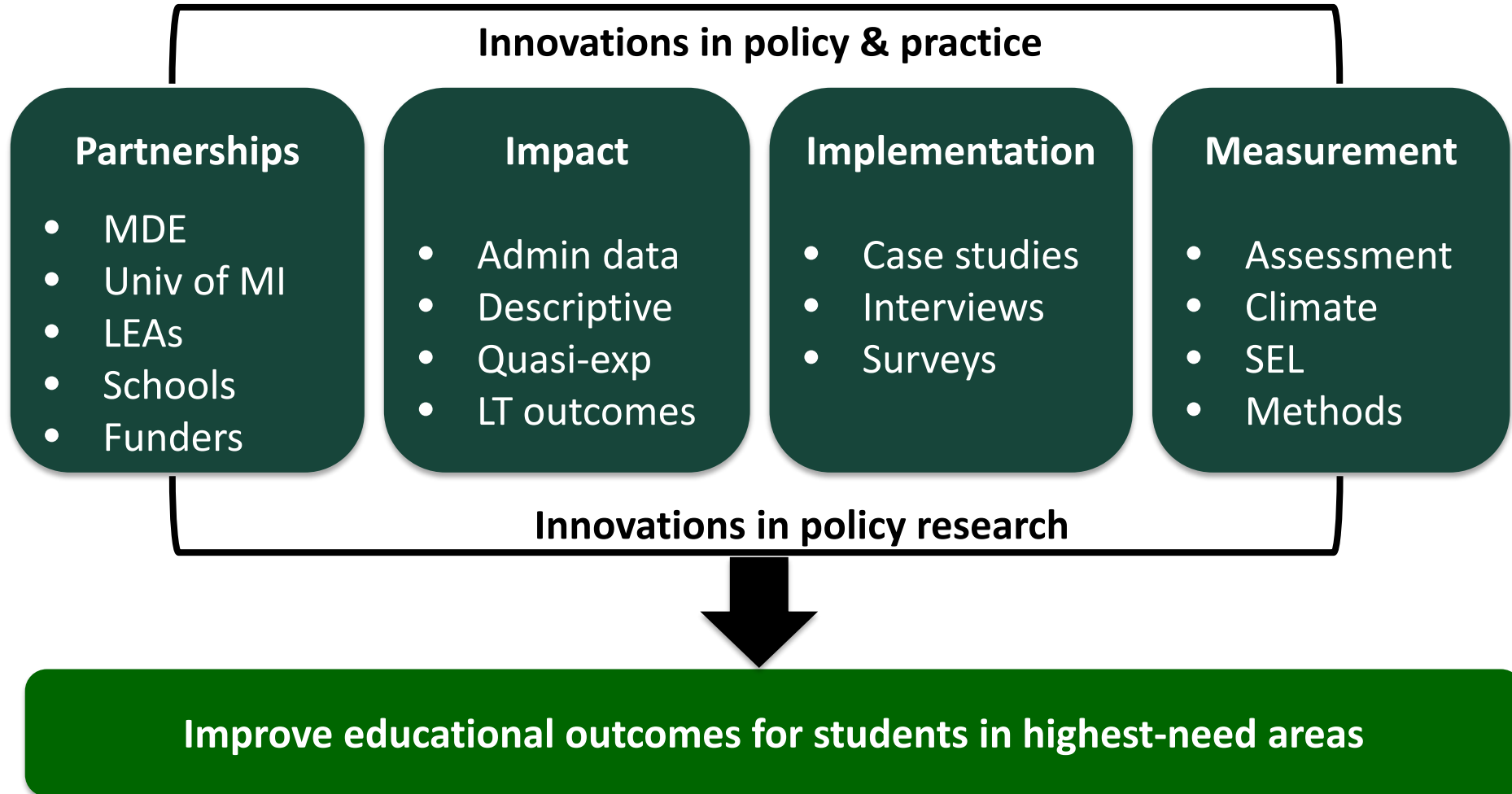


How can we generate research that is useful and appropriate for policymakers?

- Researcher-Policymaker Partnerships (RPPs)
 - Joint determination of research agendas
 - Exploratory research work
 - When necessary, quick response reviews and memos
 - Clear lines of communication
 - Trust, respect and mutual understanding of shared and separate priorities and constraints
- Research with consequence



Education Policy Innovation Collaborative



Education Policy Innovation Collaborative (EPIC)

- Produce **rigorous** and **impactful** education research
 - Did it work?
 - What, how, who & why?
- Bring attention to **heterogeneous** inputs and outputs
 - Urban, suburban, rural
 - Poverty, race, ethnicity, ELL, special needs
 - Geography, centrality
- **Translate** research findings for policy and practitioner audiences
- Help develop **innovative solutions** to policy problems
- Model **multi-method, multi-disciplinary, multi-perspective** collaborations
- **Train** next-generation education researchers



EPIC combines the generation of rigorous evidence with deep state and local partnerships

- EPIC highlights heterogeneous effects for marginalized populations
 - Policy change often **disproportionately** affects marginalized populations (e.g. **minority** or **low income** students, **urban** or remote **rural**)
 - Research can and should **highlight disparate impacts** in order to **inform** policy implementation and **mitigate** negative policy effects
- Research and assistance can support **local district** and **community capacity** to respond to/implement state and federal policy change



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