



Photo: John Steven Fernandez

# The Critical Need for Genuine School Reform and How to Achieve It

January 14, 2010

Photo: MarkelConnors

# Road Map For Today

1. The Critical Need for Genuine School Reform
  - Returns on Education
  - Twin Achievement Gaps
  - Fixing The System
2. How is Jacksonville Doing?
  - “Just the Facts” approach towards evaluating the ultimate bottom line of K-12 education: Graduation Rates
3. The New York Turnaround Story, a case study
  - Before and after a shift towards mayoral accountability over schools
4. Mayoral accountability and mayor appointed school boards as a governance model
  - Why it’s working in NYC and elsewhere
  - Response to arguments to maintain the status quo

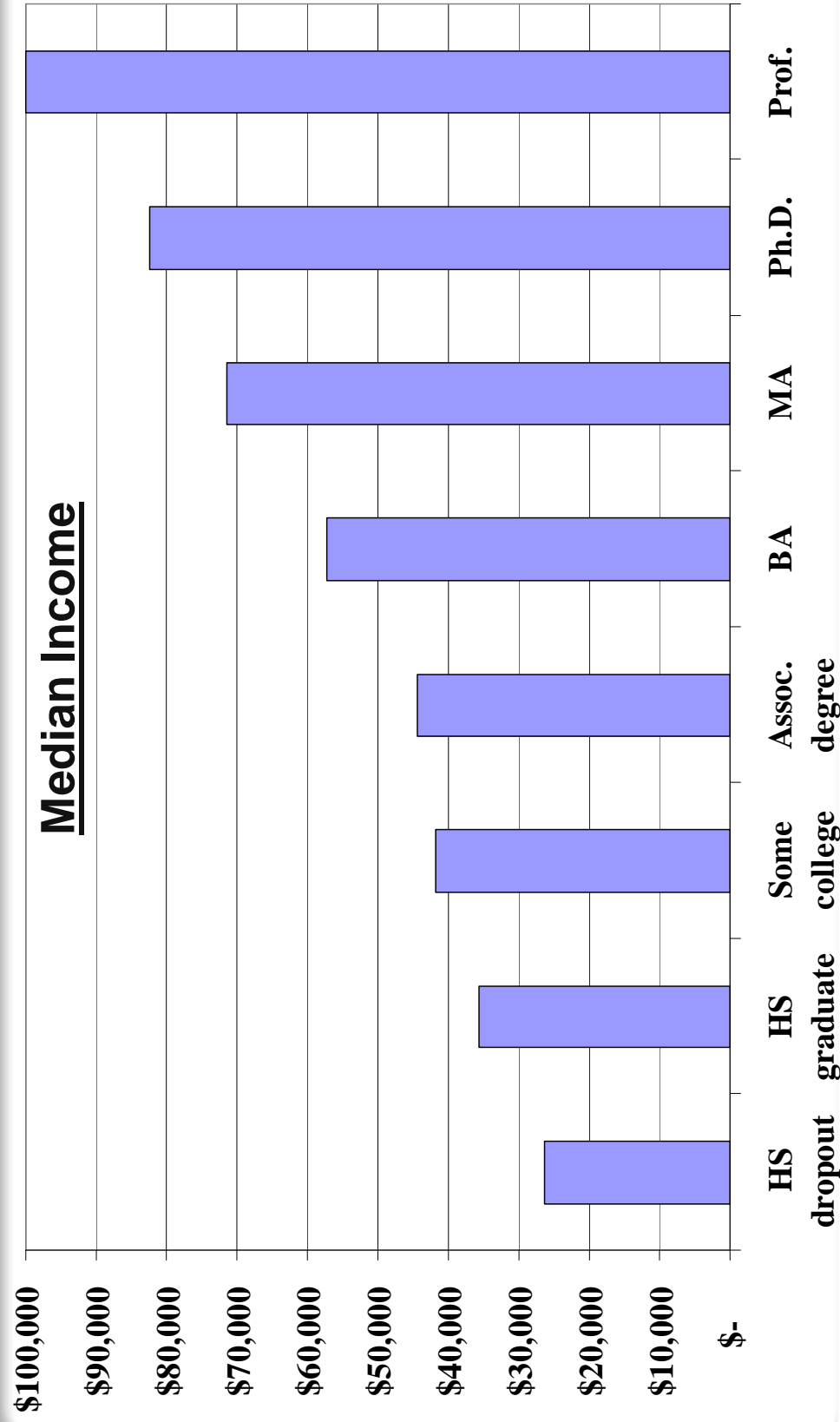
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# The Increasing Importance of Education

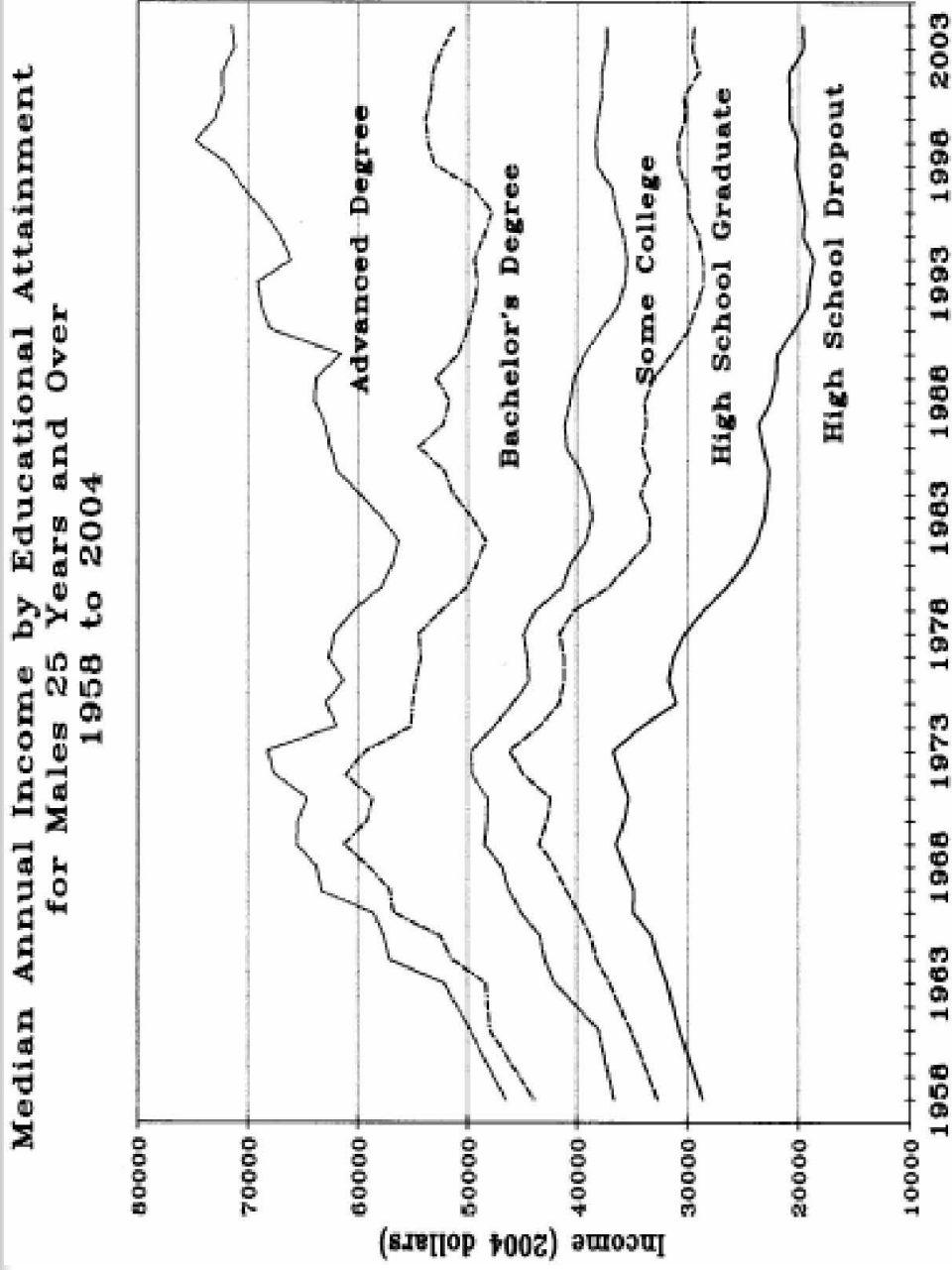
Returns on education  
are high and rising

# Education is Highly Correlated With Earnings Over the Course of a Lifetime, a College Grad Will Earn More Than *\$1 Million* More Than a High School Grad



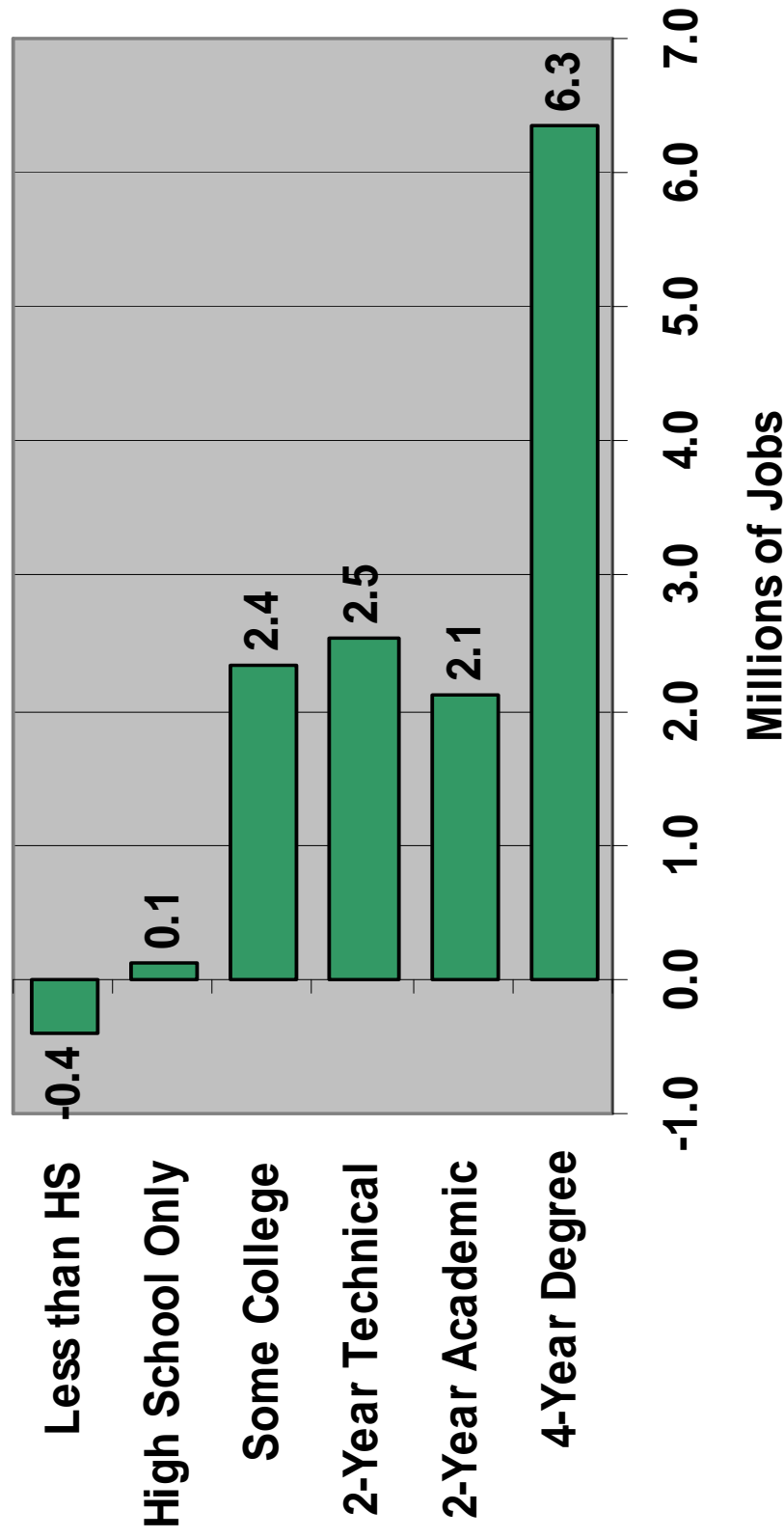
Source: U.S. Census Current Population Reports, Series P-60, from Digest of Education Statistics, 2005.

# Wage Trends Are Ominous for Men Without a College Degree



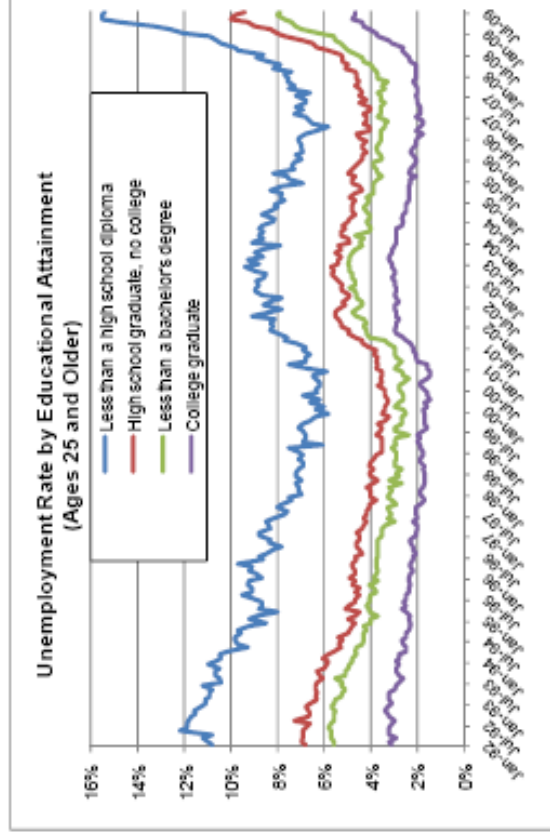
# New Job Trends Are Also Ominous for Those Without a College Degree

Employment Change by Education (1992 – 2002)

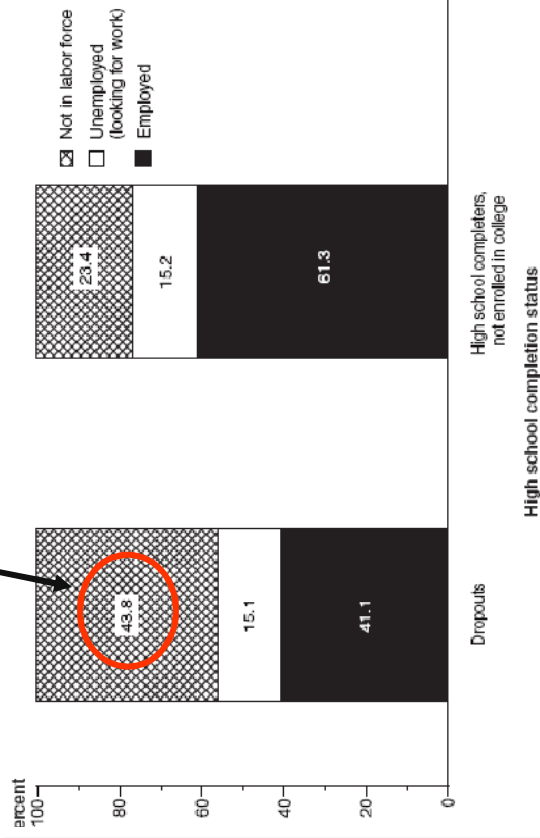


# Education is Also Highly Correlated With Employment and Workforce Participation

High school dropouts today have nearly 4x the unemployment rate of college graduates



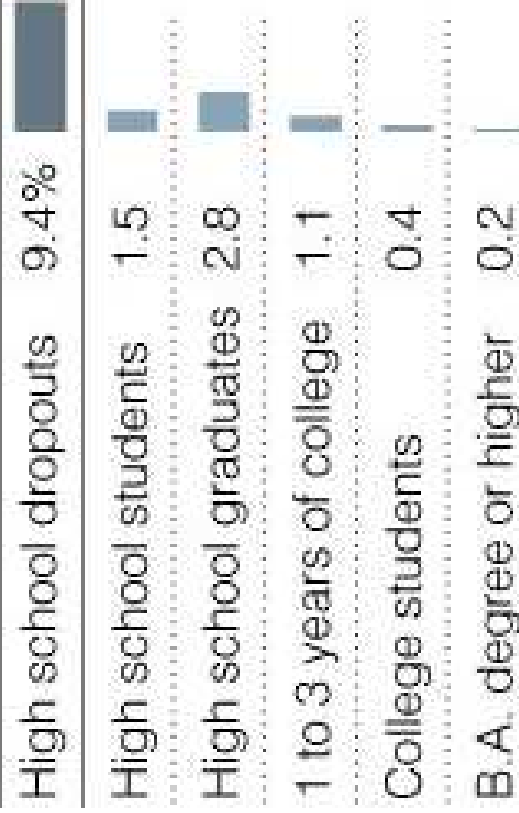
44% of high school dropouts are not in the labor force and an additional 15% are unemployed



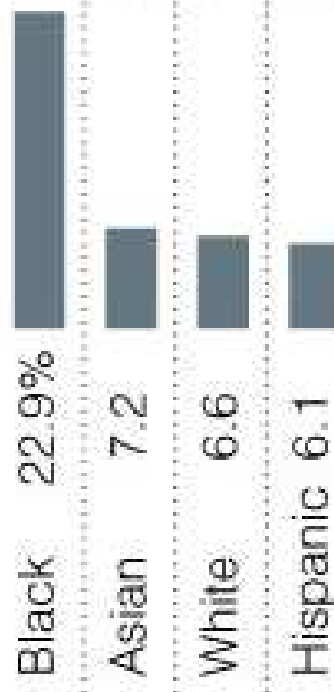


# Male High School Dropouts Were 47 Times More Likely Than a College Graduate to Be Incarcerated Black Male Dropouts Had the Highest Incarceration Rate

**Males ages 16 to 24 who were incarcerated in 2006-7**



**Male high school dropouts ages 16 to 24 who were incarcerated in 2006-7**



**“On any given day, about 1 in 10 young male HS dropouts is in jail or juvenile detention, with nearly 1 in 4 young male African-American dropouts incarcerated or otherwise institutionalized on an average day.”**

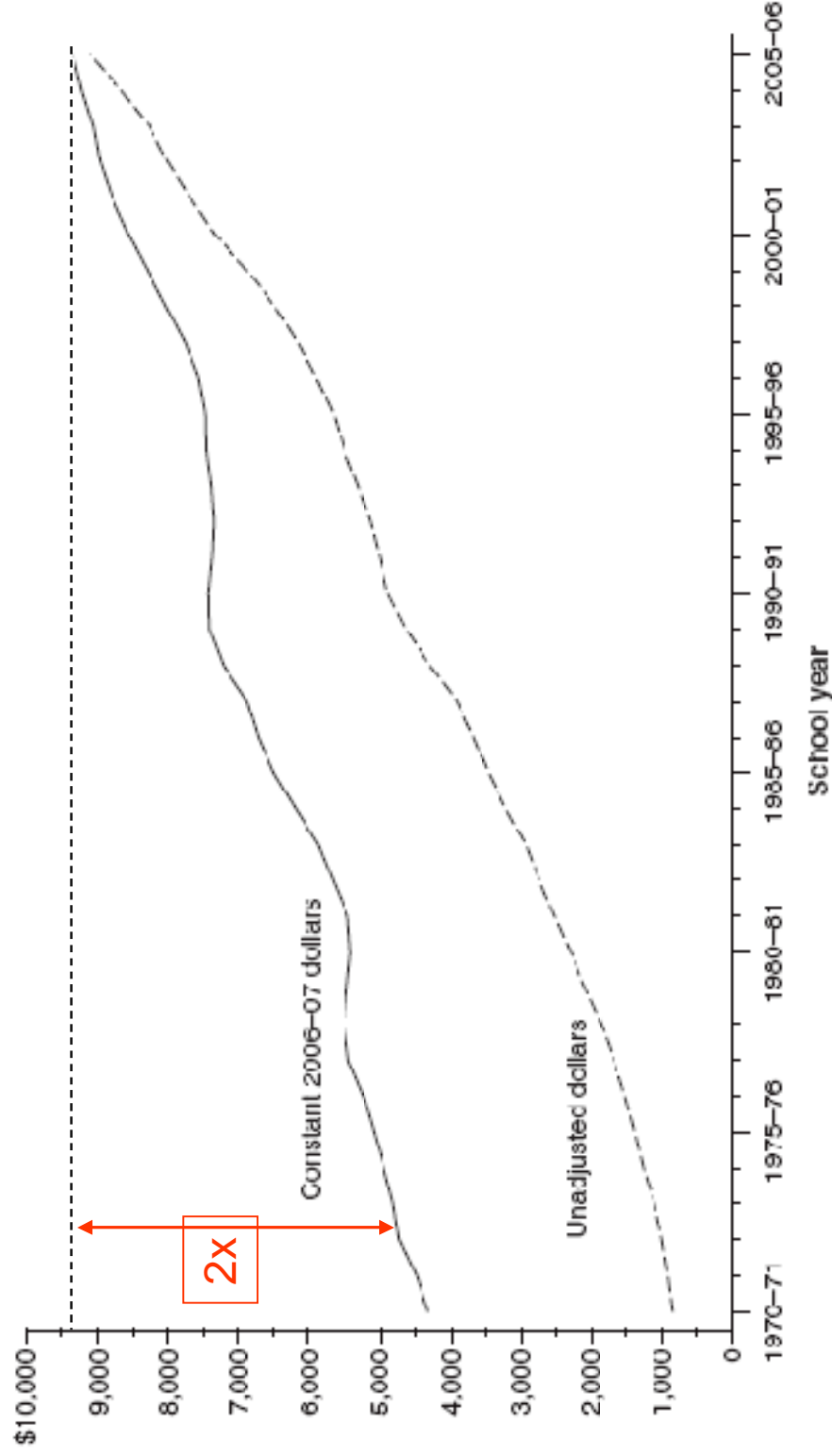
# Despite Massive Spending Increases, Educational Outcomes Have Stagnated



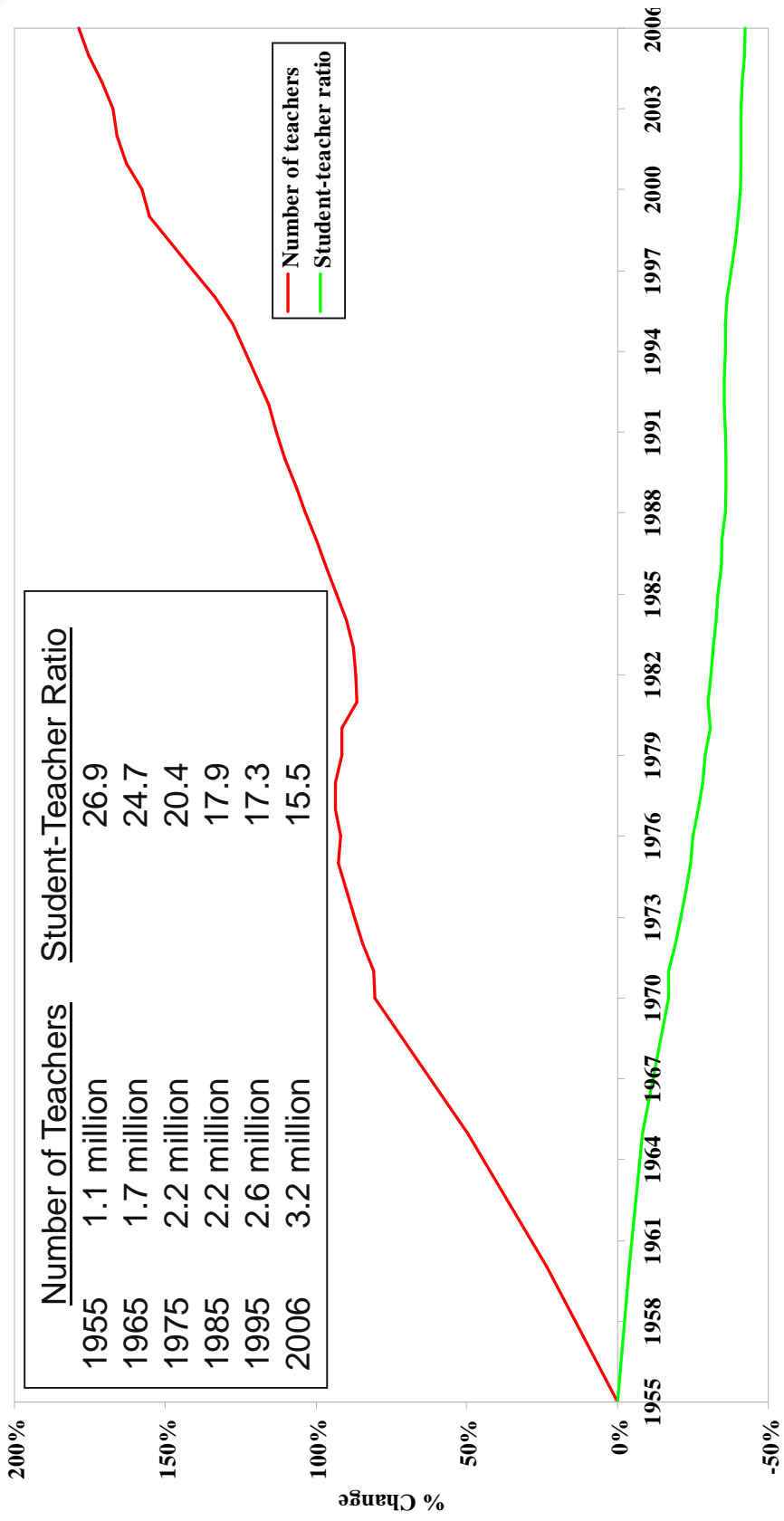
# Overall K-12 Education Spending Has Grown Rapidly Over Time...

Per-Pupil Spending, Adjusted for Inflation, Has *Doubled* Over the Past 35 Years

Current expenditure per pupil in public elementary and secondary schools

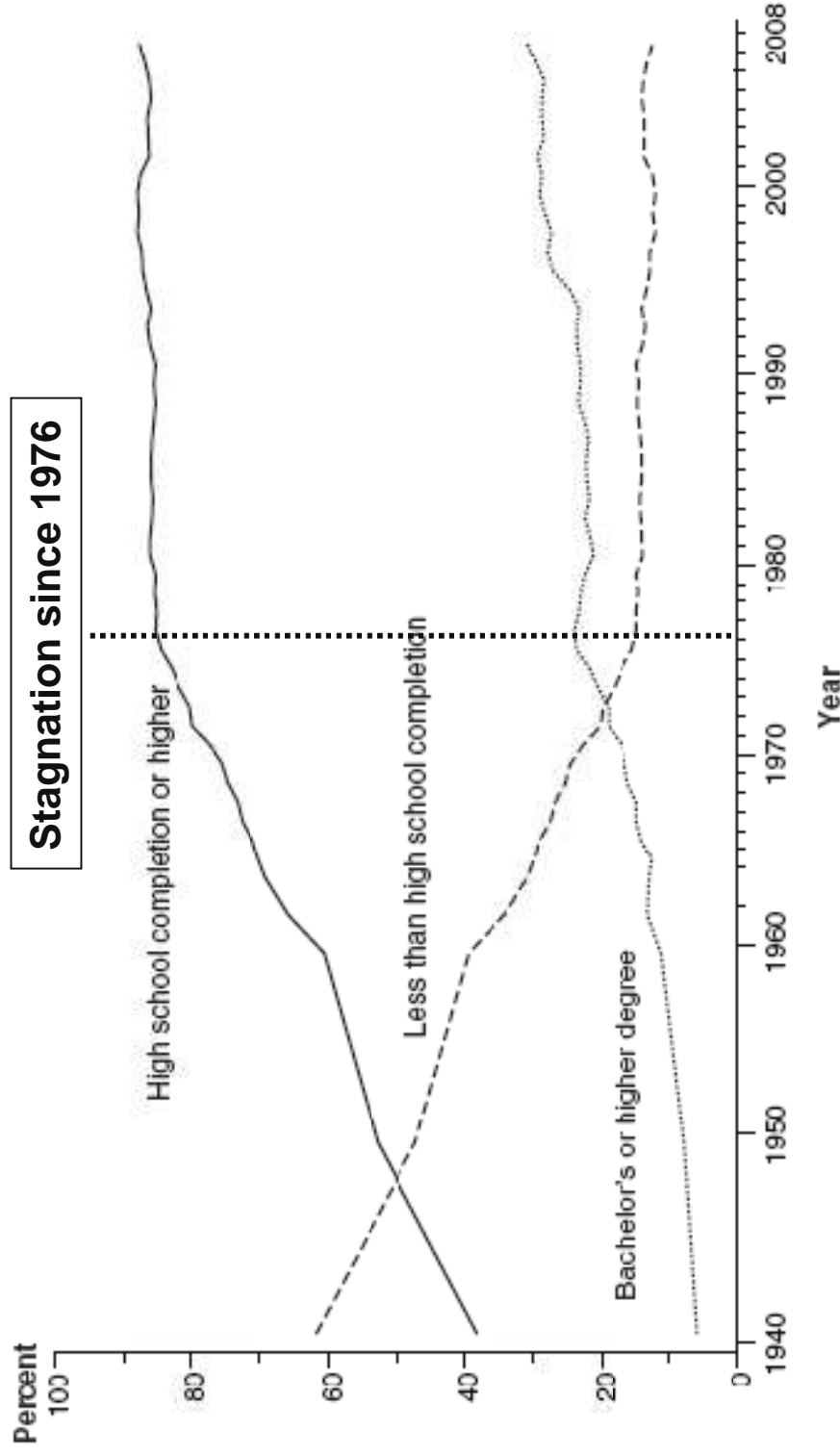


# The Rise in Spending Has Been Driven Mainly by a Tripling in the Number of Teachers Over the Past 50 Years, Which Has Led to a 43% Reduction in the Student-Teacher Ratio

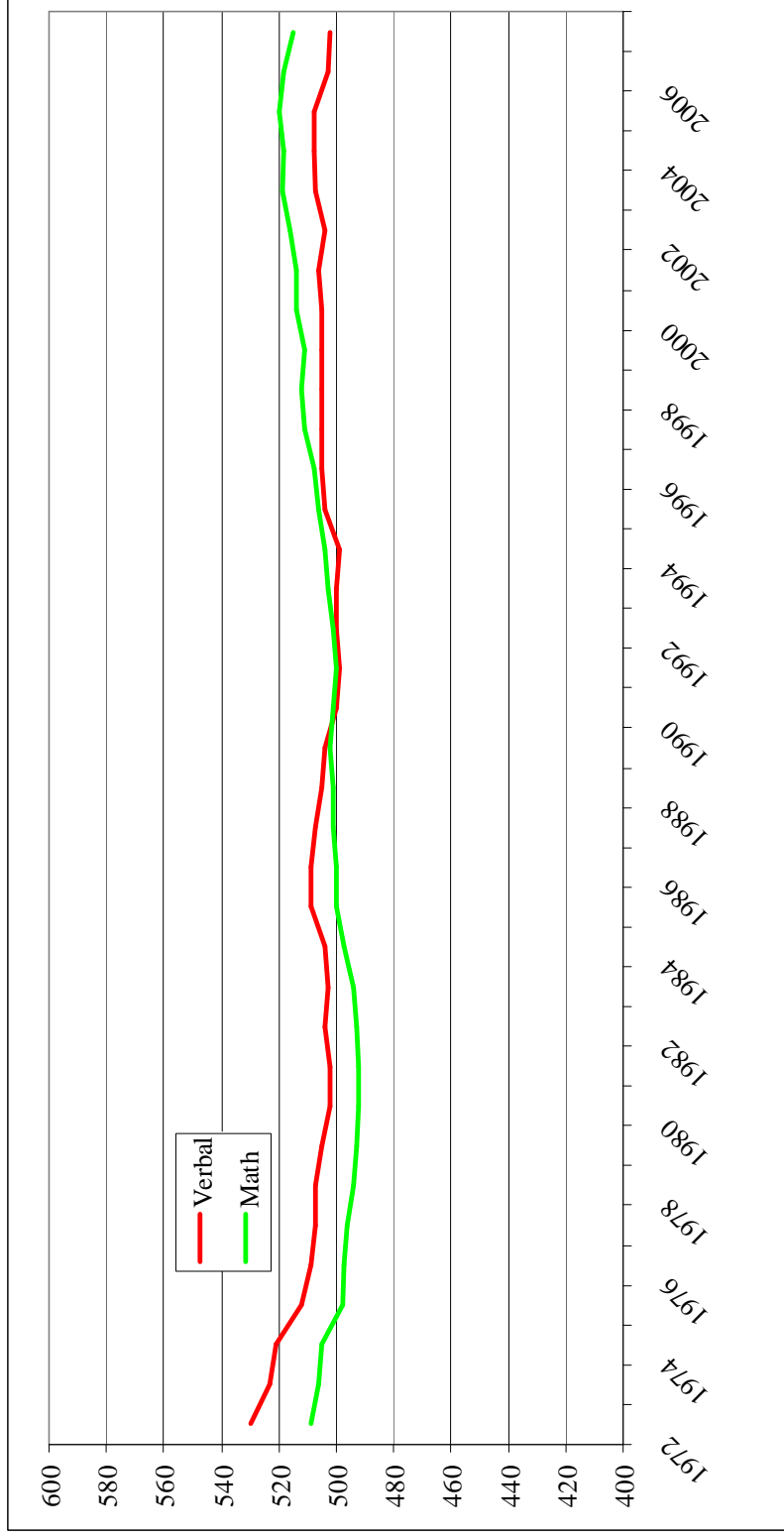


# Despite a Doubling of Spending Since the Mid-1970s, Average Educational Attainment Has Stagnated

Percentage of persons 25-29 years old, by highest level of educational attainment

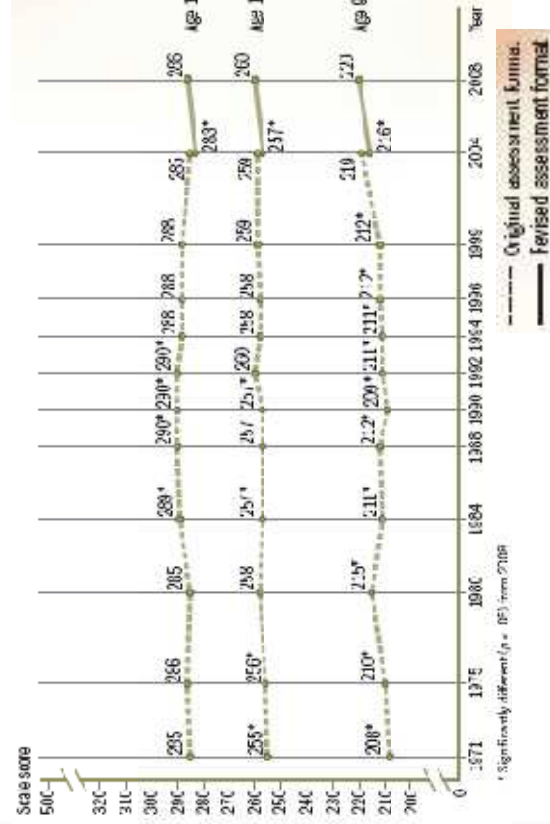


# SAT Scores Haven't Budged Since the Early 1970s

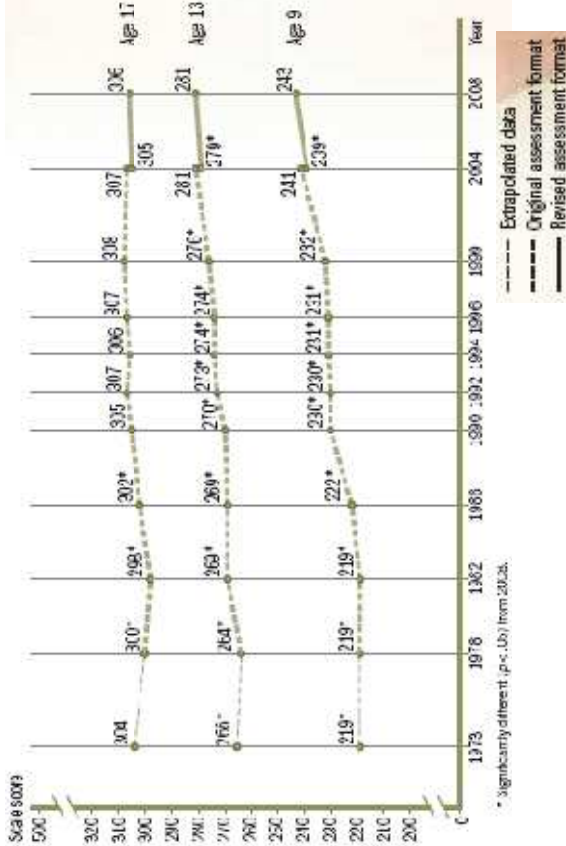


# Federal NAEP (National Assessment of Educational Progress) Scores Have Stagnated As Well

## Reading



## Math

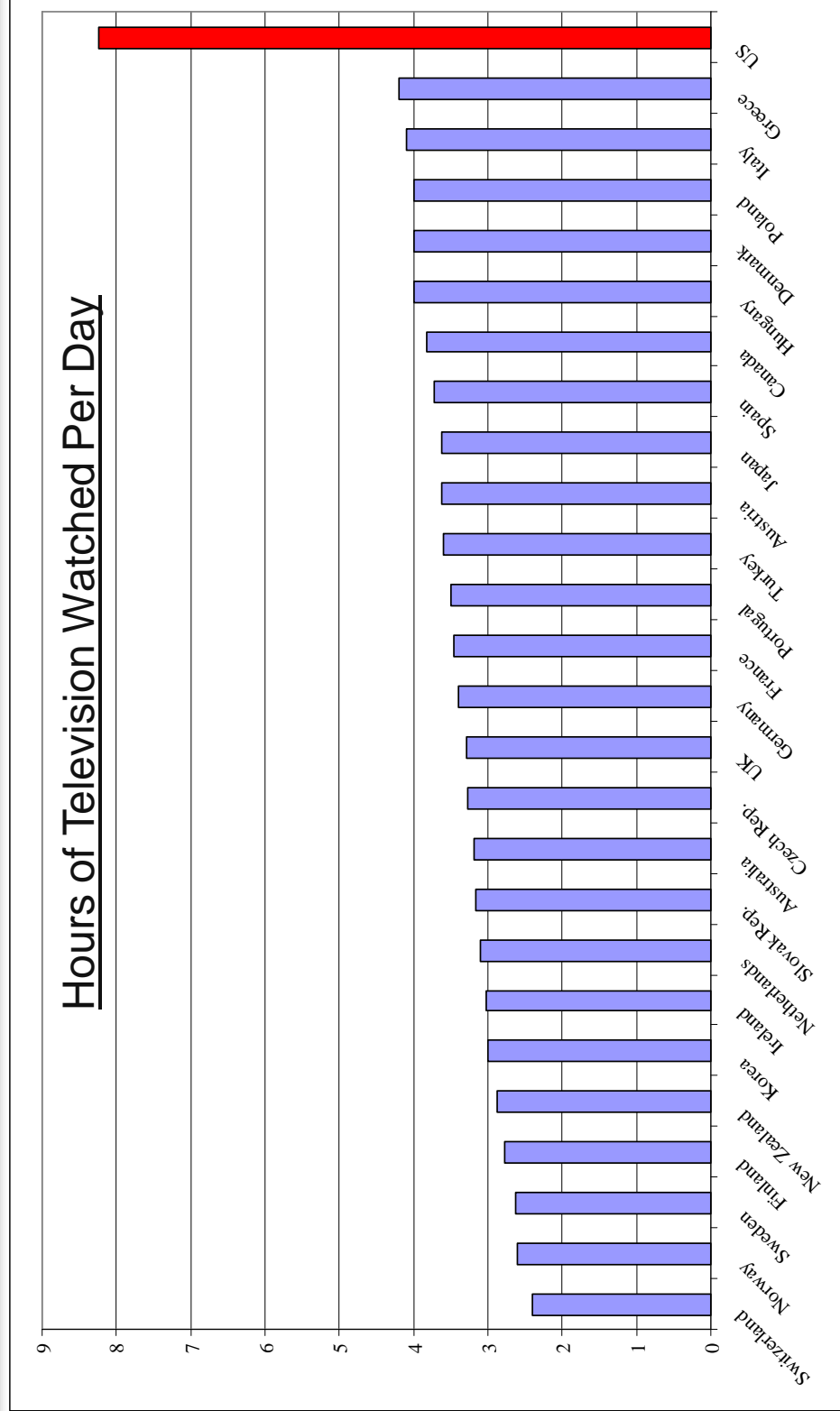


# Why Hasn't Additional Money Resulted in Improved Results?

1. Teacher quality has been falling rapidly over the past few decades
2. Our school systems have become more bureaucratic and unaccountable
3. I also believe that we, as a nation, have been so rich for so long that we have become lazy and complacent. Our youth are spending more time watching TV, listening to iPods, playing video games (up 25% in the last four years), going to sporting events, etc. rather than studying hard.



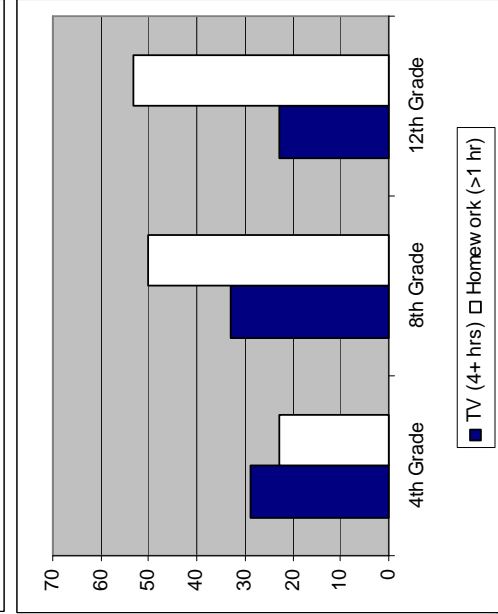
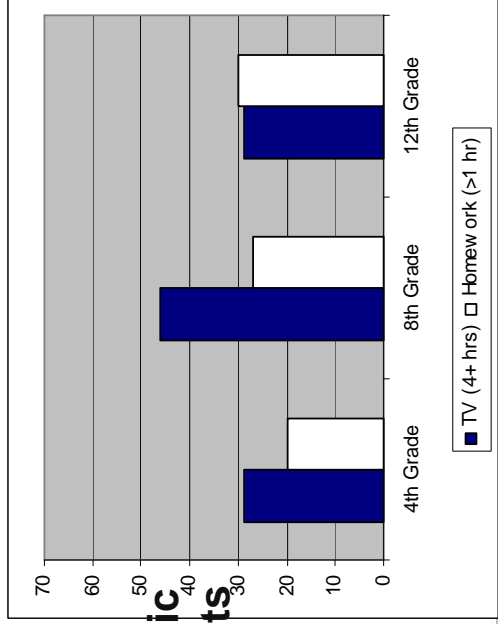
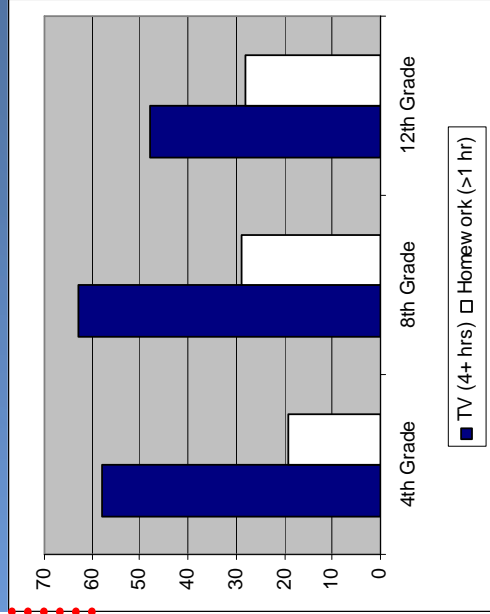
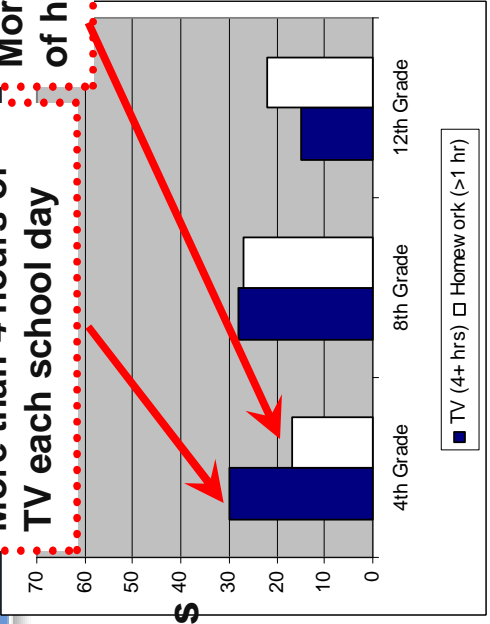
# Americans Watch More Than Twice as Much TV as Any Other Country



# Overall, Students At All Grade Levels Are Spending Far More Time Watching TV Than Doing Homework

More than 4 hours of TV each school day

More than 1 hour of homework

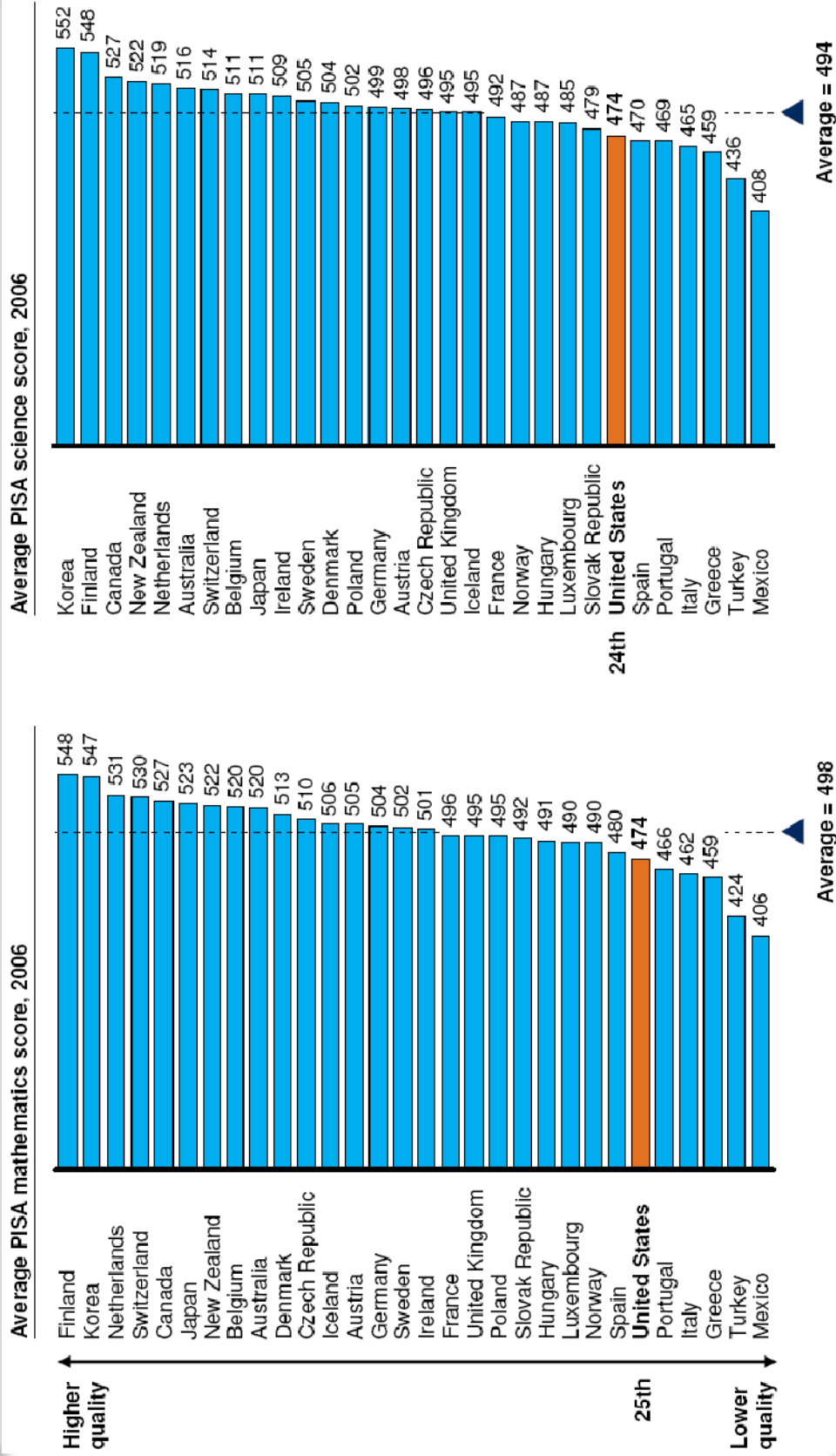




# Achievement Gap #1

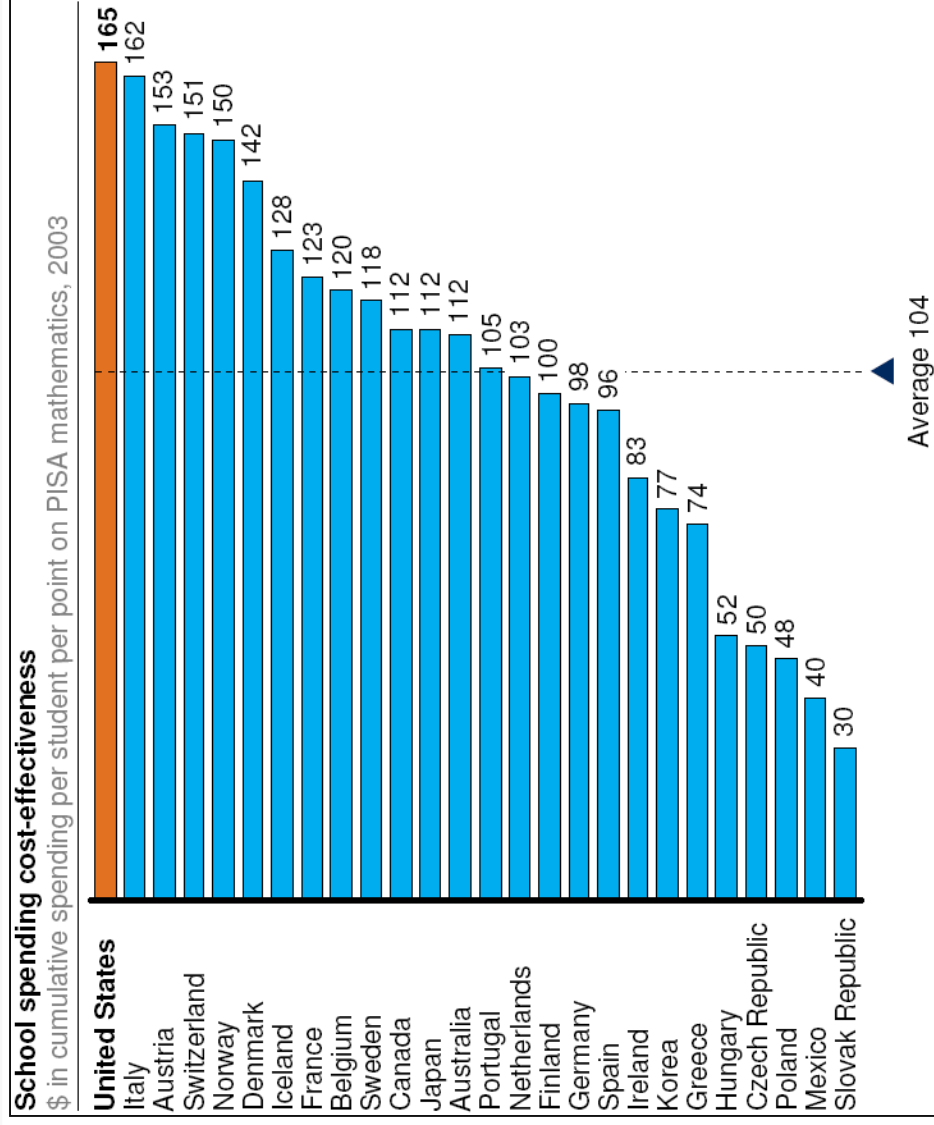
We are falling further and further behind  
our economic competitors

# Our 15-Year-Olds Trail Nearly All Other OECD Countries in Math and Science



Source: OECD; Appeared in *The Economic Impact of the Achievement Gap in America's Schools*, McKinsey & Co., 4/09.

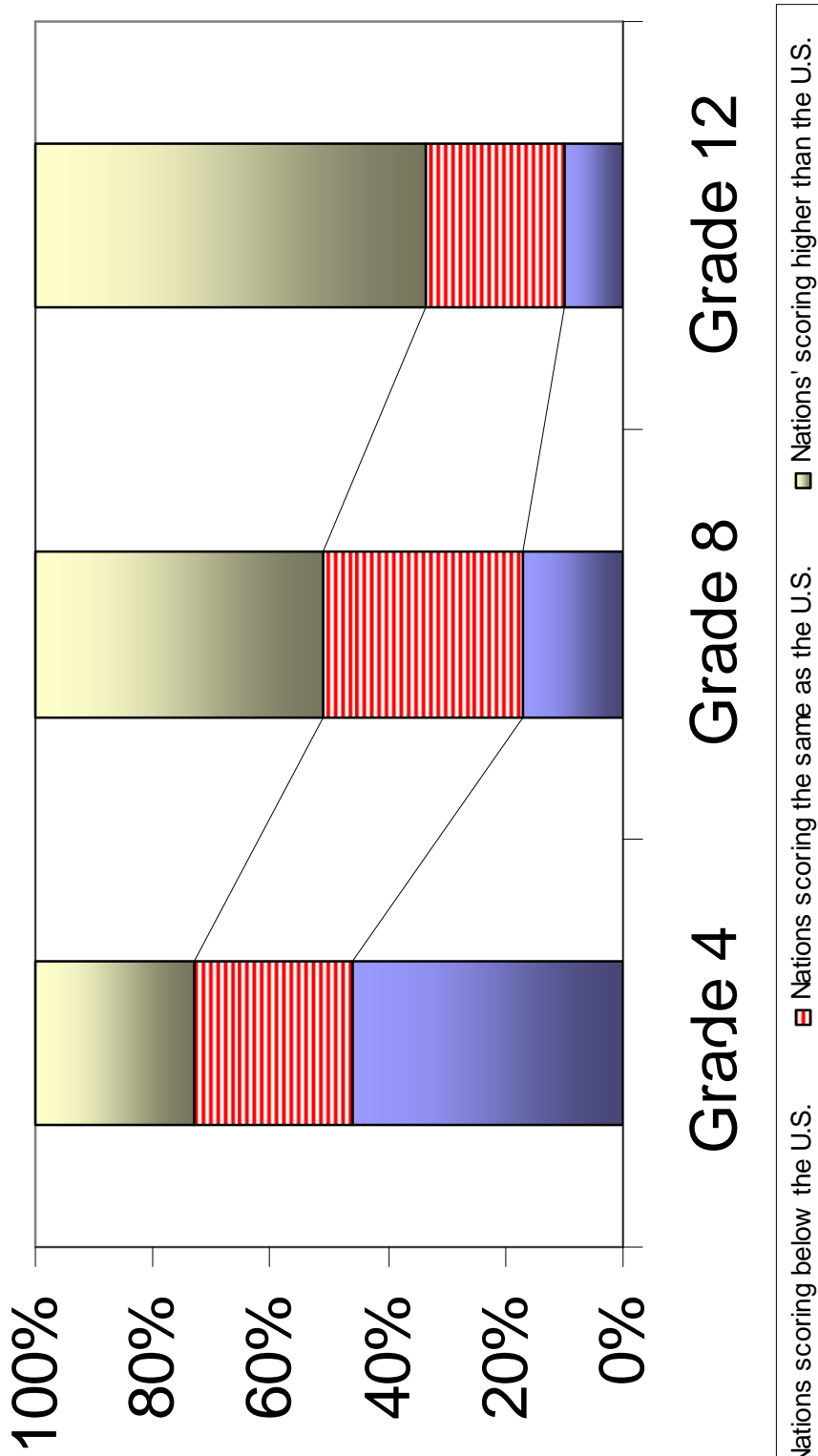
# We Get Very Little Bang for Our Education Buck



Source: National Center for Education Statistics; US Census Bureau; OECD; GovernmentSpending.com; McKinsey analysis; Appeared in [The Economic Impact of the Achievement Gap in America's Schools](#), McKinsey & Co., 4/09.

# Our Relative Performance is Weak – and Declines Dramatically the Longer Our Students Are in School

**Math Performance**

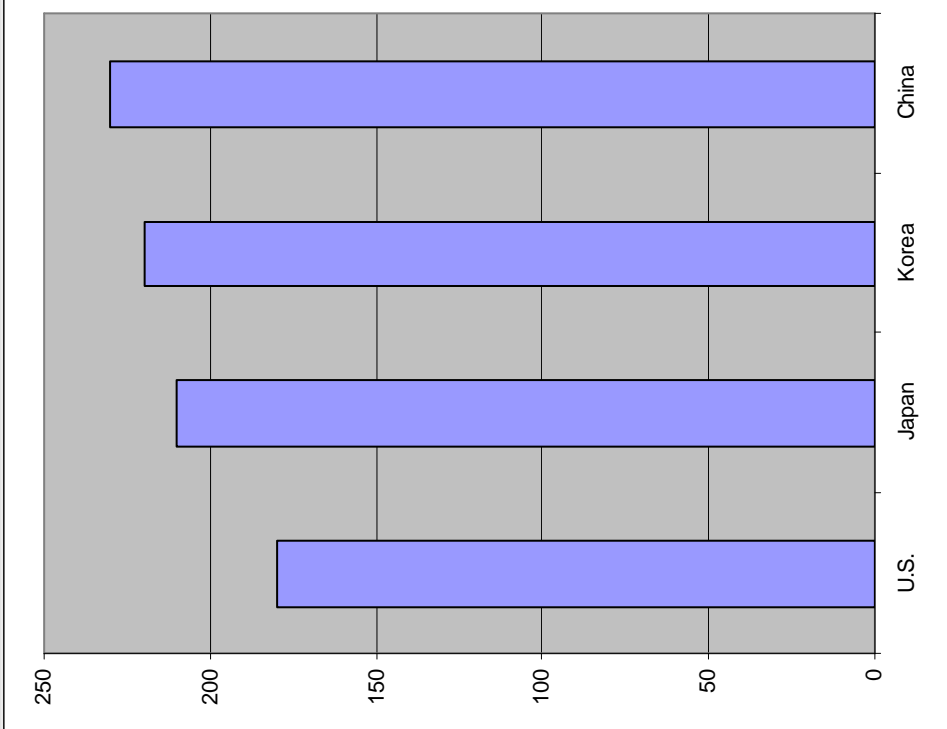


■ Nations scoring below the U.S.   
 ▨ Nations scoring the same as the U.S.   
 ■ Nations scoring higher than the U.S.

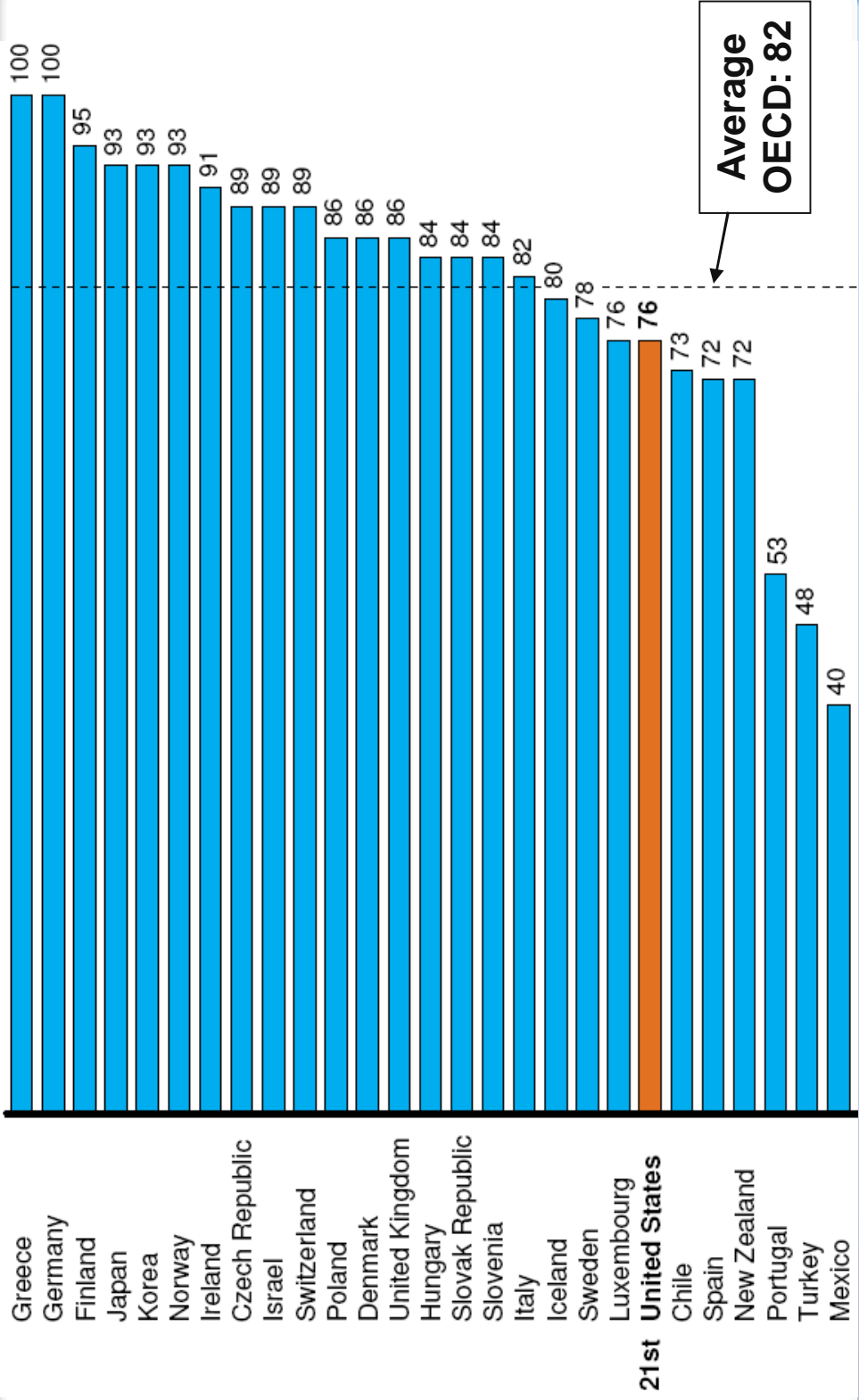
Source: NCES 1999-081R, *Highlights From TIMSS*. Slide courtesy of Education Trust.

# U.S. Students Go to School Fewer Hours per Day and Fewer Days Per Year Than Students in Asia

Over a 13-Year School Career, Students in Asia Receive 2-4 More Years Of Academic Instruction



# Our High School Graduation Rate Lags Nearly All Other OECD Countries

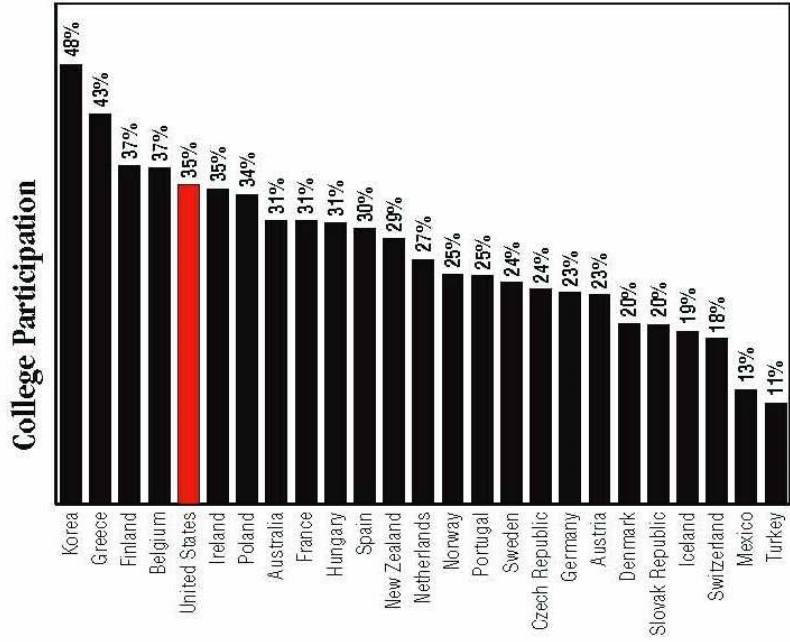


Source: OECD, Education at a Glance, 2007; 2005 data; Appeared in *The Economic Impact of the Achievement Gap in America's Schools*, McKinsey & Co., 4/09.



# The U.S. Remains Among the Leaders in College Participation

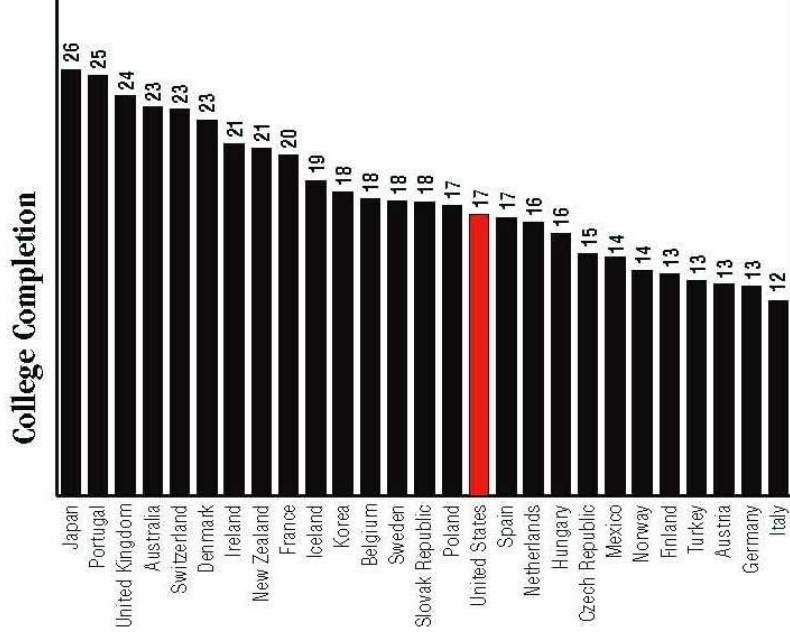
## But it Ranks in the Bottom Half in College Completion



Percent of Young Adults (Ages 18 to 24) Currently Enrolled in College.

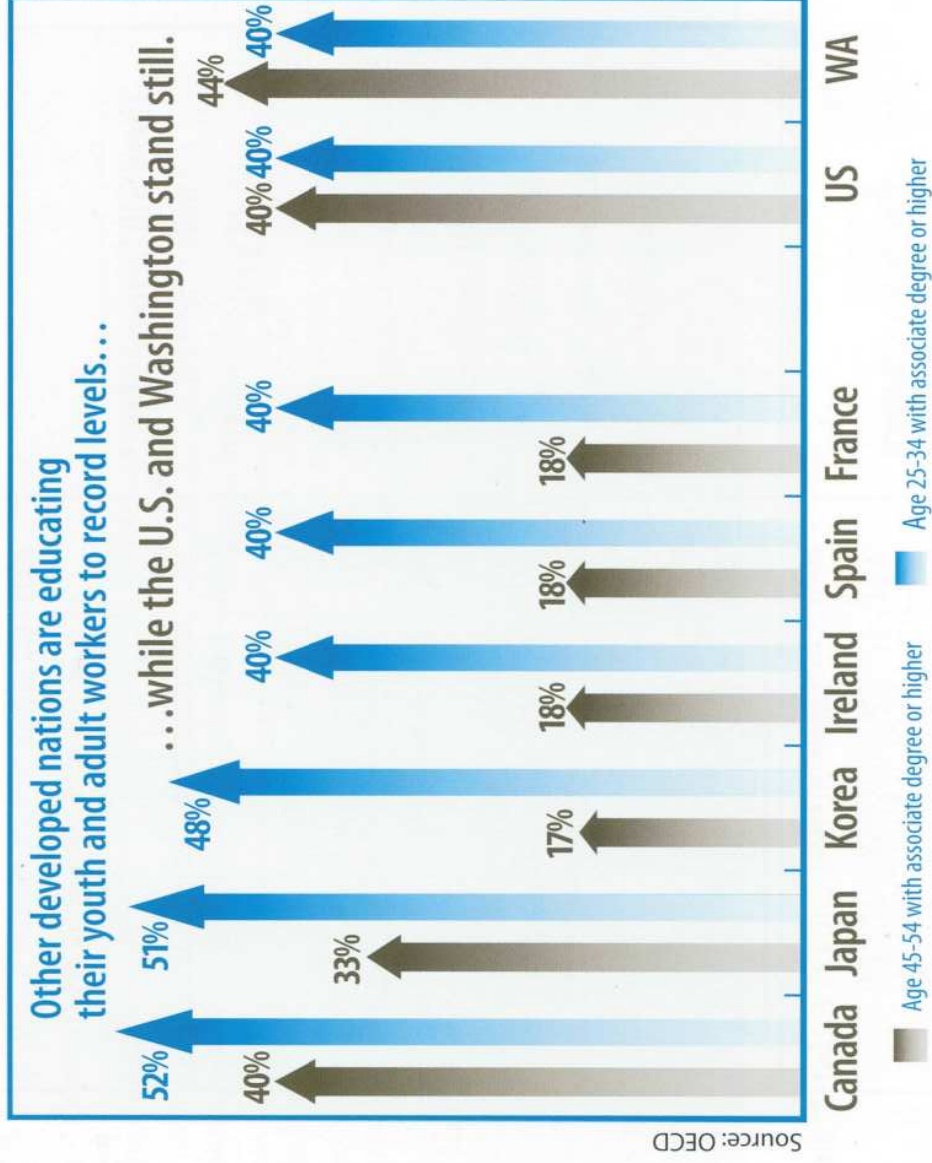
Total Number of Degrees/Certificates Completed per 100 Students Enrolled.

Source: Organisation of Economic Co-operation and Development (OECD). Data are for 2003.



35% of our young adults are in college, but they receive only 17 degrees/100 students. In Portugal, the ratio is 1:1.

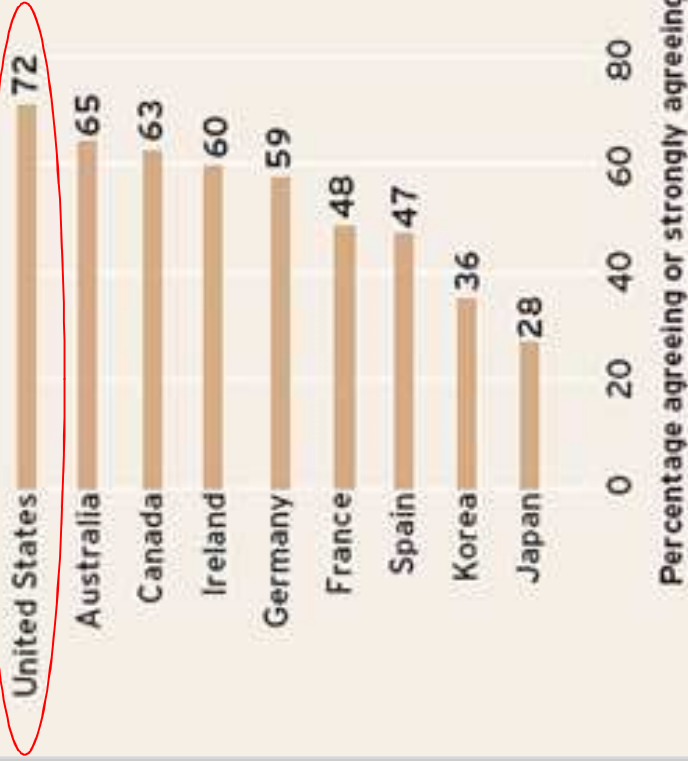
# Our College Completion Rate Has Stagnated, Allowing Our Economic Competitors to Pass Us



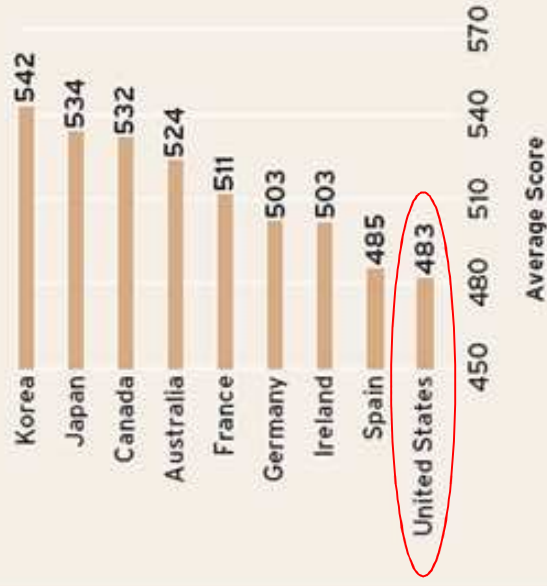
# American Students Score Highly in Only One Area Relative to Their International Peers: Self-Confidence

We need our students to have high self-esteem that is rooted in high achievement

"I get good marks in mathematics."



Mathematics Literacy

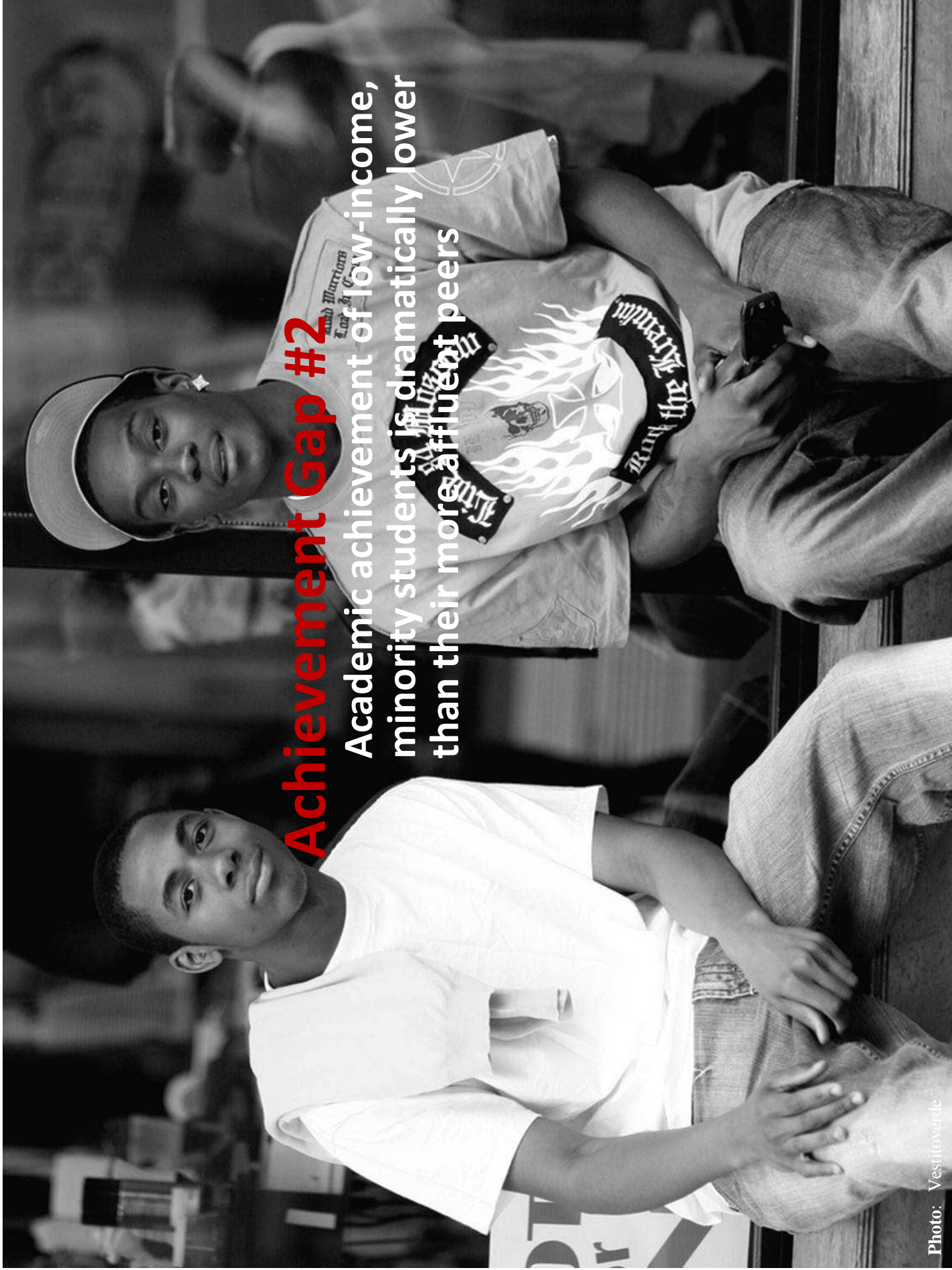


Note: Scores were reported for 39 countries in PISA 2003. The above figures depict the United States, which ranked 27th in math, and a sample of eight countries with average mathematics literacy scores higher than those of the United States.

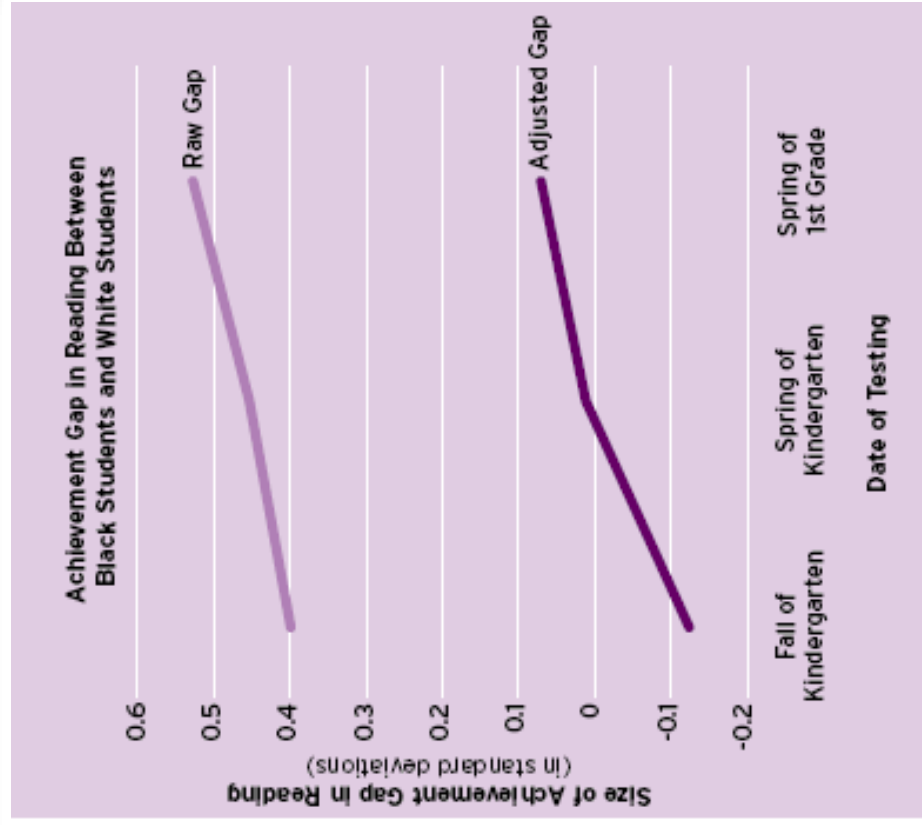
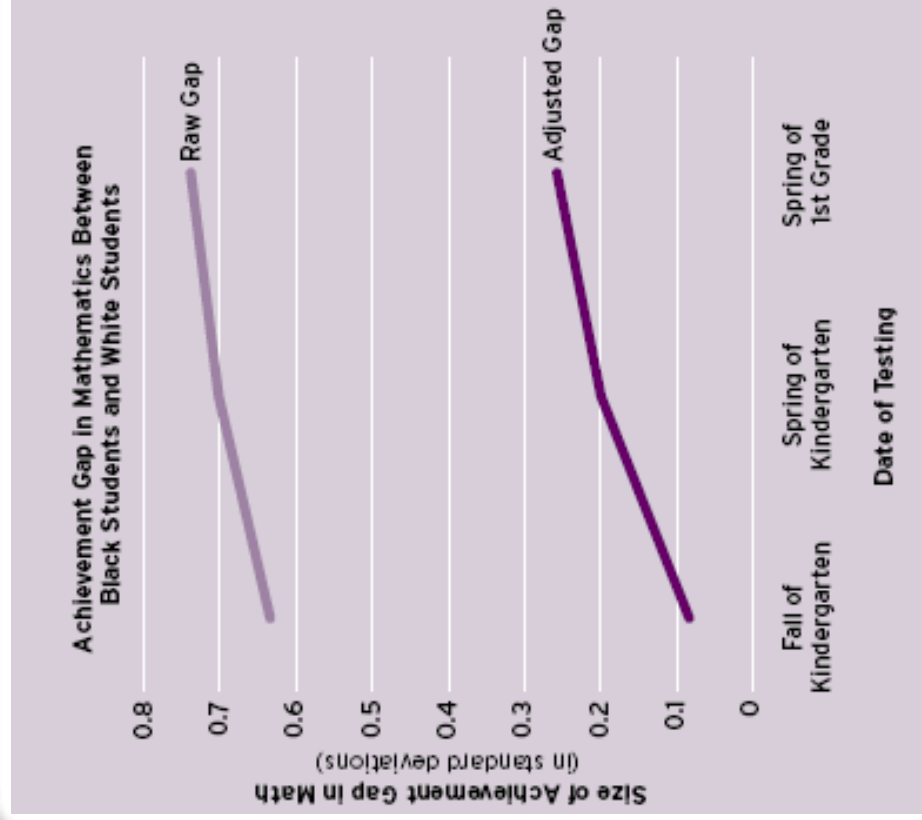
SOURCE: Organization for Economic Co-operation and Development (OECD).  
"Learning for Tomorrow's World—First Results from PISA 2003"

## Achievement Gap #2

Academic achievement of low-income, minority students is dramatically lower than their more affluent peers



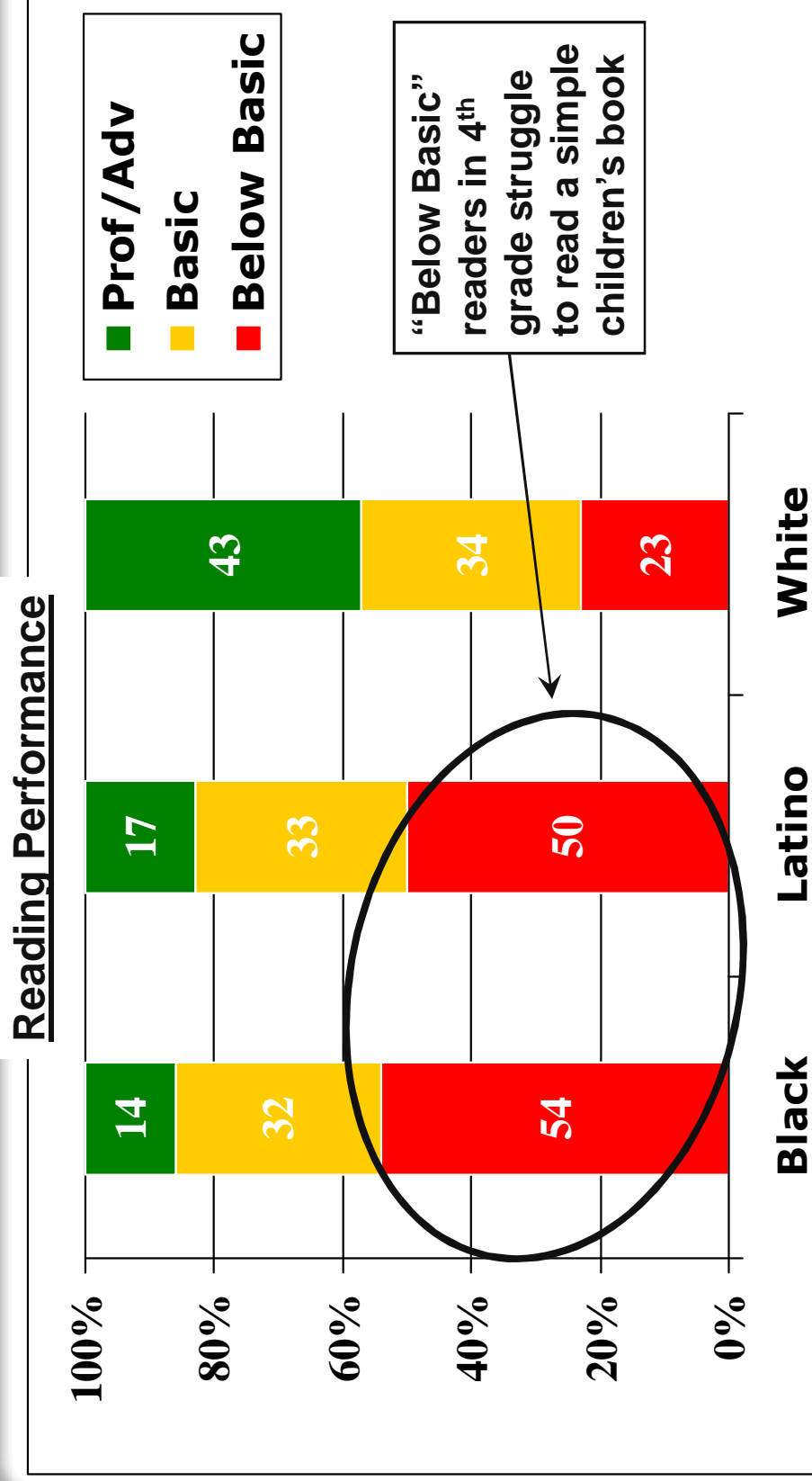
# The Black-White Achievement Gap Is Present When Children Enter School – And Begins Widening Immediately



**Note:** In the figures above, the Raw Gap represents the actual difference in test scores between black students and white students. The Adjusted Gap represents the remaining inter-ethnic test-score gap after adjusting the data for the influence of students' background characteristics. Adjusted results control for socioeconomic status, number of books in the home, gender, age, birth weight, WIC participation, and mother's age at birth of first child. All adjusted gaps are statistically significant at the .05 level. Where the results indicate that the gap is negative, black children with similar characteristics actually score higher than their white counterparts.

**Source:** Authors' calculations based on data from the *Early Childhood Longitudinal Study Kindergarten Cohort* (1998), U.S. Department of Education, appeared in [Falling Behind](#), Fryer & Levitt, Education Next, Fall 2004.

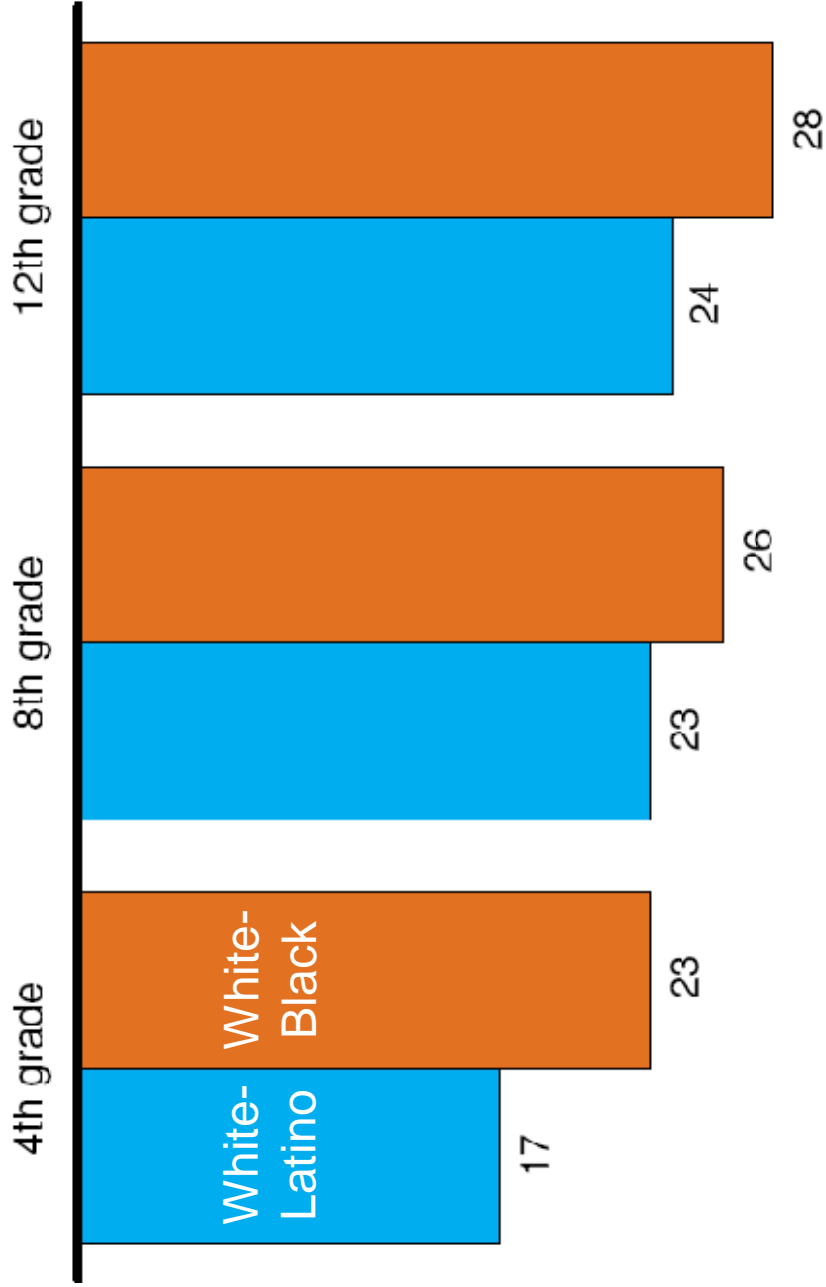
# The Majority of Black and Latino 4<sup>th</sup> Graders Are Illiterate



# The Achievement Gaps Widen The Longer Students Are in School

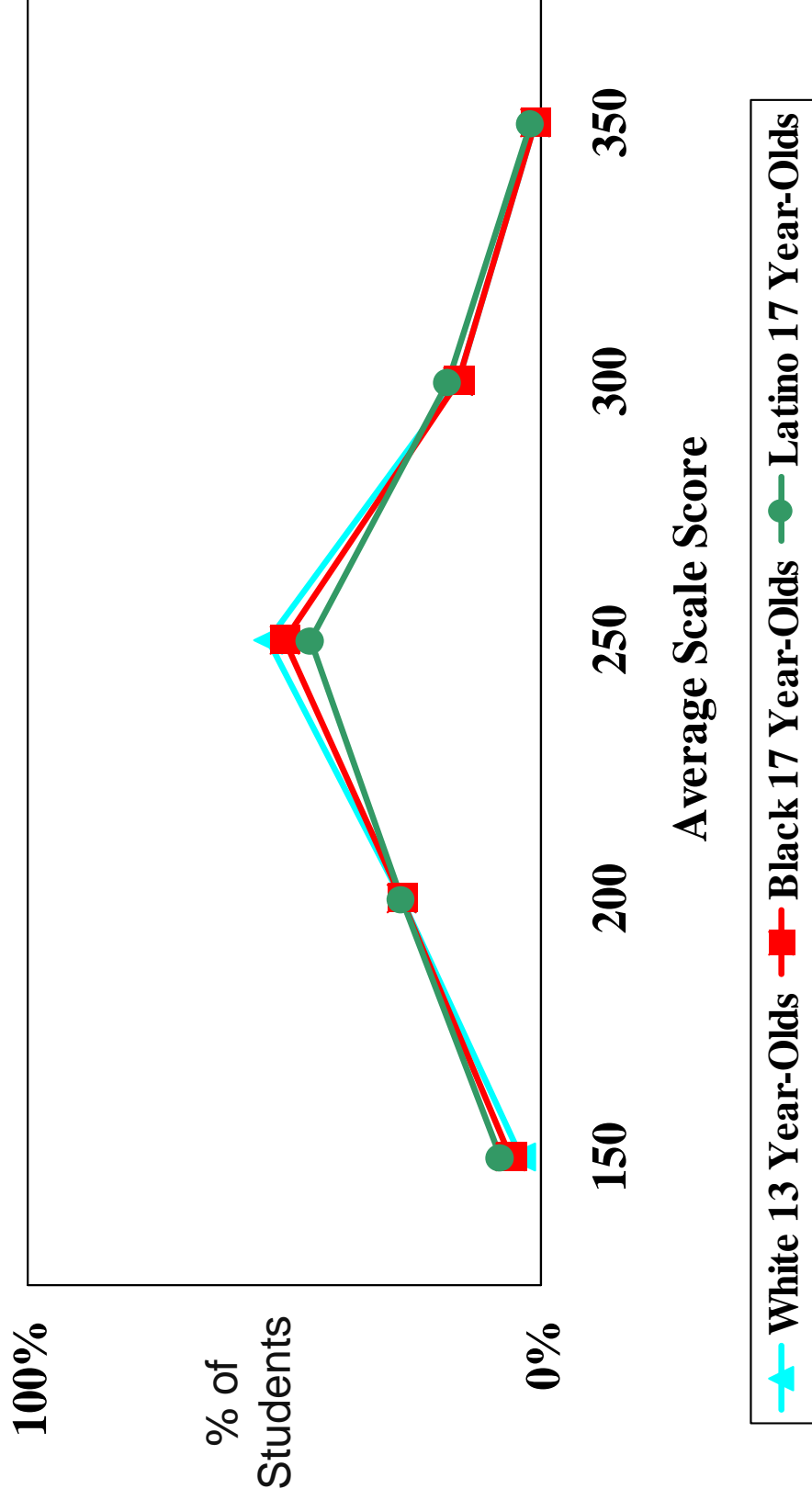
**Difference in NAEP Math scores, 2004**

Number of points



# Black and Latino 12<sup>th</sup> Graders Read at the Same Level As White 8<sup>th</sup> Graders

(The Same is True in Math)

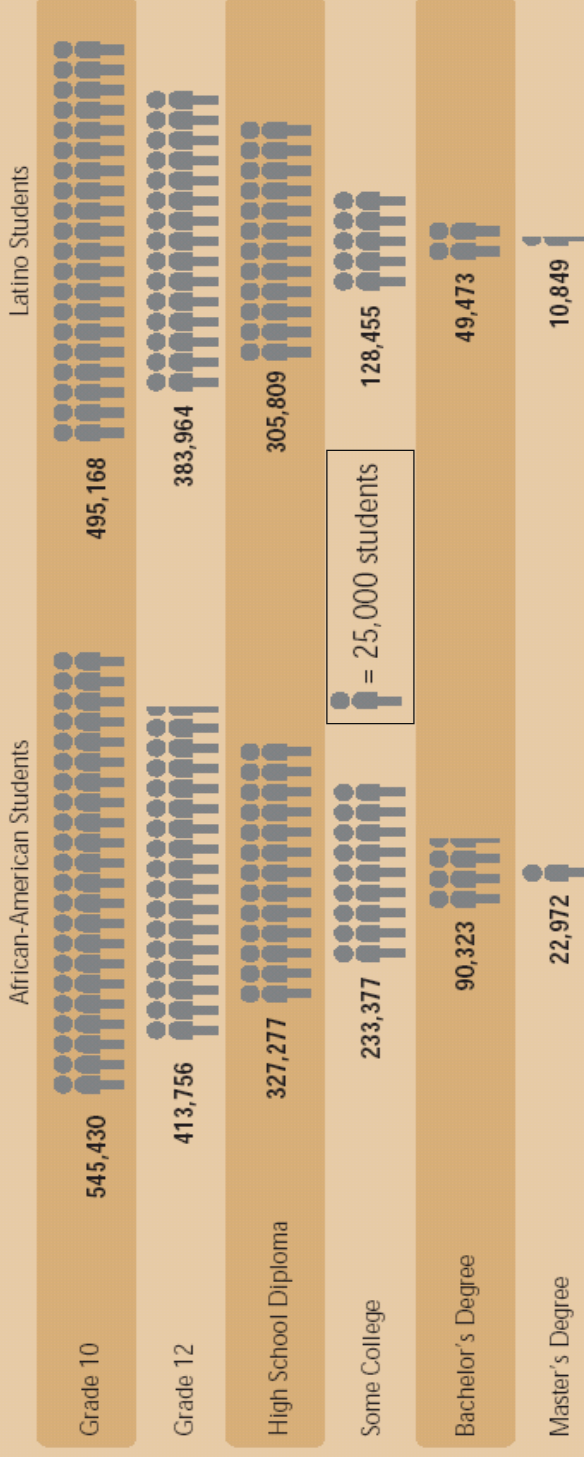




# Few Black and Latino Students Make It to College – And Even Fewer Graduate

## Losing Our Children...

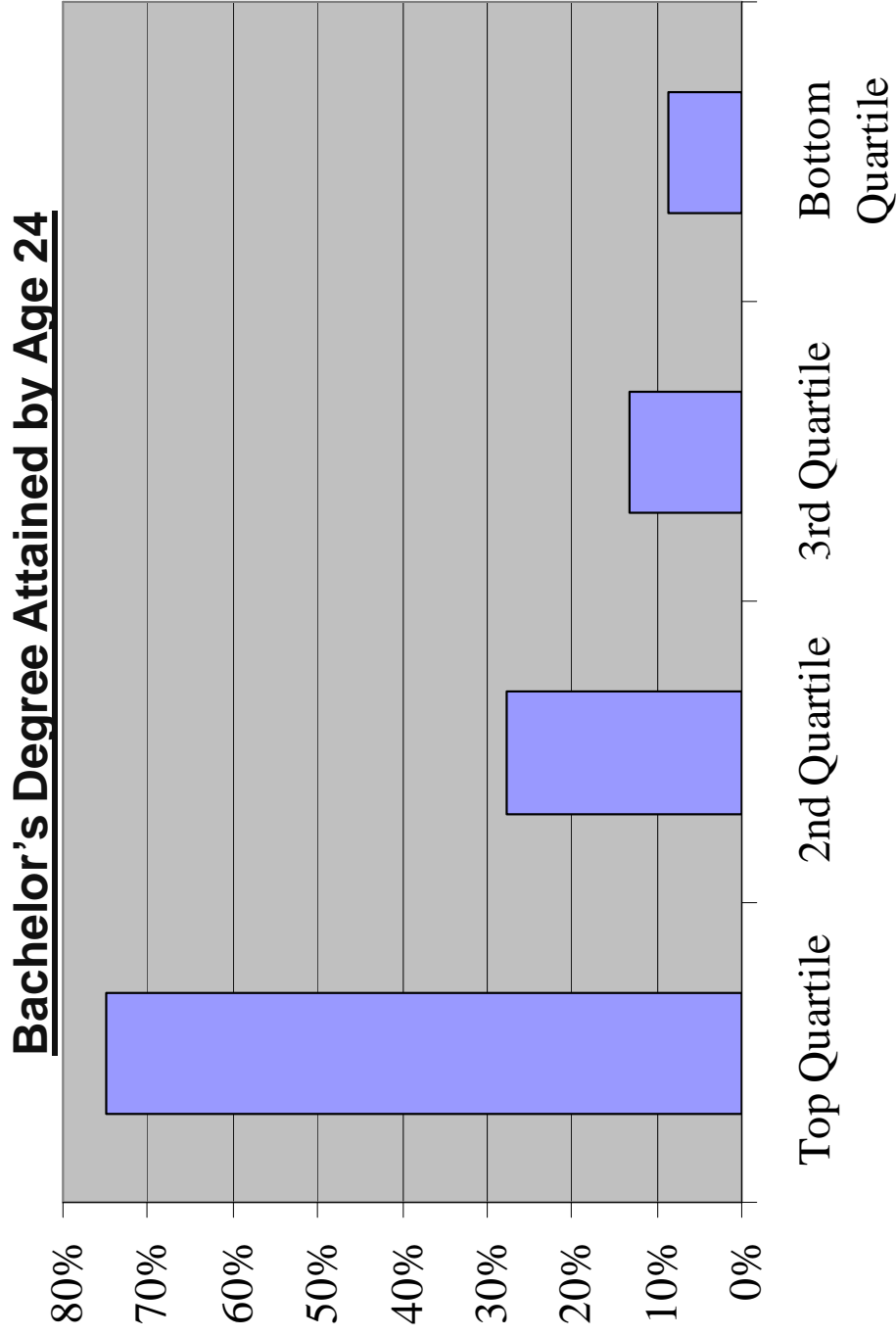
Roughly one million African-American and Latino students enter 10th grade in a given year, but their numbers drop off dramatically as they move through the educational system. The squandered potential behind these numbers is immeasurable.



**Of African-American and Latino students who receive a high school diploma, only 28% and 16%, respectively, receive a bachelor's degree**

Note: These are estimates of the numbers of students who make it to key points in the educational system. The numbers of students in the 'Some College,' 'Bachelor's Degree,' and 'Master's Degree' categories were calculated by applying the rate at which 25- to 29-year-olds made it to these points in 2001 to the number of first-graders in 1992.

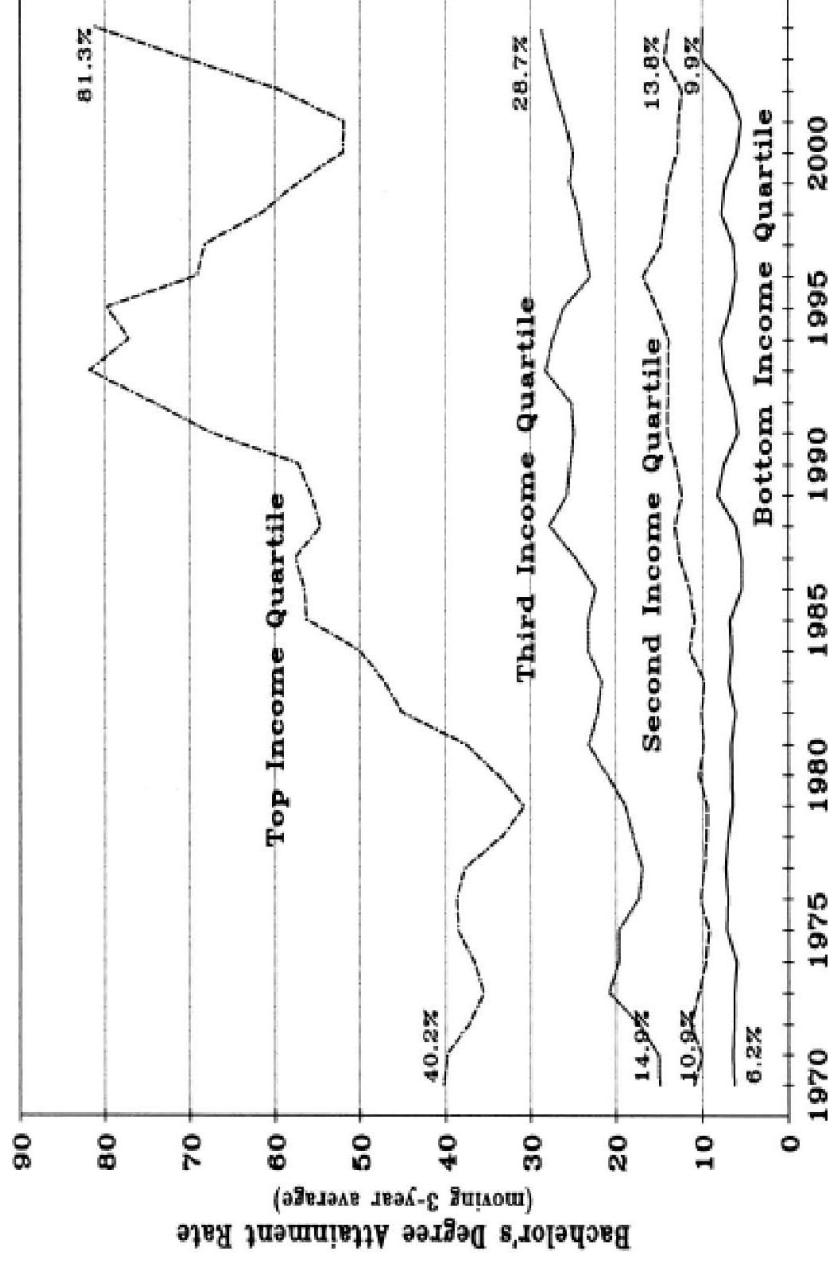
# Very Few Children from Low-Income Households Are Graduating From Any Four-Year Colleges



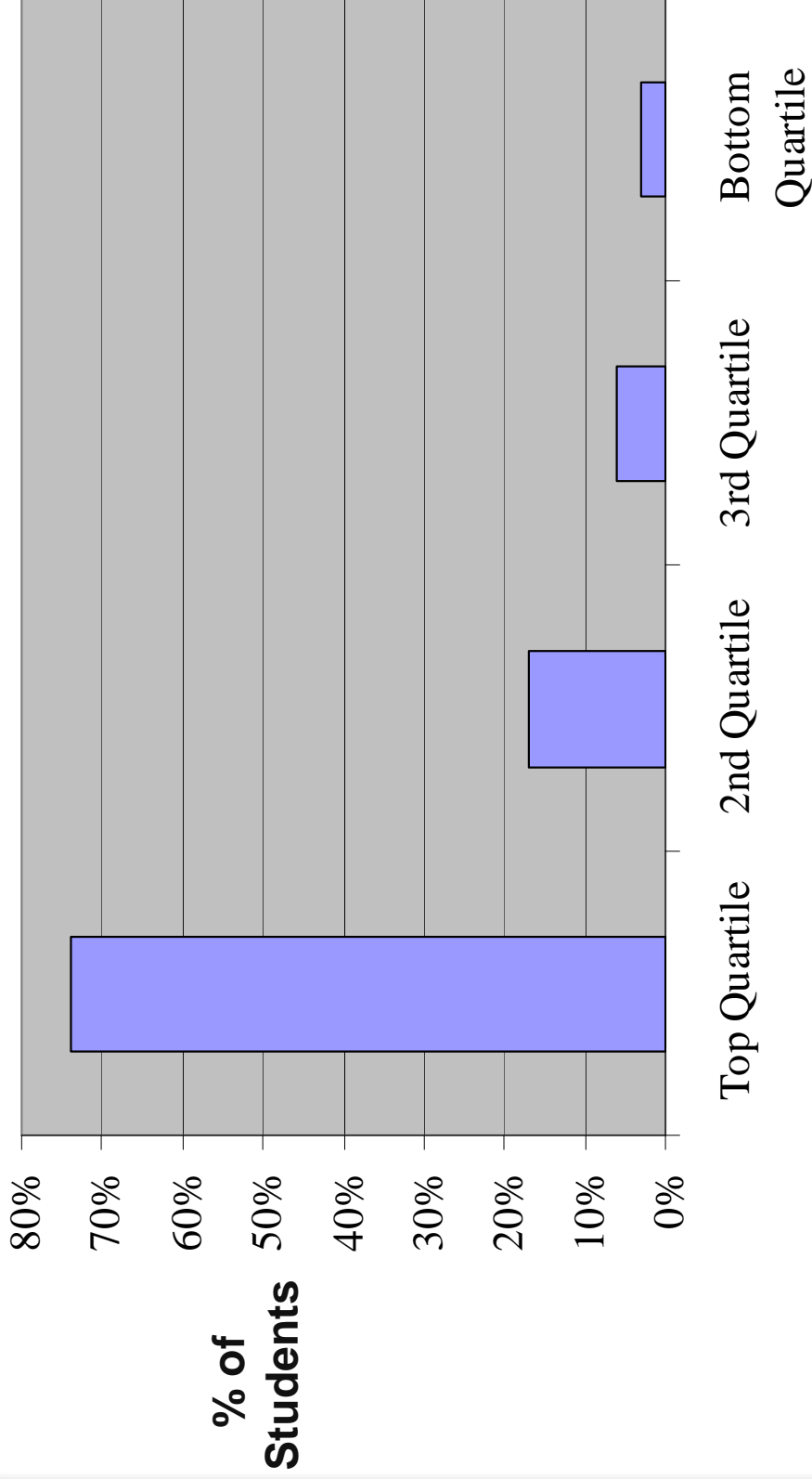
Notes: 2003 data. Household income limits: Top quartile: \$95,040+; 2<sup>nd</sup> quartile: \$62,628-\$95,040; 3<sup>rd</sup> quartile: \$35,901-\$62,628; Bottom quartile: <\$35,901.  
Source: [www.postsecondary.org/archives/Reports/Spreadsheets/DegreeBy24.htm](http://www.postsecondary.org/archives/Reports/Spreadsheets/DegreeBy24.htm)

# Very Few Children from Low-Income Households Are Graduating From Any Four-Year Colleges...And There Has Been Little Improvement Over the Past 40 Years

Estimated Baccalaureate Degree Attainment by Age 24 by Family Income Quartile 1970 to 2004



# 74% of Students at Elite Colleges Are From Top Quartile Households and Only 9% Are From Bottom Half Households



Notes: Elite colleges are the 146 most selective, as determined by *Barron's: Profiles of American Colleges*, 24th ed.  
Source: [Socioeconomic Status, Race/Ethnicity, and Selective College Admissions](#), Carnevale & Rose, Century Foundation.

## Even the Better Students – the Ones Who Go to College – Are Alarmingly Unprepared

- Close to *half* of the students who enter college need remedial courses
  - At Cal State, the system admits only students with at least a B average in high school, yet 37% of the incoming class last year needed remedial math, and 45% needed remedial English
- According to scores on the 2006 ACT college entrance exam, only 21% of students applying to four-year institutions are ready for college-level work in all four areas tested: reading, writing, math and biology
- Lack of preparedness leads to nearly half of all students beginning higher education by attending a community college, which has negative consequences:
  - One study showed that 73% of students entering community college hoped to earn four-year degrees, but only 22% had done so after six years
  - The Pew Charitable Trusts recently found that three-quarters of community college graduates were not literate enough to handle everyday tasks like comparing viewpoints in newspaper editorials or calculating the cost of food items per ounce

# The Failure of So Many of Our Schools Costs Our Society Enormously

- We are paying higher and higher taxes to pay for the increasing cost of our public schools, yet they are failing to deliver improved performance
- To compensate for underprepared workers, U.S. industry spends about \$25 billion yearly on remediation
- High school dropouts are:
  - More likely to be unemployed
  - Earn lower wages
  - Have higher rates of public assistance
  - Are more likely to be single parents
    - 52% of males who fail to finish high school father a child out of wedlock
  - Have children at a younger age
  - More likely to become criminals and end up in jail...or dead
    - 82% of America's prisoners are high school dropouts
    - 80% of prison inmates are functionally illiterate
    - 52% of African-American men who fail to finish high school end up in prison at some point in their lives

# Why Are Low-Income, Minority Students Performing So Poorly?

- There are many reasons why low-income, minority children are performing so poorly academically – and many of these reasons are beyond the control of schools
  - There is no doubt that children from troubled communities and families, in which few people have completed high school, much less college, are a challenge to educate
- When asked to explain the achievement gap, surveys show that most Americans cite lazy, unmotivated students and parents who don't care about education
- There are, however, many schools that are generating extraordinary academic success with precisely these children
- Thus, we must reject a “blame the victim” mentality
- Given that many low-income, minority children enter school with two strikes against them, they need the best schools and teachers to change their life trajectories, yet they get the worst; they overwhelmingly get the lowest quality teachers and attend school systems that are deeply dysfunctional and unaccountable, with skewed incentives

**In summary, the color of your skin and your zip code is almost entirely determinative of the quality of the public education this nation provides. This is deeply, profoundly wrong and is contrary to everything this nation stands for**

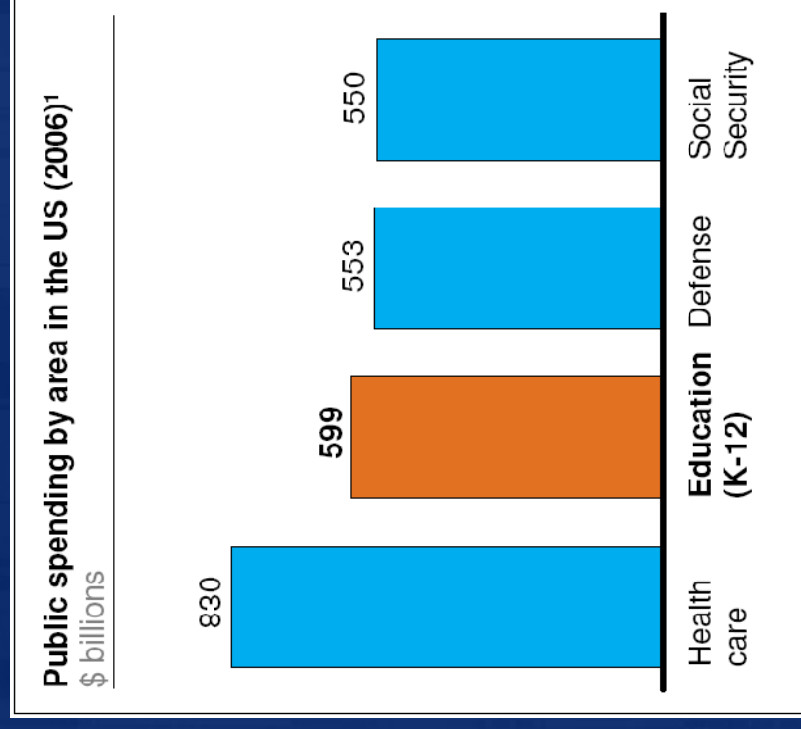


**Fixing the System**  
starts with understanding it



# Overview of Our K-12 Public School System Today

- 48.1 million public school students in 98,793 schools in 13,862 independent school districts
- Total spending approaching of \$600 billion dollars annually, exceeding all areas of government spending except healthcare
- A high degree of state and local autonomy
  - No scale/R&D
  - No common metric of success
  - Fiscal inequity
- A “delivery system” that has changed little for generations
- Entrenched bureaucratic system of top-down governance
- Overall, there are a small percentage of excellent schools, usually serving the most privileged families, a wide swath of mediocrity, and a catastrophically failing system among the bottom 25% of schools, which victimize mostly low-income, minority students (there are exceptions, of course)



Source: Digest of Education Statistics, 2008 (2006-07 data); chart: The Economic Impact of the Achievement Gap in America's Schools, McKinsey & Co., 4/09.

# There Are Two General Approaches to Fixing Our Schools

## Improve the Current System

- More choice *among* public schools
- Set high standards, benchmarked against international standards
- Hire/train better principals and empower them
- Better measure student achievement and teacher effectiveness, in part by improving collection and use of data
- Hold principals and teachers accountable for improving student achievement, and reward those that deliver it
- Distribute teacher talent more equitably
- Pay teachers more in certain high-demand subject areas, in hard-to-staff schools, and based on merit
- Renegotiate onerous provisions of teacher contracts (make it harder to get tenure and easier to remove ineffective teachers, eliminate seniority “bumping” rights, etc.)
- Eliminate social promotion
- Lengthen the school day and year
- Take strong actions to address chronically underperforming schools

## Create Alternatives To It

- Create choices outside of the traditional public school system via charter schools, tuition vouchers and tax credits. This will both create better options for many students *and* spur the regular public schools to improve, benefiting even the students “left behind”

## We Need to Adopt *Both* Strategies

- Choice programs/schools (like KIPP and Achievement First) provide critical lifelines for over 1 million children, and are also laboratories of innovation and models for change
  - 1.4 million students attended 4,600 charter schools in 40 states and the District of Columbia
- Once they reach a critical mass, choice programs/schools do indeed create pressure for change – but this is often not enough
  - “In the absence of broader organizational and institutional changes, choice-driven competition is unlikely to deliver the results that its proponents desire.” – Frederick Hess, author of Common Sense School Reform
- For the foreseeable future, the vast majority of children will continue to be educated at their local public school
- First and foremost, parents don’t want choice – they want a good local school!

# The United States Has Two Educational Systems One Is Failing Miserably, While the Other Is the Envy of the World

Charter Schools Succeed Because the System in Which They Must Operate is Similar to Our Post-Secondary System

## K-12 Public Schools

- Only people with means can afford to opt out of the public schools
  - Private Schools
  - Move to neighboring area with better schools
- Public schools have dominant market share
- Students and their parents typically have little or no choice of school; they are assigned to one school based on where they live
- Money doesn't follow students; if they don't attend their local public school, they get nothing
  - If students or their parents are dissatisfied with a school, they have few options
- Failing schools typically face few consequences
- Teachers, even the most ineffective teachers, almost always get tenure within a few years
- Very little innovation and specialization among schools

## Post-Secondary System

- Public, private and religious schools all compete fiercely for students
- No one type of school has dominant market share
- Students and their parents choose among a vast array of options which school is best, depending on each student's interests and needs
- Money in the form of scholarships and student loans – both public and private – largely follows students
  - If students or their parents are dissatisfied with a school, they can easily switch schools
- Failing schools face severe consequences and/or go out of business
- It takes many years for teachers to earn tenure, and the process is generally rigorous and competitive
- Tremendous innovation and specialization among schools
  - Think of the differences between MIT, Amherst, the University of Michigan, Notre Dame and City College of New York, for example

# Too Many School Systems Today Are Dominated By the “Three Pillars of Mediocrity”

1. Lifetime tenure (i.e., cannot remove ineffective performers)
2. Lockstep pay
3. System driven by seniority (not merit)

“These three pillars need to be replaced with a culture that differentiates based on merit and organizational need.”

– Joel Klein, Chancellor, NYC public schools

# 4 Steps for Fixing Any Broken System: What Schools Must Do to Be Successful

1. Hire and train great leaders and then empower them
  - Give principals the power to manage their schools by giving them more control over their budgets and the ability to hire great teachers (and streamline the process for removing ineffective ones)
2. Adopt the right strategy and tactics
  - Set high standards and expectations, focus on teacher quality, extend the school day and year, use proven curricula, eliminate social promotion, etc.
3. Measure results
  - For principals, measure overall school performance
    - We must eliminate “happy schools” – schools in which the students are happy, the parents are happy, the teachers are happy and the principal is happy – the only problem is that the children can’t read!
  - Rigorously evaluate teachers, with a focus on student performance (including, but not limited to, test scores)
4. Hold people accountable
  - Reward success and punish failure
  - Put ineffective principals and teachers on probation, give them training and support and, if they do not improve, remove them
  - Close and reconstitute chronically underperforming schools, rather than just throwing more money at them

**Be willing to spend more money – but only if it is accompanied by major systemic reform**

## How Do KIPP and a Handful of Other Schools Succeed With the Same Students Who Are Failing in Regular Public Schools?

1. They identify and train top-notch school leaders who are empowered and held accountable for building outstanding schools
2. The school leaders focus on recruiting, training, motivating and retaining top teachers
3. Extended school day and school year
  - KIPP students get up to 70% more class time than they would in regular public schools
4. Character and culture
  - Work hard, be nice, there are no shortcuts, we're climbing the mountain to college, etc.
  - One study showed that grit and determination were twice as powerful at IQ in predicting life success



**The Importance of**  
Political and Community Advocacy



# Why Hasn't More Been Done to Improve the System? Jobs, Money, Power and Politics

- In part because there's a fierce and unresolved debate about *how* to fix the system
- But a major factor is that the system, while failing millions of children, works very well for the adults
  - Over time, the trends have been toward more pay, better benefits, fewer hours worked and greater job security
  - It's not just teachers who are benefiting; it's principals, administrators, custodians, bus drivers, cafeteria workers, etc.
- The adults are well organized and extremely politically powerful, especially in large cities (where, not coincidentally, the schools are the worst). These powerful entrenched interests benefit from the status quo – and fight fiercely to preserve it
- In contrast, the victims of the failing system – primarily low-income, minority children and their parents – are the most marginalized, powerless people in our society
- There is little doubt that if wealthy white families had to send their children to failing schools, there would be a hue and cry and the schools would be improved quickly

# Road Map for Today

1. The Critical Need for Genuine School Reform
  - Returns on Education
  - Twin Achievement Gaps
  - Fixing The System
2. How is Jacksonville Doing?
  - “Just the Facts” approach towards evaluating the ultimate bottom line of K-12 education: Graduation Rates
3. The New York Turnaround Story, a case study
  - Before and after a shift towards mayoral accountability over schools
4. Mayoral accountability and mayor appointed school boards as a governance model
  - Why it’s working in NYC and elsewhere
  - Response to arguments to maintain the status quo

# Duval County Education Results vs. Rest of Florida

## The Ultimate Bottom Line: High School Graduation Rates

Why is High School Graduation So Critical?

- Higher income and better wage trends for more education
- More and more jobs are requiring at least college
- HS dropouts far more likely to be unemployed and out of workforce
- Young male HS dropouts are 47 times more likely than a college grad to be incarcerated
  - On any given day, 1/10<sup>th</sup> of HS dropouts (and 1/4<sup>th</sup> of African-American dropouts) are incarcerated or otherwise institutionalized

## HS Graduation Rate is the Most Critical Measure, Because It Accounts For 13 Years of Investment in a Child

Duval County: estimated ~\$8,000 operating spending per child  
~\$1,000 capital spending per child  
\$9,000 total spending per child

13 years X \$9,000 = \$117,000 total spend over a child's K-12 years

123,000 students in Duval = ~9,500 students per grade

9,500 X \$117,000 = \$1.11 billion of total investment in each yearly  
“vintage” of kids (i.e. class of 2009)

# This Analysis Ranks Duval vs. Florida's 40 Largest School Districts

<u>District</u>	<u>Students</u>	<u>District</u>	<u>Students</u>
1 Miami-Dade	341,243	21 St. Lucie	38,005
2 Broward	254,549	22 Clay	35,901
3 Hillsborough	190,857	23 Leon	32,549
4 Palm Beach	171,747	24 St. Johns	29,639
5 Orange	169,848	25 Okaloosa	28,656
<b>6 Duval</b>	<b>123,430</b>	26 Alachua	27,110
7 Pinellas	103,860	27 Santa Rosa	25,138
8 Polk	92,782	28 Bay	25,119
9 Lee	79,296	29 Hernando	22,757
10 Brevard	71,358	30 Martin	17,569
11 Pasco	66,500	31 Indian River	17,512
12 Seminole	64,102	32 Charlotte	16,562
13 Volusia	61,987	33 Citrus	15,776
14 Osceola	51,172	34 Flagler	13,066
15 Manatee	42,275	35 Highlands	12,055
16 Collier	42,090	36 Nassau	11,159
17 Marion	41,593	37 Putnam	11,060
18 Sarasota	41,260	38 Columbia	10,008
19 Lake	40,450	39 Monroe	7,908
20 Escambia	40,075	40 Sumter	7,317

<u>District</u>	<u>Students</u>	<u>District</u>	<u>Students</u>
41 Jackson	7,054	61 Gulf	1,976
42 Walton	7,044	62 Hamilton	1,717
43 Okeechobee	6,890	63 Liberty	1,453
44 Hendry	6,848	64 Glades	1,437
45 Suwannee	5,982	65 Franklin	1,219
46 Gadsden	5,883	66 Jefferson	1,162
47 Levy	5,845	67 Lafayette	1,129
48 Wakulla	5,185		
49 Hardee	5,040		
50 De Soto	5,026		
51 Baker	4,992		
52 Washington	3,451		
53 Holmes	3,287		
54 Bradford	3,126		
55 Taylor	2,874		
56 Madison	2,705		
57 Gilchrist	2,617		
58 Union	2,222		
59 Calhoun	2,162		
60 Dixie	2,081		

Most relevant comparison, including very large, large, and mid-size districts  
2.5 of 2.6 million (96%) of Florida students served by county districts among top 40

# Overall High School Graduation Rate - 2009

## Duval ranks 40<sup>th</sup> out of Florida's 40 largest districts

<u>County</u>	<u>Grad Rate</u>	<u>Rank</u>	<u>County</u>	<u>Grad Rate</u>	<u>Rank</u>
FLORIDA	76.3%				
BREVARD	94.7%	1	COLLIER	77.2%	T-21
MARTIN	92.2%	2	PINELLAS	77.2%	T-21
SEMINOLE	92.0%	3	BAY	77.1%	23
ST JOHNS	89.3%	4	CHARLOTTE	77.0%	T-24
OKALOOSA	88.7%	5	LAKE	77.0%	T-24
SANTA ROSA	88.1%	6	ESCAMBIA	77.0%	T-24
SUMTER	83.2%	7	NASSAU	76.3%	27
HILLSBOROUGH	82.2%	8	ORANGE	75.9%	28
INDIAN RIVER	82.1%	9	CLAY	75.3%	29
COLUMBIA	82.0%	10	MANATEE	74.5%	30
CITRUS	81.8%	11	HERNANDO	74.4%	31
MONROE	81.5%	12	LEON	74.3%	32
FLAGLER	81.3%	13	BROWARD	73.9%	33
ST LUCIE	81.0%	14	MARION	73.7%	34
SARASOTA	80.5%	T-15	HIGHLANDS	73.3%	35
VOLUSIA	80.5%	T-15	POLK	71.6%	36
OSCEOLA	78.4%	17	PUTNAM	70.4%	37
PASCO	77.8%	18	MIAMI DADE	68.5%	38
PALM BEACH	77.7%	19	ALACHUA	66.5%	39
LEE	77.6%	20	<b>DUVAL</b>	<b>64.5%</b>	<b>40</b>

# Culmination of 13 Years of Investment in a Child

- ~\$1.11 billion of total investment in each yearly “vintage” of kids (i.e. class of 2009)
- Apply 64.5% graduation rate
- \$715M of total investment resulted in HS Diploma
- \$395M of total investment DID NOT result in HS Diploma in 2009

# What About Sub-Groups? How Does Duval Compare?

High school graduation data is available on the following subgroups:

- African-American
- White
- Hispanic
- Economically disadvantaged
- Non-economically disadvantaged
- Students with learning disabilities

Source: of African-American, White, and Hispanic graduation rates is FL DOE: <http://www.fl DOE.org/eias/eiaspubs/word/gradrate0809.doc>  
Source of Economically Disadvantaged, Non-econ disadvantaged and students with disabilities is FL DOE: <http://schoolgrades.fl DOE.org> (Section "Measuring adequate yearly progress" – click on "district results" link)



# African-American HS Graduation Rate Duval Ranks 39<sup>th</sup> Out of Florida's Largest 40 Districts

African-American					
<u>District</u>	<u>Rate</u>	<u>Rank</u>	<u>District</u>	<u>Rate</u>	<u>Rank</u>
BREVARD	90.6%	1	BAY	68.1%	21
SEMINOLE	87.2%	2	VOLUSIA	67.1%	22
ST. LUCIE	82.1%	3	PUTNAM	67.0%	23
OKALOOSA	82.0%	4	MARION	66.4%	24
SUMTER	81.0%	5	ST. JOHNS	65.3%	25
MARTIN	80.5%	6	ORANGE	65.1%	26
MONROE	77.2%	7	POLK	64.7%	27
SANTA ROSA	76.6%	8	CLAY	64.4%	28
OSCEOLA	75.3%	9	ESCAMBIA	64.3%	29
COLUMBIA	73.9%	10	BROWARD	64.1%	30
SARASOTA	73.8%	11	FLAGLER	63.9%	31
HILLSBOROUGH	73.4%	12	PALM BEACH	63.8%	32
HERNANDO	73.0%	13	LEE	63.7%	33
PASCO	72.8%	14	MANATEE	62.2%	34
CHARLOTTE	72.2%	15	CITRUS	60.6%	35
NASSAU	71.8%	16	PINELLAS	60.5%	36
HIGHLANDS	70.7%	17	DADE	59.9%	37
INDIAN RIVER	70.3%	18	LEON	58.7%	38
COLLIER	69.0%	19	<b>DUVAL</b>	<b>57.8%</b>	<b>39</b>
LAKE	68.9%	20	ALACHUA	57.0%	40

# White HS Graduation Rate Duval Ranks 40<sup>th</sup> Out of Florida's Largest 40 Districts

White		<u>Rate</u>	<u>Rank</u>	<u>District</u>	<u>Rate</u>	<u>Rank</u>
<u>District</u>						
MARTIN	95.9%	1	ESCAMBIA	83.7%	21	
BREVARD	95.6%	2	CITRUS	83.0%	22	
SEMINOLE	94.9%	3	ORANGE	82.8%	T-23	
ST. JOHNS	90.4%	4	PINELLAS	82.8%	T-23	
OKALOOSA	89.7%	5	BROWARD	82.5%	25	
SANTA ROSA	88.3%	6	MANATEE	81.0%	26	
PALM BEACH	87.7%	T-7	LAKE	80.4%	27	
ST. LUCIE	87.7%	T-7	BAY	79.2%	28	
HILLSBOROUGH	87.5%	9	CLAY	78.6%	29	
INDIAN RIVER	86.9%	10	HIGHLANDS	78.5%	30	
COLLIER	86.5%	11	PASCO	78.3%	31	
MONROE	85.7%	12	CHARLOTTE	77.9%	32	
VOLUSIA	85.2%	13	DADE	77.6%	33	
OSCEOLA	85.0%	14	NASSAU	77.1%	34	
SARASOTA	84.9%	15	POLK	76.8%	35	
FLAGLER	84.8%	16	MARION	76.4%	36	
SUMTER	84.4%	17	HERNANDO	76.0%	37	
LEON	84.2%	18	ALACHUA	73.8%	38	
COLUMBIA	84.0%	19	PUTNAM	72.0%	39	
LEE	83.9%	20	<b>DUVAL</b>	<b>70.2%</b>	<b>40</b>	

# Hispanic HS Graduation Rate Duval Ranks 39<sup>th</sup> Out of Florida's Largest 40 Districts

Hispanic		<u>Rate</u>	<u>Rank</u>	<u>District</u>	<u>Rate</u>	<u>Rank</u>
<u>District</u>						
COLUMBIA	92.0%	1	HERNANDO	71.8%	21	
BREVARD	91.5%	2	LEE	71.4%	T-22	
SANTA ROSA	89.5%	3	MONROE	71.4%	T-22	
ST. LUCIE	87.0%	4	DADE	70.3%	24	
SEMINOLE	85.5%	5	INDIAN RIVER	70.1%	25	
OKALOOSA	84.9%	6	VOLUSIA	69.8%	26	
ESCAMBIA	84.2%	7	MARION	69.6%	27	
FLAGLER	82.5%	8	LAKE	69.3%	28	
SUMTER	80.0%	9	PUTNAM	69.2%	29	
MARTIN	78.7%	10	COLLIER	66.8%	30	
CITRUS	78.2%	11	CHARLOTTE	66.7%	31	
HILLSBOROUGH	77.8%	12	PINELLAS	64.8%	32	
SARASOTA	76.5%	13	BAY	63.8%	33	
BROWARD	76.3%	14	CLAY	63.2%	34	
LEON	75.4%	15	POLK	62.3%	35	
PASCO	74.7%	16	ST. JOHNS	60.8%	36	
ORANGE	74.6%	17	HIGHLANDS	59.8%	37	
OSCEOLA	74.2%	T-18	MANATEE	59.1%	38	
PALM BEACH	74.2%	T-18	<b>DUVAL</b>	<b>58.5%</b>	<b>39</b>	
NASSAU	73.9%	20	ALACHUA	56.1%	40	

# Economically Disadvantaged HS Grad Rate Duval Ranks 40<sup>th</sup> Out of Florida's 40 Largest Districts

## Economically Disadvantaged

<u>District</u>	<u>Rate</u>	<u>Rank</u>	<u>District</u>	<u>Rate</u>	<u>Rank</u>
BREVARD	79%	T-1	DADE	61%	T-20
ST. JOHNS	79%	T-1	ORANGE	61%	T-20
SEMINOLE	77%	3	PUTNAM	61%	T-20
CHARLOTTE	76%	4	BAY	60%	T-24
OKALOOSA	75%	5	BROWARD	60%	T-24
MARTIN	74%	6	VOLUSIA	59%	T-26
INDIAN RIVER	70%	T-7	OSCEOLA	59%	T-26
SANTA ROSA	70%	T-7	MARION	59%	T-26
ST. LUCIE	69%	9	MANATEE	58%	T-29
FLAGLER	67%	10	NASSAU	58%	T-29
SARASOTA	65%	T-11	LEON	57%	31
SUMTER	65%	T-11	COLLIER	56%	T-32
HILLSBOROUGH	64%	T-13	COLUMBIA	56%	T-32
HERNANDO	64%	T-13	POLK	56%	T-32
MONROE	63%	T-15	PALM BEACH	55%	T-35
PASCO	63%	T-15	PINELLAS	55%	T-35
LAKE	63%	T-15	ESCAMBIA	54%	T-37
LEE	63%	T-15	HIGHLANDS	54%	T-37
CITRUS	63%	T-15	ALACHUA	53%	39
CLAY	61%	T-20	<b>DUVAL</b>	<b>47%</b>	<b>40</b>

Note:  
Large  
Gap  
from 39<sup>th</sup>  
to 40<sup>th</sup>

# Non-Economically Disadvantaged HS Grad Rate Duval Ranks Tied for 38th out of Florida's Largest 40 districts

Non-Economically Disadvantaged					
<u>District</u>	<u>Rate</u>	<u>Rank</u>	<u>District</u>	<u>Rate</u>	<u>Rank</u>
MARTIN	94%	T-1	ORANGE	81%	T-21
BREVARD	94%	T-1	MANATEE	81%	T-21
OKALOOSA	93%	3	COLLIER	80%	T-23
SEMINOLE	92%	4	LAKE	80%	T-23
SARASOTA	90%	5	CITRUS	80%	T-23
ST. JOHNS	89%	T-6	PALM BEACH	80%	T-23
SANTA ROSA	89%	T-6	ST. LUCIE	80%	T-23
MONROE	89%	T-6	HERNANDO	80%	T-23
SUMTER	87%	T-9	PINELLAS	79%	T-29
CHARLOTTE	87%	T-9	CLAY	79%	T-29
INDIAN RIVER	87%	T-9	FLAGLER	79%	T-29
HILLSBOROUGH	86%	T-11	PUTNAM	79%	T-29
ESCAMBIA	86%	T-11	HIGHLANDS	77%	T-33
LEON	85%	14	MARION	77%	T-33
BAY	84%	15	POLK	75%	T-33
COLUMBIA	83%	T-16	BROWARD	73%	36
NASSAU	83%	T-16	OSCEOLA	72%	37
VOLUSIA	82%	T-18	ALACHUA	71%	T-38
LEE	82%	T-18	<b>DUVAL</b>	<b>71%</b>	<b>T-38</b>
PASCO	82%	T-18	DADE	69%	40

# Students with Learning Disabilities HS Grad Rate

## Duval Ranks 39th out of Florida's largest 40 districts

Students with Learning Disability					
<u>District</u>	<u>Rate</u>	<u>Rank</u>	<u>District</u>	<u>Rate</u>	<u>Rank</u>
SEMINOLE	72%	T-1	DADE	42%	T-21
CHARLOTTE	72%	T-1	ORANGE	42%	T-21
OKALOOSA	71%	3	ALACHUA	42%	T-21
MARTIN	65%	4	ST. LUCIE	41%	T-24
ST. JOHNS	59%	5	FLAGLER	41%	T-24
BREVARD	58%	T-6	LAKE	41%	T-24
MONROE	58%	T-6	LEE	41%	T-24
INDIAN RIVER	56%	8	MANATEE	41%	T-24
SARASOTA	55%	9	HERNANDO	40%	T-29
CLAY	52%	10	NASSAU	40%	T-29
SUMTER	49%	T-11	COLUMBIA	38%	31
BAY	49%	T-11	CITRUS	36%	T-32
SANTA ROSA	48%	13	BROWARD	36%	T-32
HILLSBOROUGH	46%	T-14	POLK	36%	T-32
PASCO	46%	T-14	PUTNAM	30%	T-35
VOLUSIA	45%	T-16	OSCEOLA	30%	T-35
LEON	45%	T-16	MARION	29%	37
COLLIER	43%	T-18	ESCAMBIA	27%	38
PALM BEACH	43%	T-18	<b>DUVAL</b>	<b>24%</b>	<b>39</b>
PINELLAS	43%	T-18	HIGHLANDS	23%	40

## Summary: Duval's Performance is Terrible Across the Board, and Its Achievement Gaps Are Alarmingly Wide

Duval County has wide gaps in graduation rates between races and between income levels. Of most concern, however, is Duval's position versus its state peers across every conceivable student sub-group, where it consistently ranks at the very bottom in Florida.

	<u>Duval</u>	<u>Top 40 Rank</u>
Overall	64.5%	40th
African-American	57.8%	39th
White	70.2%	40th
Hispanic	58.5%	39th
Economically Disadvantaged	47%	40th
Non-Economically Disadvantaged	71%	T-38th
Students with Learning Disability	24%	39th

Note: Top 40 rank refers to Duval's relative position vs. Florida's 40 largest school districts, which account for 96% of Florida's K-12 public school students  
Source: of African-American, White, and Hispanic graduation rates is FL DOE: <http://www.fldoe.org/eias/eiaspubs/word/gradrate0809.doc>  
Source of Economically Disadvantaged, Non-econ disadvantaged and students with disabilities is FL DOE: <http://schoolgrades.fldoe.org> (Section "Measuring adequate yearly progress" – click on "district results" link)

# What About Duval's Progress in Recent Years?

Data is available on overall graduation rate from 2004-05 to 2008-09 school year



# Graduation Rate Trends – Duval vs. Other “Big 7” districts

<u>District</u>	<u>Total Students</u>	<u>Grad Rate 2005</u>	<u>Grad Rate 2009</u>	<u>% Change</u>
Duval	123,430		64.5	
Miami-Dade	341,243		68.5	
Broward	254,549		73.9	
Hillsborough	190,857		82.2	
Palm Beach	171,747		75.9	
Orange	169,848		77.7	
Pinnellas	103,860		77.2	
Florida	2.6 million		76.3	

Source: FL DOE - <http://www.fldoe.org/eias/eiaspubs/word/gradrate0809.doc>

# Duval's Graduation Rate Has Improved 2.2% Since 2005...

<u>District</u>	<u>Total</u>		<u>Grad Rate</u>		<u>% Change</u>
	<u>Students</u>	<u>2005</u>	<u>2009</u>		
Duval	123,430	62.3	64.5	+2.2	
Miami-Dade	341,243		68.5		
Broward	254,549		73.9		
Hillsborough	190,857		82.2		
Palm Beach	171,747		75.9		
Orange	169,848		77.7		
Pinnellas	103,860		77.2		
Florida	2.6 million		76.3		

Source: FL DOE - <http://www.fl DOE.org/eias/eiaspubs/word/gradrate0809.doc>

## ...But the Increase in Duval's Graduation Rate Significantly Lags Other Large Districts – and Florida as a Whole

<u>District</u>	<u>Total</u>		<u>Grad Rate</u>		<u>% Change</u>
	<u>Students</u>		<u>2005</u>	<u>2009</u>	
Duval	123,430		62.3	64.5	+2.2
Miami-Dade	341,243		59.2	68.5	+9.3
Broward	254,549		67.0	73.9	+6.9
Hillsborough	190,857		76.7	82.2	+5.5
Palm Beach	171,747		72.7	75.9	+3.2
Orange	169,848		67.5	77.7	+10.2
Pinnellas	103,860		68.5	77.2	+8.7
Florida	2.6 million		69.7	76.3	+6.6

Source: FL DOE - <http://www.fldoe.org/eias/eiaspubs/word/gradrate0809.doc>

# Road Map for Today

1. The Critical Need for Genuine School Reform
  - Returns on Education
  - Twin Achievement Gaps
  - Fixing The System
2. How is Jacksonville Doing?
  - “Just the Facts” approach towards evaluating the ultimate bottom line of K-12 education: Graduation Rates
3. The New York Turnaround Story, a case study
  - Before and after a shift towards mayoral accountability over schools
4. Mayoral accountability and mayor appointed school boards as a governance model
  - Why it’s working in NYC and elsewhere
  - Response to arguments to maintain the status quo

# The New York City Story

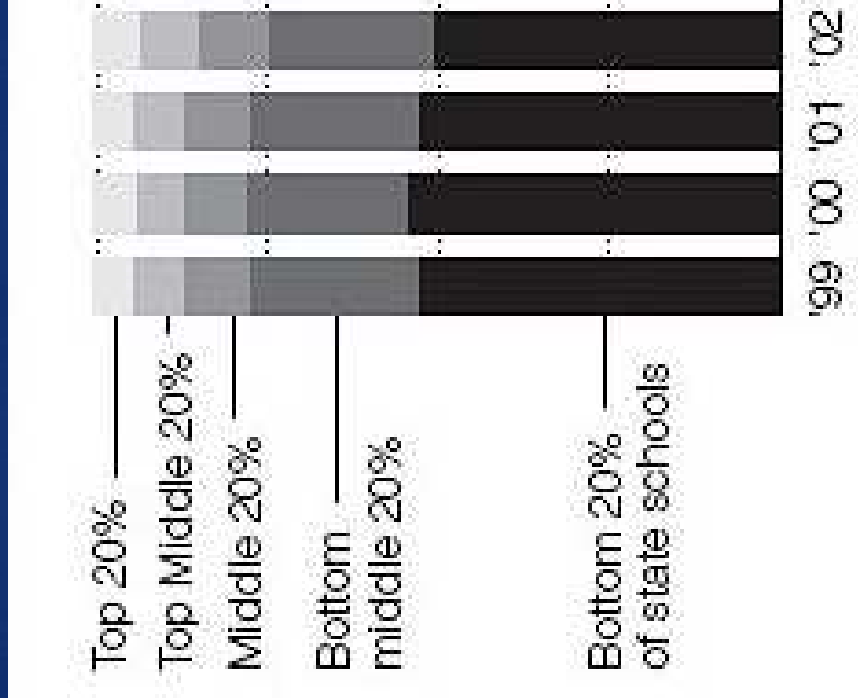
- Over 1.1 million students, approximately 2% of all U.S. public schoolchildren
- Arguably one of the least effective school systems in the country...until 2002
- Low graduation rates
- Hundreds of low-performing schools
- Wide achievement gaps
- Crisis of confidence

# NYC's High School Graduation Rate Stagnated at Unacceptable Levels for Over a Decade – Including the Wall Street Boom Years in Late 1990s



Source: Learn NY report, November 2008

# Fully Half of NYC's Schools Ranked in the Bottom 20% of New York State Public Schools



Source: NY Times, 8/4/09

# NYC Schools Had Its Own Twin Achievement Gaps – Between NYC and the Rest of NY State and Between Races

## Between NYC and rest of the state

- In 1999, 22 point gap between NYC schools vs. rest of state in English pass rates in elementary school
- In 1999, 24 point gap between NYC school vs. rest of state in Math pass rates in elementary school

## Racial Achievement Gap in NYC

- In 2002, NYC Schools posted a 33 point gap in white vs. black pass rates on state English and Math exams

Source: NY Times, 8/4/09



# Widespread Lack of Confidence in Quality of Schools

“A shocking 86 percent of business leaders say they lack confidence in the city schools — ranking local graduates as fair to poor in skills such as grammar and spelling, basic math, writing and speaking English.”

— *NY Post*, August 27, 1998

- Flight of middle-class families with children to school systems surrounding NYC, eroding NYC's tax base

There was a consensus the NYC's public  
school system was

# BROKKEEN

The system was characterized by political infighting  
and finger-pointing, confusion...and woeful student  
achievement.

In 2002, the NY Legislature voted to make the  
Mayor of NYC

# ACCOUNTABLE

for school performance.

The mayor was given the power to name the NYC school Chancellor (CEO) and appoint 8 of 13 members to the Panel of Education Policy (a “new” school board).

## 2002 – Mayor Michael Bloomberg Gets to Work

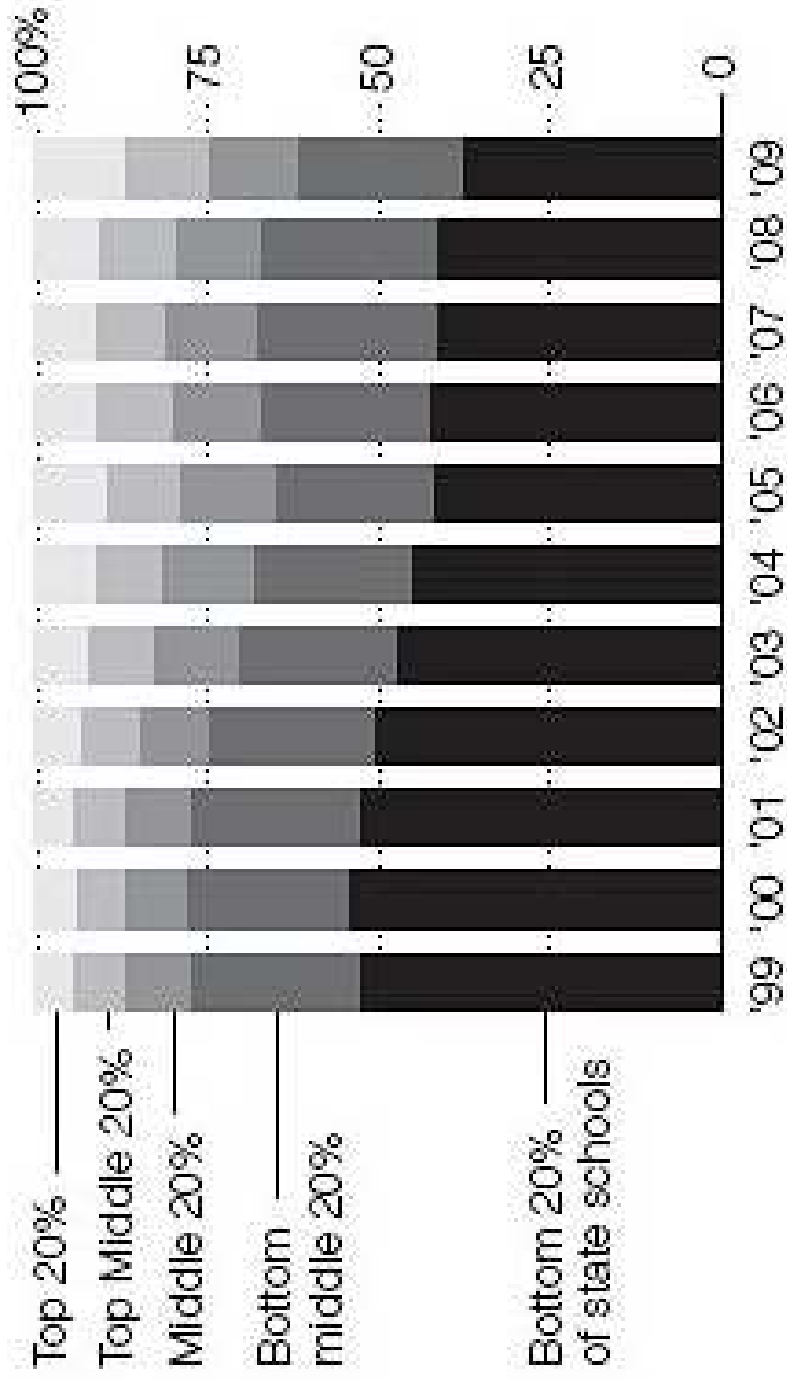
- Appoints Joel Klein as chancellor (still in service today)
- Appoints board members that are aligned with policy vision
- Significant increase in teacher pay and reduction in class sizes
- Six key strategic initiatives:
  1. Clear, aligned and enforced accountability
  2. Stronger standards, curriculum, and instruction
  3. Better learning environments, safer schools, and more qualified teachers
  4. Additional resources for students and staff, funded by cutting \$350 million in waste from the central bureaucracy
  5. More high-quality public school choices
  6. Better information for families

“There is real accountability for the first time. Having a single elected official in charge of all 1,400 schools gives the public a clear point of responsibility. Every mayor is now forced to be an ‘education mayor.’”

- Christine Quinn, City Council Speaker, 5/20/08

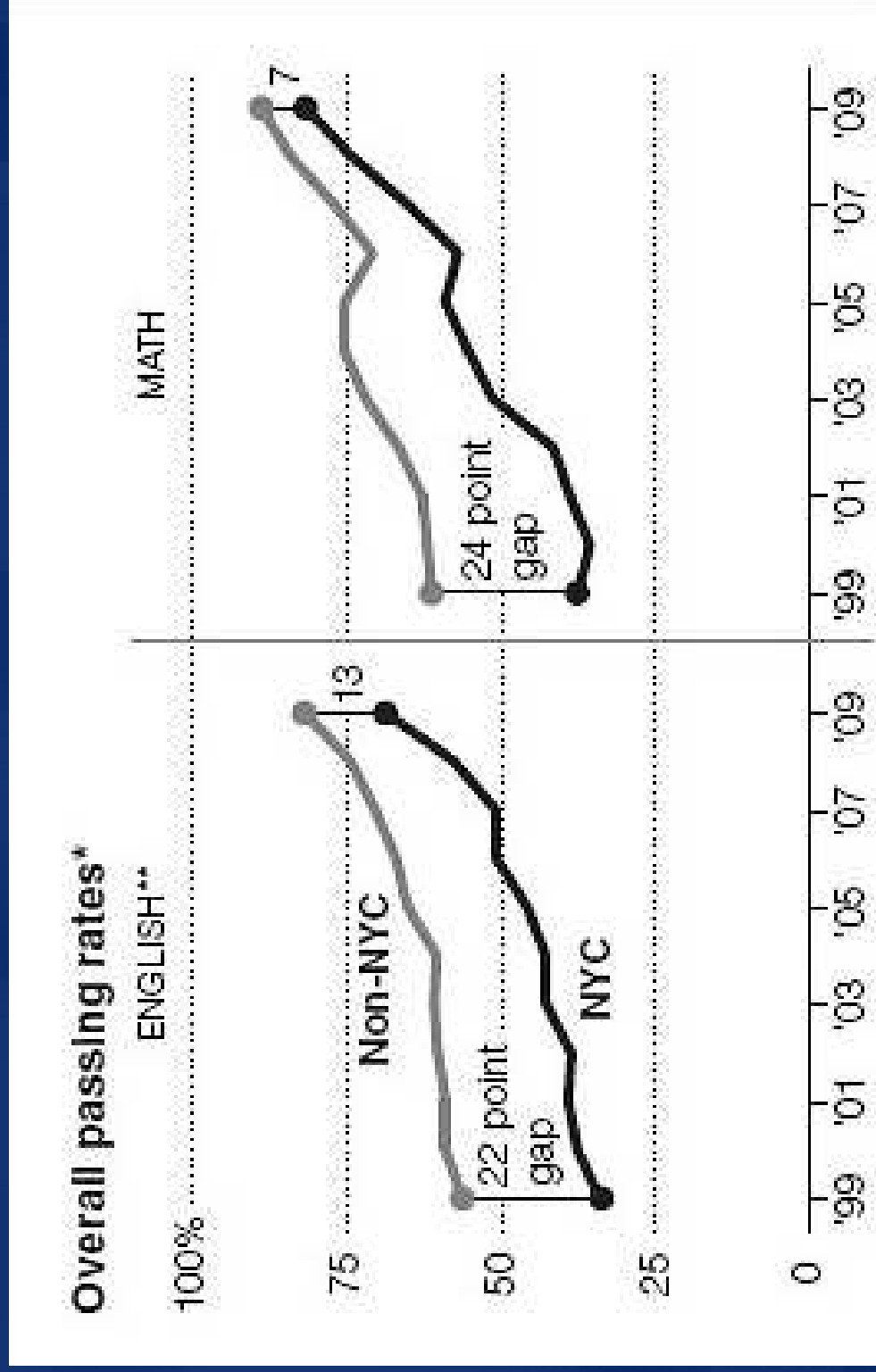
# The Number of Top-Ranked Schools in NYC Has More Than Doubled, While Bottom-Ranked Schools Have Dropped By 1/3rd

Fewer city schools rank in the bottom statewide



Source: NY Times, 8/4/09

# NYC Achievement Gaps With the Rest of the State Are Decreasing: English Gap Down by 40%, Math Gap Down By Over 2/3rds



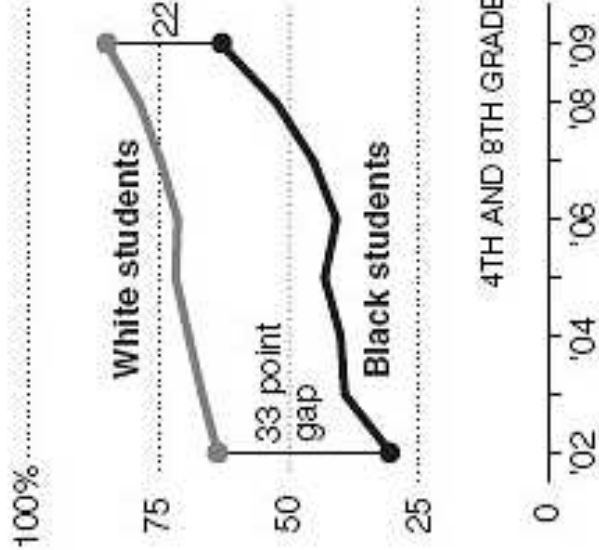
Source: NY Times, 8/4/09

# NYC Has Cut Its Black-White Achievement Gap By 1/3rd, But Much Work Remains...

## Achievement Gaps

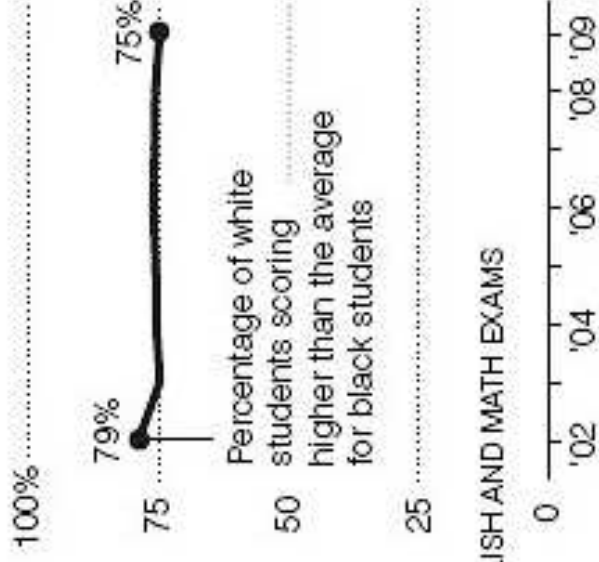
### More students pass ...

The difference in passing rates between student groups has narrowed under mayoral control.



### ... but gap in scores remains

Since scores for both groups are rising simultaneously, white students continue to test at higher levels.



# Gains Have Been Across NYC

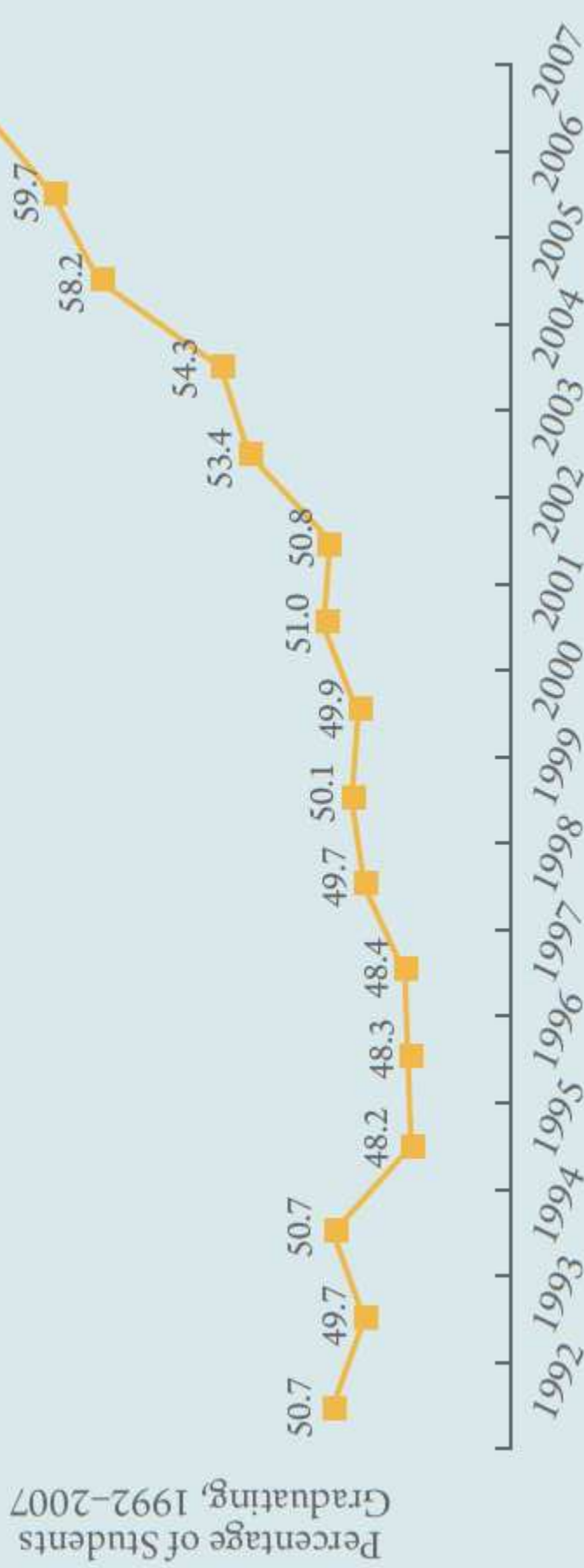
Progress has been made across the city's diverse neighborhoods

- All five boroughs once ranked at the very bottom of counties statewide on virtually every test
- Queens and Staten Island are now among the top counties in elementary school math scores
- The Bronx remains near the bottom, though in some cases its gains outstrip those of its peers, because it started so far behind



# The Ultimate Bottom Line: NYC is Turning the Corner on HS Graduation Rates

NYC GRADUATION RATE INCREASED BY 22 PERCENT (11.2 POINTS)  
SINCE 2002



Source: Learn NY report, November 2008

## Bold, Accountable Leadership

“When the mayor is willing to be held responsible for all aspects of the school system’s performance, it becomes possible to exercise the bold leadership required to overcome the inertia and resistance to change that has so handicapped progress in the past.” -- Learn NY report, November 2008

# Road Map for Today

1. The Critical Need for Genuine School Reform
  - Returns on Education
  - Twin Achievement Gaps
  - Fixing The System
2. How is Jacksonville Doing?
  - “Just the Facts” approach towards evaluating the ultimate bottom line of K-12 education: Graduation Rates
3. The New York Turnaround Story, a case study
  - Before and after a shift towards mayoral accountability over schools
4. Mayoral accountability and mayor appointed school boards as a governance model
  - Why it’s working in NYC and elsewhere
  - Response to arguments to maintain the status quo

# Is NYC an Isolated Case? What About Other Districts Where Mayors Are Accountable For Schools?

- New York
- Chicago
- Washington, D.C.
- Boston
- Baltimore (joint with governor)
- Philadelphia (joint with governor)
- Norfolk
- Milwaukee (being debated right now)

# Study on Mayoral Accountability

The most comprehensive study on mayoral accountability examined 104 big-city school systems located in 40 states and gathered standardized achievement data from thousands of schools. The study examined multiple years of data by applying both statistical models and conducting in-depth case studies that connect the macro policy conditions to the micro level practices in a sample of urban classrooms.

The study resulted in:

- Book – [The Education Mayor: Improving America's Schools](#), Wong, Shen, Anagnostopolous, Rutledge
- Paper - “Does Mayoral Control Improve Performance in Urban Districts?” by Kenneth Wong, Annenberg Chair for Education Policy at Brown University
- Summary Article: “Mayors Can Be ‘Prime Movers’ of Urban School Improvement” Education Week, 10/14/09, Wong and Shen



## Overview of the Study's Findings on Mayoral Accountability

- “Mayoral accountability as a governance strategy recognizes that for many big-city school districts, the fragmented power structure of traditional school board governance has been a barrier to system-wide reform. By placing control of the school district squarely in the mayor’s hands, the mayor’s electoral fate becomes tied to public school performance. Within this integrated governance framework, the buck stops in the mayor’s office when it comes to district performance.”
- “Districts are no longer insulated from the city’s social, civic, and economic sectors. The “education mayor” bridges those sectors, and public education is seen as a core component in improving the city’s quality of life as well as its long-term economic growth. By bridging multiple sectors within the city, an education mayor can leverage its cultural and civic organizations to expand learning opportunities for students. Shielded from political pressures now directed at the mayor, the superintendent and district leadership can pursue a sustained, long-term reform agenda.”

# Mayoral Accountability = Consistently Stronger Gains in Student Achievement Relative to Other Large Urban Systems

## Real Gains

Cities with a strong form of mayoral control—an “education mayor” with the authority to appoint a majority of school board members—show consistently stronger gains in student achievement on state assessments relative to other large urban school systems. Improvements in student proficiency associated with strong mayoral leadership of public schools range from one-fifth to one-third of a standard deviation, in high school mathematics and reading respectively.

### HIGH SCHOOL

Math

.21

Reading

.34

### ELEMENTARY SCHOOL

Math

.25

Reading

.26

Notes: This analysis is drawn from a national database of 104 large urban school districts from 40 states, each of which has a unique state assessment system. In order to gauge the impact of mayoral control across states, it was necessary to convert test scores to a common metric—standard deviations—that indicates how much a given district is improving relative to other districts within its state. The results presented above are

Cities with a strong form of mayoral accountability - an “education mayor” with the authority to appoint a majority of school board members - show consistently stronger gains in student achievement on state assessments relative to other large urban school systems (1/5 to 1/3 of a standard deviation worth of gains in reading & math).

These gains are not found only among a city’s strongest schools. A promising effect of mayoral accountability lies in the academic improvement of the district’s lowest-performing schools.

## Better Financial Management, Resource Allocation and Partnerships

Mayoral-led districts are not spending more, but are spending differently than their peers do

- More resources are being deployed to instructional services, and fewer to central-office administration
- Districts with mayoral accountability have seen improvement in their bond ratings over time, maintained labor peace, and streamlined central bureaucracy

Mayoral accountability also broadens the human-capital pipeline at both the system and the school levels

- In the central office, administrators in budgeting, operations, facilities, and management are drawn from multiple sectors
- To improve principal and teacher quality, mayors proactively partner with alternative programs, including New Leaders for New Schools, Teach For America, and the New Teacher Project



# Great Variety in Mayoral Accountability

A mayoral-leadership strategy is best when tailored to the unique context of a particular city

Variations can include:

- Utilizing a nominating committee for board nominees
- “Sunset” provisions
- Holding a citywide referendum on retaining the governance structure after a period of time

# The Many Types of Mayoral Accountability

City	Start	End	Features of Mayoral Governance
Boston	1982	-	Mayor appoints the seven members of school committee from a list of candidates recommended by a 13-member citizens' nominating panel
Chicago	1995	-	Mayor appoints CEO, and the seven members of the board of education
Baltimore	1997	-	Mayor and governor jointly appoint the nine members of school board from a list of qualified individuals submitted by the state board of education
Cleveland	1998	-	Mayor appoints the nine members of school board from a slate of nominees selected by a local nominating panel
Detroit <sup>1</sup>	1999	2004	For four years, mayor appointed six of seven school board members (7th was state superintendent of public instruction)
Oakland, Calif. <sup>2</sup>	2000	2004	For four years, school board was expanded from seven to 10, with three new board members appointed by the mayor
Harrisburg, Pa.	2000	2010	Mayor appoints the five members of the board of control
District of Columbia	2007	2012	Mayor has governance authority previously held by D.C. board of education, but city council retains budgetary oversight
Philadelphia	2001	-	Mayor appoints two of the five members of the School Reform Commission (governor appoints the other three)
Indianapolis	2001	-	Mayor has authority to create charter schools
New York City	2002	2015	Mayor appoints schools chancellor, and eight of 13 members of the Panel for Educational Policy (borough presidents appoint the rest)
Hartford, Conn.	2005	-	Mayor appoints five of nine board of education members, including president of the board (other four are elected)
Los Angeles	2008	2013	Memo of understanding with LAUSD allows mayoral-led Partnership for Los Angeles Schools to directly and independently manage 10 schools in LAUSD
New Haven, Conn.	Pre-1990	-	Mayor serves on board of education, and appoints the seven additional members of the board
Providence, R.I.	Pre-1990	-	Mayor appoints the nine-member school board, from a slate of candidates developed by the Providence School Board Nominating Commission
State of Rhode Island	2008	-	Mayors, acting by or through a nonprofit organization, can create "mayoral academy" charter schools
Trenton, N.J.	Pre-1990	-	Mayor appoints the nine-member board of education
Yonkers, N.Y.	Pre-1990	-	Mayor appoints the nine-member board of education

- Indicates the city's active mayoral-control arrangement does not have a predefined end date.

Notes: In addition to the districts listed here, the St. Louis Public Schools are under the oversight of a three-member Special Administrative Board, with one member appointed by the mayor, one by the governor, and one by the president of the St. Louis Board of Aldermen. In Jackson, Miss., the mayor appoints the five-member board of trustees, but must have city council confirmation. There are also a few smaller districts where the school board has for many years been appointed by local governing bodies such as the county commission, city council, and in some cases mayor.

<sup>1</sup> Detroit residents voted in a 2004 referendum to return to an elected school board. The state superintendent was, by law, to serve on the school board for five years, and then the mayor would appoint all seven members.

<sup>2</sup> The amendment to the Oakland City Charter that introduced this governance change expired in 2004.

## Mayoral Accountability – Not a Silver Bullet, But a Necessary Step to Reform Broken Systems

“Mayoral control does not guarantee success, but it is a prerequisite. Such an approach offers a more accountable governance structure and the likelihood of stronger academic performance and improved efficiency.” – Learn NY report

“Structure is not a solution; it is an enabler. It creates possibilities for the kind of bold leadership needed to turn around failing school districts.” - Brookings Institution Press

“In the places where you need fundamental, dramatic change and real breakthrough, you have to have a leader who can bring a unified purpose and sense of urgency. That’s the mayor.”

- Arne Duncan, US Secretary of Education

## Arne Duncan, US Secretary of Education, on Mayoral Accountability in Schools

“I absolutely, fundamentally believe that mayoral control is extraordinarily important. I’m absolutely a proponent.”

“I would say broadly, beyond charter schools, there’s been a level of innovation, a level of creativity you very, very rarely see without mayoral control. That creativity, that innovation, that flexibility ... You need the courage and the vision to be able to do that. And strong mayoral leadership.”

“Part of the reason urban education has struggled historically is you haven’t had that leadership from the top. Where you’ve seen real progress in the sense of innovation, guess what the common denominator is? Mayoral control.”

Source: [http://www.nypost.com/p/news/politics/item\\_oL38ZA3NwxxoWnBELBhPXP/1](http://www.nypost.com/p/news/politics/item_oL38ZA3NwxxoWnBELBhPXP/1)  
<http://www.nbcchicago.com/news/local-l-beat/arne-duncan-mayors-schools-033109.html>

# Common Talking Points Against Mayoral Accountability

It's all been heard before in other cities, mostly from the politicians, interests, and adults that benefit from the status quo

1. School boards are already “accountable” to voters
2. This is disenfranchising voters
3. What if a “bad” mayor was elected?
4. It's not the school board's fault. If only we had a better city government, we would have better schools
5. Education is too important to fall into the hands of a mayor

## Talking Point: School Boards Are Already Accountable To Voters

The school board, superintendent, principals, and to some extent, the mayor – all share responsibility for Jacksonville's schools, so when Election Day comes, they can all point fingers and share the blame for bad schools

Voters are, in general, very poorly informed about local education issues and school board candidates

Question for the commission: Given the history of educational quality in Jacksonville, how many school board members have been voted out of office in recent years?

## Talking Point: It Would Disenfranchise Voters

### Mayoral accountability

- “Put me in charge of schools and if I fail to improve them, vote me out”
- Mayoral election is by far most visible and participatory local election
- No more passing the buck or finger-pointing
- Mayoral accountability returns power to voters because it allows them to hold one elected official responsible

### Elected board status quo

- Difficult to vote for someone if you don't know who they are or if they even exist
- “Semi-democracy” - a breakdown in the democratic process
  - Special interests dominate school board elections
  - In many districts, board members run unopposed for re-election – and sometimes even for an open seat

## Talking Point: What If a ‘Bad’ Mayor is Elected?

# YOU VOTE HIM/HER OUT!

(that’s mayoral accountability in action!)

- A mayor is a city’s most visible public figure
- Bad mayors can and do lose re-election bids, and are held accountable by a wider segment of the public
- Remember: Mayoral accountability is a pre-requisite and an enabler for leadership and change, not a silver bullet
- Good Leadership + Accountability = Results



## Talking Point: If Only We had a Better City Government, There Would Be Better Schools

- An example of finger-pointing and avoidance of accountability
- In New York City experience, the quality of our schools had zero correlation with our overall economic conditions
- New York City has spent (and is spending) hundreds of millions on human services – far more than Jacksonville per capita
  - Despite huge spending on human services, the quality of our schools did not shift until mayoral accountability
  - A broken school system will not be cured by incremental municipal spending or services

**Talking Point:  
Education Is Too Important To Fall To The Mayor**

Education is too important *not* to have true accountability.

## Summary and Key Questions

- The returns to education have been increasing and will continue to do so in terms of income levels and job growth / availability
- The consequences of a lack of education are increasingly destructive – to both children and the city in which they live
- Jacksonville ranks very poorly on high school graduation rates and its achievement gap between races and between income levels is wide
- Duval's graduation rate versus its state peers is alarmingly low. Jacksonville consistently ranks at the very bottom of Florida across every conceivable student sub-group

## Summary and Key Questions

- Mayoral accountability has proven to be an enabler of bold reforms that lead to significantly improved academic results, breaking decades of stagnation/decline
  - New York and many other cities are making genuine progress after instituting mayoral accountability
- Decision point: Is status quo acceptable? Is there evidence that current system can ever produce sustained results?
  - Stick with status quo governance structure that has yielded current outcomes, benefiting adults and failing kids, or:
  - Follow example of other cities with mayoral accountability, which have been able to implement needed strategies and reforms

**What's best for the kids?**