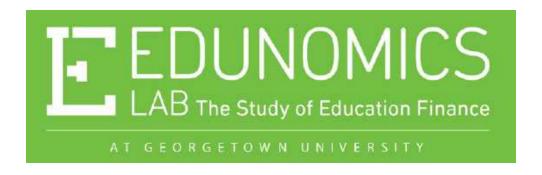
Does money matter?

[Studies] found that spending more money meant statistically significant benefits for students, including rising test scores and high school graduation rates. "By and large, the question of whether money matters is essentially settled." -- Kirabo Jackson, Northwestern, 2018

"Outcomes observed over the past half century – no matter how massaged – do not suggest that just throwing money at schools is likely to be a policy that solves the significant U.S. schooling problems seen in the levels and distribution of outcomes." — Eric Hanushek, Stanford, 2015

"Only a fool would find that money does not matter in education." -Superior Court Justice Howard Manning, 2016



How to Make Money Matter More

Chad Aldeman

April 28, 2022

POLLS: Your thoughts on state financial choices made during the pandemic.

Idaho invited families to apply directly for some of its state relief funds to purchase educational materials, devices and services: \$1,500 per child with a maximum of \$3,500 per family

Reasonable? or I'm less comfortable with this

The Kansas Dept of Ed will reserve a portion of funds to offset the cost of admission for students to visit museums, zoos, historical sites, state parks and the Kansas state fair as a way to address learning loss.

Reasonable? or I'm less comfortable with this



POLLS: Your thoughts on state financial choices made during the pandemic.

The School District of Philadelphia will spend \$325M of its ESSER funds on facilities upgrades, equivalent to \$2,488 per pupil.

Reasonable? or I'm less comfortable with this

Indianapolis eliminated an \$18M deficit by trimming and reorganizing central offices and transportation, but may need to close schools to avoid falling into the red. The district received \$213M in one-time federal aid, but will use that for student learning recovery.

Reasonable? or I'm less comfortable with this

JeffCo (KY) district is allocating a portion of its ARP funds directly to schools: \$37 per pupil plus more for ELL, FRL, and SpEd students, and for students with low scores in reading and math.

Reasonable? or I'm less comfortable with this



POLLS: Your thoughts on state financial choices made during the pandemic.

Facing a shortage of bus drivers, Philadelphia offered \$300 per month to parents to get their own kids to school.

Reasonable? or I'm less comfortable with this

In a pilot program, Long Beach paid 60 of its high schoolers to become certified tutors on Schoolhouse. World (a spin-off of Khan Academy).

Reasonable? or I'm less comfortable with this



Some of these are examples of something called "co-production."

Co-production: A way of delivering government services in which customers help create and perform the services. Co-production stands in contrast to a model where citizens consume public services which are entirely conceived of and provided by government entities.



"Should the district be rowing or steering on this one?"



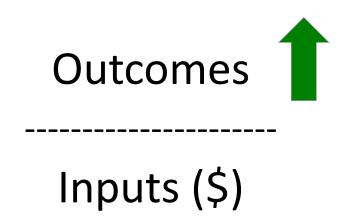
Consider the following "Would You Rather?" tests. Try to put yourself in the shoes of the given recipient. Jot down your choices and then turn and talk to your neighbor.

- 1. For parents: Would you rather have your child:
 - A. In a class of 27 students taught by one of the district's most highly effective teachers (who receives a \$10,000 bonus)
 - B. In a class of 22 students taught by a teacher of unknown effectiveness and receiving no bonus
- 2. For principals: Would you rather have:
 - A. A Vice Principal
 - B. Money to award 24 teachers \$5,000 stipends each to perform extra duties of your choosing
- 3. For teachers: Would you rather have:
 - A. A district-chosen benefits package worth \$14,000
 - B. \$14,000 to apply to benefits of your choosing (and keep any leftover money)





What is **productivity**?

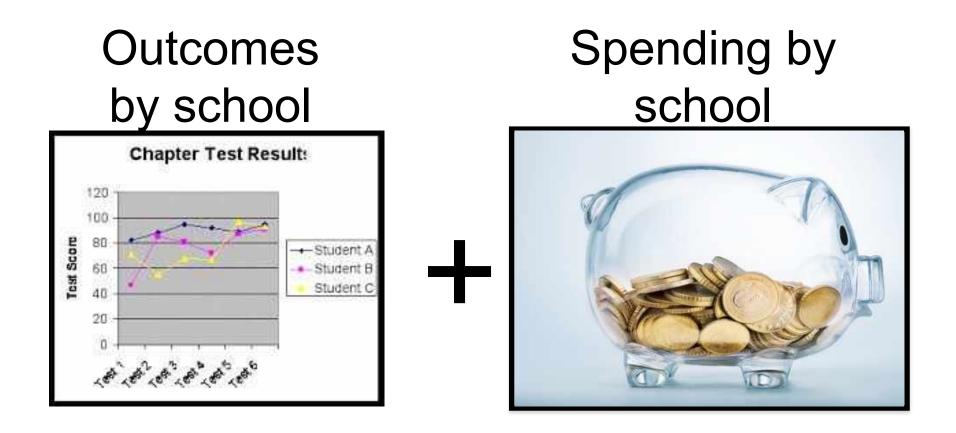


Productivity involves increasing outcomes for a given expenditure.

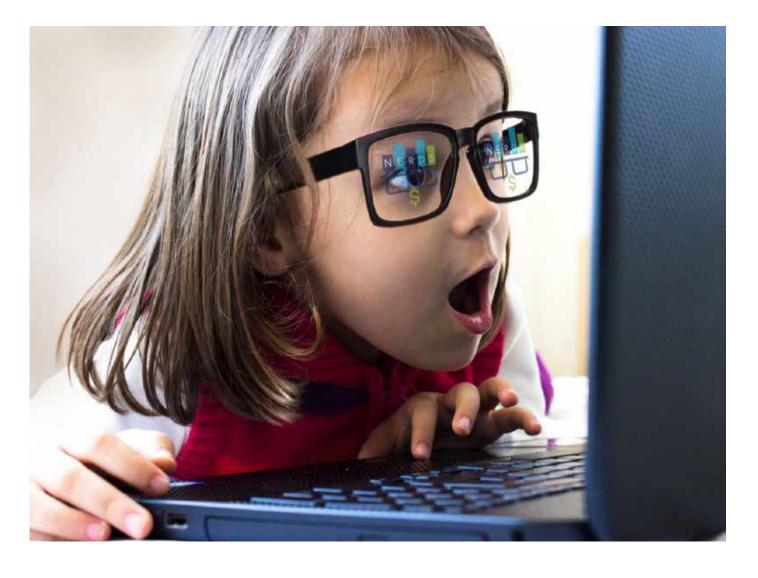
Efficiency generally refers to achieving the same outcomes at a lower expenditure.



New data enables comparisons of spending with student outcomes, by school







ESSA requires the reporting of spending by school!

Download the data and check back for future updates:

www.edunomicslab.org/ nerds



True/ False:

Two schools with similar mixes of students can spend the same amount of money and get different results.

Yes – thumbs up

No – thumbs down



True/ False:

Two schools that serve similar populations of students and spend the same amount of money on the same things will get the same results (student outcomes).

Yes – thumbs up

No – thumbs down

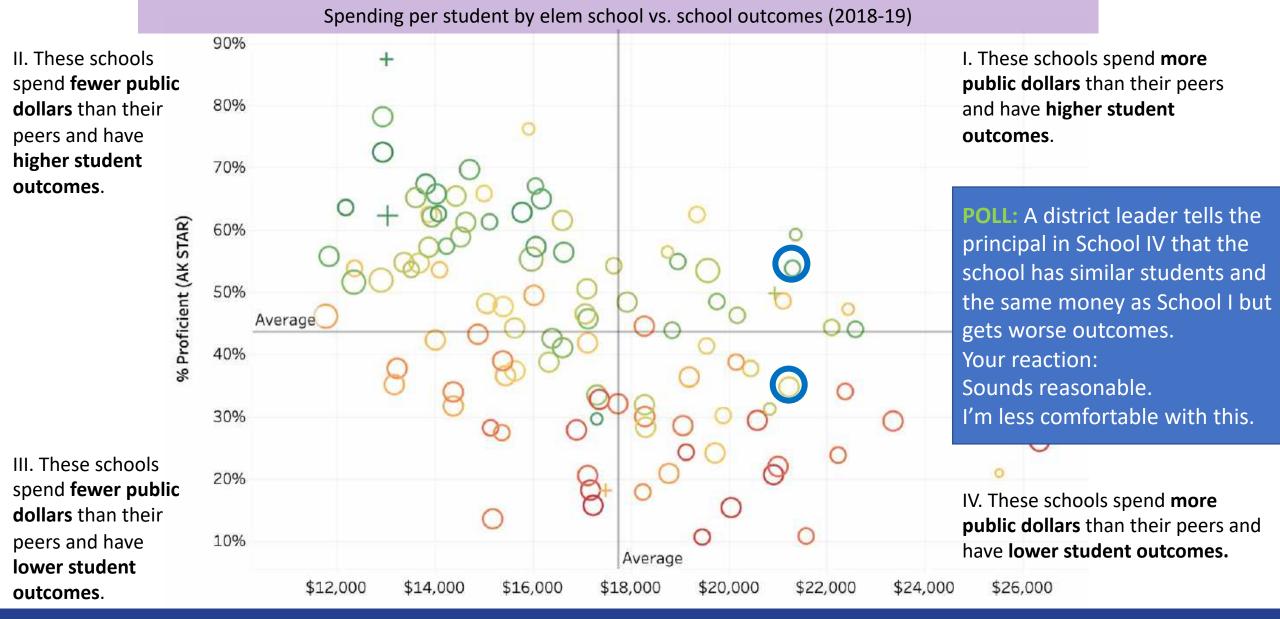


Think of a school you work at, attended, or is near your home. How does it compare to other schools in the state with similar demographics?

How would you characterize this school relevant to peers with similar students? My school is:

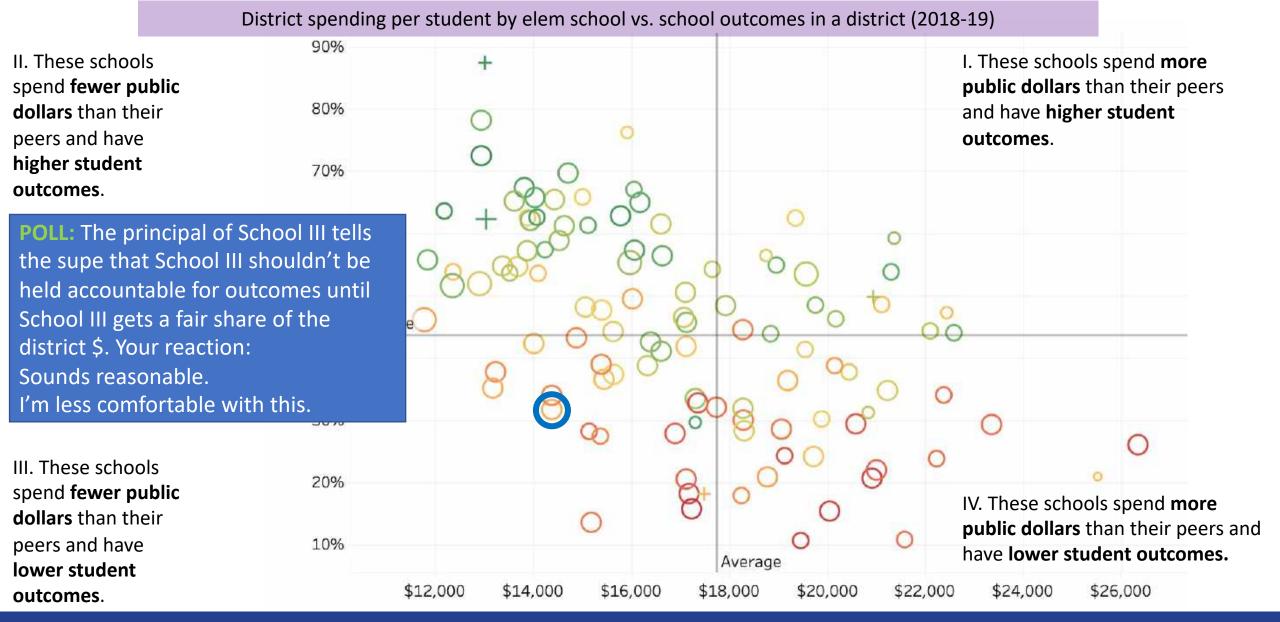
- 1. High spending and high outcomes
- 2. High spending and low outcomes
- 3. Low spending and low outcomes
- 4. Low spending and high outcomes





Look up your district and make comparisons at: https://tinyurl.com/AlaskaScatter





Look up your district and make comparisons at: https://tinyurl.com/AlaskaScatter



Split into small groups and role play the following questions:

1. You are the superintendent and meeting with a principal in Quadrant I, what do you say?

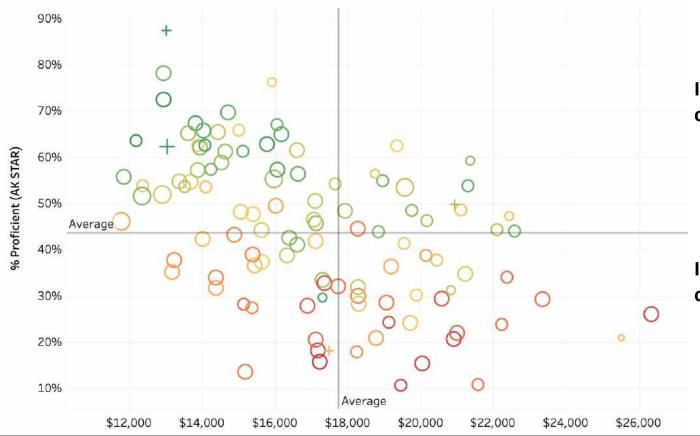
2. Now you're meeting with a parent who's child attends a Quadrant IV school? What do you say?

3. Imagine you are the principal of the school in Quadrant IV. What do you say to your school staff?

Quadrant I?

II. Low spending, high outcomes

III. Low spending, low outcomes



I. High spending, high outcomes

IV. High spending, low outcomes





POLL

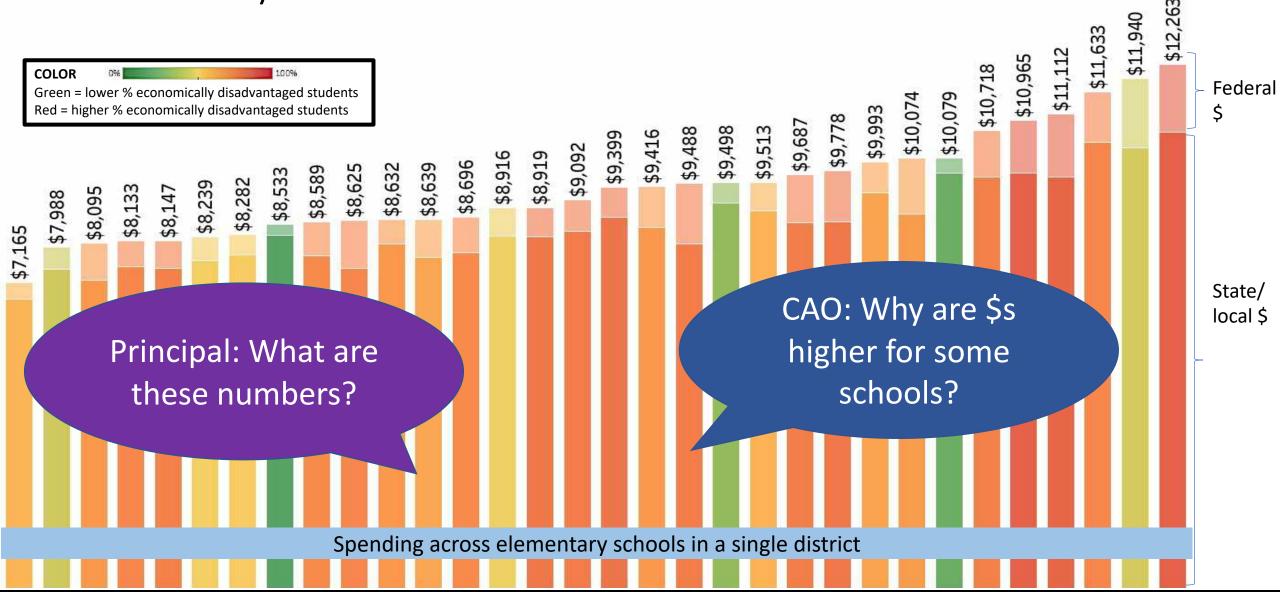
- 1. Do you think most <u>principals</u> know which quadrant they're in? Yes/No
- 2. Do you think most <u>school teachers/staff</u> know which quadrant they're in? Yes/No

5

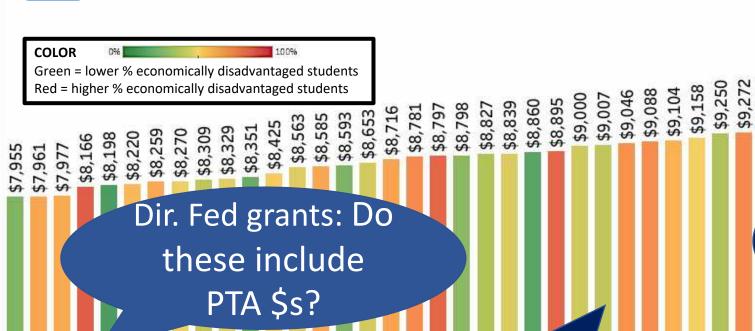
lessons learned about using data to fuel conversations on strategic financial decision-making



Most district/school leaders are not yet interacting with school-by-school financial data.



First reaction is to focus on trees, not forest.

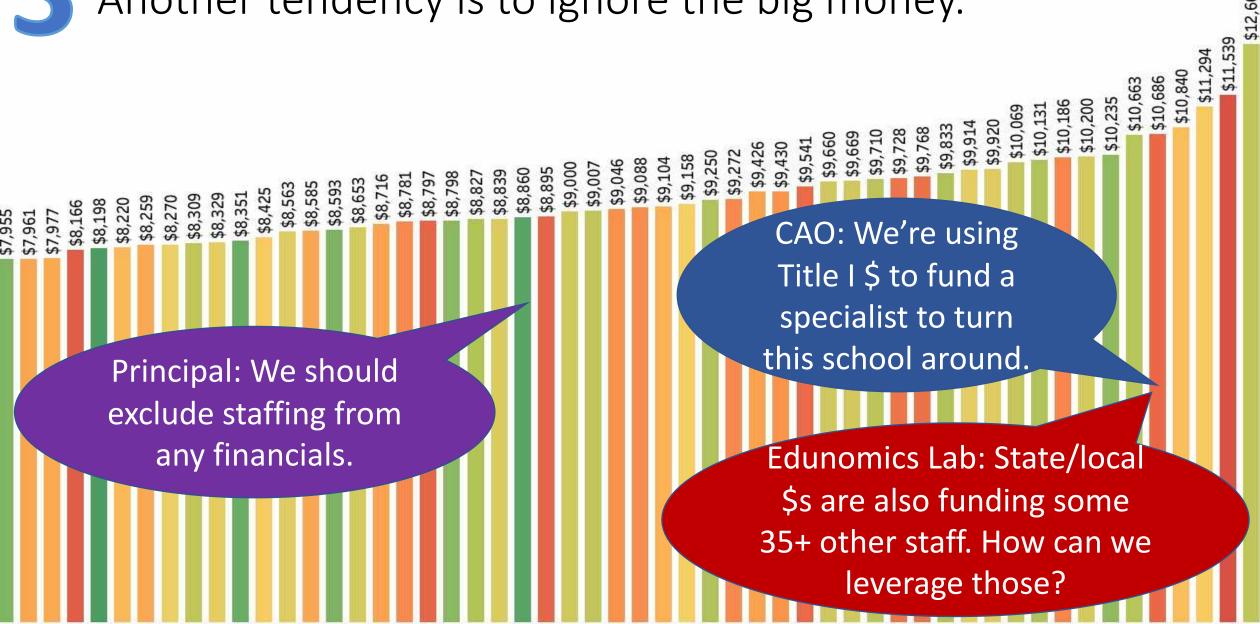


CFO: I wonder how these figures would look if we controlled for size or salaries

CFO: How much of this school's \$ is the SpEd program?

Edunomics Lab: The district is not directing more \$s to high-pov schools.

Another tendency is to ignore the big money.



4

Leaders need nudging to engage on leveraging dollars for student outcomes. (Otherwise, they focus on other factors.)



5

Comms training helps leaders gain comfort in engaging in data and exploring solutions

Principal: I'd like to be more involved in financial conversations going forward.

Average

Average

Average

Average

\$18,000

\$20,000

Principal: Some of our extra \$s are in staff, but it would help to hire them before October to maximize value.

CFO: Our small schools are spending a lot and getting little in return.

CAO: How can we leverage

our investment in teachers,

librarians & specialists to get

our reading outcomes up?

POLL:

What is the biggest barrier to getting district/school leaders to engage with these data?

- A. Lack of good data displays
- B. Lack of finance/data analytics experts to facilitate the conversation
- C. Competing priorities (or "it's nobody's job")
- D. Poor training/capacity among district/school leaders
- E. Other you tell us!



If or when this happens: What districts can say (and do).

District leader: "Yikes!! I don't know how this happened or how to fix it."



"Looking at the district's expenses from the school lens is new for us and reveals some noteworthy patterns. We're eager to engage with our principals/community/board to explore how to best deploy our limited funds to do the most for all the district's students."

School Board Member: "Wow - teacher seniority seems to be driving up spending at some of our schools."



"We use a salary scale based on experience, so we spend more on schools that attract senior teachers. We're eager to engage with our principals/teachers/community about options that might both retain our teachers and work better for all our students."

Parent: "Why is this magnet school so expensive?"



"The extra funds we've been applying to our special programs do leave fewer dollars for other schools. This is good time to explore whether there are ways to protect those programs without drawing funds from other schools and students."

Parent: "How come some schools get so much more than others?"



"Our approach to equity means delivering more resources to students with higher needs. Going forward, we'll try to make that clear by clarifying allocations by student type."

Principal: "If the school is so small, why is it so expensive per student?"



"The district does deploy more dollars to its smaller (or underenrolled) schools, <u>leaving fewer dollars for all other schools</u>. Given limited district resources, it may be time to explore how we can construct a budget that better serves all our students."



Communications (for district leaders)

- a) In engaging with our principals/teachers/families, we're finding/hearing _____ and that matters for students because _____.
- b) With our available resources, we are investing \$_____ (at a cost of \$____ per pupil) in order to do _____ for our students.
- c) Some have raised a legitimate concern about _____. Toward that end, we're _____.
- d) Also, we're making sure that our districts/schools/principals have the flexibility they need to adjust to ensure/mitigate _____ for students.
- We also have a template going forward. Please also engage with your for students.

 on our website!
- f) Our nop the first with the hard work of our employees and families, will mean that our students are able to ______.



Key Communication Reminders

- Avoid business lingo!! (Avoid "deficit-reduction", "marginal costs")
- Reference <u>students</u> (*Tendency is to focus only on staff or purchased inputs*)
- Share tradeoffs considered (Not, "we had no choice").
- Citing dollar figures improves credibility (avoid %)
- Community (and teachers) want to hear about financial info in a format that allows for them to weigh in.
- "Fair" is received better than "Equitable"



Don't say:

- x Reallocation
- x Efficiency
- X Do more with less
- X Acknowledge a cut as just that: a cut.
- x "We were told we had to..."

Do say:

- ✓ Leveraging dollars to do more for students.
- ✓ Admit the tradeoff: "we could have done XX or YY and we chose YY because it helps us do ZZ for students.
- ✓ Spending smarter
- ✓ Communicate with \$ amounts
- ✓ We have the flexibility to make tradeoffs that meet the needs of our students.

	Investment	Major cost factors	Estimated # Students Served	Cost per participating student	Decked Outcomes Estimated Effectiveness (High/Med/Low)	Risks	
А	Tutoring 1-to-1 student-teacher ratio 3x/week, 36 weeks	Tutors = \$30/hour	308 students (Highest-needs students?)	\$1,000,000/308 = \$3,240	Math and reading scores increase? Grades increase? Promising?	Some student may not attend; no peer interaction; difficulty hiring tutors	
В	Tutoring 4-to-1 student-teacher ratio 3x/week, 36 weeks	Tutors = \$30/hour	1,232 max				
C	Adding specialists staff to schools	\$100,000 per FTE = 1 per school	4,000	\$250			
D	High school recovery courses	Summer provider costs \$875/ student		\$875			
E	Lengthen the school day 20 minutes/day	\$3,600 stipend for all certificated staff	4,000	\$250	We	We love division! → It gives us cost per student.	
Ē	PD & planning time Teachers paid extra for SEL – one week before school starts plus 10 half-days	\$3,600 stipend for all certificated staff	4,000	\$250			
G	Other (you choose)						

	Investment	Major cost factors	Estimated # Students Served	Cost per participating student	Desired Outcomes — Estimated Effectiveness (High/Med/Low)	Risks
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В	Tutoring 4-to-1 student-teacher ratio 3x/week, 36 weeks	Tutors = \$30/hour	1,232 max	or ensure detection	Some students may not attend; difficulty hiring tutors	
c	Adding specialists staff to schools	\$100,000 per FTE = 1 per school	4,000	\$250	SEL needs are met, so students attend and learn	Difficulty hiring. Uneven access across schools
D	High school recovery courses		icating desir nes can help		Boost achievement promising	Students may not attend
E	Lengthen the schoo 20 minutes/day		e stay focuse drive outcon		More learning, achievement?	Pushback from paronts/teachers?
F	PD & planning time Teachers paid extra for SEL – one week before school starts plus 10 half-days	\$3,600 stipend for all certificated staff	4,000	This is an expensive program. Do we think it will be high value?		
G	Other (you choose)					

POLLS

Notice that 1-1 tutoring costs much more per student than 4-1 tutoring. If tutoring was a priority in your district, do you think the higher costs of 1-1 are worth it?

Yes, I'd say go with 1-1

No, I lean toward 4-1



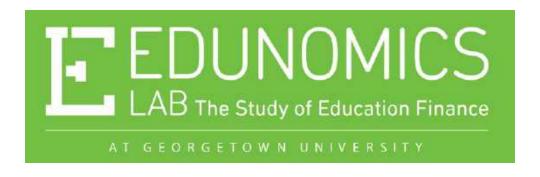
How You Spend Your Money IS Your Strategy

- "Budgeting is the manifestation of an organization's strategies, whether those strategies are the result of
- thoughtful strategic planning processes,
- of the inertia of long years of doing approximately the same thing,
- or of the competing political forces within the organization bargaining for shares of resources."

- Lee, Johnson, and Joyce, Public Budgeting Systems, Seventh Edition, 2004

What does your district's spending pattern say about its strategy?





Taking the Temperature of Health Care Costs in Public Education

Chad Aldeman

POLL

Which do you believe younger teachers would prefer:

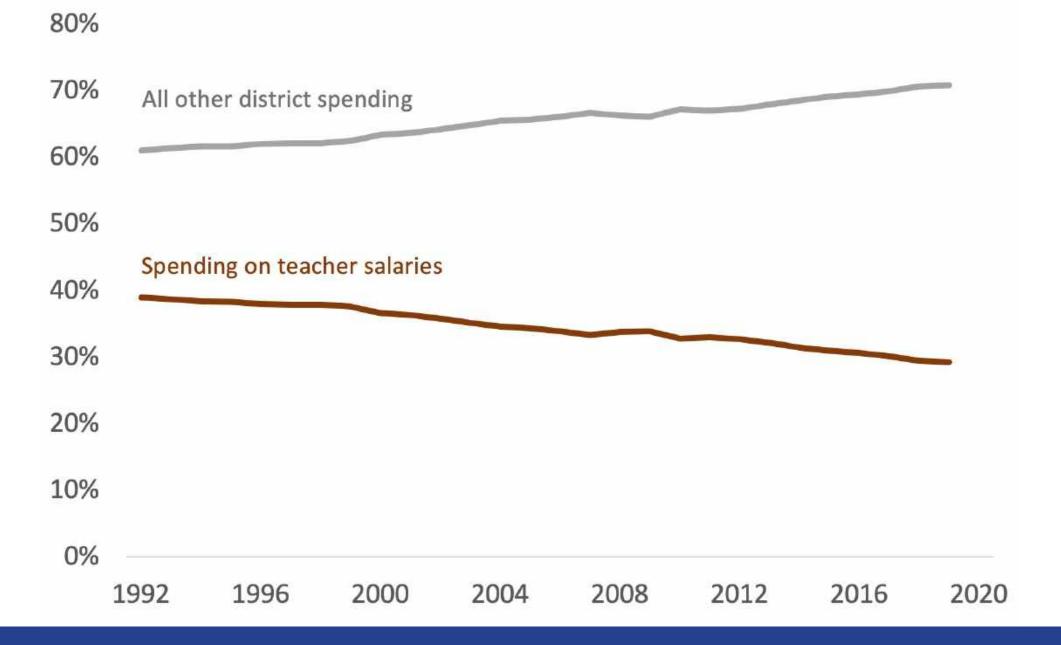
- a) Starting salary of \$55,000 plus \$5,500 toward health care benefits
- b) Starting salary of \$60,000 with no employer-funded health care benefit



Teachers would require a 16.8% raise to compensate for a health plan that *only* covered 60 versus 80% of costs.

Teachers were indifferent between a 10.6% raise and receiving dental and vision coverage.



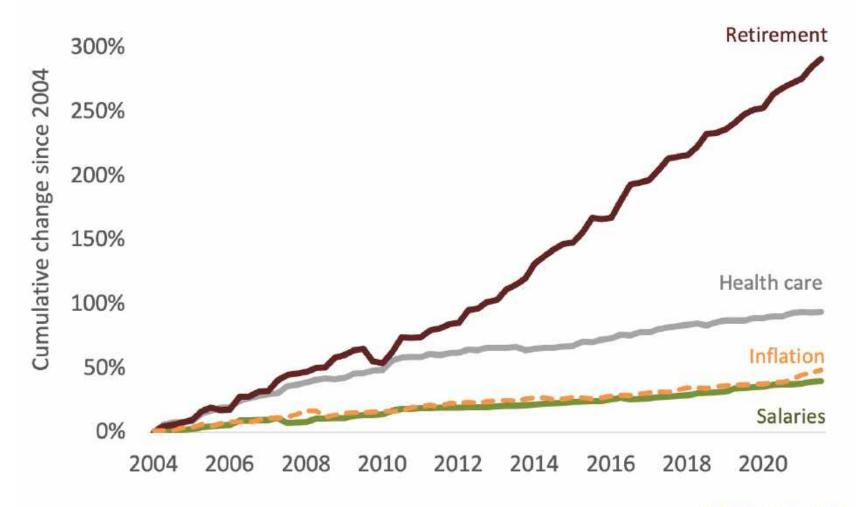




Change in teacher compensation over time

Part of this is a benefits problem.

Benefits consume an increasing share of teacher compensation



Source: BLS, Employer Costs for Employee Compensation



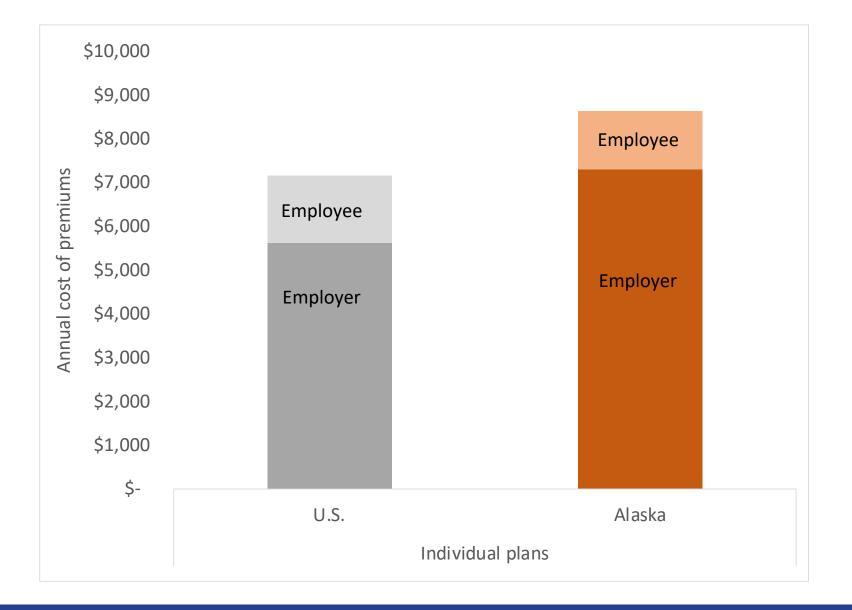


4 points on Alaska's health care costs

- 1. Alaska health care costs more to deliver (duh)
- 2. Teachers have more expensive health care benefits
- 3. Alaska's cost structure can shield employees from those rising costs
- 4. What districts could do



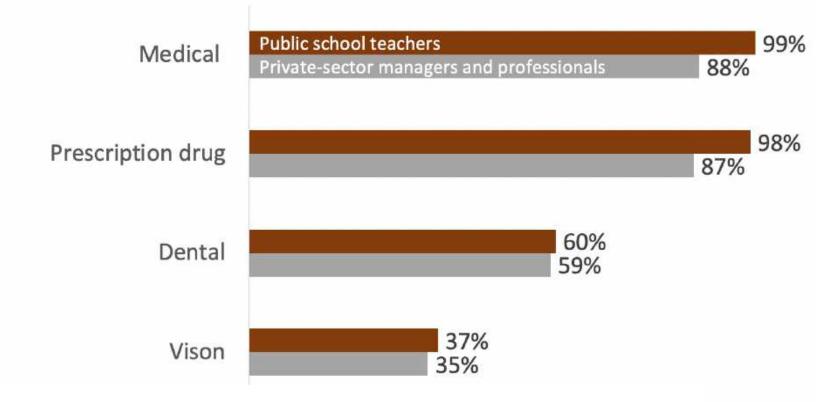
Alaska has higher health care costs than residents of other states





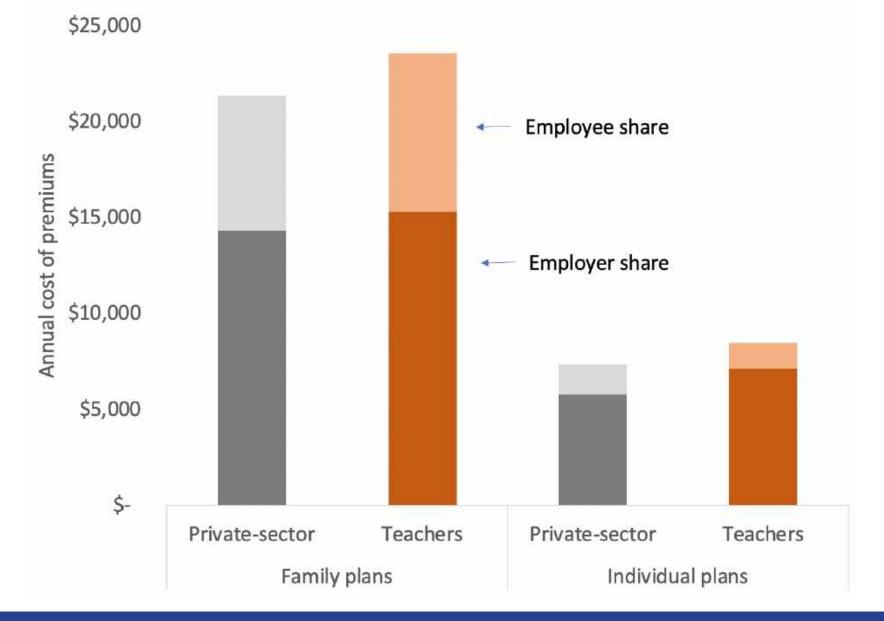
In terms of access, teachers are not that dissimilar from privatesector professionals...

...Except on retiree benefits!





Among those with benefits, teachers have slightly more expensive health care plans





One option: Cafeteria benefits, where employees choose among options

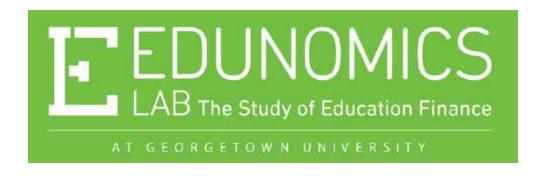
	Ms. Johnson		Mr. Rodriquez	Ļ	Ms. Kaufmannn	
Personal days sick days	240	used 2	240	used 2	240	used 2
taken	600	5 days	1,200	10 days	240	2 days
life insurance	-	decline	-	decline	200	elect
Dental	200	elect	<i>5</i>	decline	200	elect
health ins	8,000	low	12,000	med	14,000	high
TOTALSum	\$9,040		\$13,440	\$-	\$14,880	
Total Allotted Difference	\$13,840					
Unused benefits	\$4,800		\$400		\$(840)	salary deduction

Other ideas: While you have money, ask for something in return

- Update sick leave policies
- Help teachers understand the true cost of their benefits
- Switch to fixed-dollar contributions rather than contributions tied to premiums
- ➤ Look at your defaults, and nudge employees toward better choices

Buffalo, NY pays the costs for teachers to get plastic surgery. Time to reconsider benefits like that?





It's 2023. Where did all the money go?

Chad Aldeman

April 29, 2022

money

It's 2023. Where did the time go?

2023

UARY			FEBRUARY						MARCH							APRIL						
w	T	F	S	S	м	Т	w	т	F	S	5	M	т	w	т	F	5	5	М	т	w	
4	5	6	7				1	2	3	4				1	2	3	4					
11	12	13	14	5	6	7	8	9	10	11	5	6	7	8	9	10	11	2	3	4	5	ı

ESSER was a grand experiment: What happens when feds give large sums to districts with few strings attached?







DAILY NEWS

World - Business - Finance - Lifestyle - Travel - Sport - Weather

Tollien

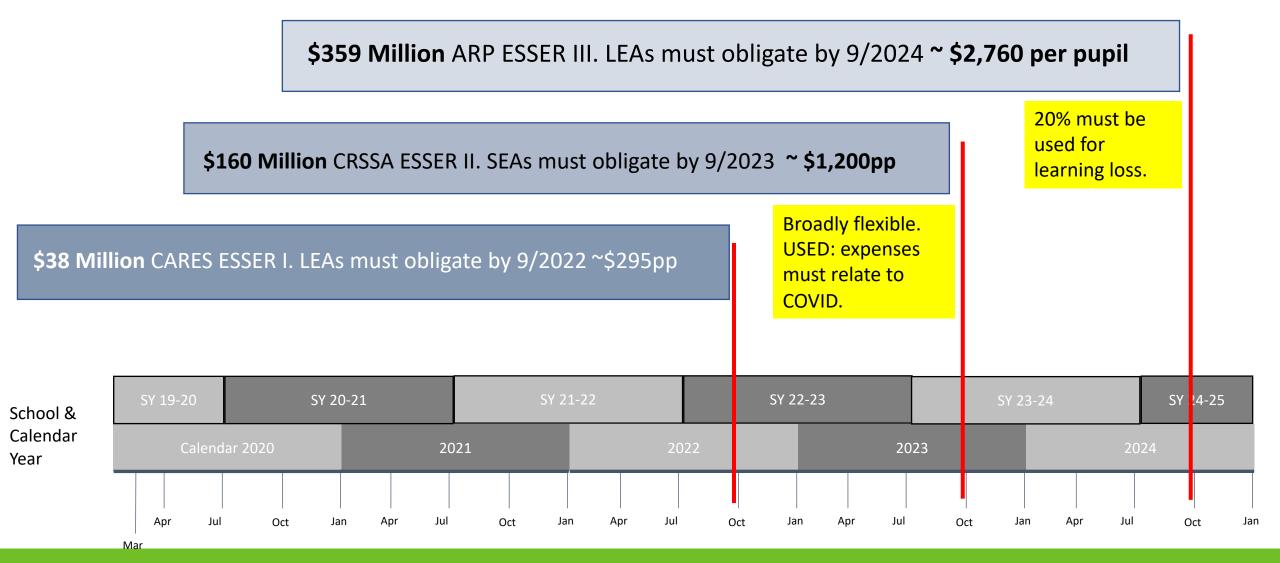
fenday 5th June

relief on

BREAKING: Reports show districts' investment didn't benefit students.



Reminder: Alaska LEAs have until 2024 to obligate federal funds





How much per pupil did your district receive from ESSER III?

- 1. <\$1,000 per student
- 2. \$1,000 \$2,000 per student
- 3. \$2,000 \$3,000 per student
- 4. \$3,000 \$4,000 per student
- 5. >\$4,000 per student

District leaders ought to locate this figure and say it often!



Quiz

Which of the following is not an allowable use of ESSER funds for LEAs?

- Enlarge the gym
- 2. Reinstate a 5% pay raise that was put on hold
- 3. Pay the Kumon fee for any student who opts in
- Pay for staff positions that would otherwise be cut due to enrolln declines
- 5. Replenish the reserve fund



This money is highly flexible. Districts are the ones who decide how to spend it!



POLLS: State choices and equity.

If a state needs to cut state \$ to districts, do you think it should take into account how much each district got from ARP?

Yes or No

AZ, ID, NJ, CT, OR, and MI are using a portion of their state's ESSER set-aside to provide funds to districts that didn't qualify for ESSER.

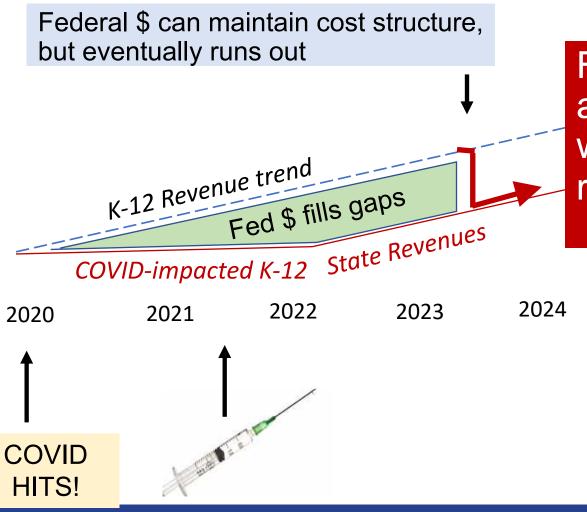
Reasonable? or I'm less comfortable with this

Six potential mistakes districts might be making with federal relief funds

- 1. Spending in a way that creates a disruptive fiscal cliff
 - 2. Offsetting lost funds due to permanent enrollment declines
 - 3. Issuing problematic contracts that come back to haunt leaders
 - 4. Deploying funds inequitably across schools
 - 5. Failing to make sure community sees/values investments
 - 6. Investing without demonstrating real results for students.



What's a funding cliff?



Funding cliffs are typical when federal relief aid stops



Stagnant pay

POLL:

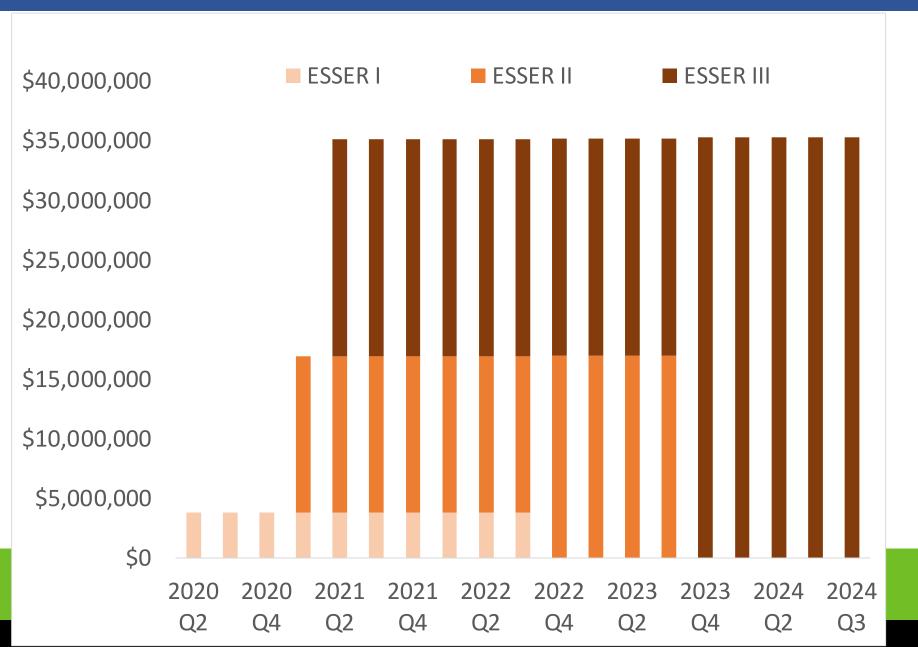
Seattle Public
Schools is planning
to use a substantial
portion of its federal
relief funds to make
up for budget gaps
caused by rising
costs (incl. planned
increases in pay &
benefits, alongside
enrollment declines).

Reasonable?

or

I'm less comfortable with this.

What do we know about the money?

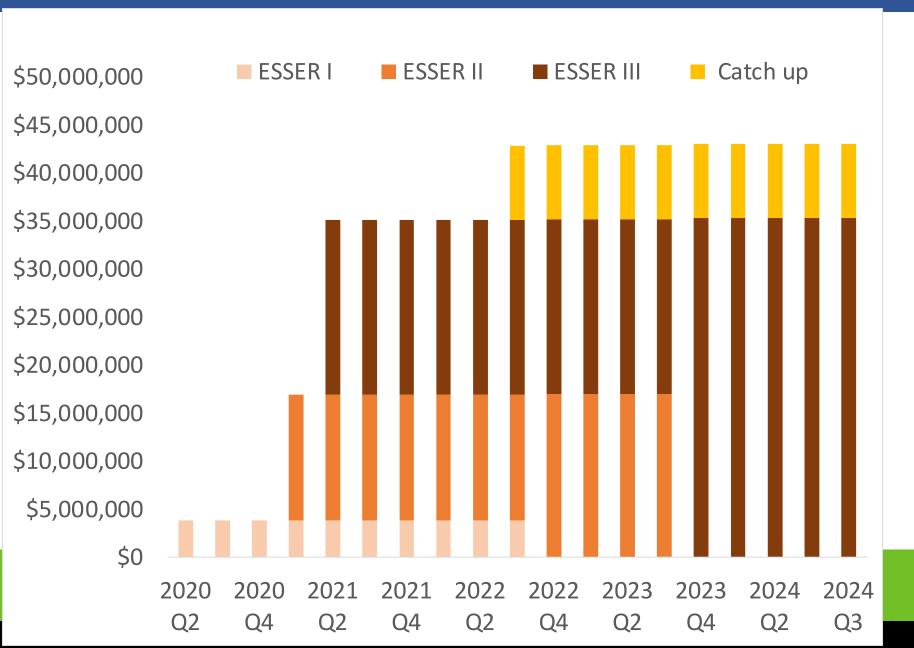


Alaska districts "should" have spent \$169 million so far.

They've actually spent \$77 million through Feb 28th data.



What do we know about the money?



A slower pace now means an even steeper fiscal cliff might be coming...



Beware of adding recurring costs!

<u>Instead of recurring expenses:</u>

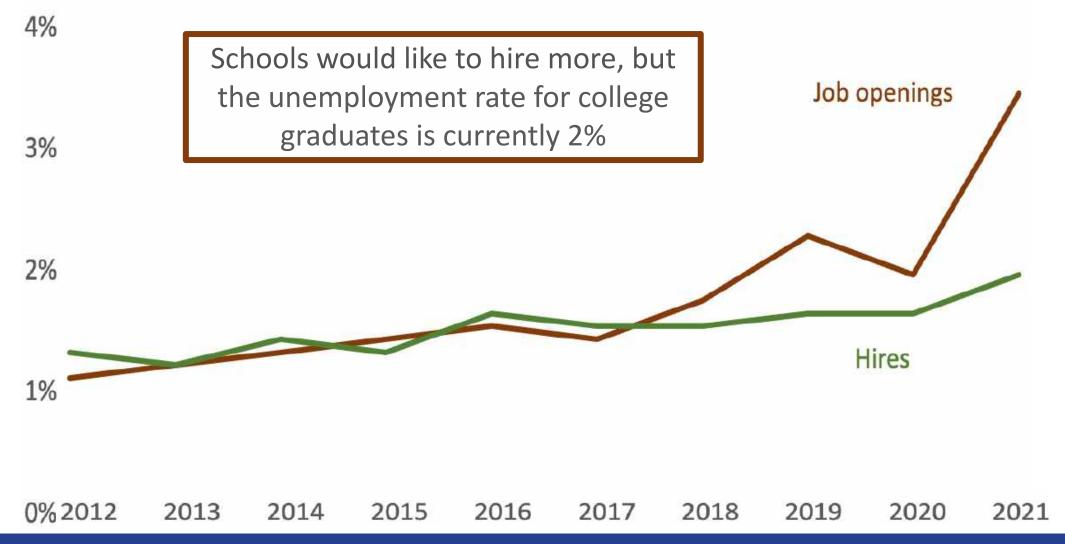
- New hires (e.g. nurses, counselors, VP, teachers, tutors)
- Base pay raises: Across-the-board % raises, COLAs
- Increased benefits
- Permanent calendar changes
- Changes to class sizes

Consider one-time expenses:

- ✓ **Stipends** (e.g. for tutoring, summer school
- ✓ Contractors (e.g. nurses, tutors)
- ✓ One-time hazard pay
- √ Facility upgrades
- ✓ One-time summer school
- ✓ Temporarily added weeks of school



Plans that involve hiring may present a challenge in the current labor climate.



Source: Bureau of Labor Statistics, March data from Job Openings and Labor Turnover Survey: https://www.bls.gov/jlt/



Smart Money Discussion: Jot your answers down

Which group of students are you most worried about right now?

- a) High school students without enough credits to graduate
- b) Un-motivated teens
- c) Middle and high school English learners (EL)
- d) Students with continuing low attendance
- e) Students more than a year behind in learning
- f) Elementary school students who fell dramatically behind last year
- g) Foster/ Homeless / Over-age students
- h) Students with documented behavior challenges
- i) Other:



What's your idea?

Take a few minutes to brainstorm one or more <u>non-recurring investments</u> to address one of the options below.

Be clear on what the investment would pay for (e.g. stipends, contractors, etc.)

- 1. An investment that would increase daily attendance rates.
- 2. An investment that would yield immediate benefits for students who are off-track in their learning.
- 3. An investment that would lower anxiety levels of middle and high schoolers.
- 4. A short-term investment made that could lower annual costs going forward.
- 5. A short-term investment that could continue to boost student outcomes over time.



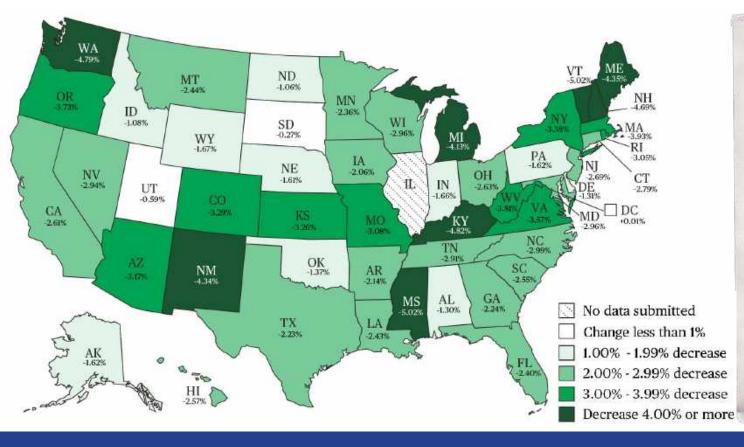
Six potential mistakes districts might be making with federal relief funds

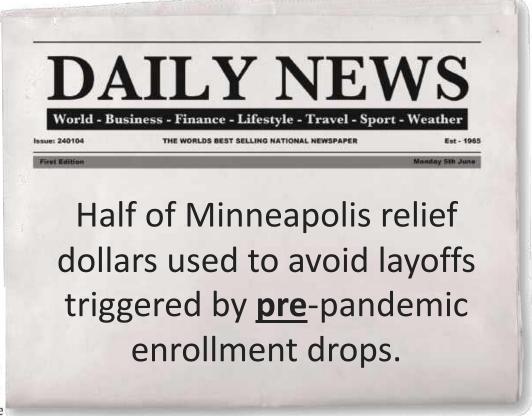
- 1. Spending in a way that creates a disruptive fiscal cliff
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 - 5. Failing to make sure community sees/values investments
 - 6. Investing without demonstrating real results for students.



School districts have a hard time downsizing. Public school enrollments fell 3% last year. Will all students come back?

- School district revenues are tied to the number of students they enroll
- ➤ A "COVID baby-bust³" suggests enrollment declines may continue





 $\frac{1}{h} \underline{\text{https://nces.ed.gov/blogs/nces/post/new-data-reveal-public-school-enrollment-decreased-3-percent-in-2020-21-school-year}$

https://nces.ed.gov/programs/digest/d20/tables/dt20_203.10.asp

https://www.brookings.edu/blog/up-front/2021/05/05/the-coming-covid-19-baby-bust-is-here/



^{*} In 2017, Roza examined spending data from districts >20,000 with and without enrollment declines. A powerpoint covering the analysis and findings is available upon request.

Discussion

Consider different \$1000 pp investments to address learning loss. Would you rather:

- 1. Reduce class sizes by two students for a year
- 2. Extend a school year by four weeks for all students
- 3. Provide one-third of students with a year's intensive tutoring
- 4. Offer 4-week learning camps for all K-5 students this summer and next
- 5. Give principals the money to decide what makes the most sense for their students and staff



Six potential mistakes districts might be making with federal relief funds

- 1. Spending in a way that creates a disruptive fiscal cliff
- 2. Offsetting lost funds due to permanent enrollment declines
- 3. Issuing problematic contracts that come back to baunt leaders
 - 4. Deploying funds inequitably
 - 5. Failing to make sure comr
 - 6. Investing without demonstration

"It's Procurement-palooza!"
Contracts deserve attention:
Data-tracking, pay for
performance, out-clauses, etc.



Six potential mistakes districts might be making with federal relief funds

- 1. Spending in a way that creates a disruptive fiscal cliff
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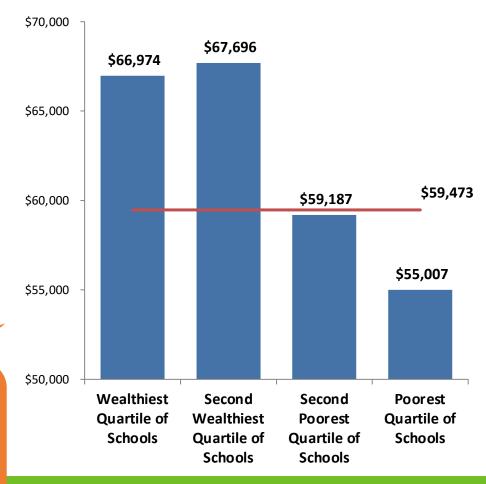
Poll

If a district is adding learning time by paying current staff, how should they pay them?

- Fixed dollar amount (e.g., \$35 per hour per teacher or \$1300 for starting school 2 weeks early)
- 2. Use of current salaries (e.g., each teacher's hourly rate based on individual salaries)
- 3. Other tell us!

Using current salaries could exacerbate current inequities across schools.

Average Salary by % of L-I Students - School Level





Six potential mistakes districts might be making with federal relief funds

- 1. Spending in a way that creates a discretion Community: Where'd that money go?

 2. Offsetting lost funds due to permanent en community: Where'd that money go?
- 3. Issuing problematic contracts
- how they spent it. All I 4. Deploying funds inequitably acres know is we didn't get any.
- **⇒** 5. Failing to make sure <u>community sees/values investments</u>

Parent: I'm not sure if the money made a real difference.

Teacher: They always spend it on central office and then blame us when kids do poorly.

Principal: Who knows

Six potential mistakes districts might be making with federal relief funds

- 1. Spending in a way that creates a disruptive
- 2. Offsetting lost funds due to permanent enro
- 3. Issuing proble: Low outcomes happen4. Deploying when leaders take their eye off the ball!



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••• 6. Investing without demonstrating real results for students.



ESSER's \$190B was BY FAR the largest-ever federal investment in public education at over \$3500 per child.

It's been over a year since ESSER3. So far, how would you rate that investment:



Solid. There's room for improvement, but it's generally going well.



<u>Mixed</u>. Some pivoting is needed to ensure dollars add more value for students.



<u>Disaster</u>. Much of the spending is having no effect on students.

One year in, we have no good way to know.



What do we know about whether ESSER investments are helping students back on track?

Feds

Too slow.

State tests don't help

2020 - waived

2021 - modified

2022 – no data 'til fall

Districts?

Some tracking of select measures?

WA Ed Chief: "We're not gonna spend a lot of energy here because there's too many factors that are unique."*

Discussion: What data are you following? What questions do you wish you could answer?



We're missing critical data in ed

Surveillance data

- Pulse taking
- Quick real time estimates to understand the problem and context
- What matters changes over time
- Data needn't be perfect

The morning after
Black Friday the news
reports sales
estimates by industry

Some data emerging from: ZEARN, Amplify, NWEA, Khan Academy, Burbio

But SEAs are right now spending \$19B without basic metrics: # dropouts, # science teachers needed, etc.



We're missing critical data in ed

Process/progress data

- On implementation
- On participation
- On progress
- Vendors often involved
- Users must see value
- Requires alignment of incentives

"Districts don't have that capacity!"

"Kids aren't widgets"

"Learning isn't profit"

"Can data help improve motivation and learning?"





We're missing critical data in ed

Process/progress data

- On implementation
- On participation
- On progress
- Vendors often involved
- Users must see value
- Requires alignment of incentives

Is the data for....

improvement?

or

accountability?!?!?



What improvement data can do for us

- A. Define the challenge
- B. Point the way
- C. Keep us focused
- D. Celebrate progress
- E. Signal when to pivot
- F. Build trust





ESSER's success will depend on availability of data

Progress:

- Reading, especially K-5
- Math, all grades
- High schoolers on track to graduate
- Attendance/engagement

Process/execution:

- # kids present at tutoring
- Minutes on site
- Hours of counseling
- # parent meetings
- Books read

And that schools and systems use it



GEORGETOWN UNIVERSITY

McCourt School of Public Policy

Certificate in Education Finance

Getting smart on education finance and strategy to impact student success



May 3-4, Saratoga Springs, NY

Thank you!

Connect with us:

<u>ca903@Georgetown.edu</u> <u>@</u>ChadAldeman

EdunomicsLab.org
@EdunomicsLab

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