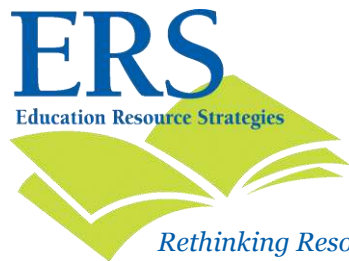
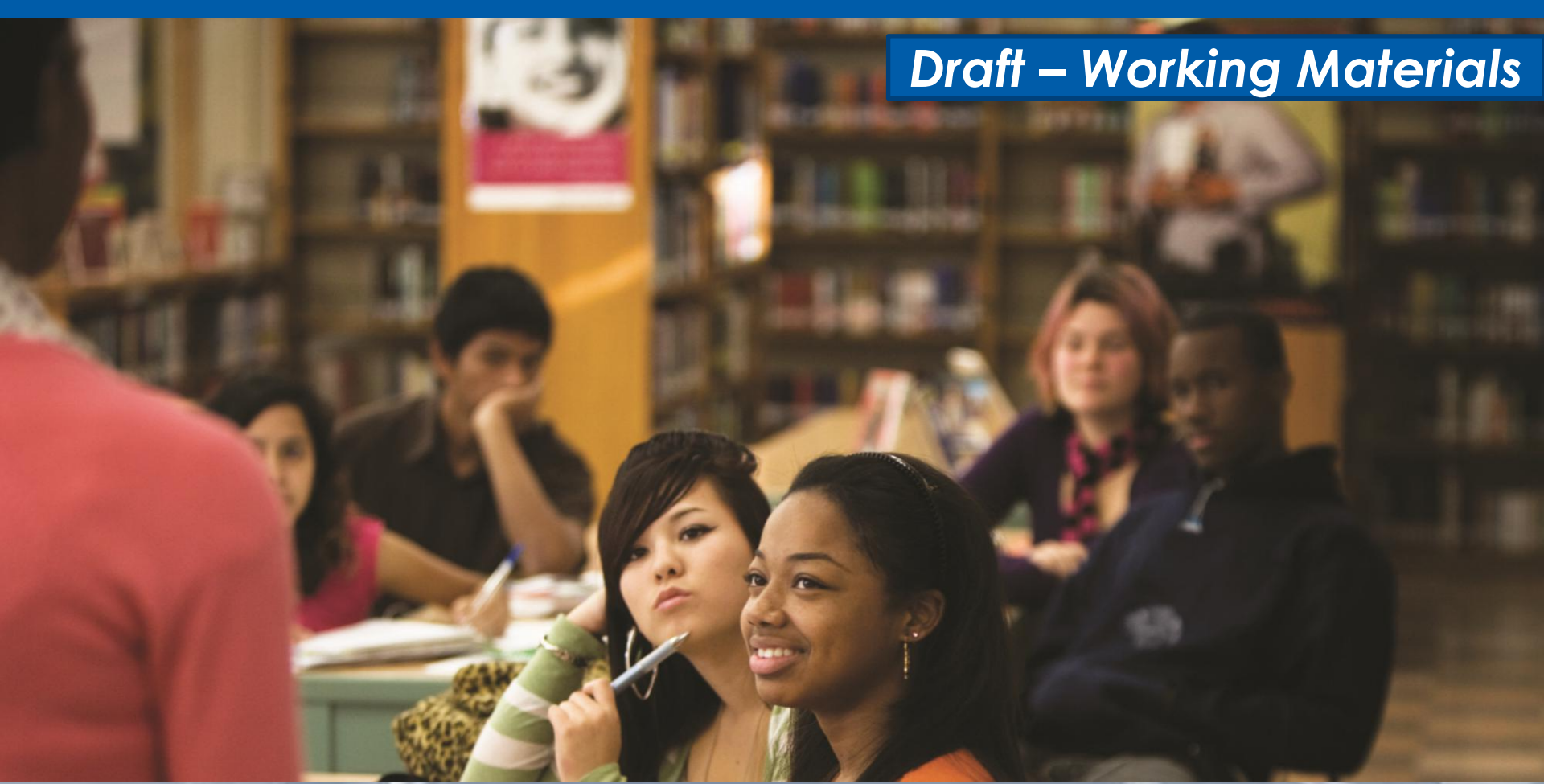


**Draft – Working Materials**



*Rethinking Resources  
for Student Success*

## **ERS Working Session #2: School Resource Flexibility**

Denver Public Schools, July 21, 2011

Strategy for school resource flexibility is guided by three basic questions:

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- 1** What resources should schools have flexibility over?
- 2** What types of flexibility should they have?
- 3** Which schools should get which flexibilities?

**DPS has done a tremendous amount of work already across all three areas ... what does the work to date tell us about how to proceed moving forward?**

The objective of today's working session is to reflect on DPS's approach to date, experience of other districts and ERS analysis to guide DPS's thinking on resource flexibilities for SY1213

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## July 21<sup>st</sup> Working Session

- Review **Denver's theory of action** and discuss **how it relates to the differentiated school portfolio structure**
- Review the **current state of flexibility** based on ERS analysis, school visits, and principal focus groups
- Discuss and refine a **set of guiding principles for school resource flexibility**
- Touch on what is required for the **successful implementation of school flexibility** to guide thinking on work for the fall
- Discuss next steps for how to use the **August Working Session** time with the leadership team



The goal of today's session is **NOT** to make decisions about whether specific resources are tight or loose.

The goal is to discuss and develop a framework for **HOW** and **WHY** those decisions are made.

Before we begin, let us remember that ...

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**“For every  
complex problem  
there is an answer  
that is clear,  
simple...”**

**...and wrong.”**  
*H.L. Mencken*

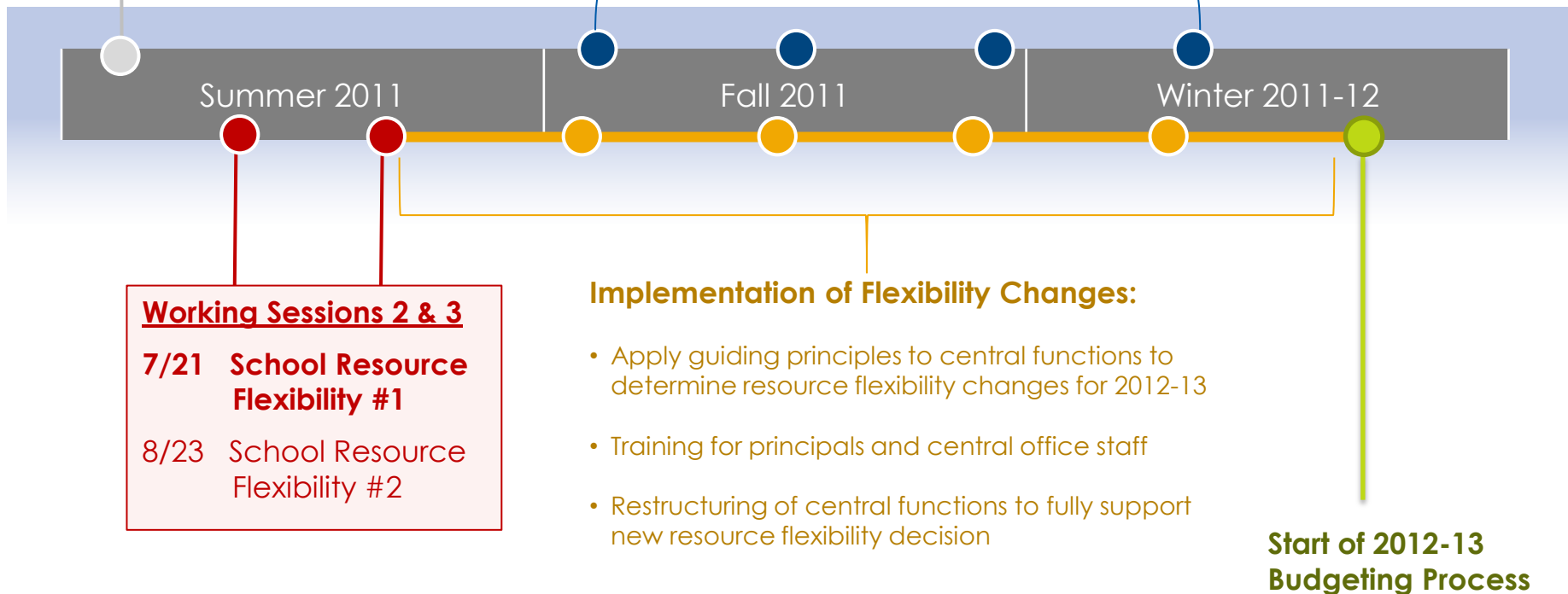
# The next two working sessions with ERS (July and August) will be devoted to discussing this issue of School Resource Flexibility

## A. Resource Mapping

Working Session 1  
6/30 School Funding

Working Sessions 4,5,6, 7:

New topic each session spanning scope of analysis,

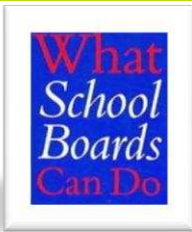


## B. School Flexibility

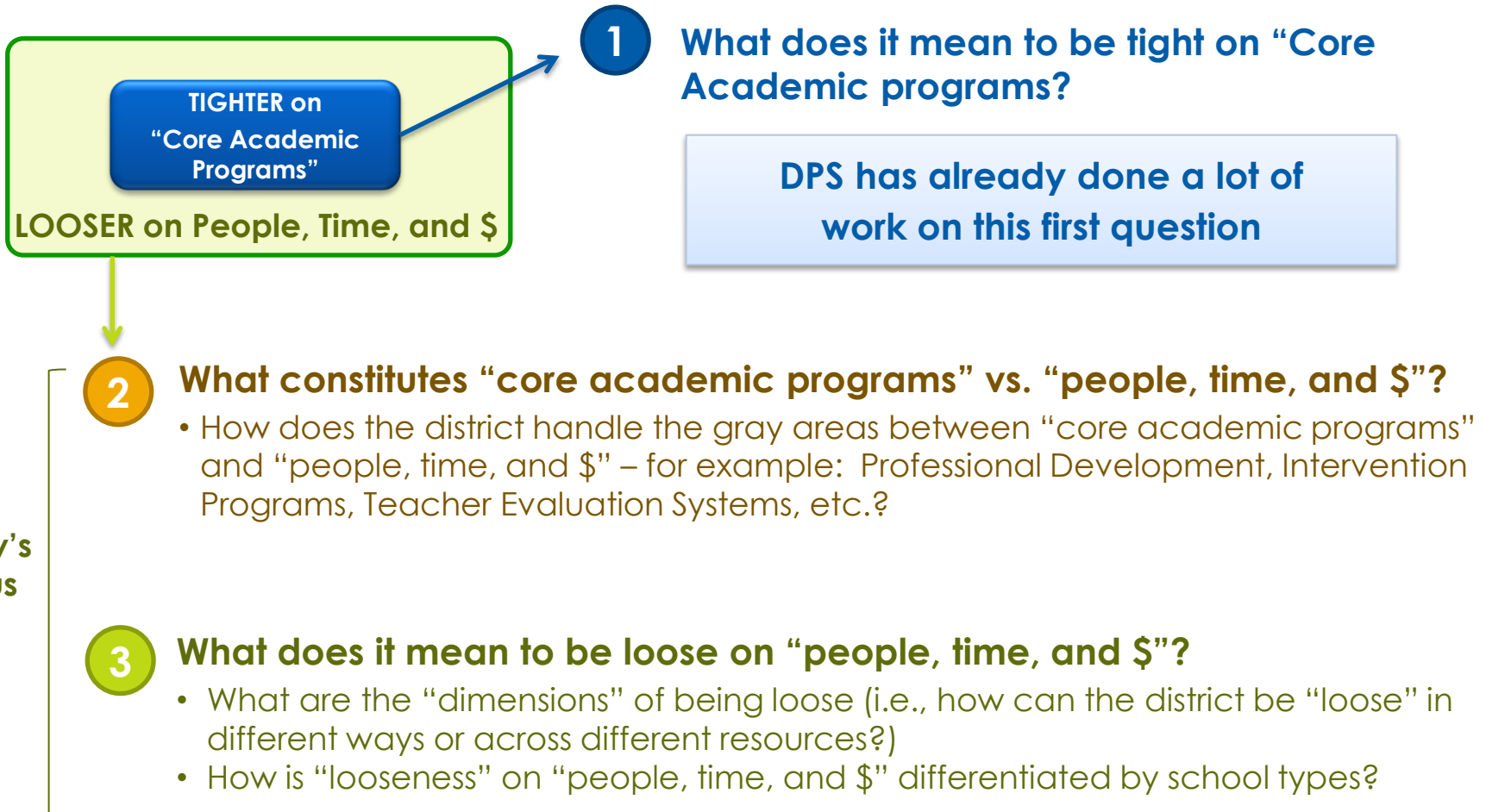
# Agenda

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<b>Introduction</b>	<b>10 min</b>
<b>Theory of Action</b>	<b>15 min</b>
<b>Norming on Terminology &amp; Flexibility Dimensions</b>	<b>15 min</b>
<b>Current State of Resource Flexibility</b>	<b>35 min</b>
<b>Automatic v. Earned Flexibility</b>	<b>15 min</b>
<b>Break</b>	<b>15 min</b>
<b>Guiding Principles</b>	<b>80 min</b>
<b>Successful Implementation of Flexibility</b>	<b>15 min</b>
<b>Takeaways and Next Steps</b>	<b>25 min</b>



When it comes to implementing a Managed Performance Empowerment system, districts have to grapple with the following questions – none of which have easy answers:



# Required/Flexibility Matrix

Draft – Working Materials

Standards-Based Use of Teaching Materials: Schools...		All schools must	Schools can selectively
S	Use lessons and materials that address the Common Core State and Colorado Academic Standards	<b>X</b>	
A	Administer District and State Required Assessments	<b>X</b>	
D	Follow the Annual Set Course scope & Sequence by grade (e.g., Grade 6 World Geography, Grade 7 World History): <b>Elementary and Middle: REQUIRED, with the exception of Montessori programs.</b> <b>High Schools: FLEXIBLE</b> --sites must develop a sequence of courses; deviation from the district set sequence must be approved by HS Superintendent	<b>X</b> at ES/MS	<b>X* at HS</b>
D	Use Core Materials	<b>X**</b>	
S	Follow the Unit Scope & Sequence across a grade (e.g., Sequence of Units follows the same topics district wide)	<b>X</b>	Exceptions: Montessori, IB
<p><b>*HS alternate scope and sequence must be equally or more rigorous than district scope and sequence.</b></p> <p><b>** Core Materials are district adopted unless a waiver is granted—see Waiver Process for information.</b></p>			

\*HS alternate scope and sequence must be equally or more rigorous than district scope and sequence.

\*\* Core Materials are district adopted unless a waiver is granted—see next page for waiver information.

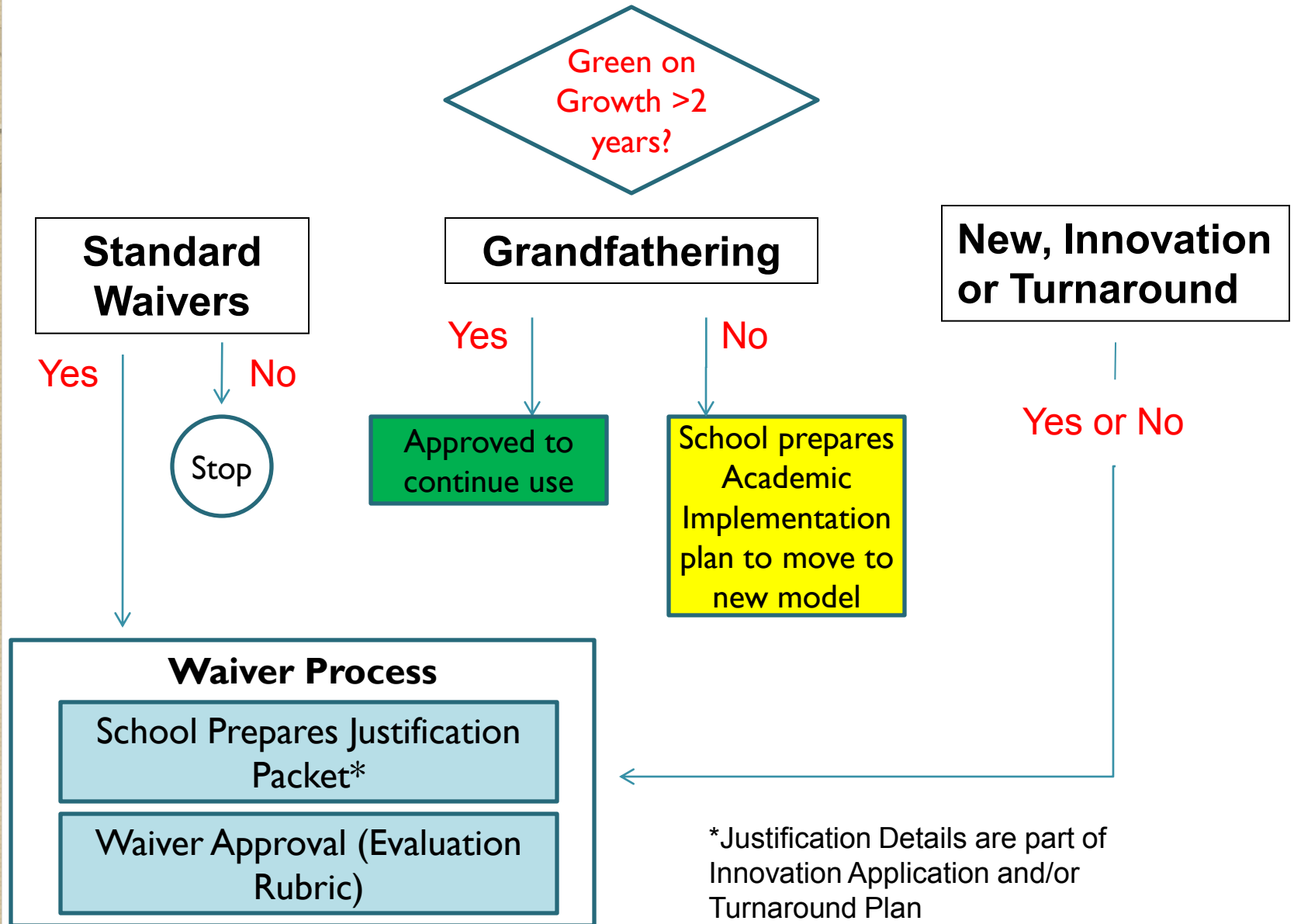
\*\*\*District Instructional Planning Guides provide examples of how to pace and design lessons aligned to priority standards, but are not exhaustive of all effective practices; Teachers are encouraged to use the guides and adjust to meet the needs of their students.



# Required/Flexibility Matrix

	<b>Standards-Based Use of Teaching Materials: Schools...</b>	<b>All schools must</b>	<b>Schools can selectively</b>
O	Provide Interventions selected at each site (both evidence based approaches as well as programs)	<b>X</b>	
A	Administer Supplemental CBMs from specific programs like Math Assessments (i.e., Navigator; Dibels)		<b>X</b>
D	Follow Site Based Weekly Curriculum Maps (from district pacing/planning or site developed tools)	<b>Schools can select/design the tools but must have Curricular Maps</b>	
D	Use and follow the daily lessons from the Instructional Planning Guides		<b>X***</b>
O	Select and use Supplemental Material		<b>X</b>
	<b>***District Instructional Planning Guides provide examples of how to pace and design lessons aligned to priority standards, but are not exhaustive of all effective practices; Teachers are encouraged to use the guides and adjust to meet the needs of their students.</b>		

# Proposed Waiver Process



# Agenda

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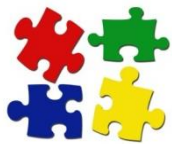
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Before we begin, let's make sure we're all using the terms "tightness" and "looseness" the same way:



Holding something **"tight"** means that the **district determines** how a service is provided and the intention is for it to be provided in the same way across schools



Holding something **"loose"** means that the **school can determine** how a service is provided and hence there can be a lot of variation in how the service is provided

Tightness/looseness by policy does not always = tightness/looseness in implementation ....

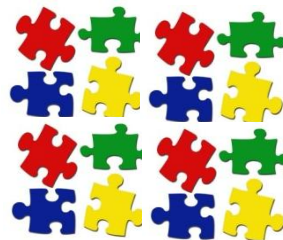
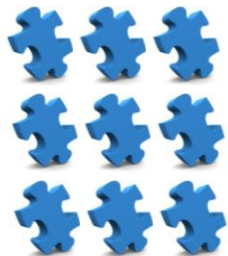
We'll talk about implementation challenges later on

**Tight/Inflexible**

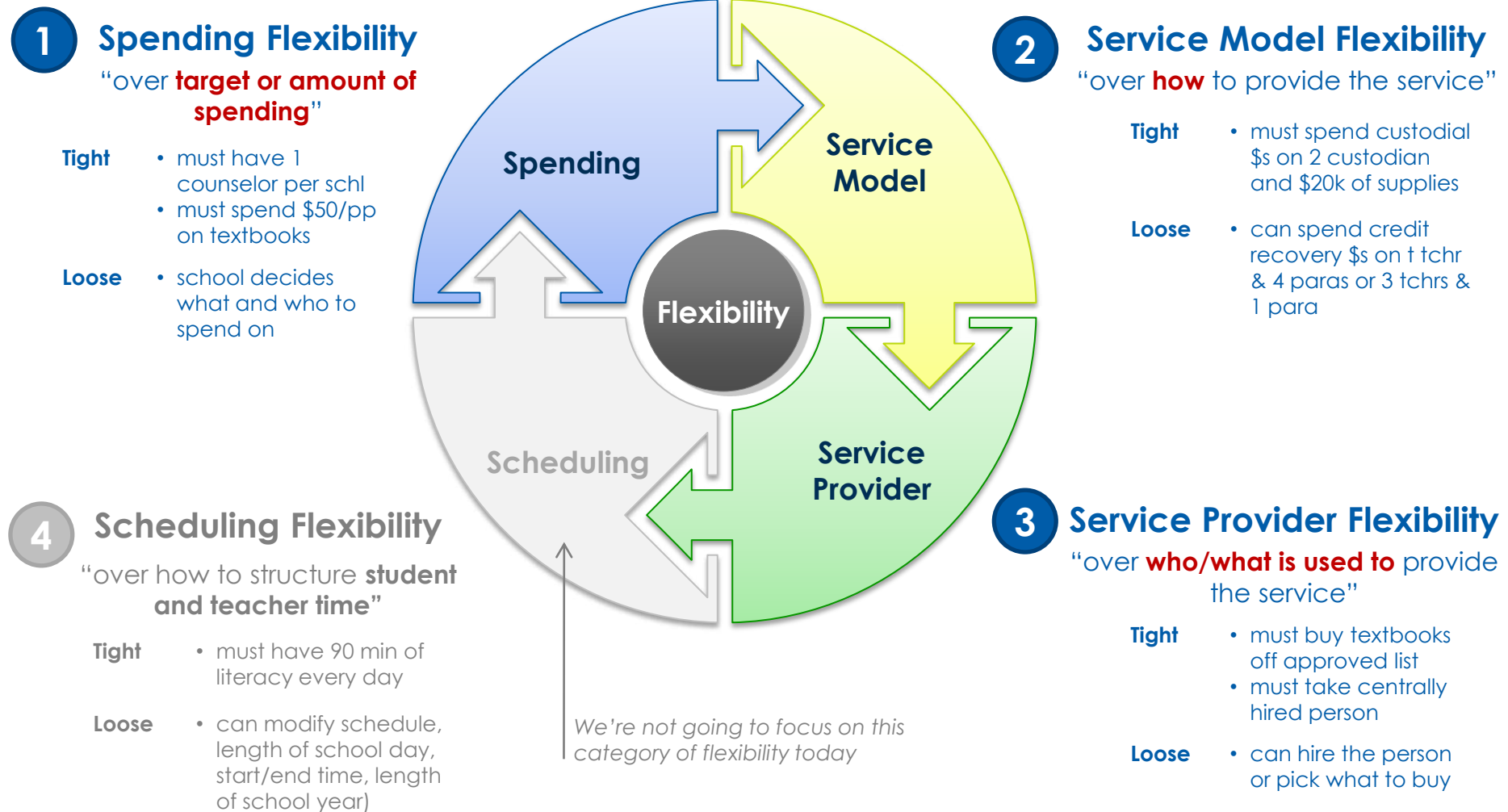
**Loose/Flexible**

**School Designs**

*Should be same across schools for things that are "tight" but can vary for things that are "loose"*

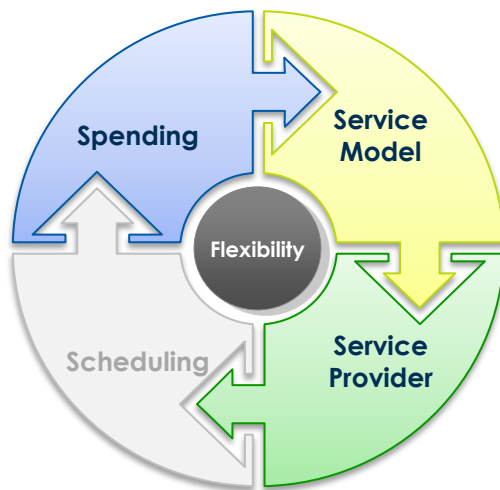


# There are a lot of ways to think about how the district can be “tight” and “loose” over resources:



All of these dimensions of flexibility are interconnected, so being “tight” in one dimension impacts more than just that dimension, it may change how schools can use other dimensions

Here are some examples:



### Spending:

- *“Minimum of \$200/pupil must be spent on Extended Day Services”*
- Potential Impact: Service model for intervention – less resources available for push-in during regular school day

### Service Provider:

- *“Central deployment of specific instructional coaches to schools”*
- Potential Impact: Service model for instructional support to teachers – based on centrally-defined coaching model, not school design

When we look at some of the SBB resources in Denver, we find that the district is actually “tight” on some of the dimensions (though this is sometimes due to state, mill levy, and/or other external restrictions)

**Spending Flexibility**

“over **target or amount of spending**”

**Service Model**

“over **how** to provide the service”

**Service Provider**

“over **who/what is used to** provide the service”

<p><b>Mill Levy Elem. Schl Arts</b></p>	<ul style="list-style-type: none"> <li>• <b>TIGHT:</b> schools must spend a certain amount on ES Arts</li> </ul>	<ul style="list-style-type: none"> <li>• <b>TIGHT:</b> schools must use \$s on Art Teachers</li> </ul>	<ul style="list-style-type: none"> <li>• <b>LOOSE:</b> schools can hire the Art Teachers</li> </ul>
<p><b>Mill Levy on Textbooks</b></p>	<ul style="list-style-type: none"> <li>• <b>TIGHT:</b> schools must spend a certain amount on textbooks</li> </ul>	<ul style="list-style-type: none"> <li>• <b>LOOSE:</b> schools decide what types of textbooks they need</li> </ul>	<ul style="list-style-type: none"> <li>• <b>TIGHT:</b> schools must purchase textbooks off an approved list</li> </ul>
<p><b>Title I Dollars</b></p>	<ul style="list-style-type: none"> <li>• <b>TIGHT:</b> Title I spending must be targeted in prescribed ways</li> </ul>	<ul style="list-style-type: none"> <li>• <b>LOOSE:</b> schools decide how to spend the \$s (within some general parameters)</li> </ul>	<ul style="list-style-type: none"> <li>• <b>LOOSE:</b> schools can hire the staff they want</li> </ul>

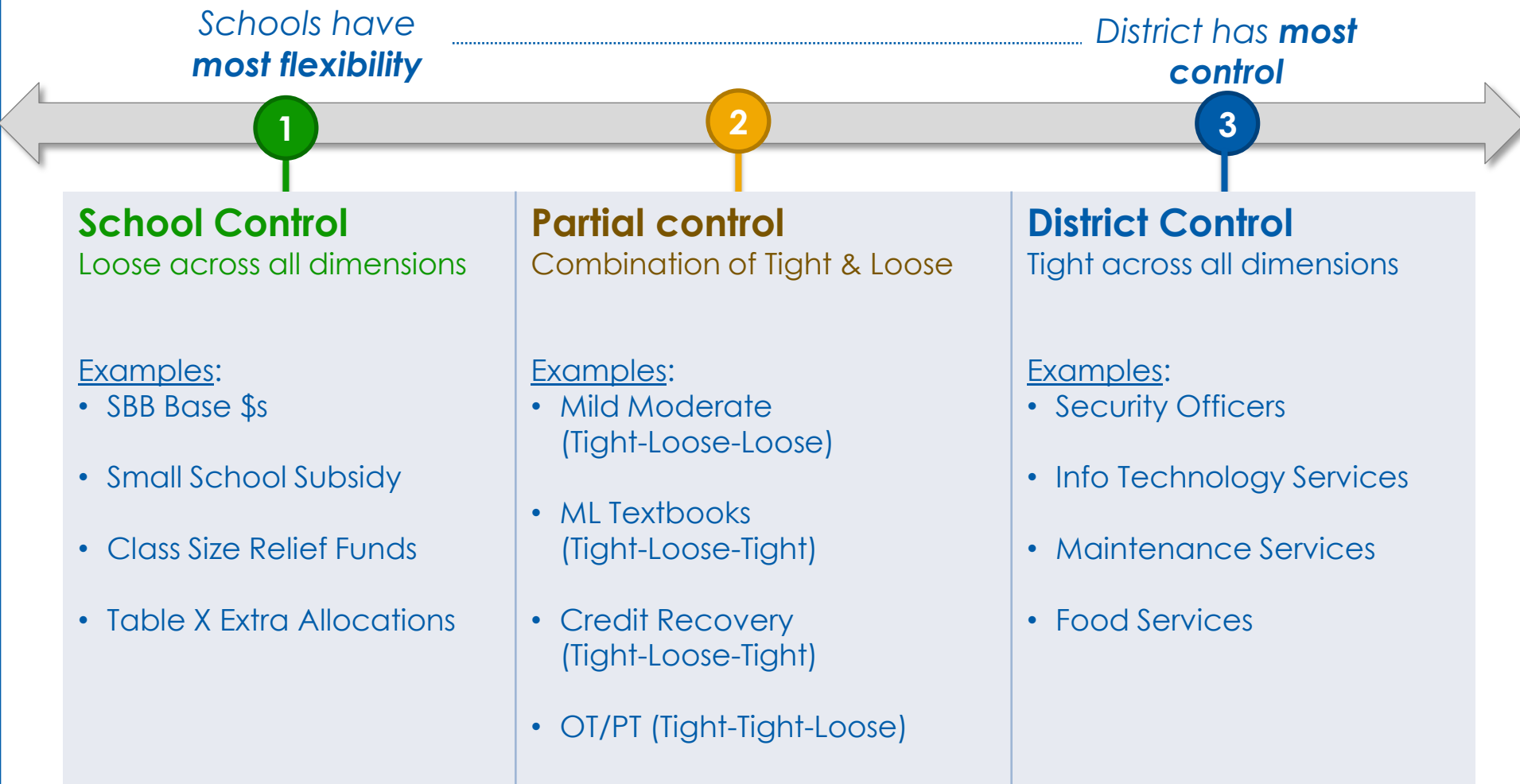
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# To code operating \$s in terms of flexibility, we created three “control” categories that take into consideration all three dimensions (spending, service model, and service provider)



If you remember from the June School Funding Session, we know that Middle/Secondary/High schools have a higher average per pupil spending than Elem/K8 Schools ...

### AVERAGE SCHOOL ATTRIBUTED \$PWP



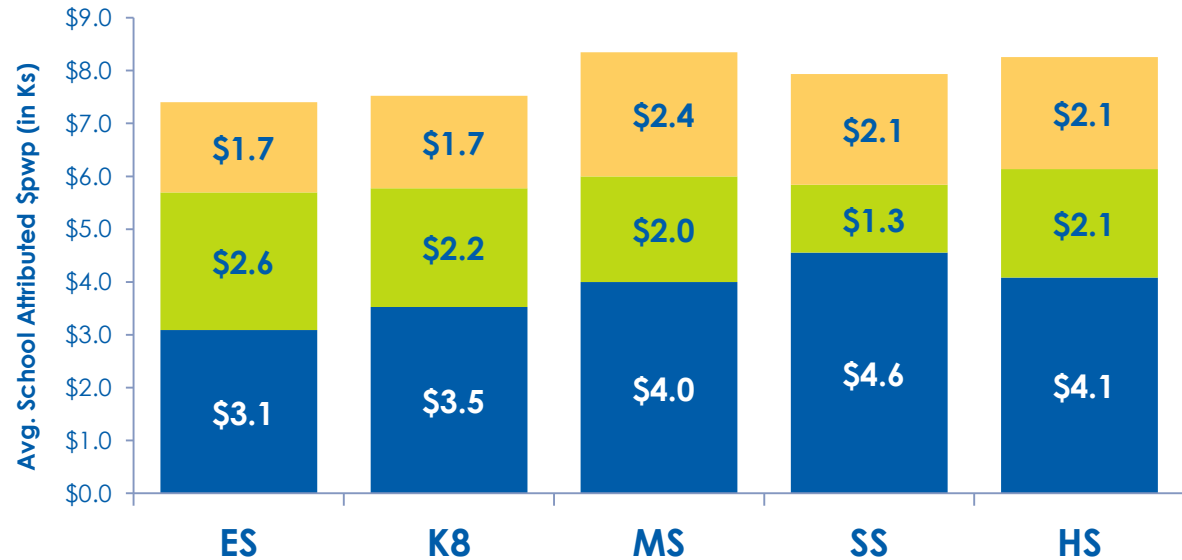
<b>Avg. Size</b>	460	614	646	861	1,297
<b># of Schools</b>	71	17	12	4	10

Source: DPS SY0910 Expenditures and Enrollment; - Excludes Charter Schools ERS analysis

... when we looked at the resources that traditional DPS schools have, we find that ES have complete control over ~42% of resources; K8, MS, SS, and HS have complete control over ~47-57% of resources ...

**Traditional Schools: Avg. SA \$pwp by Flexibility Type**

- District Control
- Partial Control
- School Control



**Why is the ES % lower?**

ES have more restrictions around SBB \$s – for example:

- K/ECE , ES Arts, G&T, ELA resource, paras, and NLT are restricted in spending & service model
- Many ES resources also require matching \$s

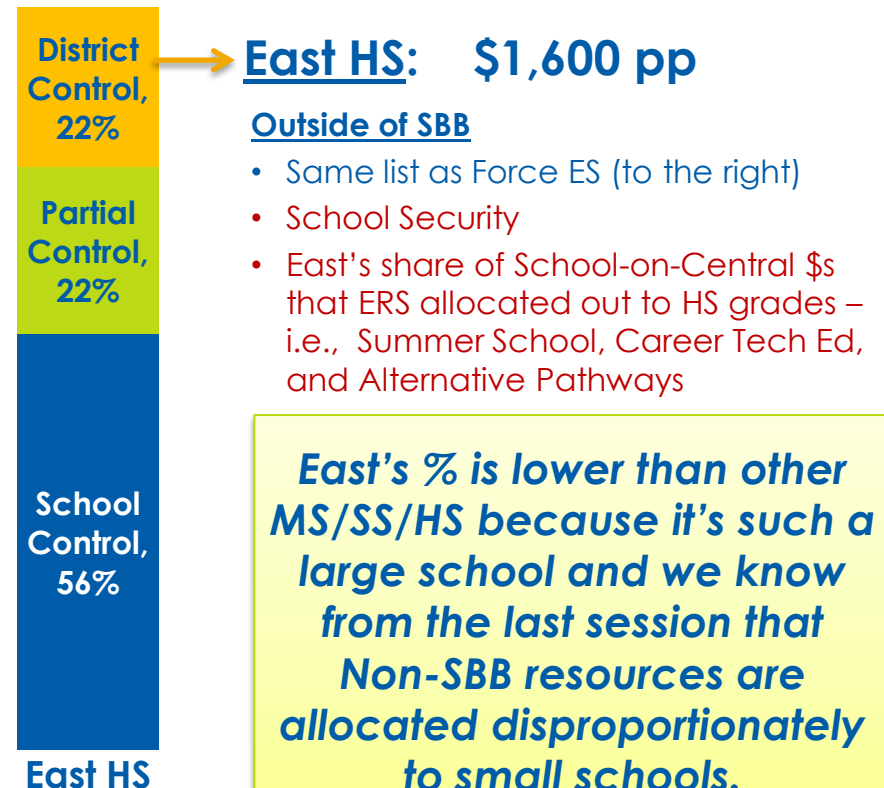
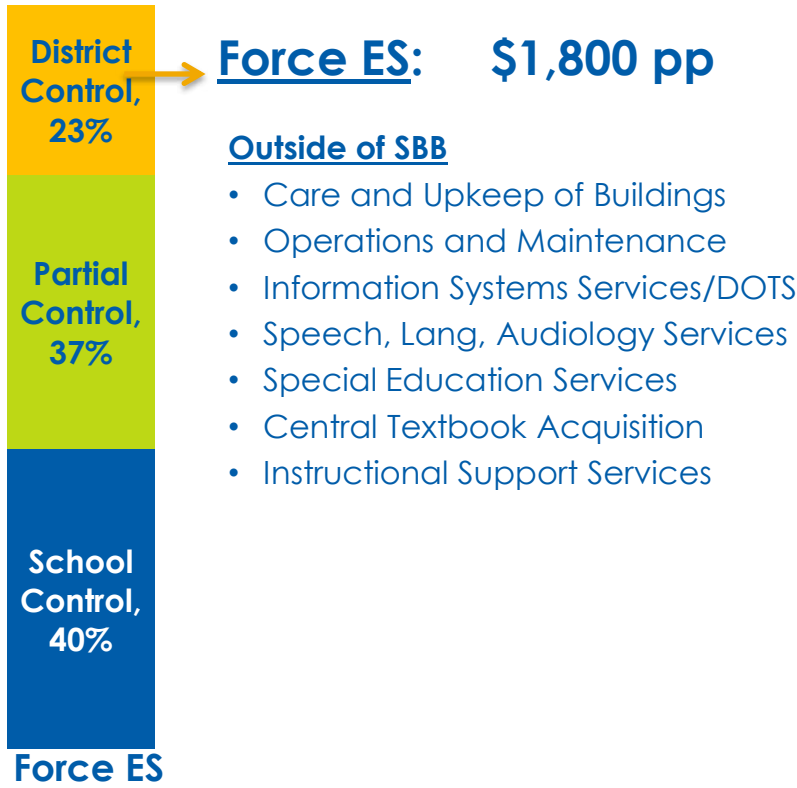
SS/HS also tend to receive more in small school, table x, or targeted interventions \$s

	ES	K8	MS	SS	HS
<b>School</b>	<b>42%</b>	<b>47%</b>	<b>48%</b>	<b>57%</b>	<b>49%</b>
<b>Partial</b>	<b>35%</b>	<b>30%</b>	<b>24%</b>	<b>16%</b>	<b>25%</b>
<b>District</b>	<b>23%</b>	<b>23%</b>	<b>28%</b>	<b>26%</b>	<b>26%</b>
<b>SA \$pwp</b>	<b>\$7.5k</b>	<b>\$7.5k</b>	<b>\$8.3 k</b>	<b>\$7.9 k</b>	<b>\$8.2k</b>

Let’s start by looking at the resources that are “District Controlled” at Force ES vs. East HS; Although MS/SS/HS tend to have a greater share of “District Controlled” resources than ES/K8s, that isn’t the case for East

**\$s under District Control**

Spending	Service Model	Service Provider
Tight	Tight	Tight

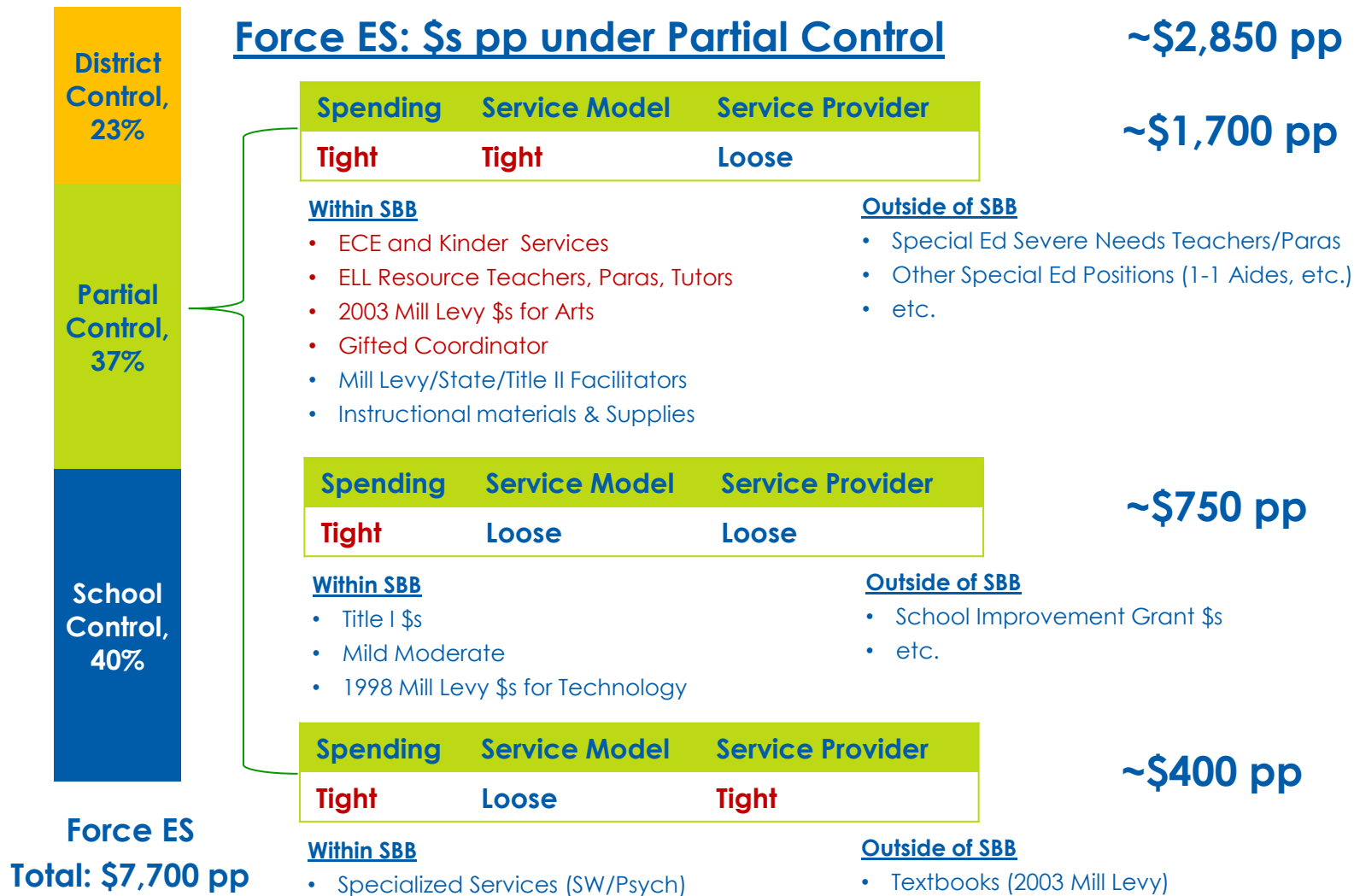


**East’s % is lower than other MS/SS/HS because it’s such a large school and we know from the last session that Non-SBB resources are allocated disproportionately to small schools.**

**Total: \$7,700 pp**

**Total: \$7,400 pp**

# When we look at the 37% of resources that are “partially controlled” at Force ES, we see that most of them have restrictions around spending and service model ...



... we see a similar situation at East HS where the 22% of “partially controlled” resources are also mostly restricted around spending and service model

**East HS: \$s pp under Partial Control**

~\$1,600 pp

District Control, 22%

Spending	Service Model	Service Provider
Tight	Tight	Loose

~\$700 pp

Partial Control, 22%

Within SBB

- Mill Levy/State/Title II Facilitators
- Instructional materials & Supplies

Outside of SBB

- Special Ed Severe Needs Teachers/Paras
- Other Special Ed Positions (1-1 Aides, etc.)
- etc.

School Control, 56%

Spending	Service Model	Service Provider
Tight	Loose	Loose

~\$500 pp

Within SBB

- Mild Moderate
- 1998 Mill Levy \$s for Technology

Outside of SBB

- School Improvement Grant \$s
- etc.

Spending	Service Model	Service Provider
Tight	Loose	Tight

~\$400 pp

Within SBB

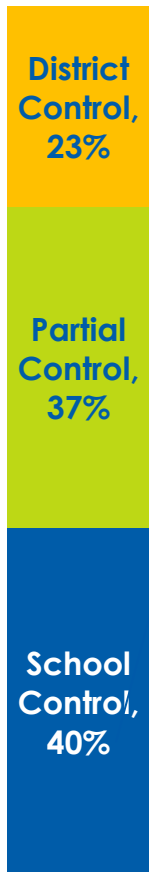
- Specialized Services (SW/Psych)

Outside of SBB

- Textbooks (2003 Mill Levy)
- Credit Recovery \$s
- Concurrent Enrollment \$s

East HS  
Total: \$7,400 pp

Force ES has “School Control” over ~\$1.6 m, but 90% of that must go towards paying baseline school operations so in reality, Force only has complete discretion over ~\$184k ...



### Force ES: \$s pp under School Control

**\$1.6m**

Spending	Service Model	Service Provider
Loose	Loose	Loose

Within SBB

- SBB Base  
(No Targeted Intervention, Small School Subsidy, or Table X)

Outside of SBB

- None  
(No Class Size Relief Funds)

**But after paying for “baseline operations”, Force does not have much left to spend at its discretion:**

<b>“Baseline” Operations</b>	<b>\$1.6m (90%)</b>	<b><u>“Discretionary” Spending</u></b>	<b>\$0.2m (10%)</b>
<u>Position</u>	<u>FTE</u>	<u>Position</u>	<u>FTE</u>
Principal	1.0	Assistant Principal	0.8
Secretary	1.0	Health Technician	0.9
Teachers (assume 25-1 ratio)	17.0	Secretary	1.0
General Assignment Para	2.5	Librarian	1.0
<u>Services</u>		<u>Services</u>	
Books /Periodicals	\$45k	Guest Tchrs	\$15k
General Supplies	\$31k	Prof. Services	\$13k
Copying	\$17k	Misc	\$6k

**Force ES  
Total: \$4.0 m**

... East HS also has to spend ~88% of its school controlled \$s to pay for “baseline” school operations so in reality, East only has complete discretion over ~\$1.3m



**East HS: \$s pp under School Control**

**\$9.0m**

Spending	Service Model	Service Provider
Loose	Loose	Loose

**Within SBB**

- SBB Base  
(No Targeted Intervention, Small School Subsidy, or Table X)

**Outside of SBB**

- Class Size Relief

**But after paying for “baseline operations”, East also does not have much left to spend at its discretion:**

<b>“Baseline” Operations</b>		<b>\$8.0m (88%)</b>	<b><u>“Discretionary” Spending</u></b>		<b>\$1.0m (12%)</b>
<b><u>Position</u></b>		<b><u>FTE</u></b>	<b><u>Position</u></b>		<b><u>FTE</u></b>
Principal		1.0	Bookkeeper/Secretary		4.0
Assistant Principal		3.0	Para/Tutor		3.0
Secretary		4.0	Guidance Counselor		2.0
Counselor (assume 300-1 ratio)		7.0	Librarian/Media Center		2.0
Teachers (assume 25-1 ratio)		87.0	Computer Tech/PC Specialist		1.5
			Facilitator, Humanities		0.5
<b><u>Services</u></b>			<b><u>Services</u></b>		
General Supplies	\$200k		Non-Capital Equip	\$288k	Prof Svcs \$41k
Copying	\$80k		Guest Teachers	\$70k	Purch Svcs \$27k
Books & Periodicals	\$26k		Travel/Regis.	\$42k	Misc \$49k

**East HS  
Total: \$16.1 m**



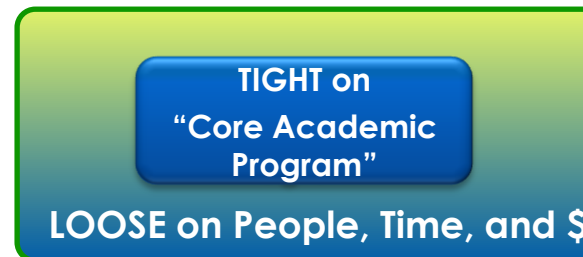
## So far we've talked about what flexibility looks like for Traditional Schools, but we know that DPS has differentiated “tightness” and “looseness” for Innovation Schools vs. Traditional Schools

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So **Innovation Schools** could potentially look more like this ...

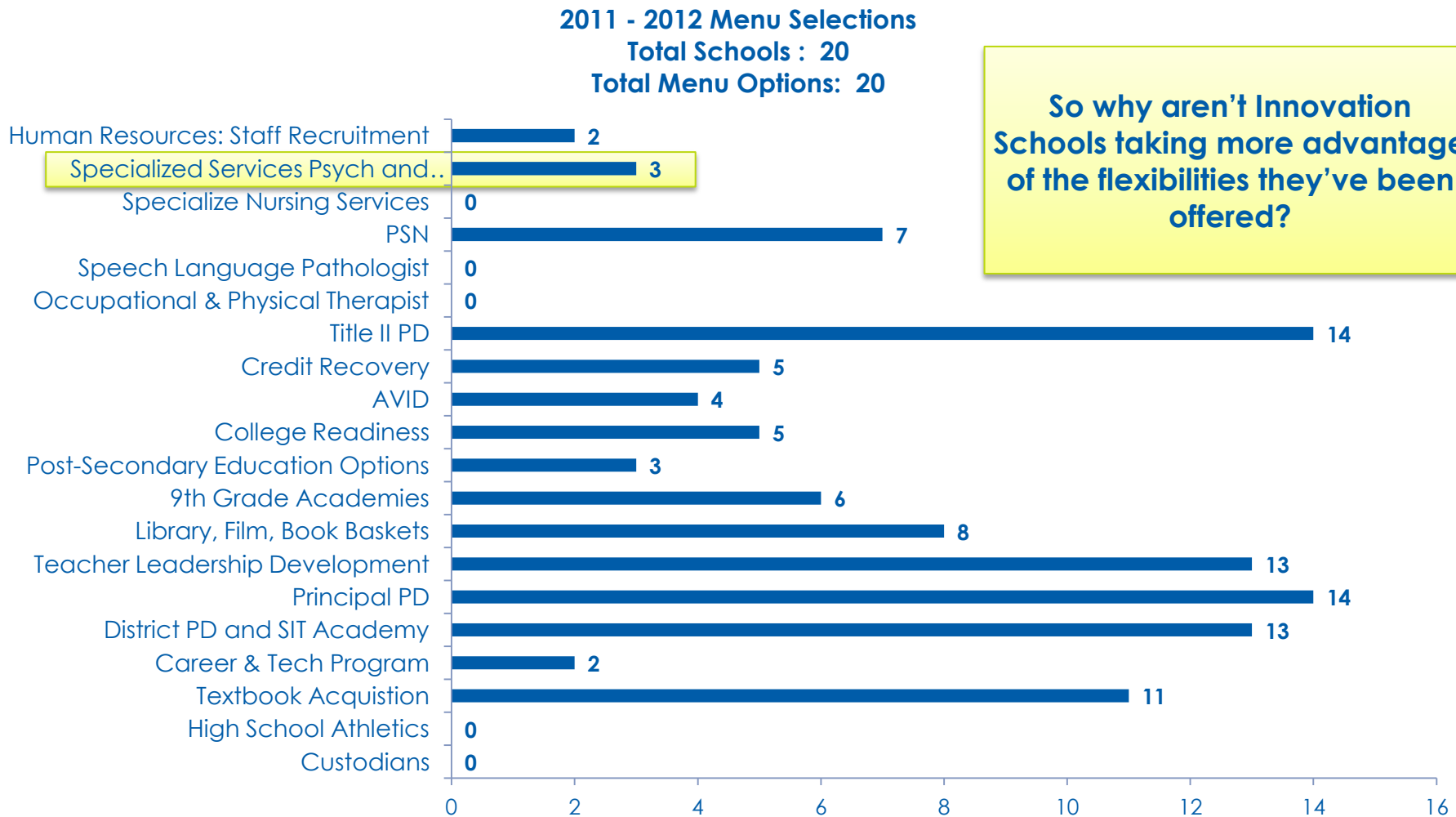


... while **Traditional Schools** could look a little more like this



**The next few slides look into whether Innovation Schools have had a substantially different level of budgeting flexibility than Traditional Schools due to their “Menu Options” ...**

# We know that Innovation Schools have the option to take additional flexibilities, but in 2011-12, many Innovation Schools didn't take all of the flexibilities available to them



## For example: Why didn't more Innovation Schools take more advantage of the flexibilities offered around Specialized Services: Social Workers/Psychologists?

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- 1** Because there wasn't a lot of time between when the decision was made to offer this flexibility and when schools had to make budget decisions:
  - Schools felt that they weren't entirely clear on what it meant for them to take the \$s (i.e., what were they now accountable for, what were the parameters around the \$s)
  - The final \$ allocations came late in the process, making it hard for schools to plan and budget for taking the \$s instead of service
- 2** No viable 3<sup>rd</sup> party alternative available as a service provider
- 3** Some principals simply weren't interested in having control over the mental health services



*Here is another example where being “loose” in policy has not translated to being “loose” in implementation*



## During ERS Innovation School Focus Groups, Principals expressed confusion and frustration around aspects of the current flexibility system

### Innovation Schools said:

#### Too much red tape around flexibility they're "supposed" to have

- Principals felt that they don't actually get the flexibility that was approved in their Proposal
- "Often have to reapply to the department for the flexibilities we thought we had"
- "Being an Innovation School is all about arguing with the district. We've already been granted these flexibilities, why is there so much red tape for us to actually use them?"

#### Dollars are too small to be worth the red tape

- Reluctant to take unless the flexibility was really "worth" the time investment
- "Mountain of justification needed" and "we don't have time to get out of the war and come down to the central office to argue about \$10pp"

### In a recent DPS survey of Innovation School Principals

#### 67% were satisfied or very satisfied with the available autonomies included on the menu

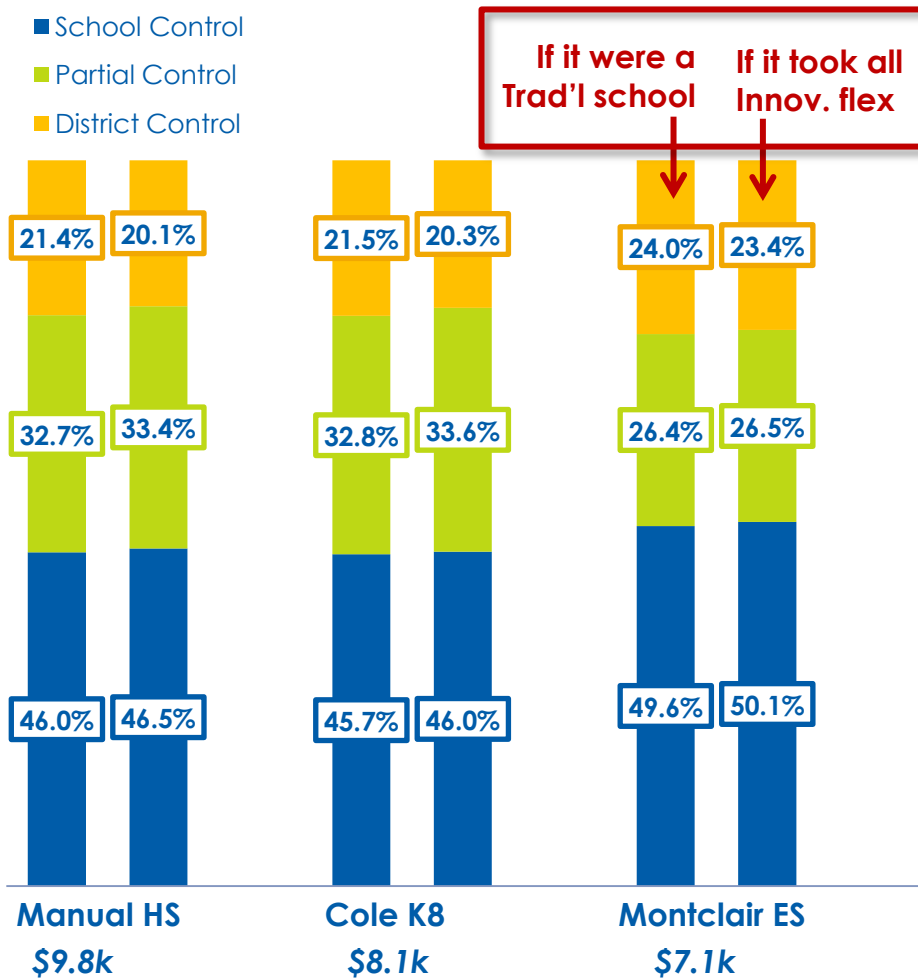
- *BUT* only 25% said they fully understood what it meant for them to "take the service" (i.e., what the district would not longer provide them with)
- *AND* 33% said they did not understand the performance and reporting expectations

## Many of the flexibilities that were offered to Innovation Schools still had restrictions over either Spending, Service Model, and/or Service Provider

2010-11 Menu	Estimated \$pp	
Post-Secondary Education Options		<b>Partial Control</b> <b>Differs by school</b> These flexibilities still have restrictions from the district around spending, service model, and/or service provider.
Custodians	<i>Differs by school i.e., the school's allocation is just converted to a \$ amount</i>	
College Readiness		
Speech Language pathologist		
Occupational & Physical Therapist		
Credit Recovery		
PSN	n/a – service provider flex only	
Specialized Services (Psych/Social Worker)	\$5 pp	“must provide services of equal or greater quality to meet student need and statute”
Specialize Nursing Services	\$3 pp	
District PD and SIT Academy	\$16 pp	
High School Athletics	\$136 pp	“must be spent to fund athletic program (not including physical education)”
Textbook Acquisition	\$46 pp	“purchases limited to textbooks, workbooks, instructional materials, etc ... “
AVID	\$16 pp	
9th Grade Academies	\$21 pp	
Library, Film, LION, Book Baskets	\$8 pp	
Title II PD	\$31 pp	
Career & Tech Program	\$29 pp	
<b>Human Resources</b>	<b>\$12 pp</b>	<b>School Control</b> <b>\$30 pp</b> <u>Only \$30 pp is fully at the discretion</u> of the school when it comes to spending, service model, and service provider flexibility
<b>Elementary Paras</b>	<b>\$13 pp</b>	
<b>Teacher Leadership Development</b>	<b>\$3 pp</b>	
<b>Principal PD</b>	<b>\$2 pp</b>	

# Even if the innovation schools took all of the flexibilities available to them, it would not make any material difference to the level of flexibility they experience over their resources

## School-Attributed \$pwp: By Flexibility Category



### On average across all schools:

- ~\$30 pwp moved from District Control to School Control
- ~\$35 pwp moved from District Control to Partial Control
- ~\$750 pwp just moved within Partial Control subcategories

### On average across all schools:

District control decreased by **1.0%**  
 Partial control increased by **0.5%**  
 School control increased by **0.5%**



## Discussion: What are your reactions to the situation analysis?

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- What of this analysis rings true?
- What of this analysis surprises you?
- What questions does this analysis raise for you?

# Agenda

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# Districts differ in how they think about which schools get what types of flexibility – for example:

## Automatic Flexibility

All schools automatically receive flexibility.

**BALTIMORE CITY**  
**PUBLIC SCHOOLS**



## Earned Flexibility

Schools “earn” flexibility based on perf/capacity.

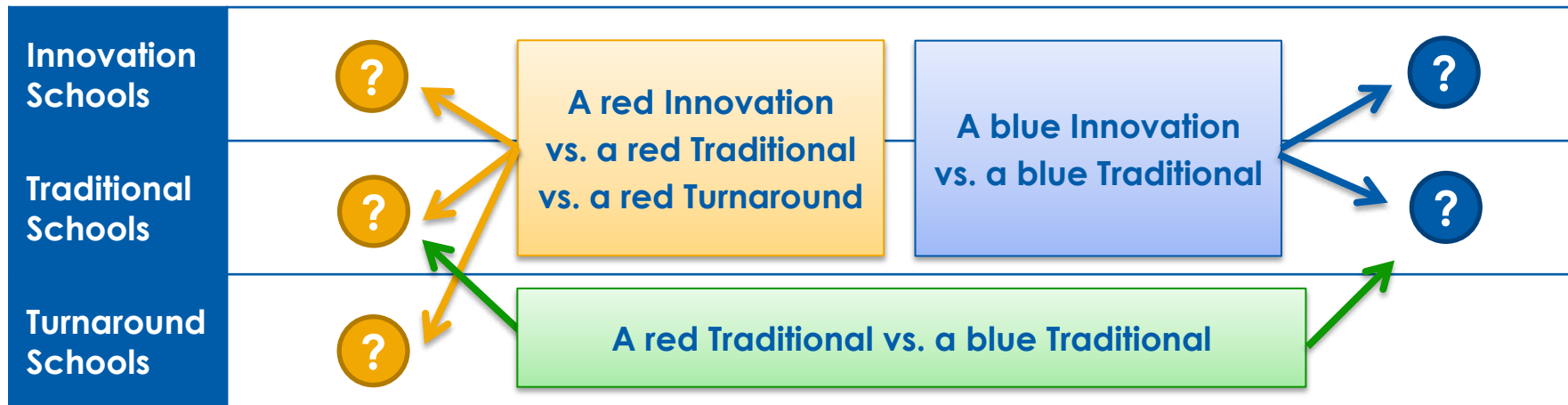
**FOCUS**  
**On Children**  
Boston Public Schools

- Goal was to “attract and retain high-perf. school leaders to the district”
- Fair Student Funding (FSF) was developed with the premise that:
  - All schools get the same flexibility
  - System needed to maximize the flexibility given to schools to attract good principals– i.e., all resources should be school controlled unless they had a compelling reason otherwise
- Goal was to “leverage existing school leadership capacity/expertise”
- Pilot school system was developed with the premise that:
  - Significant levels of flexibilities are given to a subset of schools who earned it by becoming pilot schools
  - Flexibilities were selectively chosen – i.e., starting point was NOT that all resources should be school controlled



# Reflection: DPS differentiates program support to schools by SPF rating; how should it differentiate when it comes to resource flexibility?

Should flexibility over “people, time, and \$s” be differentiated between ..



Are there any other dimensions that should be discussed (i.e., school leader capacity, school level, other school categorizations?)

# Agenda

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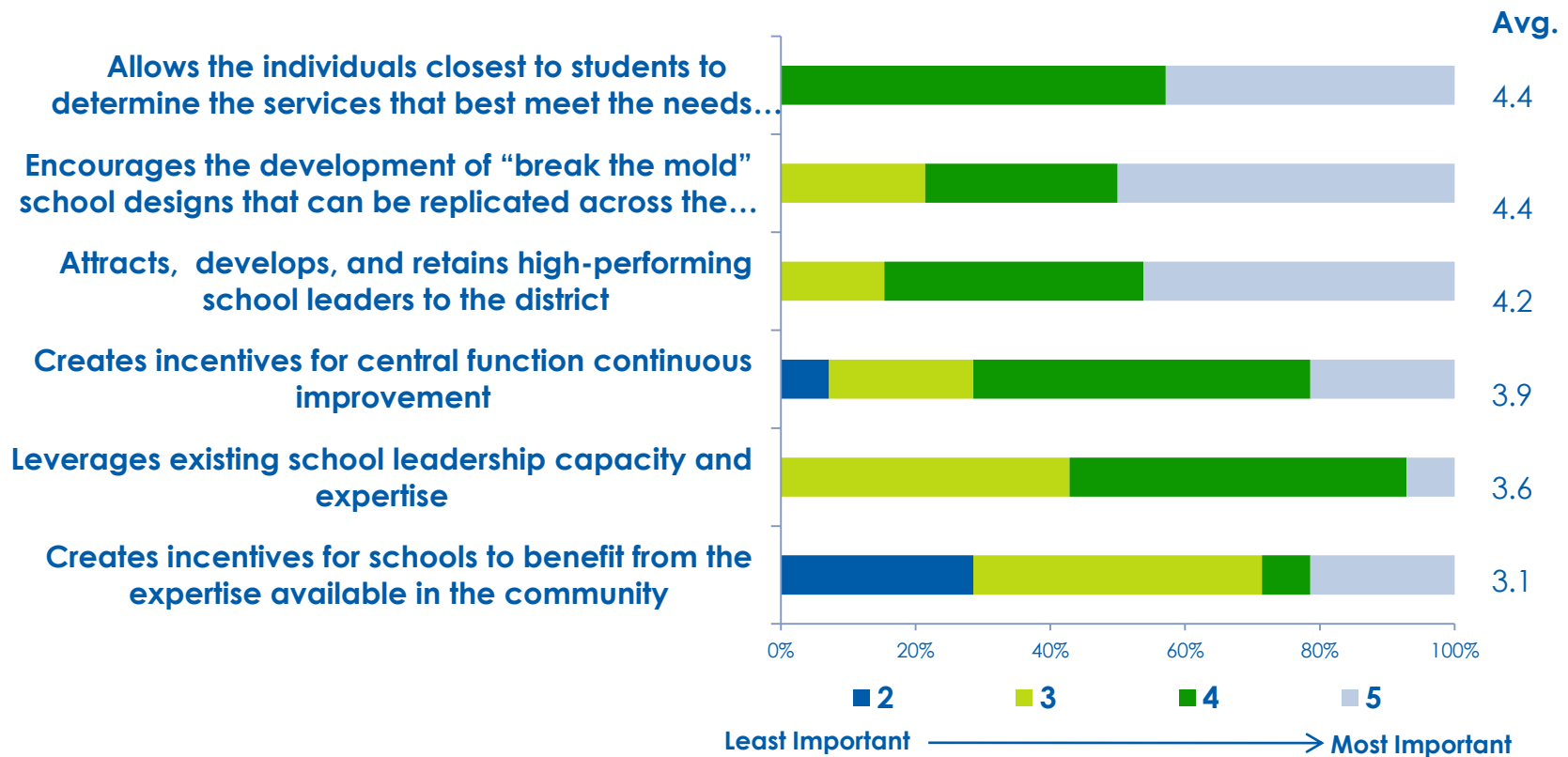
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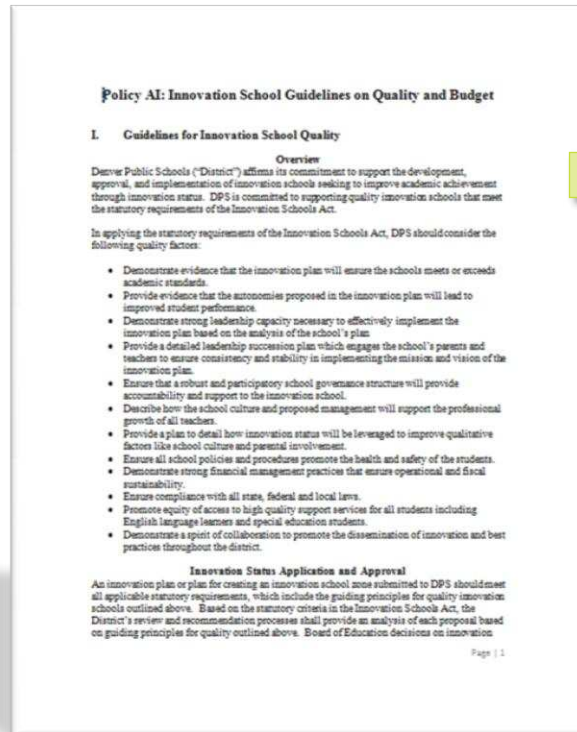
# Decisions on what resources to make flexible should align with the district’s theory on why school resource flexibility will improve student performance



### Additional Priorities (write-ins)

- Makes it acceptable to have accountability for performance since fewer excuses about no control **(4)**
- More buy-in at all levels **(4)**
- Political pressure about “big bad district” making decisions, especially cuts **(3)**
- Incentives for Teacher Leadership
- Empowerment of school community to make local decisions

# Denver is currently using three guiding principles for deciding when things should be “tight” for Innovation Schools:



If the District denies an Innovation School a request for budget autonomy, it must demonstrate how granting the request would:

- 1) have a **negative impact on the health and safety** of students;
- 2) result in **non-compliance** with federal, state, or local law;
- 3) negatively impact the District's ability to **target the use of funds to serve students with greater needs**.

**Before aligning on the guiding principles that should relate to all schools, let's take a look at some of the guiding principles we've seen elsewhere ...**

## Guiding Principles: Why might DPS want to be “tight” for a particular service within People, Time, and \$?

Principle	Reasons why DPS may want to be “tight”	Potential Examples?
<b>Consistency of Experience/District Strategy</b>	<p>This service is critical to district strategy and can't be made flexible because it is:</p> <ul style="list-style-type: none"> <li>• Important to ensure the consistency of student experience across district [equity]</li> <li>• Important for system but not for individual schools</li> <li>• An investment with long-term benefits but limited short-term gains</li> </ul>	<i>Teacher Evaluation System?</i>
<b>Accountability/Compliance</b>	<p>The district has accountability for the service/activity (i.e., to state, federal) and transferring the accountability to the school-level would not actually give schools more flexibility.</p>	<i>Special Education Maintenance of Effort?</i>
<b>Economies of Scale</b>	<p>District-wide economies of scale are such that the savings for centralizing outweighs desire of school control.</p>	<i>Email services?</i>
<b>Expertise</b>	<p>Control over this service requires specialized expertise or content knowledge that principals are less likely to have.</p>	<i>Audiology services?</i>
<b>Predictability</b>	<p>This service/activity is very difficult to budget for at the school level because it is needed infrequently or unpredictably.</p>	<i>Building maintenance?</i>

## Guiding Principles: Why might DPS want to stay “loose” for a particular service within People, Time, and \$?

Principle	Reasons why DPS may want to be “loose”	Potential Examples?
<b>Centrality to School Mission</b>	School control over this service is central to the school’s mission and ability to impact student achievement.	Teacher Selection?
<b>School Design Innovation/ R&amp;D</b>	Schools with different designs are likely to provide this service/activity very differently.	Intervention?
<b>Proximity to Resource Use</b>	The principal’s proximity to the service or resource use makes it likely that he/she could manage it more effectively than could the central office.	Instructional Coaches?
<b>Market Competition</b>	Quality of service could potentially be significantly improved if the central function had to compete with other vendors.	Custodial?



# Here’s an example of how the principles could potentially interact for SPED Mild Moderate Staffing:

**TIGHTER** on  
“Core Academic  
Programs”  
**LOOSER** on People, Time, and \$

Falls within People, Time, and \$, so default assumption is **LOOSE**

	Spending Control (how much?)	Service Delivery (how?)	Service Provider (who?)
<b>Reasons for keeping TIGHT</b>	<ul style="list-style-type: none"> <li>• Compliance (MOE &amp; IEP hours)</li> </ul>		<ul style="list-style-type: none"> <li>• Compliance (personnel restrictions)</li> </ul>
<b>Reasons for keeping LOOSE</b>	<ul style="list-style-type: none"> <li>• Proximity to Resource Use</li> <li>• School Design Innovation/R&amp;D</li> </ul>	<ul style="list-style-type: none"> <li>• Proximity to Resource Use</li> <li>• School Design Innovation/R&amp;D</li> </ul>	<ul style="list-style-type: none"> <li>• Proximity to Resource Use</li> <li>• Market Competition</li> </ul>



### Tight

District sets minimum schools must spend



### Loose

School decides mix of Mild Moderate teachers, additional Aides, materials, etc.



### Loose

School has (bounded) hiring control over their SPED Mild Moderate staff, where they get materials, etc.

# Here’s an example of how the principles could potentially interact for SPED Speech Language/OT/PT Services:

**TIGHTER** on  
“Core Academic  
Programs”  
**LOOSER** on People, Time, and \$

Falls within School Operations, so default assumption is **LOOSE**

	Spending Control (how much?)	Service Delivery (how?)	Service Provider (who?)
<b>Reasons for keeping TIGHT</b>	<ul style="list-style-type: none"> <li>• Compliance (IEPs)</li> </ul>	<ul style="list-style-type: none"> <li>• Compliance (IEPs)</li> <li>• Expertise</li> </ul>	<ul style="list-style-type: none"> <li>• Compliance (personnel restrictions)</li> <li>• Economies of Scale</li> <li>• Expertise</li> </ul>
<b>Reasons for keeping LOOSE</b>	<ul style="list-style-type: none"> <li>• Proximity to Resource Use</li> </ul>	<ul style="list-style-type: none"> <li>• Proximity to Resource Use</li> </ul>	<ul style="list-style-type: none"> <li>• Proximity to Resource Use</li> <li>• Market Competition</li> </ul>



**Tight**

District determines how the service is delivered (i.e., based on your student IEPs, you need OT for 5 hrs/week).



**Tight**

There’s really not much variation around how this service delivery can be delivered – it has to be via an OT/PT/SLP.



**Loose**

Schools can choose to hire their own related services providers (although most do not)

# Guided Approach: Here’s an example of how the principles could interact for Mental Health Support Services (Social Workers and Psychologists)

**TIGHTER on  
“Core Academic  
Programs”**

LOOSER on People, Time, and \$

Falls within School Operations, so default assumption is **LOOSE**

Spending Control (how much?)	Service Delivery (how)	Service Provider (who?)
---------------------------------	---------------------------	----------------------------

Reasons for keeping  
**TIGHT**

Reasons for keeping  
**LOOSE**



**Tight or Loose?**



**Tight or Loose?**



**Tight or Loose?**

## The challenge, of course, is the interaction and relative importance of the guiding principles

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It is possible to agree on the guiding principles that should be considered ...

... but disagree on their relative importance ...

... and end up with very different decisions.

That's why it's important to have discussions as a leadership team around the toughest and most sensitive issues to ensure better alignment as a team.

When we break into small groups to have these conversations, keep in mind:



The goal of today's session is **NOT** to make decisions about whether specific “people, time, and money” resources are tight or loose.

The goal is to discuss and develop a framework for HOW and WHY those decisions are made.



## Resources/Services to discuss:

Each of the five breakout groups will discuss LEAP-related Professional Development, plus one other resource/service:

❖ **LEAP-related Professional Development** → *All breakout groups discuss this.*

❖ **Credit Recovery**

❖ **Security**

❖ **Cleaning/custodial**

*The focus groups indicated that they most wanted increased control over these resources (along with PD)*

*Each breakout group will discuss one resource/service.*

❖ \_\_\_\_\_

❖ \_\_\_\_\_

**Other potential examples to discuss:**

❖ **Online learning (i.e. seat licenses)?**

❖ **Facilities maintenance?**

❖ **Other suggestions?**



# Discussion: In small groups, discuss two resource categories and arrive at recommendations for each

...

**1** Does this fall under **People, Time, and \$** (so default is **LOOSE**) or under **Core Academic Programs** (so default is **TIGHT**)? Or is this a gray area?

**TIGHTER** on  
"Core Academic Programs"

LOOSER on People, Time, and \$

**2** Discuss the **reasons for keeping tight or loose and the interaction** across them.

Spending Control (how much?)	Service Delivery (how?)	Service Provider (who?)
---------------------------------	----------------------------	----------------------------

Reasons for keeping **TIGHT**

Reasons for keeping **LOOSE**

**3** ↓ ↓ ↓

Tight or Loose?      Tight or Loose?      Tight or Loose?



# Discussion: Are these the right Guiding Principles for DPS? Are there any missing?

## Reasons to be “tight”

### Health & Safety

Giving schools control over this service could negatively impact the health & safety of students.

### Accountability/Compliance

The district has accountability for the service/activity (i.e., to state, federal) and transferring the accountability to the school-level would not actually give schools more flexibility.

### Serving Students with Greater Needs

Giving schools control over this service could negatively impact the District’s ability to target the use of funds to serve students with greater needs.

### Consistency of District Strategy/ Experience

This service is critical to district strategy & can’t be flexible because:

- Important to ensure the consistency of student experience across district [equity]
- Important for system but not for individual schools
- An investment with long-term benefits but limited short-term gains

### Economies of Scale

District-wide economies of scale are such that the savings for centralizing outweighs desire of school control.

### Expertise

Control over this service requires specialized expertise or content knowledge that principals are less likely to have.

### Predictability

This service/activity is very difficult to budget for at the school level because it is needed infrequently or unpredictably.

## Reasons to be “loose”

### Centrality to School Mission

School control over this service is central to the school’s mission and ability to impact student achievement.

### School Design Innovation/R&D

Schools with different designs are likely to provide this service/activity very differently.

### Proximity to Resource Use

The principal’s proximity to the service or resource use makes it likely that he/she could manage it more effectively than could the central office.

### Market Competition

Quality of service could potentially be significantly improved if the central function had to compete with other vendors.

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## Focus Group: Innovation Schools, Traditional Schools, and Charter Schools said they experienced challenges to using the flexibilities they've been given

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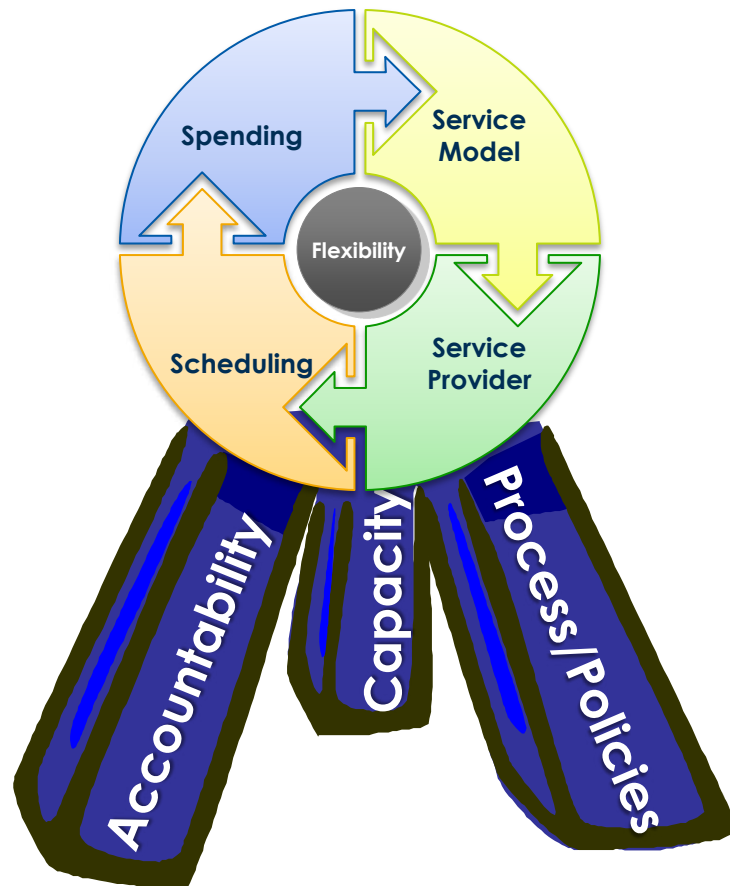
### 1 District processes/logistics not set up to support flexibility

- **Resume screens:** Fixed online job descriptions for resume screens
- **Procurement system:** Textbook vendors not on approved list
- **Hiring contractors:** Slowness of payment process constrains ability to attract best candidates
- **Credit cards:** Use restrictions slow ability to use dollars over service

### 2 Budgeting process can make effective use of flexibility a challenge

- **Timing:**
  - Timeline for Credit Recovery/College Prep not aligned with SBB & Title I
  - “I would have done things differently if I knew what I would have in total”
- **Fragmentation:**
  - Lots of little pots
  - Hard to keep track of strings attached
  - “...makes it hard to use them how you want”

For schools to successfully use their flexibilities, the district must also provide:



## ACCOUNTABILITY

School leaders are held accountable for student-outcomes and fiscal responsibility consistent with flexibility provided.

## CAPACITY

School leaders AND central function leaders receive the training and support they need to support the newly provided flexibilities.

## PROCESS/POLICIES

District policies and practices are changed to support school leaders in using resources strategically, and are appropriately communicated.

Ultimately, the district must ensure that the burden of flexibility placed on school leaders is minimized, and justified in the school designs they create

# Experience of DPS departments to date in pushing further flexibility to schools speaks to some of the related challenges

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- ❖ **Pricing** – Shouldn't necessarily always be per pupil; Challenging if marginal savings to central department is less than incremental cost to a school , or if dependent on volume
- ❖ **Org Structure & Staffing** – Challenging if dependent on volume
- ❖ **Compliance** – Challenging to make sure that \$'s are used for the required purpose if schools control the service model
- ❖ **Communication** – Principals need to fully understand what services they are opting out of and any requirements attached to dollars they accept
- ❖ **Handling Exceptions/Waiver Process** – Significant work to have waiver process if flexibility not automatic
- ❖ **Timeline/Coordination** – Coordinating all the changes needed across multiple central functions can be a challenge – particularly given the need to complete the work in advance of the school budgeting process

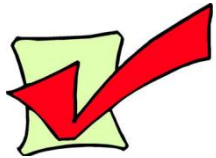
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## As we discussed at the start of today’s session, the next steps in moving DPS’ implementation of Managed Performance Empowerment to the next level include:

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Hopefully, today’s session helped to achieve step 1 ...

... but there is still a lot to do this summer/fall



### 1 Develop Guiding Principles to help apply Theory of Action to “people, time, and money”

- Discuss and develop a **set of guiding principles to be used when implementing the district’s theory of action** around what is “tight” and what is “loose”
- Discuss and develop a **common understanding of how the district’s theory of action applies to its differentiated school portfolio structure**

### 2 Prepare for SY1213 implementation using the Guiding Principles

#### People, Time, and \$

- Decide resource flexibilities for SY1213
- Plan for implementation (new flexibilities in ways that ensure success for both schools and central functions?)



## Major Takeaways: What did we learn from today’s conversation?

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### Situation Analysis

- How much flexibility do schools currently have over resources?
- How does this differ for Innovation vs. Traditional Schools?
- What is the nature of the “inflexibility” that currently exists?
- How does the current state align w/DPS theory of action?

### Application of Guiding Principles

- How should DPS think about what resources to make flexible to schools and in what ways?
- How do the implementation challenges affect your thinking on (a) guiding principles and (b) next steps?



## Discussion: What are the next steps?

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### What are the next steps for ERS?

- There is another 4 hour session scheduled for August 23rd on school flexibility.
- What do you think would be the best use for that time?
- What other analyses or information would be helpful?

### What are the next steps for DPS?

- What other work needs to be done to help individual departments roll-out the next stage of flexibility around “people, time, and \$”?
- What training (for both school leaders and central office leaders) will be needed?