With the passage of the Every Student Succeeds Act (ESSA), states must identify schools for targeted and comprehensive support during the 2017-18 school year.

The ExcelinEd ESSA Playbook Series provides state policymakers clear recommendations, practical advice and resources on four core areas of the Every Student Succeeds Act: School Accountability, Interventions, Innovation and the Weighted Student Funding Pilot. This Playbook can help states identify a rigorous, state-level strategy for turning around schools identified for comprehensive support under ESSA.

Under Title I of the Every Student Succeeds Act (ESSA), states are required to identify low-performing schools for intervention. Unlike past federal school improvement efforts, however, the requirements provide states with significant flexibility and authority to design interventions.

The following two key state actions are recommended to turn around the lowest-performing schools—labeled comprehensive support schools under ESSA—as quickly as possible:

- **States should influence district turnaround strategies by reviewing districts’ school improvement plans and by distributing federal improvement funds through competitive grants.**

  ESSA requires states to approve districts' school improvement plans and allows states to reserve 7 percent of Title I (federal dollars targeted to low-performing schools and districts) for competitive grants for school interventions. ExcelinEd recommends that states evaluate district plans against the most rigorous turnaround strategies and prioritize grant eligibility to districts that adopt them. Several key design principles for competitive grants are included in this playbook.

- **Increase choice to address persistently low-performing schools.**

  In schools and districts that fail to improve, ExcelinEd recommends that states supplement these school interventions with concerted efforts to increase the availability of quality school options for students in persistently low-performing schools. This includes policies that encourage charter school expansion, attract high-quality charter operators and promote community engagement.

However states plan to move forward with school interventions, there are policies that can enable school improvement across the board. Policymakers should foster high-quality teacher and leader pipelines, collect and distribute accessible and useful student achievement data, and promote integrated student services.
ESSA Requirements for Targeted and Comprehensive Support Schools

**Targeted Support**

**Identification:** Schools that have at least one subgroup of students that are “consistently underperforming” as defined by the state.

**Requirements for Intervention:** Targeted-support schools must develop and implement improvement plans to improve student outcomes in the identified subgroup. The district—not the state—approves and monitors the plans. In addition, if any school identified for targeted support has a subgroup performing as poorly as the bottom 5 percent of Title I schools in the state, the state must assess the allocation of resources and address inequities.

**Exit Criteria:** The state must set exit criteria for schools in targeted support. If a school does not meet those criteria within a state-determined number of years, the school transitions to comprehensive support.

**Key State Role:** Assess allocation of resources and set exit criteria and shift persistently underperforming targeted-support schools to comprehensive-support status.
Comprehensive Support

**Identification:** Schools that are performing in the lowest 5 percent statewide, have a four-year graduation rate of less than 67 percent or have a subgroup that is performing as poorly as the lowest 5 percent of schools in the state and has not improved with targeted support.

**Requirements for Intervention:** Districts must develop and implement improvement plans for schools identified for comprehensive support. The plans must include evidence-based interventions; identify resource inequities; be informed by all indicators in the state’s accountability system; and be approved by the school, district and state. The state must monitor and periodically review district improvement plans and set the criteria for schools to exit comprehensive support.

**Exit Criteria:** The state must set exit criteria for schools in comprehensive support. If the exit criteria are not satisfied within a state-determined number of years—not exceeding more than four years—the state must take more rigorous actions.

**Key State Role:** Encourage the adoption of evidence-based intervention strategies, review district plans for school improvement and monitor implementation, and design and implement more rigorous action for schools that do not improve over time.

STATE’S ROLE IN SCHOOL TURNAROUND UNDER ESSA

ExcelinEd recommends two key state actions designed to turn around comprehensive support schools: 1) Influence district turnaround strategies by reviewing districts’ school improvement plans and by distributing federal improvement funds through competitive grants; 2) Increase choice to address persistently low-performing schools.

Under ESSA, states have a limited role in schools in targeted support, but they can have a significant influence on interventions for schools in comprehensive support and for persistently low-performing schools. This state influence is possible because, under ESSA, states are freed from the federally prescribed intervention models that were required under No Child Left Behind (NCLB), the prior version of the law. ESSA gives states the authority to exercise this influence through two key state actions:

1. ESSA provides an opportunity for states to encourage the adoption of more aggressive intervention strategies by reviewing and approving districts’ school improvement plans and/or distributing federal school improvement funds through competitive grants.
2. ESSA requires states to implement more aggressive reforms for schools in comprehensive support that fail to meet the exit criteria after four years.

KEY STATE ACTION 1:
ENCOURAGE the ADOPTION of MORE AGGRESSIVE INTERVENTION STRATEGIES

ESSA provides states with significant resources to support bold interventions. Title I under ESSA accounts for approximately $15B in federal funding. Ninety percent of funds will go directly to districts, but, as detailed in the Distribution of Title I Funding figure, states must reserve 7 percent of Title I funds for interventions. States can distribute these funds to all districts serving the lowest-performing schools or use a competitive grant program to create strong incentives for districts to adopt certain evidence-based school interventions. States may also reserve another 3 percent of Title I funds to support a similar grant for direct student services, such as public school choice, personalized learning, transportation and credit recovery.

The 7 percent mandatory Title I set aside for school interventions varies significantly in dollar amounts, depending on states’ total Title I allocations. For example, 7 percent of FY15 Title I allocations amounts to just $2.2M in Wyoming, compared to $36M in Georgia and $116M in California.
ESSA also requires states to recommend evidence-based practices to districts and to review, approve and monitor the implementation of districts’ school improvement plans. Together, these authorities provide the state with significant leverage to encourage aggressive interventions across all schools in comprehensive support.

Encourage The Adoption Of Evidence-Based School Interventions

ExcelinEd recommends that states apply standards for approving districts’ school improvement plans and establish competitive grant criteria—for the 7 percent Title I school improvement funds—that hew to the interventions that follow.

Evidence for Successful School Interventions

Despite decades of efforts to improve persistently low-performing schools, there is a limited body of rigorous research on their success. Moreover, the research that does exist has drawn mixed conclusions. Yet several studies find that the least intrusive interventions—such as developing teacher effectiveness or redesigning instructional programs—have had little to no impact on student achievement when implemented in isolation. On the other hand, some research suggests that student outcomes have improved under more transformative interventions—such as replacing school staff, restarting the school as a charter school or closing the school and enrolling students in higher-performing schools. As a result, ExcelinEd recommends states use their review of district school improvement plans and the competitive grants to encourage the adoption of the most transformative interventions.

Several of these transformative interventions bear a close resemblance to several of the options provided under the Obama administration’s School Improvement Grant (SIG) program. The SIG program has not produced the hoped-for results, but it is important to note that nearly three-quarters of grantees chose to implement less aggressive reforms, under SIG’s “school transformation” model. The 26 percent of SIG grantees using the more transformative interventions (i.e., replacing staff, charter takeover, closure) showed more promising improvements in student outcomes.
<table>
<thead>
<tr>
<th>MODELS</th>
<th>EVIDENCE OF SUCCESS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Change Staff</strong></td>
<td>A study of SIG-funded school reforms in California found that schools that implemented reconstitution (which SIG calls “turnaround”) showed significant improvement in student achievement relative to counterparts that used more moderate school improvement models.</td>
</tr>
<tr>
<td><strong>Restart as a Charter</strong></td>
<td>As part of the School District of Philadelphia’s Renaissance Schools Initiative, the CMO Mastery Charter Schools closed and reopened six low-performing schools—three elementary and three middle/high. The schools enrolled the same students, but with different leadership and staff. Since the restart in 2010, Mastery’s takeover schools have seen progress in student achievement results, increased college-going rates and drawn more demand from the local community.</td>
</tr>
<tr>
<td><strong>Close and Consolidate</strong></td>
<td>A study of 18 school closings in Chicago found that students who transferred to the strongest receiving schools experienced an achievement gain of nearly one month in reading and more than two months in math. Research in Ohio and New York also show positive results.</td>
</tr>
</tbody>
</table>

**Resources for School Turnaround**

**Partners**
- [Green Dot Schools](#) is a charter management organization that operates schools in California, Tennessee and Washington State. It has also served as a turnaround partner and provider to multiple schools. You can find examples of their success on their website as well as an independent evaluation from UCLA’s Center for Research on Evaluation, Standards and Student Testing.

- [Mass Insight Education](#) partners with school districts and SEAs “to redesign the way they support their lowest-performing schools … by fixing policies, structures and incentives surrounding state and local systems.” Read about their approaches and what SEAs can do to help.

- [Mastery Public Schools](#) is a charter management organization that operates schools in Philadelphia and Camden. Key outcomes of their turnaround efforts are here.

**Research and Analysis**


Key Design Features of a Competitive Grant

Competitive grants can be a useful tool for incentivizing districts and schools to adopt particular policies or approaches, and past experience lends four insights for their design and implementation. ExcelinEd recommends SEAs consider the following in designing a competitive grant for school interventions:

• **Leave room for local ownership and innovation.** Applications for both federal and state competitive grants often include an extensive list of detailed requirements. As a result, winning a grant can become a competition more about checking all the boxes than about the potential of an applicant’s idea. If SEAs limit grant options to the three transformative reforms described above, they can be more confident that the reforms will be sufficiently intensive while still leaving room for local ownership and innovation. For example, an SEA could require districts to restart a school as a charter but should leave it to the district to select the CMO and the other supports that school would receive.

• **Create a bright line between oversight and operation.** SEAs are responsible for designing and administering the grant competition, evaluating proposals and funding the transformative models. They must also hold schools accountable if they fail to implement the reforms promised in their applications. Unfortunately, it is difficult for an SEA to hold a grantee accountable while simultaneously offering technical assistance to that grantee. The SEA can enable schools to access high-quality implementation support from qualified providers by providing directly for the support or creating firewalls between SEA offices charged with implementation support and oversight.

• **Require rigorous evaluations.** Too often, school improvement efforts are deemed a success or a failure without a methodologically sound evaluation or consideration of other outcomes. Given the number of schools across the country struggling to improve, it is essential to invest in developing a rigorous understanding of when and how efforts succeed. SEAs should ensure that grants and school improvement plans require a high-quality evaluation through partnership with external providers such as institutions of higher education.

• **Set and enforce strong accountability.** Strong accountability is the linchpin of a competitive grant. Without it, applicants may shy away from the most disruptive reforms, have unrealistic timelines for implementation or set unattainable goals for improvement. However, applicants confident that there will be consequences for falling behind or coming up short will be more likely to temper their promises accordingly. SEAs must be willing to withhold grant funds if a school fails to meet key milestones and to implement more rigorous interventions when reforms do not succeed.

**KEY STATE ACTION 2: INCREASE CHOICE to ADDRESS PERSISTENTLY LOW-PERFORMING SCHOOLS**

For schools that do not improve after four years in continuous improvement, ESSA requires states to take more rigorous action. The expectation is that interventions will start in the 2018-19 school year and that a school’s four years will conclude at the end of the 2021-22 school year. However, nothing in ESSA prevents states from intervening before then. Many of the same schools that lingered in “restructuring” under NCLB were in “priority status” under the ESEA waivers, and are now likely to enter “comprehensive support” under ESSA. ExcelinEd recommends that states not wait another four years to act.
Instead, policymakers should support immediate options for students who have been languishing in low-performing schools for far too many years. School choice gives families the freedom to leave persistently low-performing schools. Moreover, research shows that school choice, in combination with strong accountability, can have a positive effect on low-performing schools.11 State legislators and SEAs should implement laws and policies that advance intra-district and inter-district choice and course access, a technology-driven choice initiative that allows students to access quality courses regardless of location.

These policymakers can support the expansion of effective school options in several ways.

**Remove Artificial Limits On And Promote The Growth Of High-Quality School Options**

State policies often suppress the creation of new school options. In some cases, caps on charter school expansion limit the number of total charters available for new schools, the number of charters that authorizers may issue each year or the percentage of students in a district that a charter school can enroll. In other cases, state charter school laws limit expansion by making school districts the only available authorizers, and school districts have little incentive to foster competition and are often disinclined to engage in charter authorizing. Instead, policymakers should look for ways to enable and accelerate the growth of and access to high-performing charters and high-performing district schools through intra- and inter-district choice.

- *State legislatures should consider intra- and inter-district choice policies that allow students to transfer to the high-performing public school of their choice.*
- *State legislatures should remove statutory caps on charter school expansion.*
- *State legislatures should create at least one statewide, non-district authorizing body.*
- *State legislatures should create an expedited process to allow high-performing charters to expand grade levels, enrollment or school sites.*

**Foster Strong Authorizing And Accountability Practices**

The charter sector is based on a “grand bargain” in which schools have autonomy in exchange for accountability. Decades of experience in the charter sector make clear the importance of maintaining this balance. And, while the charter sector has proven more willing than districts to shutter failing schools, too many low-quality charters remain open for too long. States must implement strong accountability practices for charter schools.

- *Authorizers should strengthen charter application processes to only authorize schools with potential to meet student needs.*
- *Authorizers should implement performance contracts for each school with clear and consistent expectations for schools’ academic, operational, and financial success.*
- *Authorizers should develop criteria for renewal and revocation decisions and develop processes to ensure smooth school closures, when necessary.*

**Attract and Cultivate High-Quality Charter Management Organizations**

To foster the expansion of new charter schools, policymakers must match accountability with autonomy—especially when it comes to charter management organizations (CMOs). The nation’s best CMOs have enormous potential to drive the expansion of high-quality charter schools. They currently serve more than 300,000 students across the country and generally outperform nearby schools, especially in urban districts. To attract the best CMOs to their states and communities, policymakers should consider taking several important steps.12

- *State legislators should protect charters’ ability to make key staffing decisions, free of districts’ collective bargaining agreements.*
- *State legislators should ensure charters have the flexibility to design and implement their school model, including curriculum selection and school culture (including discipline).*
• State legislators should allow charters to manage their own budgets.
• State legislators should ensure charters receive key resources, including equitable funding and access to underutilized district facilities.
• SEAs should pursue start-up funding for charter schools through the federal Charter Schools Program grant.

Leverage Direct Student Services To Facilitate Access To Choice

SEAs can choose to reserve 3 percent of Title I funds and direct those funds toward state-determined student services in districts with significant proportions of schools in comprehensive support. ExcelinEd recommends that SEAs use the competitive grant to target funds to expand enrollment in supplementary courses through a new or existing course access program. In addition, low-performing schools are often concentrated in specific neighborhoods or regions, and limited access to transportation effectively limits students’ ability to access high-performing schools. SEAs should award grants to districts to:
  • Begin creating or supplement an existing course access program.
  • Provide student transportation—regardless of whether students attend their neighborhood school, an out-of-zone district school or a charter school.

Harness The Power Of Opportunity Scholarships

States can establish opportunity scholarship programs in which students attending a consistently underperforming school are eligible for a voucher (of state funds) that they can use to attend a higher-performing public or private school of their choice. Although not politically feasible in every state, opportunity scholarships can provide students with immediate access to an effective school. Vouchers can also drive improvement in public schools through the threat of competition.13
  • State legislators should consider establishing an opportunity scholarship (using state funds) available to students attending comprehensive support schools.

Resources for School Choice and Charters

• The Foundation for Excellence in Education has developed policy toolkits to help policymakers advance all kinds of school choice, including education savings accounts and course access.
• The National Alliance for Public Charter Schools has analyzed each state’s charter school law against its model here.
• The National Association of Charter School Authorizers has established principles and standards for quality authorizing here. They have also completed state-by-state analyses of authorizer policies and practices.

Ensure Authentic Community Engagement When Schools Open And Close

School choice can create tension in neighborhoods with struggling schools. New schools may find themselves at odds with existing district schools, especially when new schools of choice have non-local partners. In addition, schools of choice are typically subject to much stronger accountability and are more apt to face closure if they fail to improve student outcomes. Strong community engagement will promote the long-term success of new school options and ensure that any school closures minimize the cost to communities’ unique cultures and social capital. To encourage authentic community engagement:
  • Authorizers should amend charter application processes to evaluate operators’ plans, activities and demonstrated success in community engagement.
  • State legislators (or authorizers) should require districts and authorizers to hold public hearings on school opening and closure decisions, so that decisions can be informed by community input.
Alternative Governance Models to Promote Choice

Some states may choose the transformative effect of an opportunity school district—a state-run alternative district created to improve the state’s lowest-performing schools. Like the Recovery School District in Louisiana and the Achievement School District in Tennessee, a new opportunity school district would have significant authority and autonomy to convert a school to a charter. In designing an opportunity district, ExcelinEd recommends that state legislators keep five key design principles in mind:

- An opportunity school district’s ultimate goal should be to manage a diverse portfolio of independently operated schools—not to run schools directly.
- The opportunity school district should be codified in statute, affording the necessary stability that high-quality charter operators and talent require.
- The opportunity school district should be provided with the startup funds required to create a new district.
- The opportunity school district superintendent should be apolitically selected and capable of overseeing a decentralized marketplace of schools.
- The opportunity school district should be held accountable for meeting their goals through a contract with the district that includes ambitious but reasonable goals for student performance and growth.

Note: Some state constitutions prohibit the type of statewide turnaround district described here. With the right policy conditions and leadership, a receivership model — similar to that in Lawrence, Massachusetts, or Camden, New Jersey — could be a reasonable alternative.

Check out these resources for more on state turnaround districts:
ENABLING POLICY CONDITIONS FOR ALL STATES

In addition to competitive grants and leveraging the power of school choice, states must ensure that certain policy conditions are in place to maximize the chances of successful school turnaround at the district and school levels. These include high-quality teacher and leader pipelines, accessible student achievement data, and integrated student supports.

Staff Quality and Support

Schools’ ability to recruit and retain effective teachers has a significant impact on school quality. Strong instructional leadership from the principal and district support can also produce positive results. ExcelinEd encourages state legislators to improve existing teacher and leader preparation programs.

For teacher preparation programs:
- State education agencies should collect and report data on the effectiveness of teachers from various programs and consider closing the ineffective programs.
- State education agencies should require or incentivize teacher preparation programs to emphasize clinical experience.
- State legislators and SEAs should work together to build or recruit high-quality alternative programs.

For principal preparation programs:
- State legislators or state education agencies should set clear standards for the approval of programs, including minimum standards for admission, course requirements and clinical experience.
- State legislators or state education agencies should ensure that programs provide better training on budget management, human resources, community engagement and using data.

Resources for Staff Quality and Support

Partners
- The New Teacher Project (TNTP) is a nonprofit organization that supports districts and charters in effective talent management, from classroom support to district-level functions. TNTP also operates alternative teacher preparation programs for those changing careers.
- In addition to traditional school leader preparation, usually housed at colleges and universities, a number of nonprofits train school leaders, including Building Excellent Schools, New Leaders, Fisher and Miles Family Fellowship and the Ryan Fellowship.

Research and Analysis
- The National Council on Teacher Quality has developed recommended state policies for teacher preparation, and its sister organization, Teacher Prep Inspection-US, helps teacher prep programs identify and address their challenges.
- TNTP has authored a number of influential reports on teacher policies, including teacher evaluation, compensation, retention and professional development.

High-Quality Data and Reporting

Data-driven decision-making at the state, district and school level is a common strategy in successful school turnaround efforts. In addition, high-quality and accessible data on school quality helps parents make informed choices for their children.
• State education agencies should create state-level data platforms that provide timely, meaningful and accessible information about student and school performance and progress.

**Resources for High-Quality Data and Reporting**

**Partners**

- Data Quality Campaign is a nonprofit policy and advocacy organization leading the effort to empower educators, families and policymakers with quality information to make decisions to ensure that students excel.

**Research and Analysis**

- ExcelinEd’s A-F Accountability Playbook, part of the ESSA Playbook Series, helps states maintain the simplicity, transparency and rigor found in A-F school grading—and strengthen their commitment to those principles—as they transition to ESSA.

- The U.S. Department of Education’s Non-Regulatory Guidance for State and Local Report Cards under ESSA not only summarizes ESSA’s reporting requirements, but provides SEAs and LEAs with a brief introduction into best practices for creating high-quality, 21st century report cards.

**Integrated Student Supports**

Struggling schools, students and families often have additional health, emotional and behavioral needs but have trouble effectively accessing the maze of public and private services in the community. Organizations like Communities in Schools can work in conjunction with other transformative reforms to ensure state and local resources are reaching those that need it most.

- State education agencies can encourage low-performing districts to partner with organizations that can help ensure their students receive the wraparound services they need to succeed.

**Resources for Integrated Student Supports**

**Partners**

- Communities in Schools is a nonprofit organization that partners with schools and communities to provide integrated student supports (or wraparound services) to a state’s neediest students.

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**What’s Next?**

Under ESSA, states are given tremendous freedom to determine the nature and extent of their school improvement strategies. ExcelinEd encourages state policymakers to take a rigorous statewide approach designed to turnaround low-performing schools and districts as quickly as possible. Policymakers should consider key levers including: influencing district turnaround strategies by reviewing districts’ school improvement plans and by distributing federal improvement funds through competitive grants; increasing choice to address persistently low-performing schools; and advancing additional policy options that create the conditions necessary for successful school turnaround. ExcelinEd stands at the ready to provide the technical assistance and advocacy support that state policymakers will need in the coming months and years.

Visit www.ExcelinEd.org/ESSA or email Info@ExcelinEd.org for additional information and assistance.
In December 2015, President Obama signed into law the Every Student Succeeds Act (ESSA). This law maintains key accountability measures, including reporting requirements and annual assessments, but leaves states responsible for designing school accountability systems and working with local school districts to select interventions in low-performing schools.


Chiefs for Change, “Direct Student Services Tools and Resources”, http://chiefsforchange.org/dss-resources/


SIG required that 50 percent of teachers be replaced. There is no evidence that replacing one-half of the staff is the right amount needed for successful turnaround efforts. What's important is that districts have aligned incentives so that they are sufficiently aggressive with an appropriate proportion of teacher replacement and that the state enforces consequences if districts fail to improve.


Stand For Children University for Parents (STAND UP), http://stand.org/indiana/about/what-we-do/family-engagement-organizing

